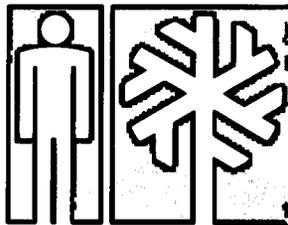
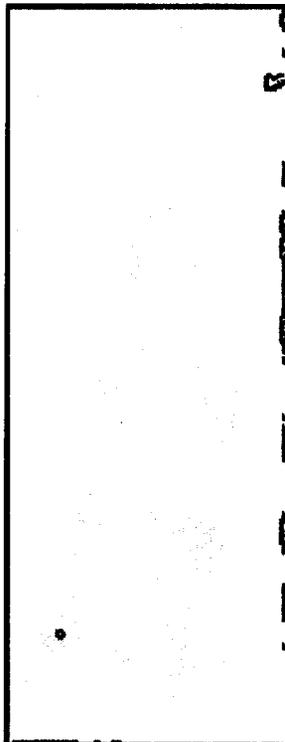
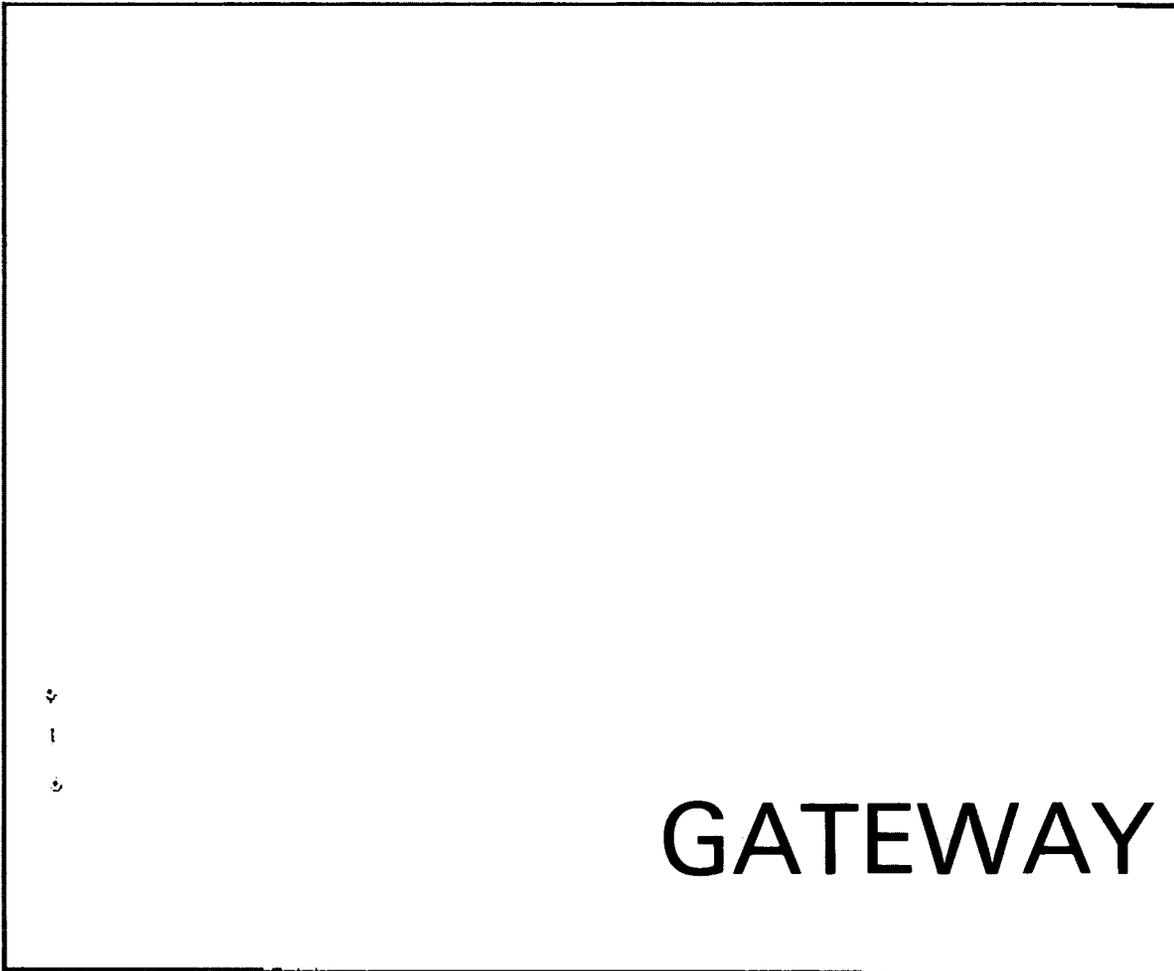


# basic information

september 1975



NATIONAL RECREATION AREA / NEW YORK-NEW JERSEY

## PURPOSE

The purpose of Gateway National Recreation Area, as defined in its enabling legislation (Public Law 92-592, October 27, 1972), is to "preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features. . . ."

## DESCRIPTION

Four management units have been designated at Gateway, which correspond to the geographically separated land areas that are joined by New York Bay (see Gateway map):

The Jamaica Bay Unit, encompassing approximately 16,000 acres of drylands, marshlands, and waters in and adjacent to Jamaica Bay, includes the lands and facilities of the former naval air station at Floyd Bennett Field (the present park headquarters site), the existing parklands at Dead Horse Bay, Frank Charles Memorial Park, Plumb Beach, and Canarsie Beach Park, and the important Jamaica Bay Wildlife Refuge.

The Breezy Point Unit, south of Jamaica Bay on the western end of Rockaway Peninsula, contains about 1,600 acres and 4½ miles of ocean beaches, including the popular Jacob Riis Park, the lands and facilities at Fort Tilden, and the shoreline abutting the Breezy Point Cooperative.

The Staten Island Unit, extending along the eastern shore of Staten Island, includes Great Kills Park, Miller Field, and a portion of historic Fort Wadsworth, as well as two small manmade islands, Hoffman and Swinburne – a total of more than 2,900 acres.

The Sandy Hook Unit contains nearly 4,600 acres along the largely undisturbed peninsula at the northern end of the New Jersey coast. Included are 6½ miles of wide ocean beaches and sheltered bayside coves, hundreds of acres of ecologically significant barrier-beach vegetation, and – at the northernmost tip – the lands, facilities, and fortifications of the Fort Hancock complex.

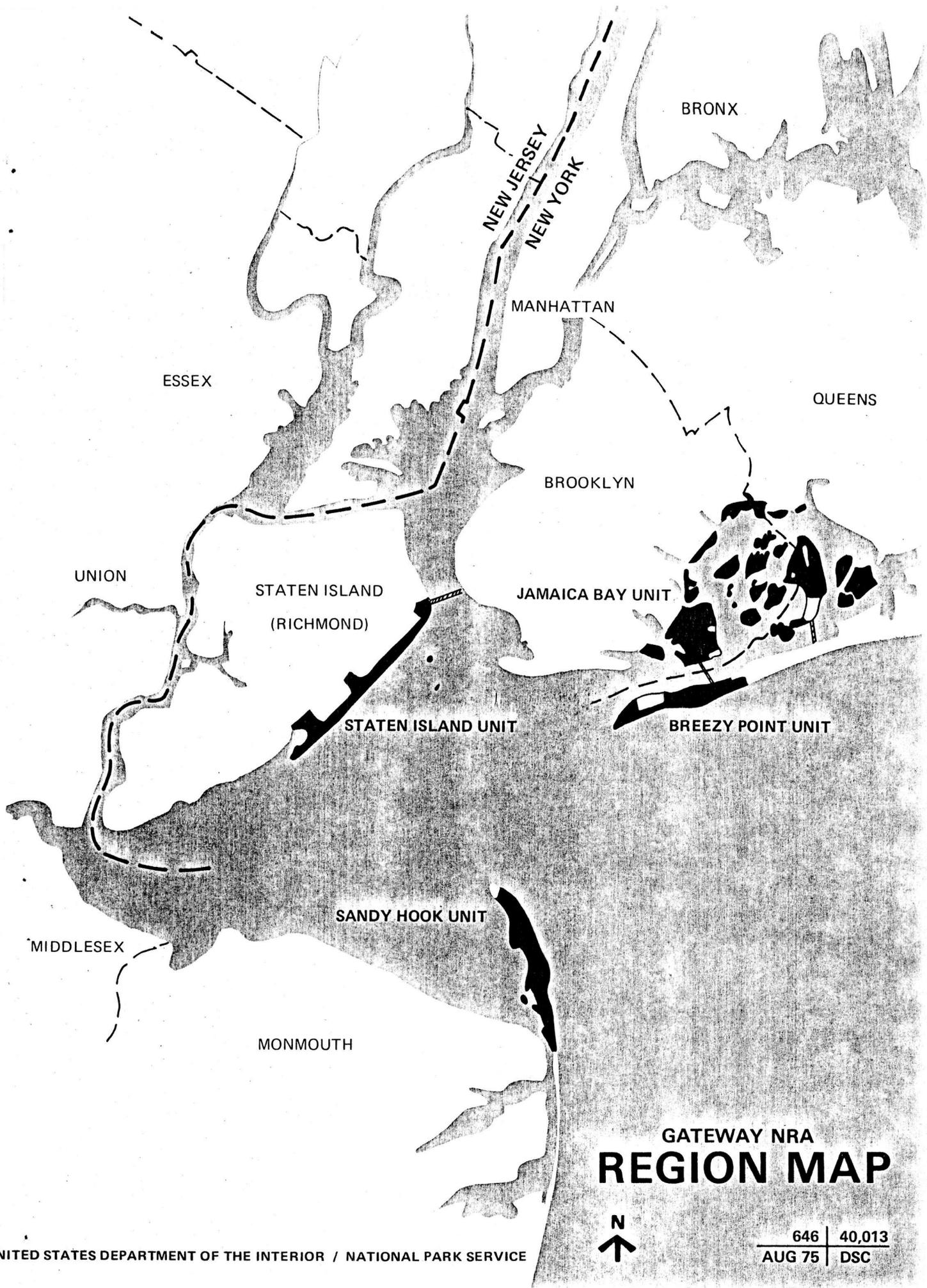
Gateway has been in operation for 2 years, during which a wide variety of programs and activities have been initiated or expanded. The Park Service has operated some 4 miles of ocean beaches in the Breezy Point, Staten Island, and Sandy Hook Units; at Riis Park the rehabilitated bathhouse has been opened to the public. Fishing areas have been provided in all four units. Recreational facilities,

ballfields, and tennis courts have been established in three of the units: at Riis Park the playgrounds have been resurfaced, and new equipment installed; at Miller Field the unsafe and unusable structures have been demolished, the field has been plowed and reseeded, and several ballfields have been delineated — all of which have since been heavily used; also at Miller Field, four new tennis courts have been built to supplement the two rehabilitated ones; at Frank Charles Park five new tennis courts have been provided (these courts host tennis clinics, and tournaments sponsored by the Park Service and neighborhood groups). Concessioners provide facilities for boating, golf, and tennis in several locations in the park; at Riis Park the concessions areas are presently being repaired.

A number of arts-and-crafts, musical, and other cultural events have been provided in the Sandy Hook, Breezy Point, and Jamaica Bay Units: an arts program has been started at Sandy Hook by the New Jersey Department of Education; a 16-foot stage has been purchased for the summer series of cultural events at Canarsie Pier; and various cultural programs have been held in the Jamaica Bay Unit using abandoned hangars and runways. Expanded interpretive programs at Jamaica Bay include a crafts van that tours the unit, a bike-hike, and a Golden Age program.

Extensive environmental-education programs have been developed in all four units. An ongoing program in the Jamaica Bay Unit — focusing on the wildlife refuge and the Plumb Beach and Dead Horse Bay areas — is being conducted by the Park Service in collaboration with the Parks Council of New York City (some 20,000 students participated in this program in 1974). The Jamaica Bay Council has held an environmental pageant two years in a row at Riis Park, and Fort Tilden is now being used in environmental-education and recreation programs sponsored by the Park Service. Five new interpretive programs have been instituted at Great Kills, and a series of environmental-education teacher workshops has been held. Environmental-education programs in the Sandy Hook Unit include nature walks through the holly forest and the Spermacetti Cove area (provided by Brookdale Community College in collaboration with the Park Service), a program combining education and recreation (sponsored by the Keansburg School System), a marine-studies program (of the New Jersey Consortium), and the new Sea Ventures environmental-education and recreation program for disadvantaged children; the Sandy Hook interpretive staff has developed 14 separate programs, ranging from canoe cruises to saltmarsh tromps.

Visitation at Gateway during its first 2 years is an impressive indicator of the park's potential as a recreational resource. During fiscal year 1975 approximately 5.1 million people came to the park; in fiscal year 1976 more than 7.3 million visitors are anticipated.



GATEWAY NRA  
**REGION MAP**



646	40,013
AUG 75	DSC

## **JURISDICTION**

Because Gateway is a recently authorized park, the National Park Service land-acquisition program has not yet been completed. The current jurisdictional status of lands within each park unit is indicated on the Jurisdiction maps. The Park Service is now negotiating with the states of New Jersey and New York to establish concurrent jurisdiction throughout the park.

## **SIGNIFICANCE**

Gateway's most obvious and important attribute is its proximity to the greater New York/New Jersey metropolitan region – and therefore to literally millions of people in need of recreational open space. This park encompasses some of the last remaining natural lands surrounding New York Harbor, and could eventually accommodate the largest numbers of visitors ever known in a national park.

The paradox of Gateway, and of its potential as a recreational resource, is that the advantages of location are largely offset by the severe environmental stresses that the lands and waters have undergone in the past – precisely because of their proximity to this densely populated and highly urbanized area. Further, the urbanism expressed in this region today continues to effect an indifference to the environment – an indifference reflected in the pollution, the urban sprawl, the necessary dependence on the automobile, and the continuing exploitation of natural areas. Thus, the lands now preserved within Gateway – although virtually priceless because they represent the last remnants of the original shoreline – are severely degraded, overused, and altered.

It seems therefore critical that in recognizing Gateway's tremendous significance, we also recognize the inherent need to revitalize the park's natural landscape so that it can be enjoyed by present and future visitors, and also to encourage new and harmonious expressions of urbanism throughout the greater metropolitan region that will allow the perpetuation and the use of Gateway's recreational resources.

## **INFLUENCES ON MANAGEMENT**

### **The Gateway Law**

Gateway's enabling legislation (Public Law 92-592, 85 Stat. 1308) includes several provisions that influence park management. A copy of the law is appended to this booklet, and only the most pertinent sections are outlined here:

The law states that public lands within Gateway's boundary may be acquired by donation only. Until all such lands are donated, it is anticipated that problems will arise concerning access, security, and interpretive programming – particularly in the Staten Island Unit, at the parking lot for Jacob Riis Beach, and on all military lands.

The Secretary of the Interior is required to obtain interests in all lands within the Breezy Point Unit, in order to ensure public access to the entire beach there. The Secretary and the Breezy Point Cooperative must reach an agreement that will provide for the preservation and proper maintenance of the single-family homes in the cooperative. When an agreement is reached, the land where the homes stand will no longer be subject to acquisition.

As stipulated by the law, the Secretary has accepted titled (on March 1, 1974) to the city landfills on the north shore of Jamaica Bay, but the city retains the right to continue landfill operations until programmed heights have been reached.

The primary management objective for the Jamaica Bay Wildlife Refuge must be the preservation of its natural values, and all uses of the refuge must reflect this objective.

All navigational projects carried out within the park boundaries by the Corps of Engineers must be mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and must be consistent with existing laws concerning resource development.

The operation and maintenance of existing airway facilities in and near the park must be accomplished in ways acceptable to the Secretary of the Interior and the Secretary of Transportation, and must be consistent with existing laws concerning airway facilities. (The Gateway law authorizes no expansion of runways into Jamaica Bay or of facilities at Floyd Bennett Field.)

Hunting and fishing will be allowed in accordance with regulations established by the Secretary of the Interior, who is also authorized to forbid these activities where or when they might conflict with other legitimate park uses or purposes.

The Secretary is required to inventory historic sites and structures within the Sandy Hook and Staten Island Units, and to provide appropriate interpretive programs based on them.

### **Other Federal Laws**

The *National Park Service Organic Act* (P.L. 16, U.S.C. 1)

The *National Historic Preservation Act of 1966* (P.L. 16, U.S.C. 470)

The *Coastal Zone Management Act of 1972* (P.L. 16, U.S.C. 1452) and the *Estuarine Areas Act* (P.L. 16, U.S.C. 1221)

The *Endangered Species Act* (P.L. 16, U.S.C. 1531), the *Marine Mammals Protection Act* (P.L. 16, U.S.C. 1361) and the *Migratory Bird Treaty Act* (P.L. 16, U.S.C. 704)

The *Airports Act* (P.L. 16, U.S.C. 7A)

The *Concessions Policy Act of 1965* (P.L. 89-249, 79 Stat. 969)

### **New York State Legislation Concerning Gateway**

Several provisions in this law (Chapter 759 of Laws of 1973) serve as influences on Gateway management:

The first section, which authorizes the city to transfer lands to Gateway, excludes from that authorization the areas on Staten Island's shoreline known as South, Midland, and Orchard Beaches. The fact that the Park Service will not have jurisdiction or control over a continuous strip of parkland here will make both resource management and unit operation much more difficult.

The New York law prohibits the construction of airports, jetports, and related facilities on the lands conveyed to Gateway, thus reinforcing federal legislation on this subject.

The New York law also requires that the deed from the city include a provision stating that donated lands will revert back to the city if they are not "suitably developed" as part of the national recreation area. The vagueness of this clause, and the lack of a time limit, raise problems for Gateway managers. Until this language is changed, Congress will not allow the Park Service to expend federal funds on the development required. Hence, the Park Service is presently negotiating with all concerned parties in an attempt to have the clause amended.

### **Regional Influences**

The region Gateway serves — the most compressed and heterogeneous urban landscape in the nation — exerts powerful demographic, political, and psychological forces

on the new national recreation area. Stretching across three states, encompassing 22 counties and at least 550 municipalities, this region ranks among the world's foremost cultural centers. However, in spite of the grandeur and magnetism of New York City and its surrounding region, there is a gnawing doubt among residents in the ability of government at all levels to cope with the problems of the metropolis, including the need for recreation.

Public recreation facilities in this region – never adequate to meet the requirements of the citizenry – have suffered additional losses in recent decades. Since 1970 all county and municipal governments in the region have been forced to reduce their operating budgets for public recreation, and today most counties fall well below the Bureau of Outdoor Recreation standard of 18 acres of recreational open space per 100 people.

These facts indicate the region's obvious need for a recreational resource such as Gateway – a need that is perhaps the single most important influence on management. However, in planning for a park that will truly serve the public – including the 22 million residents of this region – other concerns surface that must be resolved in order to ensure long-term success:

---

— *Disadvantageous population distribution.* The communities near Gateway tend to be made up of lower density, single-family homes and apartments, which house more affluent residents. The more densely settled communities – whose blue-collar, poor, and ethnic- and racial-minority residents have perhaps the greatest need for open space and recreational facilities – are clustered far from the park in and around Manhattan, Queens, the Bronx, Brooklyn, Newark, Elizabeth, and Bayonne. At present, the residents of these inner-city communities must spend the better part of a day, as well as significant amounts of money, to reach Gateway.

Studies indicate that less affluent citizens from the core communities come to Gateway to swim, to picnic, or to fish along its beaches. The implications of these studies have a definite bearing on immediate planning for Gateway: If short-term planning and development focus on the creation of additional waterside facilities and special attractions, there will probably be more visitors coming to the recreation area from the inner city; otherwise, it is entirely possible that Gateway will develop into a park for local residents.

In the long run, of course, Gateway should provide a wide range of facilities, programs, and services for all types of visitors.

— *Inadequate mass transit and present automobile congestion.* No amount of planning and development at Gateway will correct the present inequalities of who can visit the park unless efforts are made to provide efficient transportation to the park from all parts of the region. The region's metropolitan transit system remains geared primarily for the journey to work and to market. Transit lines tend to converge on Manhattan and its satellite communities, and only a few recreation sites are well serviced.

The Jamaica Bay Wildlife Refuge is the only area of Gateway that is served by direct mass transit. There are no direct rail lines or connections to Floyd Bennett Field, Breezy Point, Great Kills, or Sandy Hook. Busses do serve Gateway's units, but — with the possible exception of local lines on Staten Island — the routes and schedules are so poor that this service doesn't even begin to provide an alternative to the private automobile.

Private autos account for slightly over 90% of the trips to Gateway. Although this pattern is common throughout the National Park System, it does not seem a viable planning solution at Gateway because fully one-third of the households (over 1,600,000) in the region do not include automobiles.

Access to Gateway almost exclusively by private automobile does more than promote unequal opportunities for use. Severe congestion, particularly at the entrance to Sandy Hook, on the Shore Parkway, on Flatbush Avenue, and on the Marine Bridge, raises other critical problems: decreases in the quality of visitor experiences, increases in local levels of air pollution, discouragement of other forms of access and circulation (bus, bicycle, pedestrian), and extreme crowding of adjacent communities by automobiles destined for Gateway's beaches.

Until changes occur, the Park Service is in effect required to forestall full-scale development of public beach facilities, in order to discourage automobile densities higher than those already encountered and to prevent severe impacts on visitor experiences and surrounding communities.

— *Pollution and ecosystem stress.* Although the New York/New Jersey metropolitan area still ranks among the nation's most polluted air corridors, atmospheric pollution levels in the region have significantly decreased since bans on general waste incineration and uncontrolled emission of air pollutants were established. Similar improvements in the region's water quality suggest that all major estuaries may be restored

by 1985. Nonetheless, pollution must be considered an influence on short-term management and planning at Gateway.

Water pollution caused by sewage effluent is perhaps the most serious constraint on immediate development of water-based facilities at the park. The major sewage-effluent treatment plant that is planned for 150th Street in Manhattan will vastly improve water quality in the entire lower harbor, but even this facility will not eliminate unsafe pollution levels near Gateway's beaches. The New York and New Jersey communities near Gateway presently have combined sewers – that is, sewers with no separation of sanitary waste and storm water. Heavy rains activate automatic bypasses in these sewers that rechannel raw sewage directly into the harbor. However, the Interstate Sanitation Commission reports that innovative holding systems are scheduled for the sewers of Jamaica Bay and other areas in the region, which will by 1980 result in significant improvements in the quality of waters surrounding Gateway.

Studies by the National Oceanographic and Atmospheric Administration indicate that the present dumping of sewage effluent and solid waste into New York Bight does not pose immediate threats to Gateway's beaches. However, the studies also recommend that alternative methods to ocean dumping be developed as soon as possible.

Given the best available scientific evidence, it appears that the beaches at Gateway will be safe for swimming and fishing in the near future. Jamaica Bay will remain the exception, although there are indications that the southwest section of that bay – currently used in Gateway's environmental-education programs – will eventually receive an A-rating for water quality. Thus, short- and long-range planning for Gateway should proceed under the assumption that water quality will continue to improve rather than decline.

✦ ***Lack of agency coordination.*** In addition to the 550 municipal governments within the region, there are more than 900 separate operating and planning agencies. Unfortunately, nowhere does there exist a single agency with full authority to coordinate programs affecting the entire region.

The Department of City Planning of New York City is the most strategic agency in terms of its potential to implement proposals that bear on Gateway's New York units. However, the planning department's policy since 1969 has been to concentrate on short-range improvements and critical planning problems rather than on long-range planning. The Park Service has entered into a contract with the planning department, which is conducting

an extensive transportation study for the park. Further, the “Memorandum of Understanding,” established by these two agencies for the coordination of support services, may serve as a model for similar agreements between agencies in the region. Nonetheless, because Gateway is a bi-state park and the planning department is a municipal agency, neither has the authority for overall coordination of interagency actions.

Although the Regional Plan Association – a leading citizens’ planning organization since 1929 – has continually promoted the application of sound regional-planning principles, its authority to coordinate and to administer joint agency efforts is admittedly lacking.

The Tri-State Regional Planning Commission has been designated by the federal government as the official planning agency for the region. However, the commission does not presently have staff or legislative authority sufficient to coordinate interagency programs for environmental education, resource management, park programming, law enforcement, transportation improvements, and recreational developments.

Few people question the desirability of interagency coordination in this region. However, the fact remains that no organizing agency exists and that the Park Service alone cannot establish effective coordination. Thus, for the time being, Gateway managers must rely on the park’s advocates, its advisory commission, and other operating agencies and universities in attempts to mesh park programs and planning efforts with those elsewhere in the region.

Although it would be possible to expand this review of regional influences well beyond the topics covered here, what is immediately apparent is that Gateway, like few other parks, is totally dependent on – and in some instances at the mercy of – the region it seeks to serve. Clearly, managers at Gateway must align themselves with representatives of other agencies, universities, volunteer organizations, and communities groups, and with all individuals who can provide the foresight and energy that will result in administrative innovations and, hence, in the future success of the park.

### ➤ *Internal Influences*

One of the primary influences on Gateway management is the use it already receives. Gateway has had two successful years of operation, during which some 10 million people have visited the park. Visitor-use patterns in those areas of Gateway previously operated by the New York City parks department and the New Jersey State Park System are based on well-established spatial relationships, which indicate mutual respect for differing lifestyles, ethnic preferences,

racial mixing, and social grouping. These relationships are particularly apparent in high-density use areas such as Riis Park and Canarsie Pier. Such traditional recreational patterns exert a powerful influence on management and planning at Gateway, and any required expansion or relocation of facilities and activities must be sensitively dealt with to ensure that harmony continues.

Another major influence on park management is the several landowners who continue non-recreational uses on lands within the Gateway boundaries (specifically the military at Fort Tilden, Floyd Bennett Field, Fort Hancock, and Fort Wadsworth), thus limiting the Park Service's opportunities to introduce recreation at these sites. Similarly, some concessioners in the Jamaica Bay Unit, granted permits by the city just prior to the establishment of the park, effectively preclude possibilities for uniform development of sites within this unit and for maintenance of scenic integrity; a few may even potentially threaten important wetlands in the Jamaica Bay Wildlife Refuge. Unless agreements can be reached with these agencies and individuals, or unless they relocate, Gateway's recreational options will continue to be restricted.

A geographical factor affecting park management is the wide separation of Gateway's units, which makes both internal circulation and effective operation and maintenance more difficult to achieve.

The most complex long-range resource management issue at Gateway is how to properly maintain the beaches, which are presently starved for sand because of the groins, jetties, and other barriers constructed on nearby shorelands. The pumping of sand – necessary to maintain the beaches at Sandy Hook – is a costly method, and alternative ways for enhancing the barrier beaches' long-range stability are now being explored, to avoid the necessary yearly repetition of pumping.

## **LAND CLASSIFICATION**

The zones indicated on the Land Class maps reflect the present nature (including the effect of previous uses) of lands within Gateway. This classification is by no means final, and is subject to modification – within the constraints of the management objectives and pertinent legislation – as alternative planning strategies are identified and refined. Below is a brief description of the land-class zones:

### **I – Natural Zone**

#### **1A – Environmental Protection Subzone**

These lands and waters are significant both as wildlife habitats and for research. They are managed to perpetuate ecological values and to minimize human intrusion.

### **1B – Natural Environment Subzone**

These lands are managed to protect the natural environment and to provide for environmentally compatible recreational activities.

### **II – Historic Zone**

These lands are managed to preserve significant historic resources, sites, and structures and to interpret these resources in ways that will enhance visitor understanding of our nation's history.

### **III – Existing Development Zone**

This zone includes the manipulated lands within the park.

### **IV – Special-Use Zone (Inholdings and Easements)**

These are lands and waters within the legislative boundaries that are not presently under the jurisdiction of the National Park Service. Some are yet to be purchased or turned over to the National Park Service, and some are under permit to the military for varying periods of time.

## **MANAGEMENT OBJECTIVES**

All planning for the management, use, and development of Gateway will be directed toward fulfilling the park's purpose and achieving the goals (management objectives) that have been established for the park.

The following list again reflects early efforts to establish management objectives for Gateway. This list is subject to discussion and evaluation, and may be revised as other concerns are identified.

#### **Short-Range Objectives**

##### **Resource Management:**

Inventory and evaluate all historic resources within Gateway, and recommend appropriate sites for nomination to the National Register.

Acquire at the earliest possible date all remaining public lands within the authorized park boundary.

Acquire fee title in the beach fronting the Breezy Point Cooperative to ensure public use and access.

Conclude an agreement with the Breezy Point Cooperative that will ensure appropriate maintenance and use of the privately owned lands in that residential community.

**Visitor Use:**

Develop and expand interim recreational and environmental-education programs that are compatible with resource protection, utilizing existing facilities until new facilities are developed that permit more sophisticated programs.

When feasible, terminate special-use permits that restrict public use of park resources and facilities. Exceptions will be made for governmental uses recognized in Public Law 92-592 and for research stations that will contribute to knowledge of resources within or affecting the park.

**Long-Range Objectives**

**Resource Management:**

Abate all forms of pollution within the park using the authority available to the Department of the Interior, and seek to improve the quality of the regional environment by cooperating with local governments and private organizations involved in such efforts.

Cooperate with the New York City Department of City Planning in accommodating developments for clean-waste disposal, as long as they do not impair water quality and are consistent with the recreation mission of Gateway.

Develop non-fossil energy systems, utilizing solar and wind sources for heating, lighting, and other utilities wherever possible.

Develop design solutions that are sensitive to human behavior and natural forces, and that reflect Gateway's significance.

**Visitor Use:**

Provide access, facilities, and services at the lowest possible visitor expense by working closely with other governmental agencies, civic organizations, interest groups, concessioners, and others.

Develop internal transportation systems that connect with and complement existing external transit systems.

Expose visitors to sensitive resource areas within Gateway by providing innovative but controllable movement systems – both vehicular and pedestrian.

### **Continuing Objectives**

#### **Resource Management:**

Manage Gateway primarily for intensive recreational use, while recognizing that there are significant natural and historic resources within the park that enhance recreational opportunities.

Encourage the perpetuation of Gateway's prime wildlife habitats by conducting research and establishing management programs that will ensure their continued preservation and use while allowing opportunities for compatible environmental-education programs for visitors.

Manage and rehabilitate Gateway's beaches in ways that complement both the surrounding coastal zone and the natural processes of that environment, while allowing opportunities for compatible uses.

Preserve all significant historic resources within Gateway's boundaries.

Conduct, support, and encourage research concerning Gateway's natural and cultural resources and its visitors, and use such research to guide management and development of the park.

Establish a coordinated regional approach to providing recreation by cooperating with other concerned governmental agencies, private organizations, community groups, and individuals in addressing mutual problems concerning land use, pollution, and transportation.

Manage Gateway's units as a federally operated and administered urban greenspace, and coordinate overall administration, resource management, program planning, and external affairs from a centrally located headquarters.

#### **Visitor-Use:**

Provide year-round recreational, educational, and interpretive opportunities for visitors, and especially for residents of the New York/New Jersey region, by developing programs, facilities, activities, and services that complement or expand upon existing regional programs.

Ensure that programs and facilities at Gateway meet the needs and requirements of all people by cooperating with the region's citizens and their community representatives in identifying these needs.

Experiment with the simultaneous staging of various events and programs in Gateway's units so that visitors will be able to choose the forms of cultural expression that best suit their needs but so that they will also be able to experience other expressions as well.

Develop and implement an effective environmental-education program in cooperation with schools and conservation groups, utilizing appropriate natural resources at Gateway.

Stimulate visitors' awareness of the significance of Gateway's resources so that they will feel a part of the park's environment and will carry home a new appreciation and concern for the larger environment.

Provide sufficient information and assistance to allow fulfilling visitor experiences at Gateway, and encourage others who serve the public in this region to provide similar services.

Develop a flexible programming framework that will allow management to respond to radical shifts in recreational patterns or community structures in the surrounding region.

Establish a concessions program that will afford opportunities for the private sector to share in providing the general public with services that are compatible with the authorizing legislation.

PUBLIC LAW 92-592  
92nd CONGRESS, S. 1852  
OCTOBER 27, 1972

AN ACT

85 STAT. 1308

To establish the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features, the Gateway National Recreation Area (hereinafter referred to as the "recreation area") is hereby established.

Gateway National  
Recreation  
Area, N.Y.-N.J.  
Establishment.

(a) The recreation area shall comprise the following lands, waters, marshes, and submerged lands in the New York Harbor area generally depicted on the map entitled "boundary Map, Gateway National Recreation Area," numbered 951-40017 sheets 1 through 3 and dated May, 1972:

(1) Jamaica Bay Unit-including all islands, marshes, hassocks, submerged lands, and waters in Jamaica Bay, Floyd Bennett Field, the lands generally located between highway route 27A and Jamaica Bay, and the area of Jamaica Bay up to the shoreline of John F. Kennedy International Airport;

(2) Breezy Point Unit-the entire area between the eastern boundary of Jacob Riis Park and the westernmost point of the peninsula;

(3) Sandy Hook Unit-the entire area between Highway 36 Bridge and the northernmost point of the peninsula;

(4) Staten Island Unit-including Great Kills Park, Miller Field (except for approximately 26 acres which are to be made available for public school purposes), Fort Wadsworth, and the waterfront lands located between the streets designated as Cedar Grove Avenue, Seaside Boulevard, and Drury Avenue and the bay from Great Kills to Fort Wadsworth;

(5) Hoffman and Swinburne Islands; and

(6) All submerged lands, islands, and waters within one-fourth of a mile of the mean low water line of any waterfront area included above.

(b) The map referred to in this section shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior, Washington, District of Columbia. After advising the Committees on Interior and Insular Affairs of the United States House of Representatives and the United States Senate in writing, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to make minor revisions of the boundaries of the recreation area when necessary by publication of a revised drawing or other boundary description in the Federal Register.

Boundary  
revisions,  
publication  
in Federal  
Register.

SEC.2. (a) Within the boundaries of the recreation area, the Secretary may acquire lands and waters or interests therein by donation, purchase or exchange, except that lands owned by the States of New York or New Jersey or any political subdivisions thereof may be acquired only by donation.

Lands,  
waters,  
acquisition.

85 STAT. 1309

Federal  
property  
transfer.

(b) With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred, without consideration, to the administrative jurisdiction of the Secretary for administration as a part of the recreation area.

Breezy Point  
Unit.

(c) Within the Breezy Point Unit, (1) the Secretary shall acquire an adequate interest in the area depicted on the map referred to in section 1 of this Act to assure the public use of and access to the entire beach. The Secretary may enter into an agreement with any property owner or owners to assure the continued maintenance and use of all remaining lands in private ownership as a residential community composed of single-family dwellings. Any such agreement shall be irrevocable, unless terminated by mutual agreement, and shall specify, among other things:

(A) that the Secretary designate, establish and maintain a buffer zone on Federal lands separating the public use area and the private community;

(B) that all construction commencing within the community, including the conversion of dwellings from seasonal to year-round residences, shall comply with standards to be established only with the express prior approval of the Secretary or his designee.

(2) If a valid, enforceable agreement is executed pursuant to paragraph (1) of this subsection, the authority of the Secretary to acquire any interest in the property subject to the agreement, except for the beach property, shall be suspended.

Rockaway,  
parking lot  
conveyance.

(3) The secretary is authorized to accept by donation from city of New York any right, title, or interest which it holds in the parking lot at Rockaway which is part of the Marine Bridge project at Riis Park. Nothing herein shall be deemed to authorize the United States to extinguish any present or future encumbrance or to authorize the State of New York or any political subdivision or agency thereof to further encumber any interest in the property so conveyed.

Jamaica Bay  
Unit.

(d) Within the Jamaica Bay Unit, (1) the Secretary may accept title to lands donated by the City of New York subject to a retained right to continue existing uses for a specifically limited period of time if such uses conform to plans agreed to by the Secretary, and (2) the Secretary may accept title to the area known as Broad Channel Community only if, within five years after the date of enactment of this Act, all improvements have been removed from the area and a clear title to the area is tendered to the United States.

Broad Channel  
Community

Administration.

SEC.3. (a) The Secretary shall administer the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 STAT. 535; 16 U.S.C. 1, 2-4), as amended and supplemented. In the administration of the recreation area the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act:

PROVIDED, that the Secretary shall administer and protect the islands and waters within the Jamaica Bay Unit with the primary aim of conserving the natural resources, fish, and wildlife located therein and shall permit no development or use of this area which is incompatible with this purpose.

(b) The Secretary shall designate the principal visitor center constructed within the recreation area as the "William Fitts Ryan Visitor Center" in commemoration of the leadership and contributions which Representative William Fitts Ryan made with respect to the creation and establishment of this public recreation area.

85 STAT. 1310

(c) The Secretary is authorized to enter into cooperative agreements with the States of New York and New Jersey, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, fire-fighting, and law enforcement services and cooperative assistance by near-by law enforcement and fire preventive agencies.

Federal-State Cooperative agreements

(d) The authority of the Secretary of the Army to undertake or contribute to water resource developemnts, including shore erosion control, beach protection, and navigation improvements (including the deepening of the shipping channel from the Atlantic Ocean to the New York Harbor) on land and/or waters within the recreation area shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purposr of existing statutes dealing with water and related land resource development.

Water resource developments

(e) The authority of the Secretary of Transportation to maintain and operate existing airway facilities and to install necessary new facilities within the recreation area shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of Transportation and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with the establishment, maintenance, and operation of airway facilities: PROVIDED, That nothing in this section shall authorize the expansion of airport runways into Jamaica Bay or air facilities at Floyd Bennett Field.

Airway facilities maintenance, operation, and installation

(f) The Secretary shall permit hunting, fishing, shellfishing, trapping, and the taking of specimens on the lands and waters under his jurisdiction within the Gateway National Recreation Area in accordance with the applicable laws of the United States and the laws of the States of New York and New Jersey and political subdivisions thereof, except that the Secretary may designate zones where and establish periods when these activities may not be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment.

Hunting, fishing, and trapping.

(g) In the Sandy Hook and Staten Island Units, the Secretary shall inventory and evaluate all sites and structures having present and potential historical, cultural, or architectural significance and shall provide for appropriate programs for the preservation, restoration, interpretation, and utilization of them.

Sandy Hook and Staten Island Units.

(h) Notwithstanding any other provision of law, the Secretary is authorized to accept donations of funds from individuals, foundations, or corporations for the purpose of providing services and facilities which he deems consistent with the purposes of this Act.

Donations.

SEC. 4. (a) There is hereby established a Gateway National Recreation Area Advisory Commission (hereinafter referred to as the "Commission"). Said Commission shall terminate ten years after the date of the establishment of the recreation area.

Gateway National Recreation Area Ad-

(b) The Commission shall be composed of eleven members each appointed for a term of two years by the Secretary as follows:

visory Commission establishment, termination, Membership

(1) two members to be appointed from recommendations made by the Governor of the State of New York;

(2) two members to be appointed from recommendations made by the Governor of the State of New Jersey;

(3) two members to be appointed from recommendations made by the mayor of New York City;

(4) two members to be appointed from recommendations made by the mayor of Newark, New Jersey; and

85 STAT. 1311

(5) three members to be appointed by the Secretary to represent the general public.

Chairman. (c) The Secretary shall designate one member to be Chairman. Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

Expenses. (d) A member of the Commission shall serve without compensation as such. The Secretary is authorized to pay the expenses reasonably incurred by the Commission in carrying out its responsibility under this Act upon vouchers signed by the Chairman.

(e) The Commission established by this section shall act and advise by affirmative vote of a majority of the members thereof.

(f) The Secretary or his designee shall from time to time, consult with the members of the Commission with respect to matters relating to the development of the recreation area.

Appropriations. SEC. 5. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not more than \$12,125,000 for the acquisition of lands and interests in lands and not more than \$92,313,000 (July, 1971 prices) for development of the recreation area, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in the construction costs as indicated by engineering cost, indices applicable to the type of construction involved herein.

APPROVED OCTOBER 27, 1972.

As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The Department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.