



**Niagara River Greenway Commission  
Greenway Related Projects and Programs**

**INSTRUCTIONS**

**PROJECT CONSULTATION and PROJECT REVIEW**

**Effective October 2021**

## **Niagara River Greenway Commission Consultation and Review Form**

Date of Submittal:  Project Registration Number (*office use only*):

Type of Review Required (please check one):

- Mandatory Consultation for proposals seeking Greenway Funding
- Voluntary Review and/or Endorsement for proposals not seeking Greenway Funding

**PROJECT SPONSOR INFORMATION**

Name:	Buffalo Naval Park Committee, Inc. (Buffalo and Erie County Naval and Military Park)
Mailing Address:	1 Naval Park Cove
State:	Buffalo, NY
Zip Code:	14202
Federal ID#:	16-1133535
Charities Registration #:	04-70-62

**PROJECT TYPE (Please check only ONE)**

- Trail Development / Improvement
- Interpretation / Cultural Monuments
- Ecosystem / Riparian Habitat Restoration
- Stewardship
- Niagara River Greenway Placemaking / Public Access / Wayfinding

**FUNDING COMMITTEE**

- Host Community Standing Committee
- Ecological Standing Committee
- Buffalo and Erie County Standing Committee
- State Parks Standing Committee
- Unsure at this time / N/A

**TOTAL AMOUNT REQUESTED**

**ADDITIONAL FUNDING FROM OTHER SOURCES**

Source	Amount

**PROJECT INFORMATION**

Project Name:	<u>Buffalo Naval Park Master Plan</u>
Location (include GPS coordinates if possible):	1 Naval Park Cove, Buffalo, NY 14202
Project Site Address:	1 Naval Park Cove
State:	Buffalo, NY
Zip Code:	14202
Minor Civil Division(s):	
County:	Erie
Project Proponent Property Interest (own, lease, easement or other):	Lease/steward for the City of Buffalo

**AUTHORIZED OFFICIAL**

Name:	<u>Paul Marzello</u>
Title:	President and CEO
Business Address:	1 Naval Park Cove
State:	Buffalo, NY
Zip Code:	14202
Work Number:	716-847-1773 x14
Cell Number:	716-207-3992
E-Mail Address:	paul@buffalonaivalpark.org

**PROJECT POINT OF CONTACT**

Name:	<u>Paul Marzello</u>
Title:	President and CEO
Organization / Firm:	Buffalo Naval Park Committee
Business Address:	1 Naval Park Cove
State:	Buffalo, NY
Zip Code:	14202
Work Number:	716-847-1773, x14
Cell Number:	
E-Mail Address:	paul@buffalonaivalpark.org

## PROJECT NARRATIVE

Please attach material which responds to the following six items in the order that they are presented.

- 1. In a brief paragraph, describe the project and its purpose, how and when it will be accomplished, and why it is important.**

The Naval Park faced a crisis in April 2022 when the Naval Destroyer USS The Sullivans, one of the ships in our care, took on water and faced several weeks of imminent danger of sinking. Once the immediate risk was stabilized, long-term recovery/repair plans have been the obvious focus of Naval Park attention for the past two years. This past summer, we secured full funding to enact a full-scale, multi-million dollar repair project, including transport to drydock, for the Sullivans as well and the USS Croaker, which will see the repaired ships return to the Naval Park, target date Spring 2026. With this crisis averted, the Naval Park turns to the need for the development of a timely and focused Master Plan to assess the Naval Park's overall situation, challenges and opportunities, and to chart our course as a primary tourist attraction, educational destination and, most importantly, venue of memorial to veterans and members of the United States Armed Forces.

The project proposed here will partner the Naval Park with VernerJohnson PLLC, Museum Architects and Planners, for the development of a comprehensive Master Plan. VernerJohnson has worked with over 200 museums, cultural sites and institutions of diverse sizes around the world for the past forty years. They are uniquely qualified to guide the Naval Park through a comprehensive Master Planning process to produce a roadmap for the Park's future. VernerJohnson's proposal includes an initial Site and Area Evaluation and Market Analysis, to familiarize the consultants with existing conditions and operations, as well as with the Western New York cultural, tourism and financial landscape. These studies will be followed by a Visioning and Feasibility Study, designed to identify issues and opportunities, and engaging Naval Park stakeholders in analyzing market data to create a realistic projection of financial factors in play. Conceptual Design phases will produce recommendations for possible site development, program and program space designs, stakeholder engagement and cost estimates. The final product will be a comprehensive Master Plan. The Master Plan will direct development of Naval Park facilities, programming, collections, visitor engagement, stakeholder outreach and regional partnerships for the next five years and on into the future.

- 2. Referring to the Niagara River Greenway Plan, clearly document and describe how the proposed project will advance the Niagara River Greenway vision including the goals, principles, and criteria that define that vision.**

Principles: The Master Plan project embodies all of the Niagara River Greenway principles. The Master Plan will provide a framework for the Naval Park's Excellence in operation over the next five years and into the future. The Plan will build the organization's Sustainability through development of Partnerships with local and regional authorities, stakeholders, funding sources, educational partners and public attractions. It will provide steps to expand the Park's Accessibility and Connectivity with our Community-Based visitors, Veterans groups, students and researchers, and other present and potential Park attendees and patrons. The Master Plan will incorporate recommendations for facility development that will promote Accessibility and Ecological Integrity by collaborating with the Niagara River Greenway Commission, the City of Buffalo, the Department of Parks and other partners to ensure that projects are consistent with regional plans and priorities. Our goal is to partner with VernerJohnson to produce a Master Plan that fosters Restoration of the Naval Park's attractions and collections, promotes Authenticity in our educational mission to present the history of the United States Armed Forces and their contributions to our country, and builds Celebration among our visitors throughout the years.

- 3. Define the budget for the total proposed project and include costs for the following:**

Planning	\$180,000
Construction	\$
Acquisition	\$
Administration	\$
Operation and Maintenance / Year	\$
<b>TOTAL PROJECT COST</b>	<b>\$180,000</b>

Identify all sources of funding and the amount of funding expected from each source. Identify and quantify funds that are already on hand or have been allocated for the proposed project. Explain how the project will be operated and maintained.

With the approval of this committee’s review, the Buffalo Naval Park Committee plans to submit a request to the Buffalo and Erie County Greenway Standing Committee for a grant to fully fund the Master Plan project.

4. **Describe the measures taken at the local level to gain community and government support for this project (hearings, petitions, public surveys, resolutions of support or other methods). If this project has been cited or described in a local planning document or some equivalent thereof, attach copies of that documentation highlighting the sections that are relevant to the proposed project. Describe the role of municipal agencies, stakeholder groups, consultants, volunteers or others who will be involved in the proposed project.**

The proposed project is a Master Plan, and as such, will produce recommendations and guidelines for future projects that will require hearings, petitions, surveys, and other elements of collaboration with municipal agencies, consultants, and other stakeholders. At this stage, the Buffalo Naval Park Committee is seeking completion of this process. We will collaborate closely with the City of Buffalo, the County of Erie and other partners to review and discuss recommendations made in the Master Plan. Any implementation of projects recommended by the Master Plan will be undertaken only after full involvement of our stakeholders and partners, and with proper resolutions of support, hearings, or other appropriate protocols and procedures.

5. **Describe and document the environmental setting and existing conditions at the proposed project site. If you are not the owner of the property include a letter(s) or resolution(s) evidencing support for the project by the owner. Provide photographs, conceptual plans and drawings that show the site as it presently exists and how the site will change with the addition of the proposed project. Describe how your project will comply with the State Environmental Quality Review Act (SEQRA). The existence of wetlands, significant upland and aquatic habitats, and plant or animal species that are classified as rare, threatened, or endangered should be noted. Explain how such natural resources will be protected and/or enhanced. Cite any relevant project-related studies.**

As with the response to Item #4, the Master Plan project proposed in this application does not, at this stage, involve any physical site or facility-related changes that would require a SEQRA review or that would have any impact on the natural environment. The Buffalo Naval Park Committee will follow all proper procedures for any projects recommended in the Master Plan that involve the site or the flora and fauna on or adjacent to the Naval Park’s site.

6. **Please attach the proposed project timeline, identify any relevant milestones, and provide an estimated date for project completion/opening. If funded, it is expected that the project sponsor or point of contact will notify the Commission of the project opening date as it nears completion. (Note: This addition to the application was made September 2018.)**

The Naval Park has received a project proposal from VernerJohnson, which includes a timeline. Phase I can commence as soon as funding is secured; assuming a response from the Buffalo and Erie County Greenway Standing Committee in spring 2025, the Naval Park could initiate the project on 5/1/2025. VernerJohnson projects a 30-week timeline for the Master Plan process, which would set a completion date at late 11/2025.

Project Phases include:

- Phase I- Vision/Feasibility Study- Weeks 1-3, including identification of issues, with a Summary Report prepared for the Naval Park team; together with an ongoing market/financial analysis, elements of which will continue throughout the course of the partnership
- Phase II- Conceptual Design- Weeks 3-25, including Visioning Workshops (in-person and virtual), recommendations, site development options, program/space designs and diagrams and concept development
- Phase III- Master Planning- Weeks 25-30- incorporation of earlier Phases into drafting, refinement and completion of a Comprehensive Master Plan, which will direct development of Naval Park facilities, programming, collections, visitor engagement, stakeholder outreach and regional partnerships for the next five years and on into the future



February 17, 2023

Paul J. Marzello Sr.  
President & CEO  
Buffalo & Erie County Naval & Military Park  
One Naval Park Cove  
Buffalo, NY 14202

VernerJohnson PLLC  
20 Conant Street  
Danvers, MA 01923  
978-791-0333  
vernerjohnson.com

Re: Buffalo & Erie County Naval & Military Park  
Agreement for Vision Feasibility Study, Conceptual Design, and Comprehensive Master Plan

Dear Paul,

VernerJohnson is very excited to have been selected to provide Planning Services for potential renovations and expansion of the Buffalo & Erie County Naval & Military Park.

Bradley K. Nederhoff  
*President*

As specified in our proposal dated 9/16/22, we have teamed with Leisure Business Advisors, Singleton Construction Consultants (MBE/WBE), and our strategic partners, Gienapp Architects.

Sacheen Dampier  
*Associate*

This letter serves as our Agreement for this project and details our work plan, schedule, and fee.

Linda Cataldo  
*Associate*

Thank you for giving the VernerJohnson Team this opportunity to collaborate with you and your Project team. We look forward to taking the next steps with you.

Sincerely,

A handwritten signature in black ink that reads 'Brad Nederhoff'.

Brad Nederhoff, Architect  
President

# Scope of Services

---

The VernerJohnson Team will collaborate with all the Naval & Military Park's stakeholders to help shape and implement a supportable and sustainable vision for its future. Our collaborative process is designed to develop a clear understanding of, and consensus on, your key needs and requirements. The Master Plan document will demonstrate that Naval & Military Park has a focused direction, that the objectives, cost, and timeline have been established, and that the expanded facility is destined to be a reality.

The key use of this proposed leisure complex would be an extension of the existing Buffalo & Erie County Naval & Military Park. The other specific leisure uses planned for the site building are not yet known. Therefore, Leisure Business Advisor's (LBA) efforts will begin with a highest and best use analysis. It is defined by The Dictionary of Real Estate Appraisal as:

"The reasonably probable and legal use of vacant land or an improved property, which is physically possible, appropriately supported, financially feasible, and that results in the highest value. The four criteria the highest and best use must meet are legal permissibility, physical possibility, financial feasibility, and maximum profitability."

Legal permissibility is determined through an examination of applicable zoning regulations. The physical development potential of a site is determined through an examination of the basic nature of the site. Financial viability is determined through research of comparable facilities and an evaluation of those development alternatives which are economically viable. Maximum profitability is estimated for the most potentially financially viable options based on which would likely produce the greatest return on investment.

LBA has used this approach with five of its past consulting projects. The first site was near Rehoboth, Delaware. The second was located near the Choctaw tribe's historic capital of Tuskahoma, Oklahoma. The third was next to a tourist beach resort in Sharm El Sheikh, Egypt. The fourth was located in northern Morocco. The fifth was located in a scenic valley near the capital of Mongolia. In each of these projects, the client wanted to develop a new leisure facility but there was no obvious specific use.

LBA therefore began with this "highest and best use" analysis that carefully looked at the unique aspects of each site and the markets that would support it. LBA then recommended what it determined would be the best leisure use for that site, as well as promising alternatives. The clients then chose the specific use among these recommendations and LBA then prepared the detailed feasibility study for that specific use. In Delaware, LBA recommended expanding the planned development concept to include recreational vehicle (RV) accommodations, restaurant / bar / event center, lake activities, and dry activities. In Oklahoma, LBA recommended a themed resort with many outdoor physical activities similar to those found at an adventure park. In Egypt, LBA recommended adding more tourist retail shops and themed restaurants to the originally planned theme park concept. In Morocco, LBA recommended expanding the initial theme park concept to include a water park area. In Mongolia, LBA recommended widening the original leisure complex concept by adding themed lodging.

Below is a description of the Work Tasks required to complete the Vision Feasibility Study, Conceptual Design, and Comprehensive Master Plan and the approximate time required to accomplish each task.



# Scope of Services

---

## **Phase 1 - Vision Feasibility Study**

### **TASK 1.1: Identifying Issues (2 weeks)**

The VernerJohnson Team will familiarize ourselves with the Naval & Military Park and its specific circumstances. Besides what we learned through our initial conference calls, we will gather additional existing documentation and information about Naval & Military Park. To launch the project, two members of the Team, Brad Nederhoff and John Gerner, will travel to Buffalo for a two-day session (**Trip 1**). Kevin Brennan of Singleton will also participate in these sessions.

The agenda will include:

- Meet with the Naval & Military Park team to familiarize ourselves with the existing conditions of the facility including its visitor attendance, facilities and programming – as well as to better understand the Naval & Military Park’s mission, objectives, vision, timeline, target audience, and goals for the future.
- Tour the entire existing Naval & Military Park complex and the Port Terminal A on the Outer Harbor. Using floor plans provided by the Naval & Military Park, VernerJohnson will verify and assess existing spaces.
- Discuss specific project goals
- Review previously discussed development options
- Discuss allowable leisure possibilities
- Learn about other information sources
- Tour both sites to evaluate visibility, ease of access, and all other site related issues.
- Work with the Owner’s Team to identify the various stakeholders for the project, potentially including:
  - Students at local universities and schools
  - Naval & Military Park employees
  - Buffalo’s local government
  - Local teachers
  - State government
  - Local/neighboring businesses and hotels
  - Other museums in the region
  - Residents of Buffalo
  - Tourists
  - Tourism Board
  - Board of Trustees
  - Members of the Naval & Military Park
  - Private Donors
  - Commercial Donors
  - Chamber of Commerce
- Meet with stakeholders, in groups of three or four people, to determine how various constituents perceive the Naval & Military Park and determine how their input can best be incorporated into the planning efforts. It is anticipated that approximately five or six groups will be scheduled for approximately one hour per group.

### **TASK 1.2: Market and Financial Analysis (concurrent with other Tasks)**

Leisure Business Advisors will assess the market and other non-site factors that will help define the development opportunities and will help facilitate the transition from the Museum’s current operating model to one that better adapts to changes in the market. This Market and Financial Analysis will include:

# Scope of Services

---

## **1. Site and Area Evaluation**

The existing building and surrounding area will be evaluated to determine the effect on potential usage. Factors include:

- Physical limitations or constraints
- Access routes
- Surrounding development
- Potential complementary and competitive facilities nearby

## **2. Market Analysis**

The resident market will also be analyzed, including:

- Population growth
- Age distribution
- Income distribution

The tourist market will be defined and analyzed, including:

- Recent size
- Future expectations
- Other relevant characteristics

## **3. Highest and Best Use Analysis**

Based on the research conducted in the previous tasks, LBA will rank the most promising future leisure uses for the site building that would be in addition to the extension of the existing Buffalo & Erie County Naval & Military Park. These options will include successful uses that are currently offered in similarly-sized resident markets and tourist destination areas. One or more of these options will be selected by the client for further analysis and projections. The chosen leisure mix will be described in more detail, since readers of the report may be unfamiliar with these chosen leisure uses.

## **4. Evaluation of Comparable Leisure Complexes**

Selected comparable leisure complexes will be examined and described in case studies. Available reported information will be provided on individual characteristics, including:

- Name and location
- Physical description
- Pricing
- Operating and/or development factors

## **5. Annual Usage**

Potential annual usage for the chosen new leisure complex will be estimated for the first five years of operation based on a number of factors, including:

- Potential tenant mix
- Size of the available markets
- Qualitative market characteristics
- Market performance achieved by comparable leisure complexes
- Location and possible competition

## **6. Concept Development and Approach**

# Scope of Services

---

LBA will make physical planning recommendations needed to service expected market demand. These will include:

- Recommended types of activities at the new leisure complex
- Recommended other major components
- Recommended sizing parameters
- Recommended phasing of development

## **7. Financial Analysis for Anchor Attraction Tenant**

The financial analysis will assume that the anchor attraction tenant is an extension of the existing Buffalo & Erie County Naval & Military Park. Financial projections for that specific attraction tenant will be based on potential usage and possible phasing of development. Financial estimates for the first five years of operations will include:

- Revenues by category (including membership)
- Operating expenses
- Earned revenue potential
- Operating surplus or required operating subsidy
- Potential for partnerships
- Warranted development cost based on potential operating performance

## **8. Financial Analysis for Manager Landlord**

The financial analysis for the landlord of the project would be based on space leased by tenants, and assume that the anchor attraction tenant also manages the entire leisure complex on behalf of the property owner. Landlord financial estimates for the first five years of operations would include:

- Lease revenues and other potential sources of financial support
- Landlord operating expenses for the leisure complex's common area
- Potential operating cash flow

## **Phase 2 - Conceptual Design**

### **TASK 2.1: Visioning Workshop (3 weeks)**

Two members of the Team, Brad Nederhoff and John Gerner, will conduct a one-day Visioning Workshop in Buffalo (**Trip 2**), with the Owner's Team, along with Kevin Brennan of Singleton Construction Consultants. Potential new or expanded programmatic options will be analyzed, in relationship to the Institution's mission statement, goals, and objectives discussed in Task 1. Various ideas for the Institution's future direction, including ideas on utilizing Port Terminal A on the Outer Harbor, will be brainstormed and diagrammed.

- Floor and Site plans of the existing facility (based on drawings provided by the Museum), will be color coded by VernerJohnson and used as a basis for our analysis and discussion of various new arrangements and ideas for the expansion areas in Port Terminal A.
- Preliminary Outline Facility Program will be developed, assessing the required program spaces and their potential size.
- Feasibility of potential expansion in Port Terminal A on the Outer Harbor will be discussed.
- Dedicated space for traveling exhibits will be analyzed.
- Potential for new interactive and multi-media exhibits will be analyzed.
- Opportunities for greater visibility (i.e.: advertising, community outreach, online visibility, corporate programs) will be identified.
- Methods of attracting younger visitors will be discussed.

# Scope of Services

---

## **TASK 2.2: Preparation of Recommendations (4 weeks plus time concurrent with other Tasks)**

Based on the results of Task 2 and Task 3, the Team will develop recommendations on how the Naval & Military Park could adjust/expand its programming, what new spaces these changes would require, as well as the associated staffing, funding, and schedule implications. These recommendations will include:

- Suggestions of how the Naval & Military Park can improve its presence in the community through its programming, as well as its global presence as a resource on the internet.
- Suggestions of how the Naval & Military Park can increase the engagement of its collection from a broader base of stakeholders and how it can communicate and educate in more ways.
- Potential opportunities to increase visibility within the community, nationally, and world-wide.
- Outline Facility Program, including recommendation and/or options for new and existing spaces.
- Business Plan assessment and recommendations as described in Task 2.
- Preliminary Budget and Timeline.

## **TASK 2.3: Site Development Options (3 weeks)**

The VernerJohnson Team will prepare colored graphic site plan options depicting the potential physical areas of the existing site and the Port Terminal A on the Outer Harbor expansion. Approximate sizes required to accommodate the additional program for each. VernerJohnson will conduct a Zoom workshop to present and review these site plans.

## **TASK 2.4: Program Space Diagrams (2 weeks)**

VernerJohnson will produce colored diagrams (to match Outline Facility Program) showing the size and relationships of all the spaces necessary for the proposed expansions and renovations. VernerJohnson will conduct a Zoom workshop to present and review these diagrams.

## **TASK 2.5: Concept Design (8 weeks total)**

VernerJohnson will produce color-coded floor plan diagrams and finished interior concept images to be included in the Comprehensive Master Plan and for promotional purposes. These will focus on the ideas associated with the Port Terminal A on the Outer Harbor reuse.

### **TASK 2.5a: Concept Design (3 weeks)**

VernerJohnson will produce preliminary floor plan diagrams and preliminary exterior images. VernerJohnson will conduct a Zoom workshop to present and review these floor plans.

### **TASK 2.5b: Concept Design Development (3 weeks)**

VernerJohnson will further develop the floor plan diagrams and interior images based on the discussions and results from TASK 7a. VernerJohnson will then conduct a Zoom workshop to present and review the resulting graphics.

### **TASK 2.5c: Concept Design Refinement (2 weeks)**

VernerJohnson will finalize the floor plan diagrams and interior images based on the discussions and conclusions from TASK 7b.

### **TASK 2.5d: Construction Cost Estimate (2 weeks)**

# Scope of Services & Schedule

Singleton Construction Consultants will develop a Construction Cost Estimate that incorporates the conceptual design and pertinent aspects of the future development of the Naval & Military Park Museum, as well as Port Terminal A. VernerJohnson will incorporate this into the Total Project Budget that also includes all soft costs and contingencies.

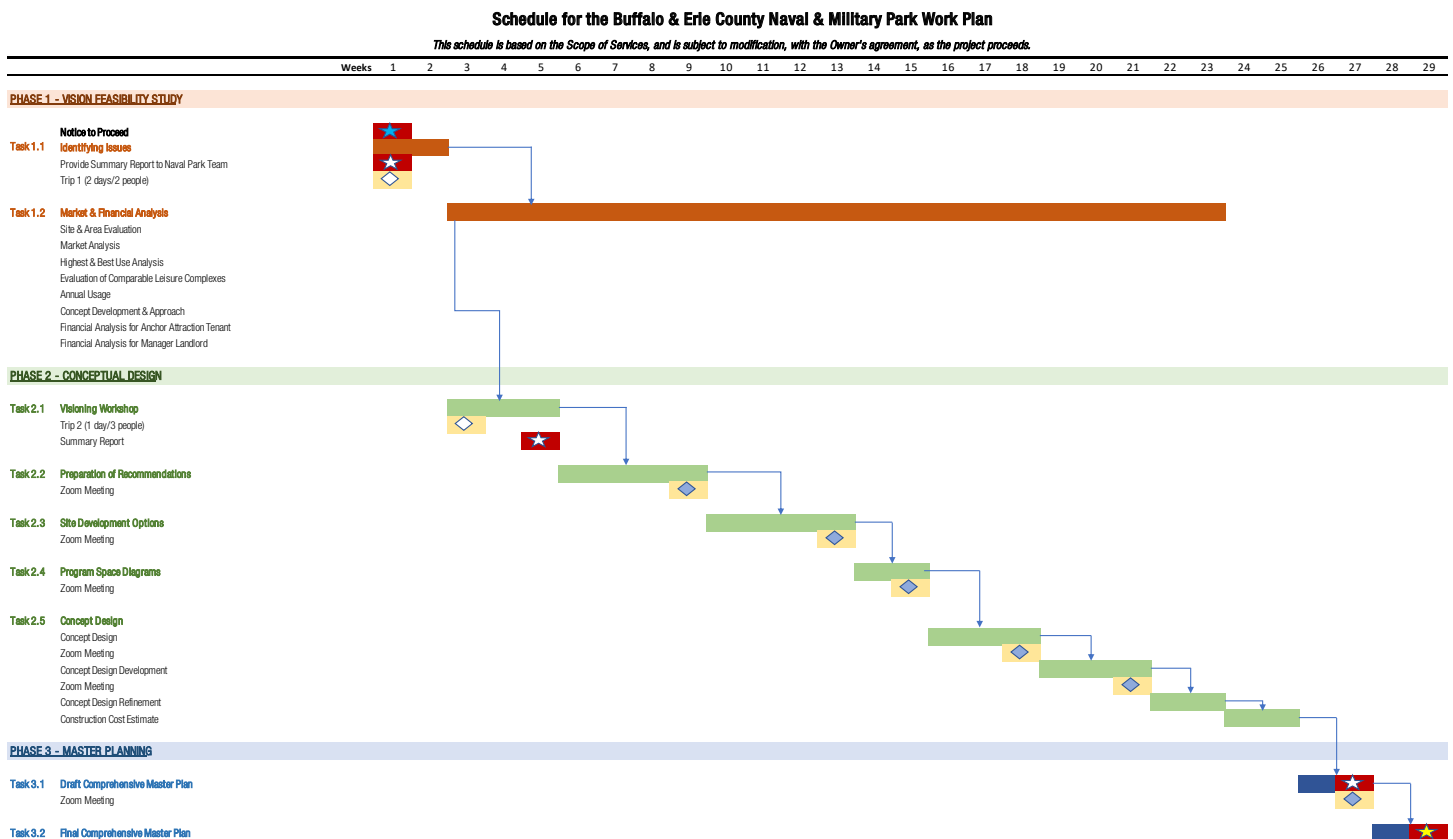
## Phase 3 - Master Planning

### TASK 3.1: Draft Comprehensive Master Plan (2 weeks)

VernerJohnson will produce a draft Comprehensive Master Plan document. VernerJohnson will submit this document to the Owner’s Team for review, comment, and final edits.

### TASK 3.2: Final Comprehensive Master Plan (2 weeks)

VernerJohnson will incorporate all comments and edits (and any additional information/graphics supplied by Owner’s Team into a final document and submit a PDF digital file to the Owner’s Team.



# Fees for Professional Services

---

Based on the Scope of Work described herein, the following is the breakdown of lump sum fee for our professional services. This fee breakdown includes all of the anticipated time required for meetings, phone calls, and travel time to the Buffalo and Erie County Naval and Military Park for meetings and workshops. This total fee is all-inclusive of the scope of services described herein.

## PHASE 1: VISION FEASIBILITY STUDY

Task 1.1: Identifying Issues	\$16,400
Task 1.2: Market and Financial Analysis	\$13,600

## PHASE 2: CONCEPTUAL DESIGN

Task 2.1: Visioning Workshop	\$24,080
Task 2.2: Preparation of Recommendations	\$27,350
Task 2.3: Site Development Options	\$10,980
Task 2.4: Program Space Diagrams	\$4,940
Task 2.5: Concept Design	\$53,460

## PHASE 3: MASTER PLANNING

Task 3.1: Draft Comprehensive Master Plan	\$10,480
Task 3.2: Final Comprehensive Master Plan	\$9,370

---

Total Fee for Professional Services:	\$170,660
Plus Travel Expenses:	\$ 6,500

## Terms and Conditions

We request an initial payment of \$20,000.00 to be made to VernerJohnson prior to the start of the work. Thereafter, VernerJohnson will submit invoices monthly, based on the percentage of the Scope of Work completed. Invoices will be due within 15 days of receipt.

Travel expenses include two (2) - two-person trips to Buffalo (Tasks 1.1 and 2.1) and will be invoiced as listed above. Additional trips can be added as an additional services, upon request.

The Work described in this Proposal may be terminated by either party upon ten (10) days written notice should the other party fail substantially to perform in accordance with its terms through no fault of the party initiating the termination. In the event of termination, VernerJohnson PLLC shall be compensated within fourteen (14) calendar days for all services performed up to and including the termination date, in accordance with the compensation provisions of this Agreement.