

An aerial photograph of Fort Monroe at sunset. The fort is a large, green, rectangular island with a sandy beach on the left side. The ocean is to the left, and a city is visible in the background. A paraglider is visible in the sky. The text "Fort Monroe" is written in large white letters, and "Landscape Action Plan" is written in smaller white letters below it.

Fort Monroe

Landscape Action Plan



Board of Trustees

17 September 2026

Hargreaves Jones

INTENT

Building to an Experience of Place

TODAY'S WORKSHOP

Transformations

DESIRED OUTCOME

- Feedback:
 - On the landscape: formal moves and re-wilding, the destinations and new developments, the amenities and features.
 - The 8 moves (summarized at the conclusion)

What are we missing?

- What do you most hope for in our next steps?
- Do you see ways you can help make the Transformation(s) a reality?

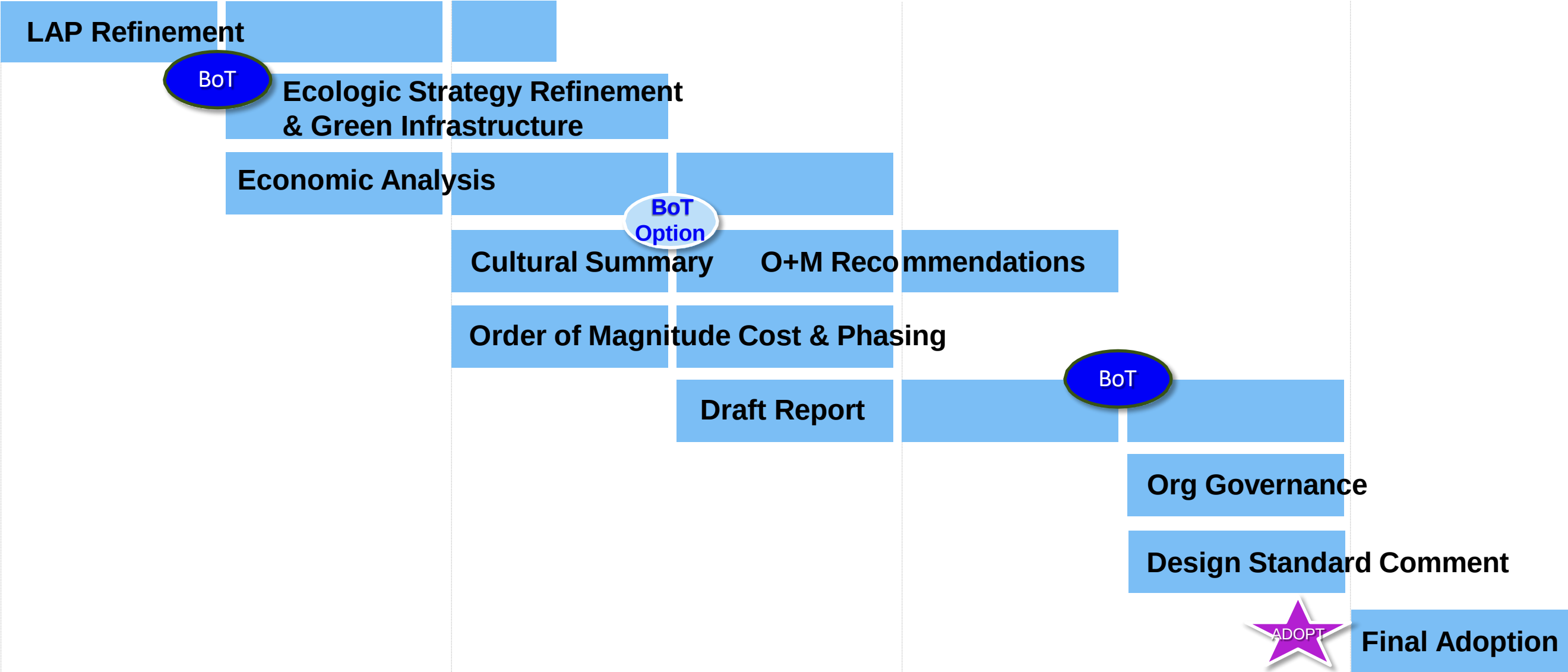
Schedule

September

October

November

December

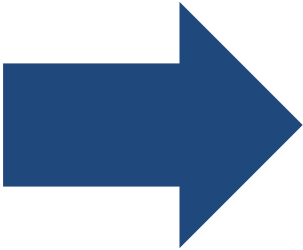




Agenda

- 1 Community & Stakeholder Feedback
- 2 Fort Monroe Today
- 3 Proposed Transformations
- 4 Programming Portfolio
- 5 Feedback & Discussion

Community & Stakeholder Feedback



10 Mandates from the Listening Sessions

-  Strengthen connectivity, reduce car dependence
-  Honor & elevate all histories
-  Protect sacred & ancestral spaces
-  Preserve & expand ecological systems
-  Design for climate resilience
-  Create authentic, place-based experiences
-  Promote inclusive, multigenerational experiences
-  Enhance access to water & shoreline
-  Support small-scale, local, community-serving uses
-  Maintain, steward & beautify the landscape

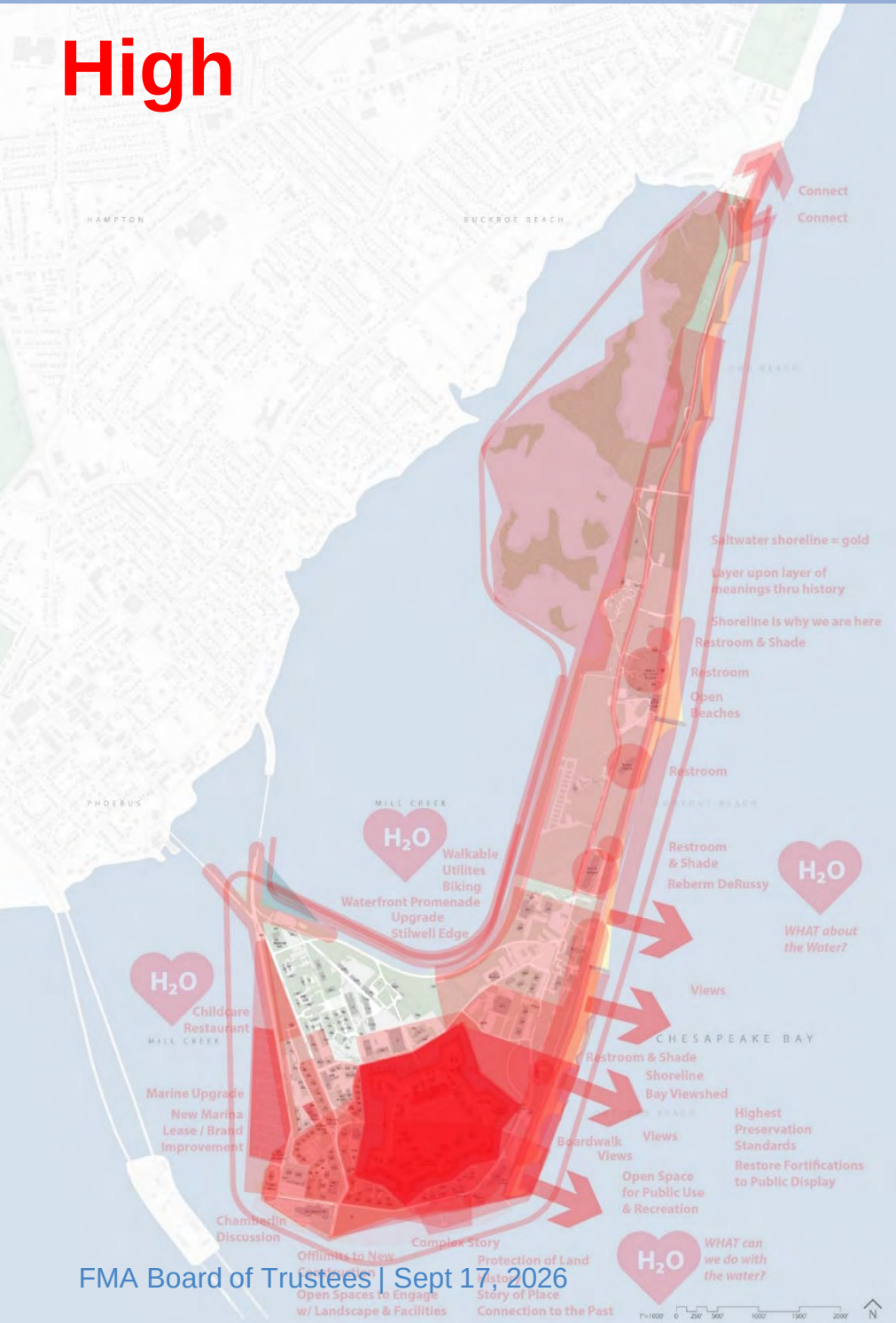
Community & Stakeholder Feedback



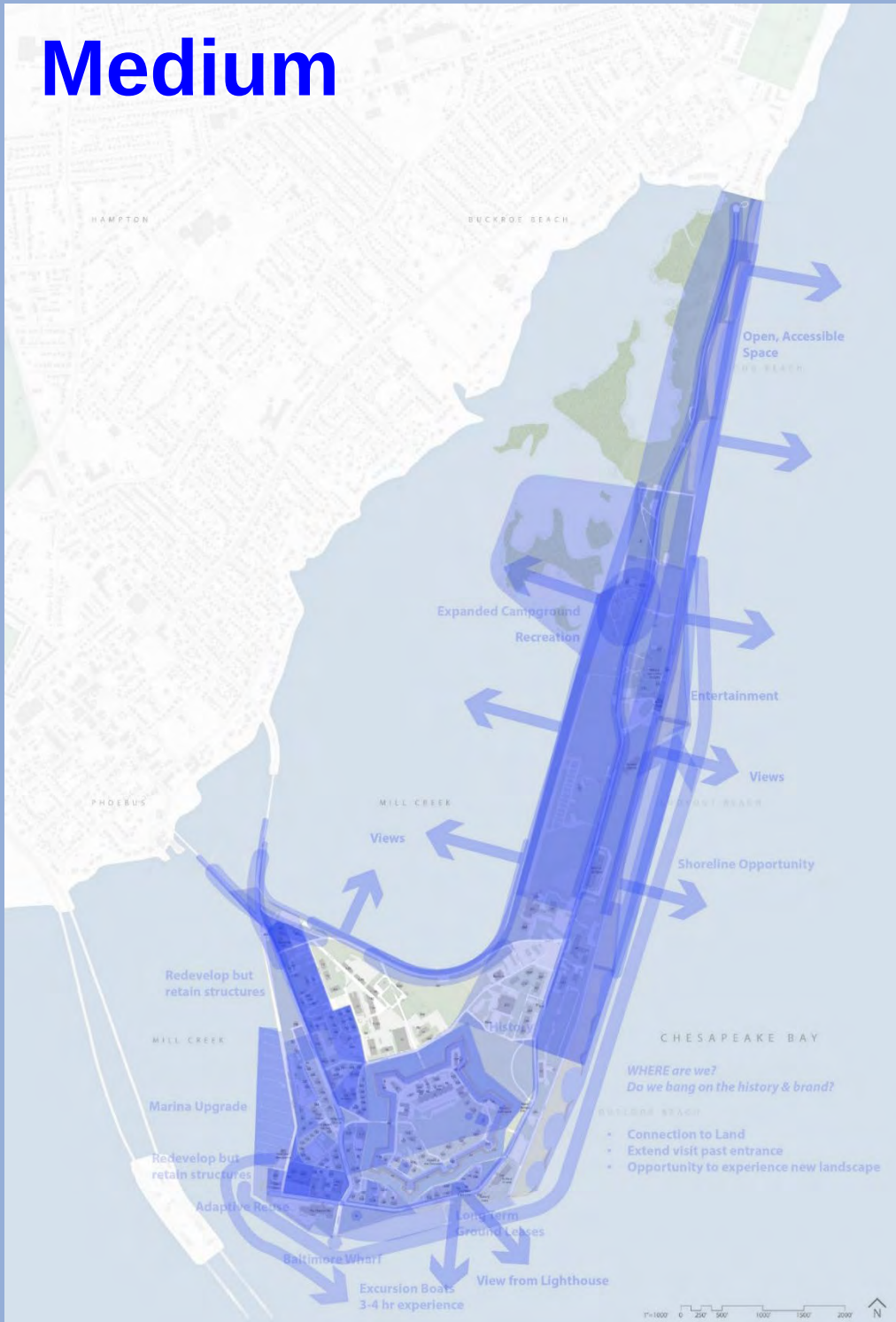
Input from Board

Ranking of Significance

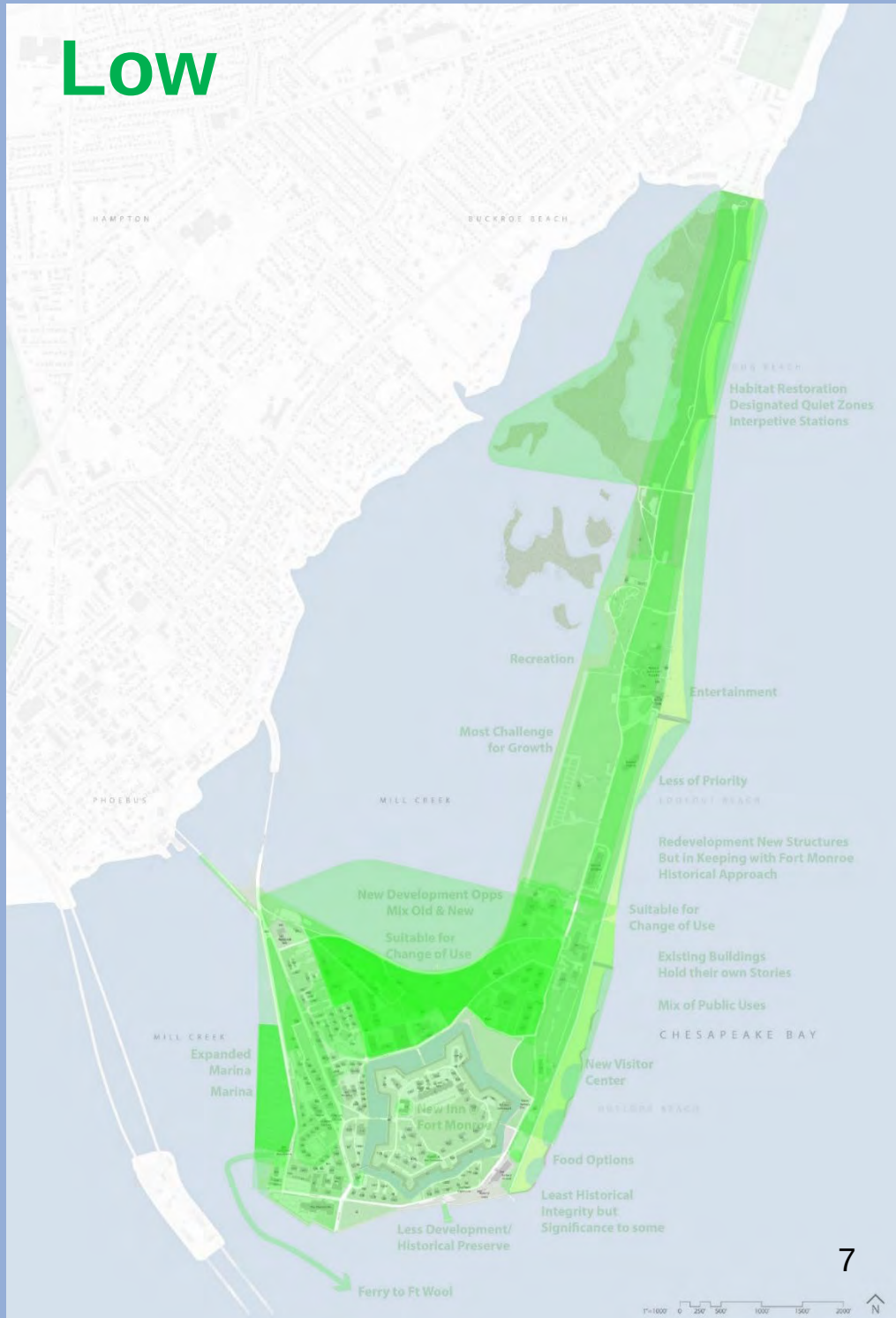
High



Medium

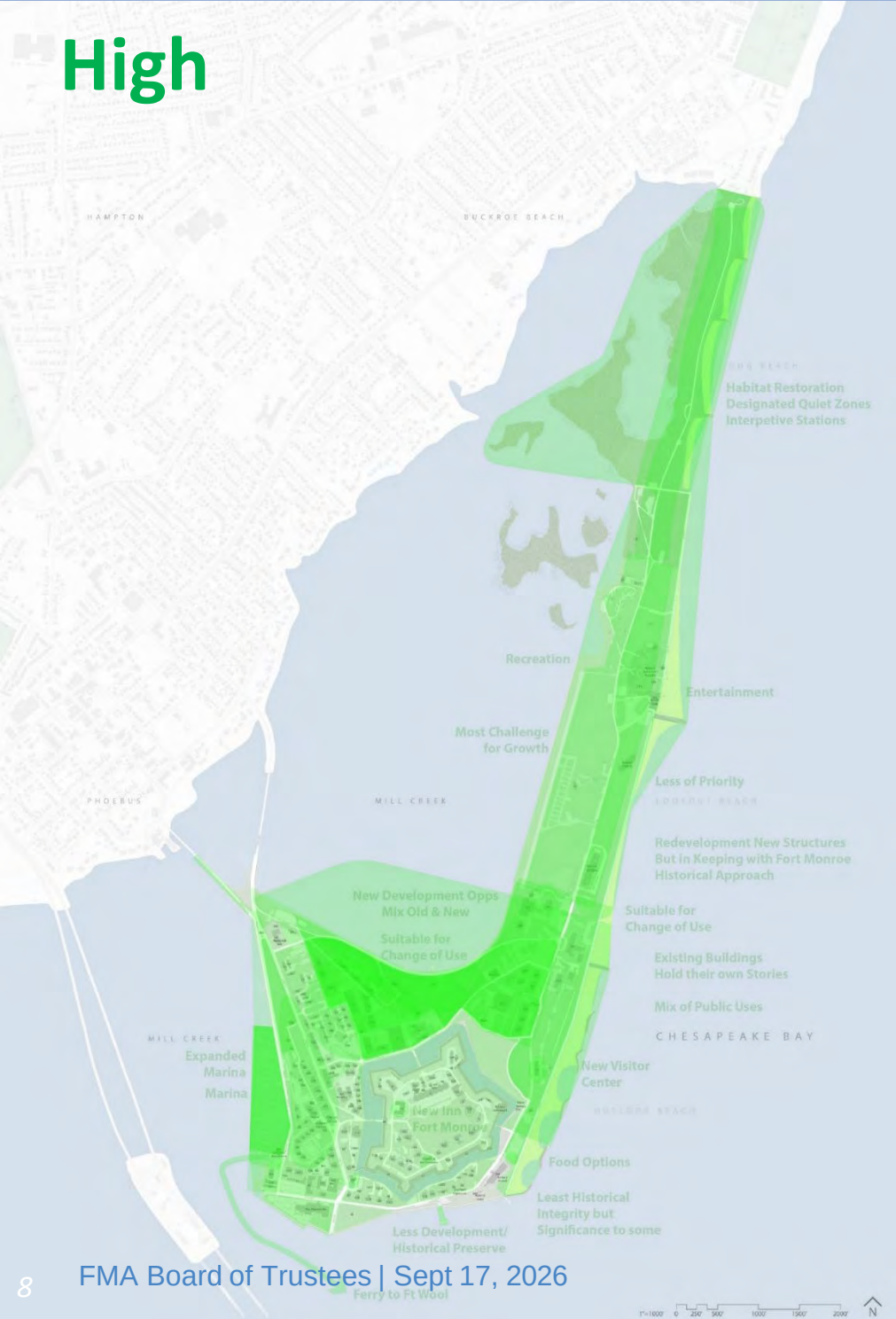


Low

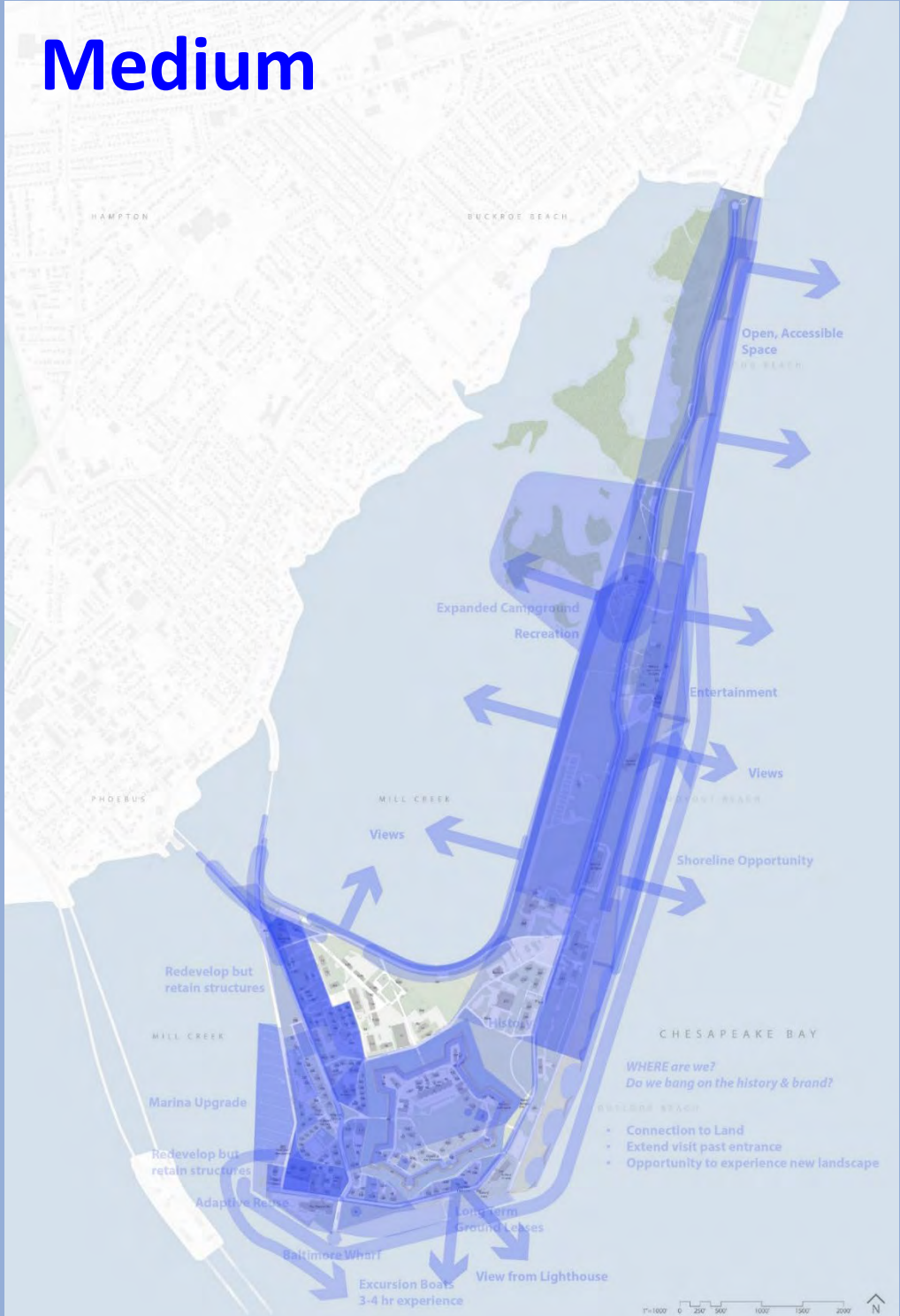


Ranking by Opportunity for Transformation

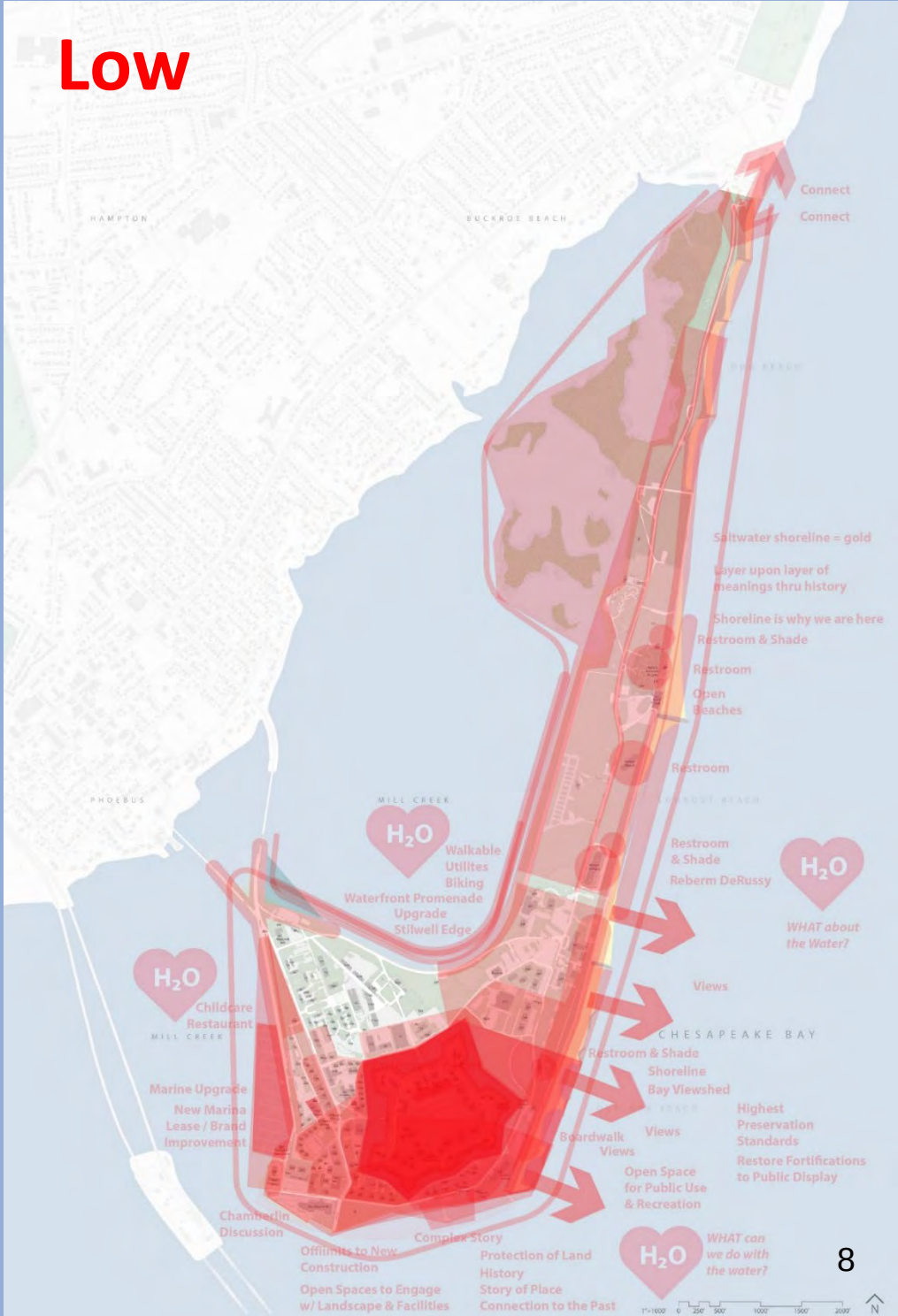
High



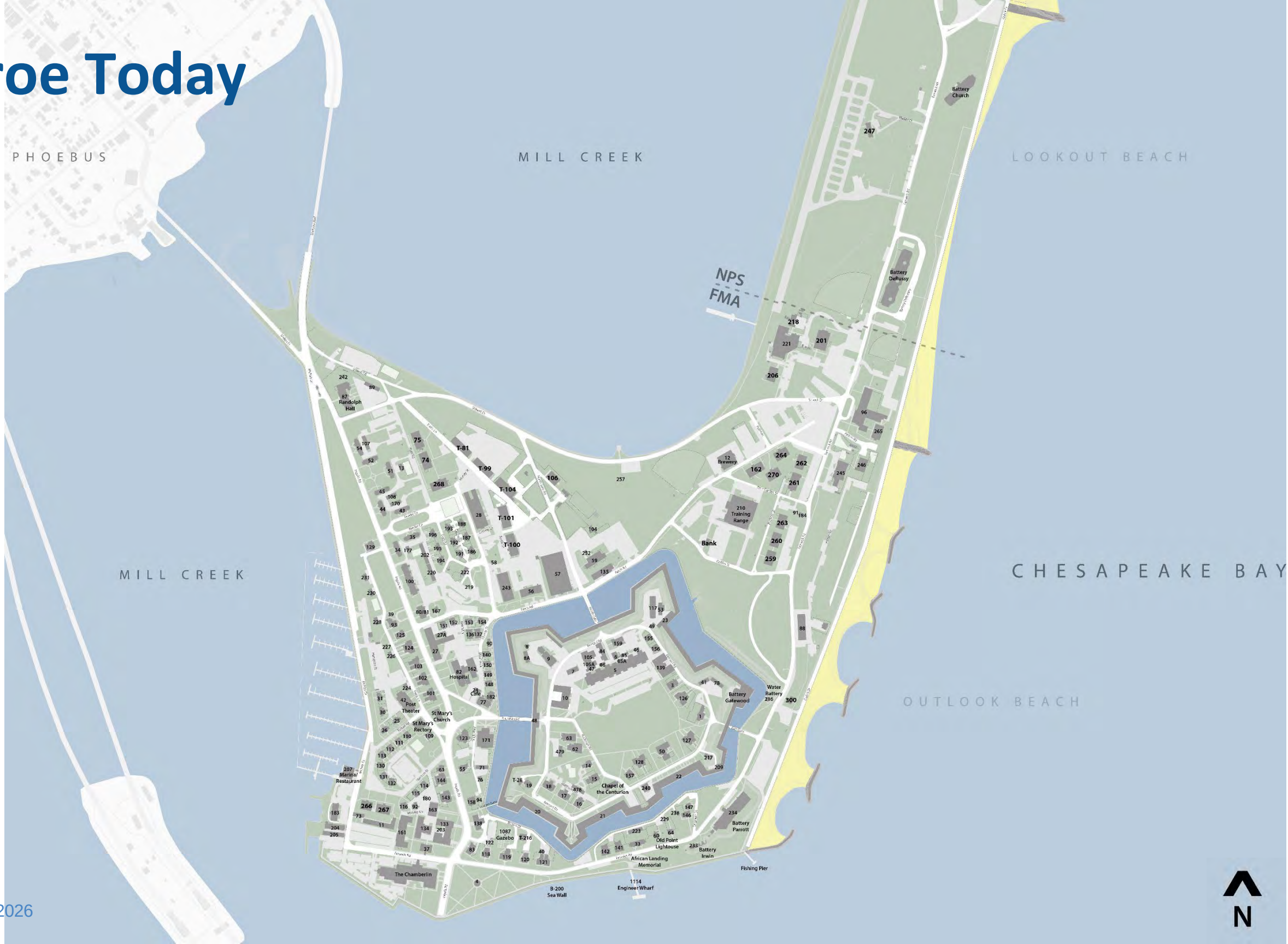
Medium



Low



Fort Monroe Today



Fort Monroe Today



Fort Monroe Today





Proposed Transformations

Adaptive Reuse Opportunities

Existing Buildings



Proposed Infill Development

Residential / Office / Retail / Food & Beverage / Hospitality / Sports / Civic

PHOEBUS

MILL CREEK

LOOKOUT BEACH

■ Proposed Infill Buildings



Proposed Building Removals

-  Buildings to Remain
-  Non-Contributing Buildings to be Removed
-  Contributing Buildings to be Removed
-  Storage/Auxiliary to be Removed

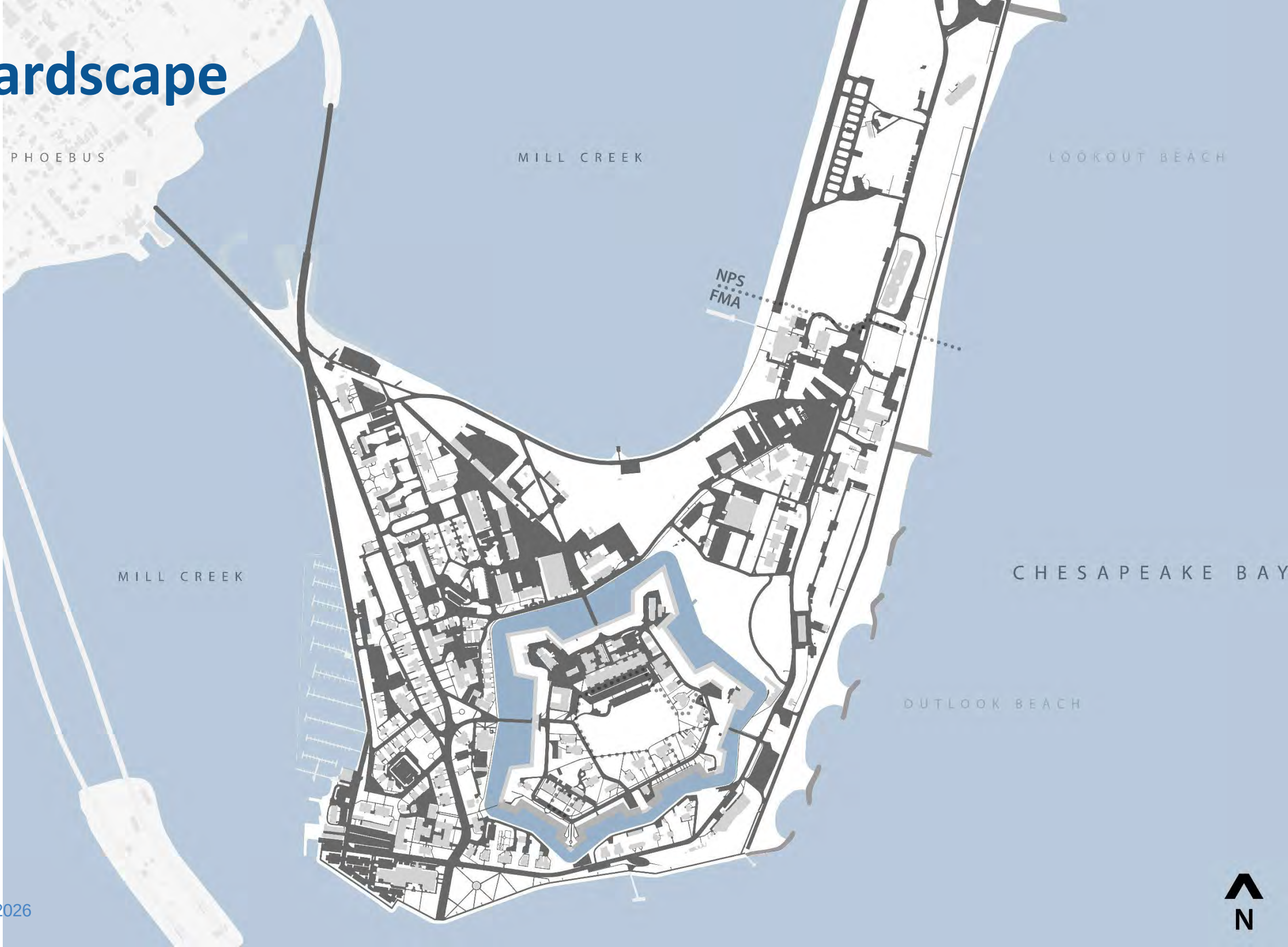


Existing Hardscape

Existing Hardscape
tot. **114acres**

~20%

Existing Roads	51.53 ac
Existing Sidewalks	13.52 ac
Existing Parking	42.27 ac
Walker Airfield	6.33 ac



Proposed Paving Removal



Connectivity

Proposed Parking & Restrooms

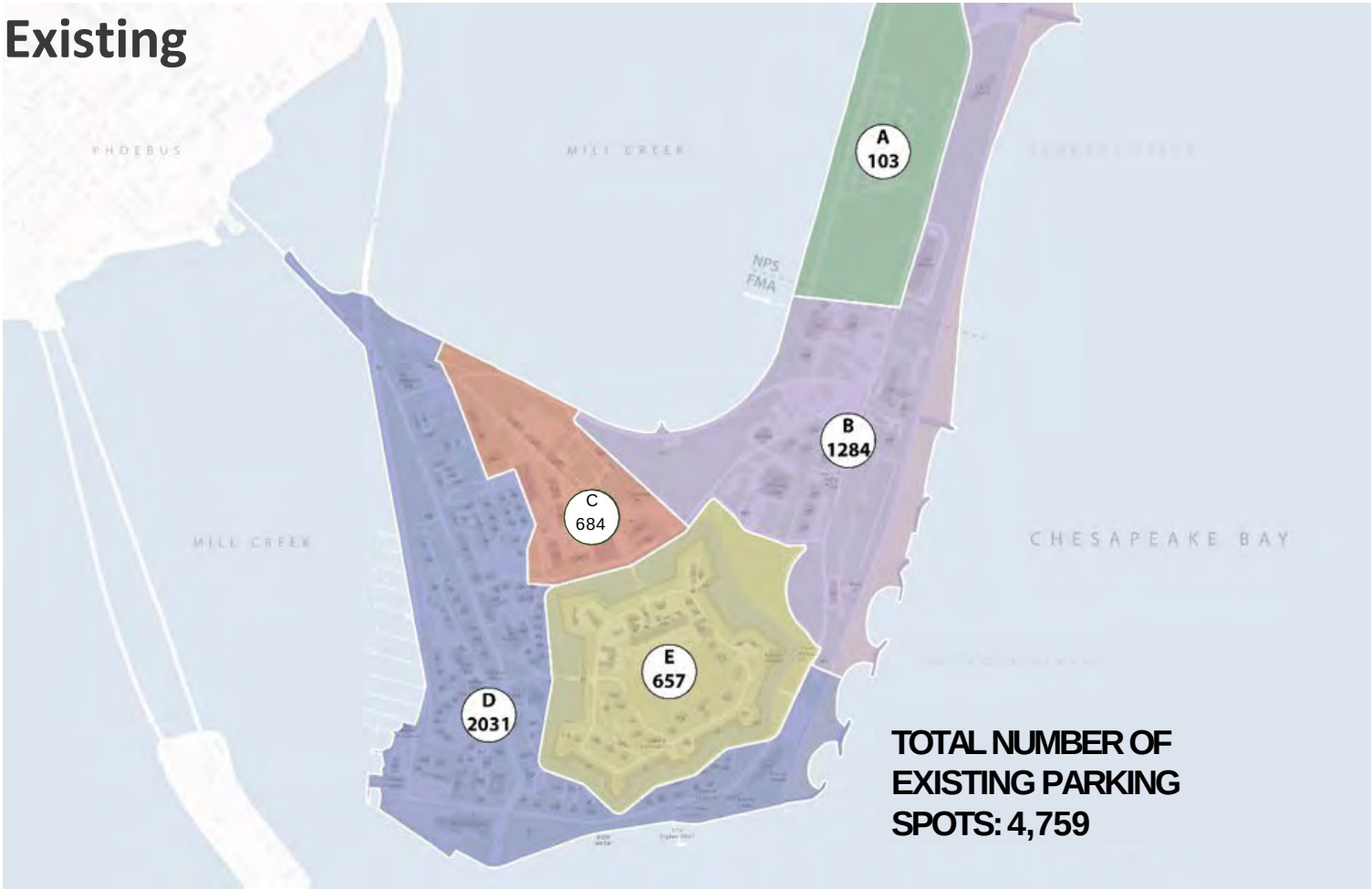
- New/Modified Parking
- Existing Parking to Remain
- Overflow & Grass Parking
-  Public Restroom
- \$ Paid Public Parking



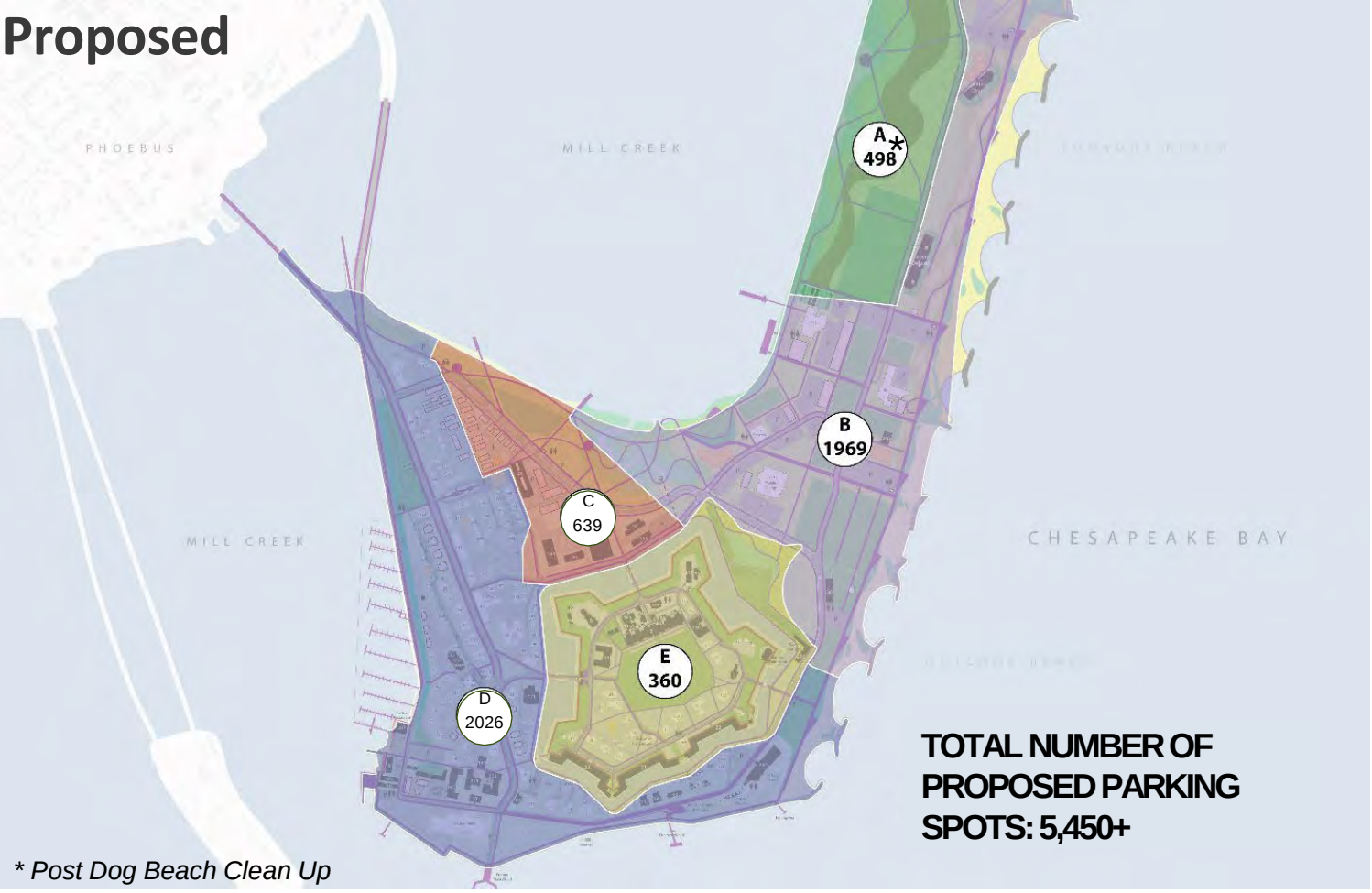
Connectivity

Parking Counts

Existing



Proposed



Paved Parking | Presidio



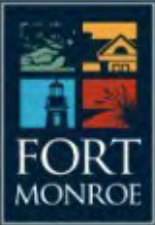
Grass Parking | Presidio



Grass Parking | Presidio

Stilwell Drive

Existing



Stilwell Drive

Existing

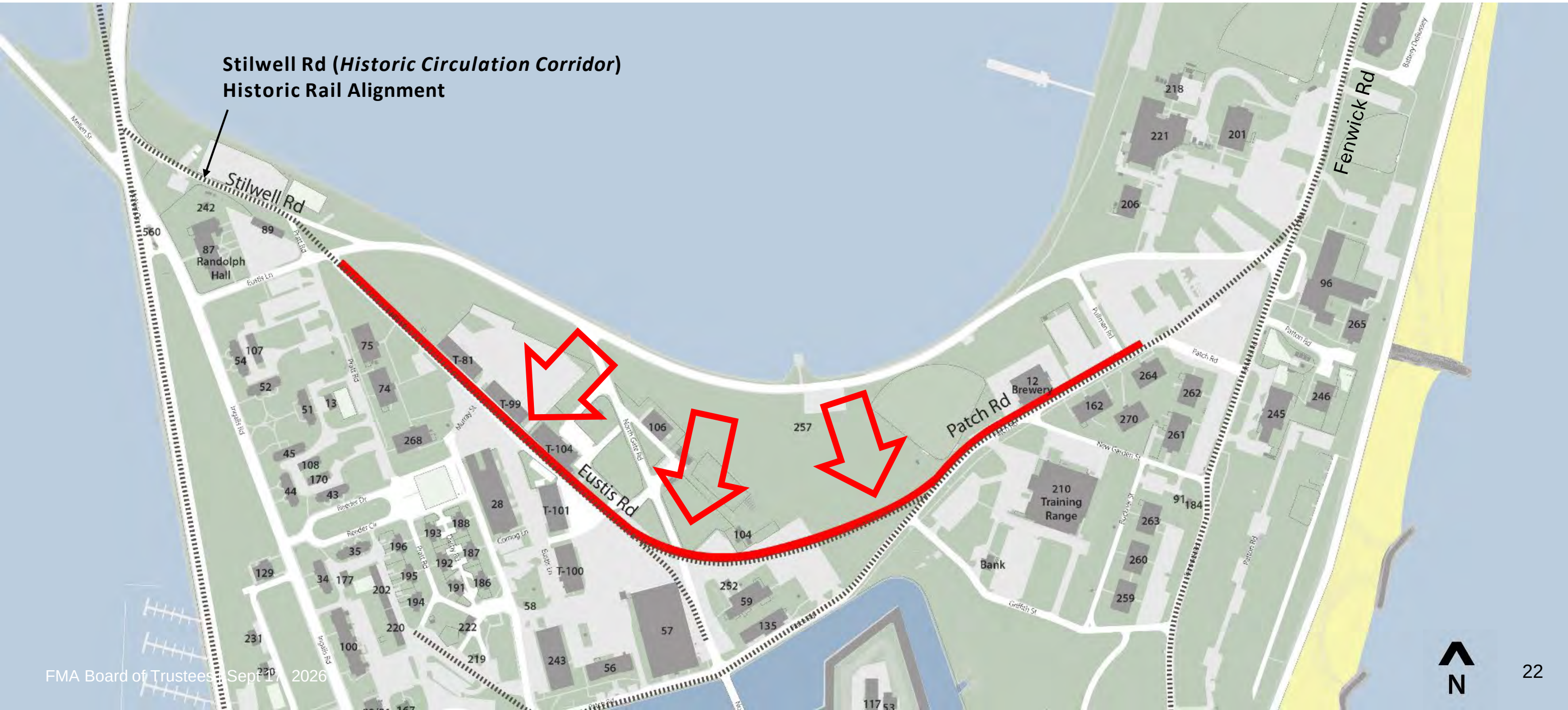
- Stilwell Dr
- Stilwell Rd



Eustis Road

Historic Rail Alignment

- Eustis Rd
- Historic Rail



New & Improved Eustis Ln



Transformations



Fort Monroe Today



Fort Monroe Transformed



Mill Creek Waterfront Park

[illegible]

Mill Creek & Stilwell Dr Edge Today



Mill Creek Waterfront Park









Stilwell Dr @ Mill Creek Berm Today

Mill Creek Waterfront Park & Living Shoreline



Precedents | Living Shorelines



Phoebus, VA



Chesapeake Bay, VA



Mill Creek, Phoebus, VA

Precedents | Meadows & Grasslands, Culture & Art



Fort Monroe

Opportunity: convert lawns (rewilding)



*Templehofer Feld Berlin, Germany
(former airfield)*



Machicomoco State Park, Hayes, VA



Yorktown Battlefield, Yorktown, VA



Dredge Sandbar/Mudflat

Reuse of cut material for Ecologic Function



Eustis Today



Eustis Transformed



Randolph Quarters



Projects

Hospitality District & Marina



Hospitality District



Projects

Stone Fort & South Fenwick



Indoor Rec /
Food & Beverage

Parade Ground /
Programming & Pedestrianization

Main Gate

Civic / Residential (reuse)

Culture Row (reuse)

Student Residential & Mixed Use (reuse)

Short Term Rental Harbor Entry Control Post

Moat Walk & Rampart Walk

African Landing Memorial

Engineer Wharf – viewing & contemplation



Precedents | Parade Ground / Main Post / Inner Fort



The Presidio, San Francisco, CA

Rampart Walk

No ADA access to Terreplein



Rampart Walk

Representative View



Rampart Walk

ADA access to Terreplein



Projects

Recreation & Sports Districts



Recreation & Sports District



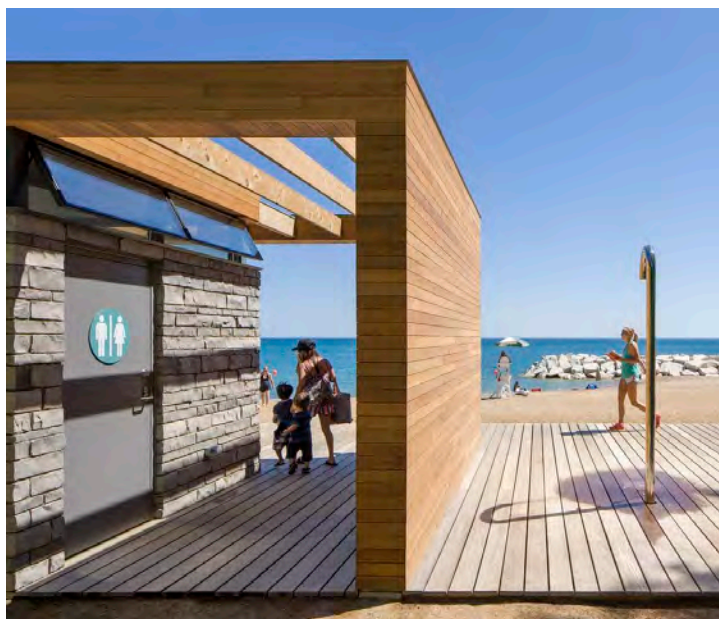
Gulick Drive Today



Beach Access & Promenade



Precedents | Beach-side Amenities



Rosewood Park, Highland Park, IL



Rest Area, Morelia, Mexico



Saint-Hilaire-de-Riez, France



Prefabricated Restrooms - Urbadis



The Presidio, San Francisco, CA

FMA Board of Trustees | Sept 17, 2026



Beach Station - Amager Beach Park, Copenhagen, Denmark



Gillson Park Beach, Wilmette, IL

Precedents | Observation Towers



Source: FMA
FMA Board of Trustees | Sept 17, 2026



Skovtårnet Forest Tower, Denmark



Tower at the Mur River, Austria



Schlitz Audubon Nature, Tower, WI

Projects

Fort Monroe National Monument (NPS)

Footnote

"On lands owned by the NPS, or protected by NPS easements, any strategies directed by the Fort Monroe Authority's 'Landscape Action Plan' or in site-specific subsequent implementation plans will be accomplished in the years following the plan and will be updated as needed. However, there is no guarantee that the strategies proposed in this plan will be funded. The land managers and management partners will continue to seek creative and diverse funding opportunities. Budget restrictions and competing priorities may prevent implementation of some strategies. If it is determined that the investment would not be sustainable for the agency or partner to operate and maintain with realistic funding and staffing projections, the investment will not be made."



Precedents | Passive Amenities



Outside Acadia National Park, Maine



Outside Big Bend National Park, Texas



Outside Zion National Park, Utah



Green Mountain Scenic Overlook, Florida

FMA Board of Trustees | Sept 17, 2026



Muir Beach Overlook, Muir Woods National Monument, California



Klamath Bird Observatory, Ashland, Oregon

Cultural Narrative Guidelines

1

Honor Heritage, Tell the Full Story

2

Integrate Cultural Belonging in Placemaking

3

Steward Cultural Legacies for Future Generations

4

Connect Experiences to History

5

Cultivate Cultural Partnerships



Cultural & Natural Opportunities



Military History Locations



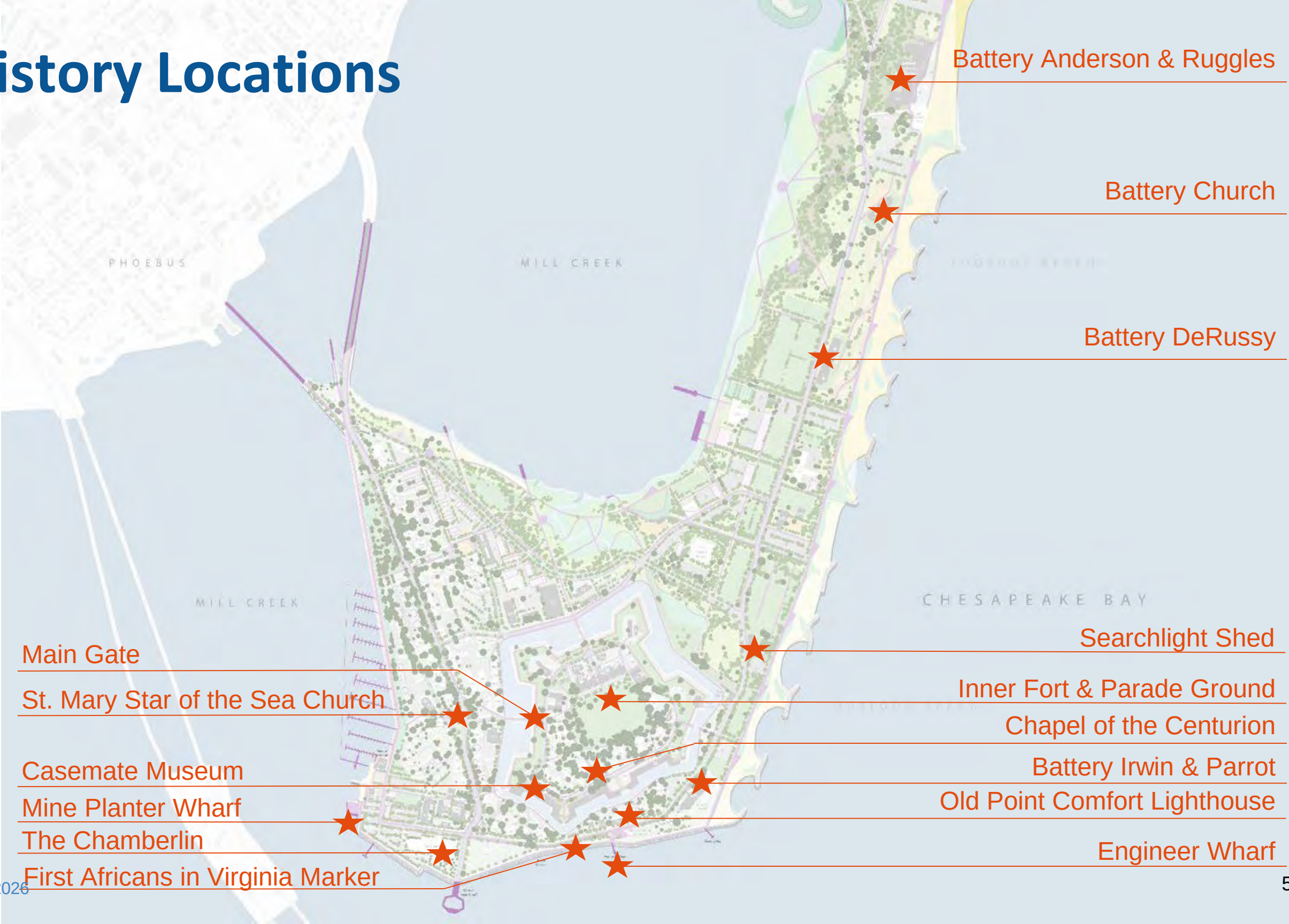
Battery Irwin



Searchlight Shed



The Fort



Battery Anderson & Ruggles

Battery Church

Battery DeRussy

Searchlight Shed

Inner Fort & Parade Ground

Chapel of the Centurion

Battery Irwin & Parrot

Old Point Comfort Lighthouse

Engineer Wharf

Main Gate

St. Mary Star of the Sea Church

Casemate Museum

Mine Planter Wharf

The Chamberlin

First Africans in Virginia Marker

Black History Opportunities



Indigenous Representation & Opportunities



Living Shoreline

Connection Between Land & Water Cycles
Contemporary & Historic Representation

Oyster Gardens

Traditional & Native Vegetation Gardens

Active / Visible Site

Potential
Contemplative Sites

Potential Tribal-Partnered
Environmental Project
(site undetermined)

Hosting of Tribal Events

Opportunities for Public Art
(one of many)

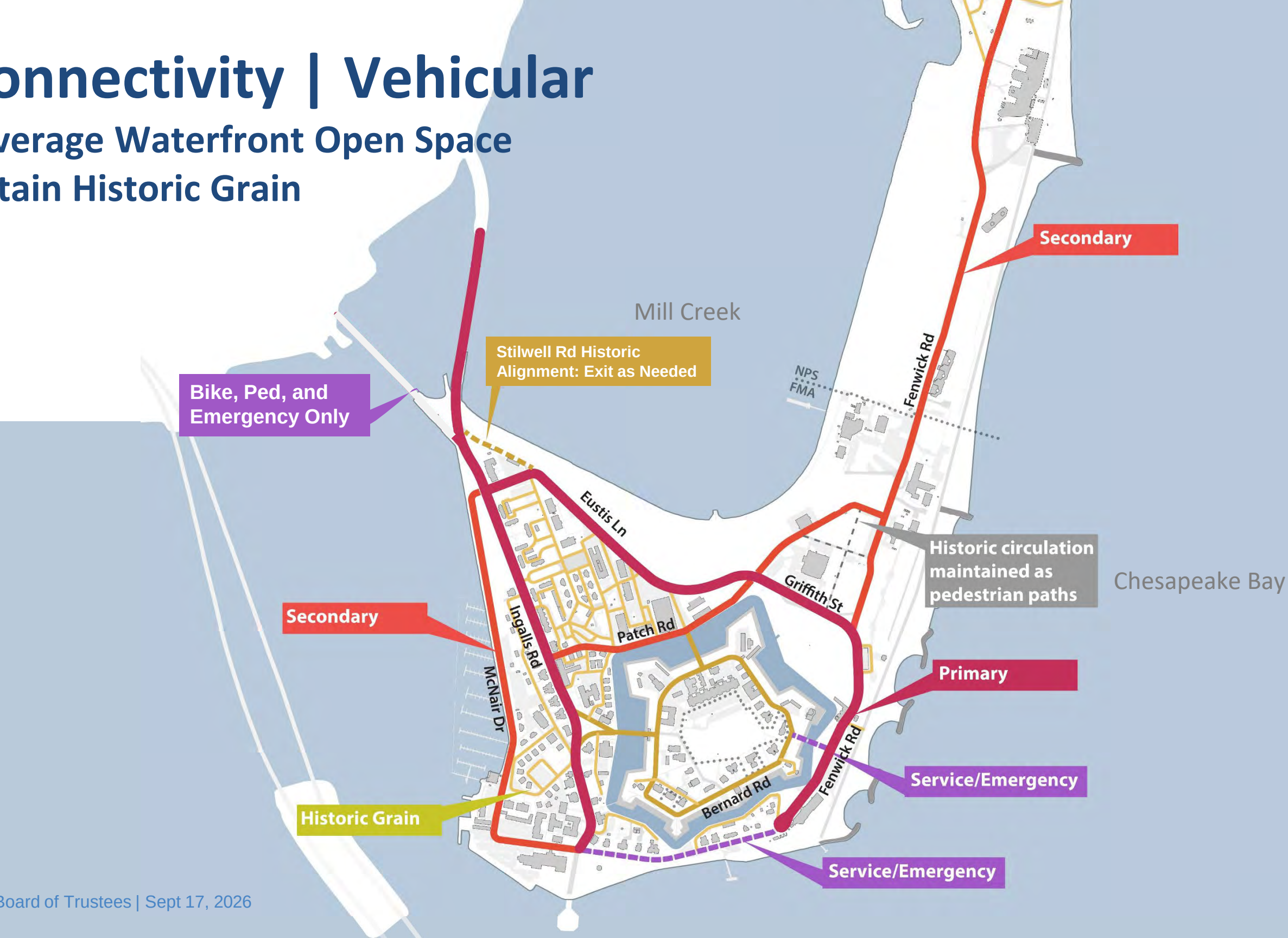
Opportunities for Gardens / Public Art

Incorporation of Virginia Tribes Languages
Contemporary Representation

Connectivity | Vehicular

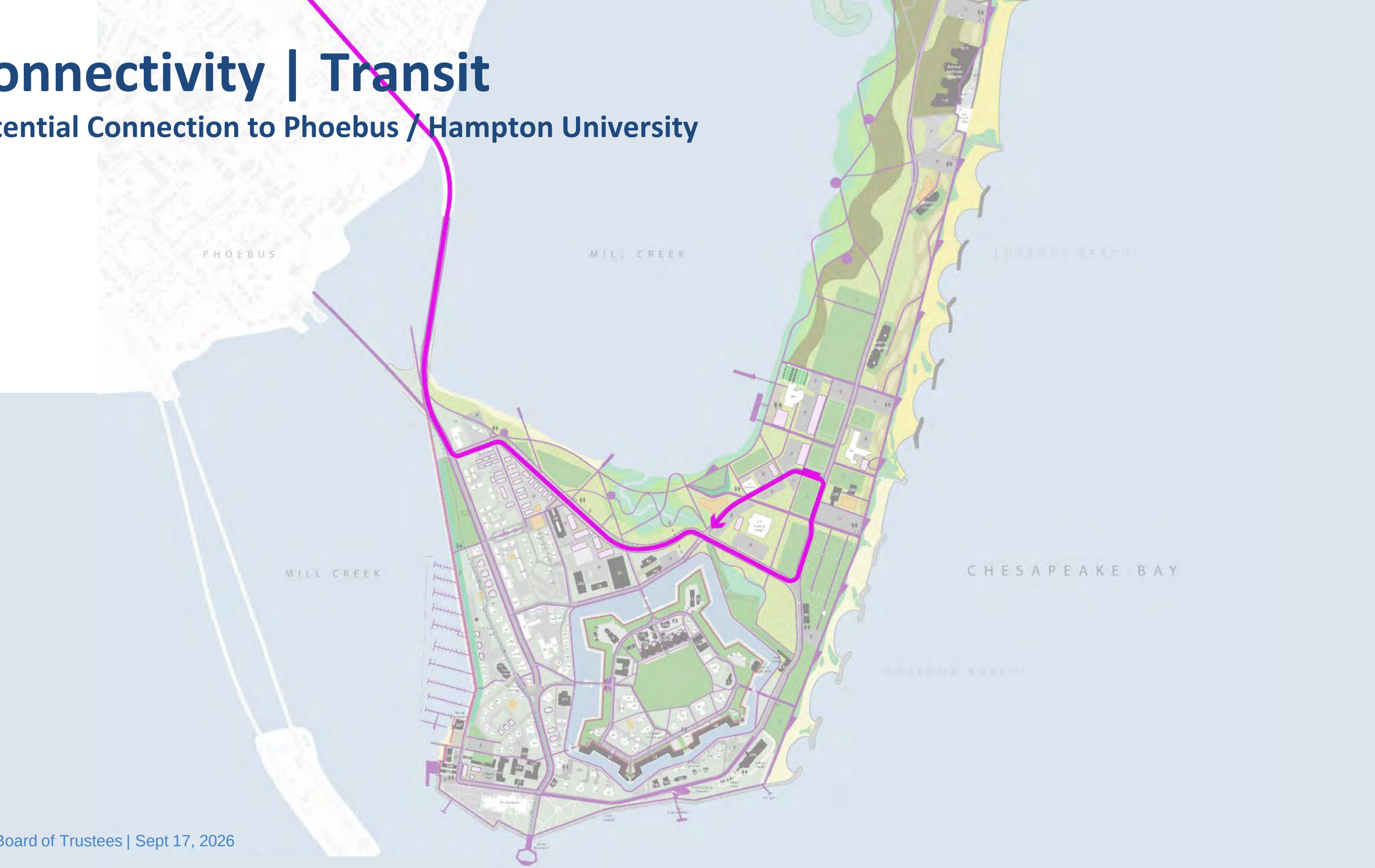
Leverage Waterfront Open Space

Retain Historic Grain



Connectivity | Transit

Potential Connection to Phoebus / Hampton University



Connectivity

Pedestrianize

Inner Fort

- Reduced Parking
- Parade Ground
- Main Gate
- Inner Loop / Bernard Rd (One way)
- Ruckman Rd Pedestrian
- Casemate Museum



Pedestrian/Bike Loops

Walking Paths & Sidewalks

- Pedestrian/Bike Paths
- Paths Along Roads / Sidewalks
- ↔ Mill Creek to Bay Connection



Pedestrian/Bike Loops

- Parade Ground Walk
- Inner Fort Road
- Rampart Walk
- Moat Walk
- Historic Core Walk
- Tree Allee Walk
- Wherry Walk
- Waterfronts Walk
- 757 Trail/Reeder Walk
- Dune Walk
- Battery Walk
- NPS Walk
- North Beach / Grandview to FM Greenway
- 7 Mile Loop
- Edgar Allan Poe Walk (tbd)



Tree Canopy

Existing & Future

- Existing Canopy
- Proposed Canopy



Creating an Experience of Place

Eight Moves to Build Toward an Experience of Place

1. Resilience and Honoring the Land through Rewilding
2. Creating a New Public Experience on Mill Creek
3. Creating a New Hospitality Center in the Historic District and New Destinations in the Fort
4. Infilling and Adapting Existing Buildings with Single Family, Townhomes, and Quads
5. Clarifying Circulation and Using Historic Patterns for New Movements and Experiences
6. Using NPS Lands for Passive Amenities and FMA Land for Active Destinations / Celebrate the Fort
7. Creating New Attractions Including a Boat House and Performance Green
8. Expand & Daylight the Layers of Cultural Narrative



Programming Portfolio

Shaping Fort Monroe’s Programming Portfolio

Framing Trade-Offs Through Two Scenarios

	Scenario A: Expanding Third-Party Led Programming	Scenario B: Expanding FMA-led Programming
Third-Party Operated Programs	 Expanded types and frequency of programming	 Maintained at current levels of <i>active</i> third-party programming
FMA-led Programming	 Maintained at current levels	 Expanded types and frequency of programming
FMA Programming Operations	 Maintained at current levels	 Additional capacity and staffing required
Facility Rentals for Private Events/Weddings	Identical across scenarios (Passive uses of facilities kept across scenarios as less invasive/disruptive to landscape than active programming)	
Seasonal Concessions	Identical across scenarios	
Price Points	Updated based on case studies and comparables. Identical across scenarios	

Scenario A: Expanding Third-Party Led Programming

Under this scenario:

- **Programming is mostly third-party led**
 - New types of programming such as farmer markets, platform camping, and sports tournaments
 - Increased frequency of active events
- **New revenue unlocked** from rentals of indoor and outdoor spaces
- **FMA-led programming** remains at current levels

Highlights include:

- 4 major festivals a year
- Specialized food and beverage events
- Various smaller ticketed events
- Health and fitness competitions



Scenario A: Expanding Third-Party Led Programming

Estimated Annual Gross Programming Revenue

\$395,875

15%

cost-to-revenue ratio if
operated by third party



30%

cost-to-revenue ratio
if operated by FMA



Estimated Annual Programming Costs

\$95,005

Estimated Annual Net Programming Revenue

\$300,870

Scenario B: Expanding FMA Programming

Under this scenario:

- **FMA increases frequency** of much of its own programming
- **New types of programming** led by FMA
- **Active third-party programming** stays at existing levels
 - Still includes increased revenue from passive facility rentals through third-party private events such as weddings and corporate events

Highlights include:

- Ticket sales from small, premium concerts
- Recreational equipment rentals including bikes, kayaks, and paddle boards
- New hands-on workshops, paid tours, and special exhibits



Scenario B: Expanding FMA Programming

Estimated Annual Gross Programming Revenue

\$480,735

15%

cost-to-revenue ratio if
operated by third party

30%

cost-to-revenue ratio
if operated by FMA

Estimated Annual Programming Costs

\$132,665

Estimated Annual Net Programming Revenue

\$348,069

+16% net
revenue vs.
Scenario A.

Looking Ahead

A Dynamic Tool: Revenue Generation Model

Programming Category	Programming Opportunity	Building	Season	Cost v. Revenue	Program Operator	Fort Monroe Revenue Share %	Revenue Calculator Select
History & Culture	Fee / VIP Ticketed Large-Scale Events	Outdoor Festival Zone	Summer, Fall, Spring	Revenue Item	Third-Party Operator	100%	Event Rental
	Fee / VIP Ticketed Small Performances/Events	Outdoor Multipurpose Performance Lawn, Chapel of the Centurion	Winter, Fall, Summer, Spring	Revenue Item	Third-Party Operator	100%	Event Rental
	Fee / VIP Ticketed Small Performances/Events	Outdoor Multipurpose Performance Lawn, Chapel of the Centurion	Spring, Summer, Winter, Fall	Revenue Item	FMA	100%	Ticketed Event
	Free Large-Scale Events (Heritage Weekends / Cultural Festivals / Outdoor Concerts)	Outdoor Festival Zone	Spring, Summer, Fall	Cost Item	FMA	0%	Free Programming
	Free Community Events (Movie Nights, Small-Scale Acoustic Music)	Continental Park, Outdoor Multipurpose Performance Lawn, Theater, Great Hall/Ballroom (Building 57)	Spring, Summer, Fall	Cost Item	FMA	0%	Free Programming
	Guided Tours	Site-wide	Fall, Summer, Spring	Revenue Item	FMA	100%	Paid Program
	Youth & Family Programs	Indoor Classroom Space (Building 9)	Spring, Summer, Fall, Winter	Cost Item	FMA	0%	Free Programming
	Dances	Great Hall/Ballroom (Building 57)	Spring, Fall	Revenue Item	FMA	100%	Ticketed Event
	Speaker Series	Theater	Spring, Summer, Fall, Winter	Revenue Item	FMA	100%	Ticketed Event
	Museum	Casemate Museum	Spring, Summer, Fall, Winter	Cost Item	FMA	0%	Free Programming
	Living History Interpretation	Site-wide	Fall, Summer, Spring	Cost Item	FMA	0%	Free Programming
	Cultural Exhibits/Displays	Casemate Museum, Casemate 21	Spring, Summer, Fall, Winter	Revenue Item	FMA	100%	Paid Program

Looking Ahead

A Dynamic Tool: Revenue Generation Model

The revenue generation model is a tool that FMA can use to continue to test new price points, ideas, and plans as the work progresses:



**Types of
Programming**



**Seasonal &
Monthly Frequency**



Price Points



Operational Leads

Looking Ahead

A Dynamic Tool: Decision Matrix

		Community Access and Mission Alignment				Operations and Sustainability			
Programming Categories	Programming Option	Community Support	Historical/Cultural Significance	Equity	Activation Potential	Revenue Generation Potential	Space Requirements	Program Operator	Implementation Feasibility
History & Culture	Fee / VIP Ticketed Large-Scale Events	Medium	Low	Low	Medium	High	Single-Use / Special Event Infrastructure	Third-Party	Medium
	Fee / VIP Ticketed Small Performances/Events	Medium	Medium	Low	High	High	Multi-Use	Mixed	High
	Free Large-Scale Events (Heritage Weekends / Cultural Festivals / Outdoor Concerts)	High	High	High	Medium	Low	Single-Use / Special Event Infrastructure	FMA	High
	Free Community Events (Movie Nights, Small-Scale Acoustic Music)	High	Medium	High	Low	Low	Multi-Use	Third-Party	High
	Guided Tours	High	High	Medium	Medium	Medium	Multi-Use	FMA	High
	Youth & Family Programs	High	High	High	High	Low	Single-Use	FMA	High
	Dances	Medium	Medium	Low	Low	High	Single-Use	FMA	High
	Speaker Series	Medium	High	Medium	High	High	Single-Use	FMA	High
	Museum	High	High	High	High	Low	Single-Use	FMA	High
	Living History Interpretation	High	High	High	Medium	Low	Multi-Use	FMA	Medium
	Cultural Exhibits/Displays	High	High	High	Medium	Medium	Single-Use	FMA	High
Recreation	Water-Based Activities (Kayak / Paddleboard)	High	Low	Medium	Low	High	Special Equipment (Boat House)	FMA	Medium
	Organized Sports / Multi-Sport Zones	Medium	Low	Medium	Medium	Medium	Multi-Use	Third-Party	Medium
	Youth Camps	Medium	Low	Low	Low	High	Single-Use	FMA	Medium
	Trails & Biking	High	Low	Medium	Medium	High	Multi-Use	FMA	Medium
Civic	Seasonal / Farmers Markets	Medium	Low	High	Low	Low	Single-Use	Third-Party	High
	Military Family Events	High	High	High	Medium	Low	Single-Use	FMA	High
Ecology / Sustainability	Nature Observation / Wildlife Viewing	High	Low	Medium	Medium	Medium	Multi-Use	FMA	High
	Glamping	Medium	Low	Low	Medium	Medium	Single-Use / Special Equipment (RV Campsite)	Third-Party	Low
	Habitat Restoration / Volunteer Days	High	Low	High	Medium	Medium	Multi-Use	FMA	High
Food & Beverage	Seasonal Cafe / Concessions	High	Medium	Medium	Medium	High	Single-Use / Special Equipment (2 sites)	Third-Party	Medium
	Food Trucks & Mobile Vendors (Events)	High	Low	High	Medium	High	Multi-Use	Third-Party	High
	Food Trucks & Mobile Vendors (Daily/Weekly/Permanent)	High	Low	High	Low	Medium	Multi-Use	FMA	High
Education	Hands-On Workshops	Medium	Medium	Medium	High	Medium	Single-Use	FMA	High
	School Partnerships / Field Trips	Medium	High	High	Medium	Medium	Single-Use	FMA	High
Hospitality	Venue / Event Space Rentals	Medium	High	Low	High	High	Multi-Use	FMA	High
	Weddings	Medium	High	Low	High	High	Multi-Use	FMA	High
	Short Term Rentals	Medium	Medium	Low	High	Medium	Single-Use	Third-Party	Medium
Health & Wellness	Guided Fitness Classes	Medium	Low	High	Low	Low	Multi-Use	Third-Party	High
	Yoga & Meditation Programs	Medium	Low	High	Low	Low	Multi-Use	Third-Party	High
	Walking / Running Programs	High	Low	Medium	Medium	Low	Multi-Use	Third-Party	High

Looking Ahead

A Dynamic Tool: Decision Making Matrix

Decision Making Matrix

A dynamic tool for FMA to evaluate program alignment across community access, mission fit, operations, and long-term sustainability.



Revenue Potential



Community Support



Operator



Activation Potential



Historical/Cultural



Equity



Feasibility

Looking Ahead

Using the Tools to Determine FMA's Programming Mix

Both scenarios grow Fort Monroe's programming revenue well beyond today's net programming revenue. Each buys something and costs something, and the balance depends on what FMA wants to be.

Weighing Tradeoffs

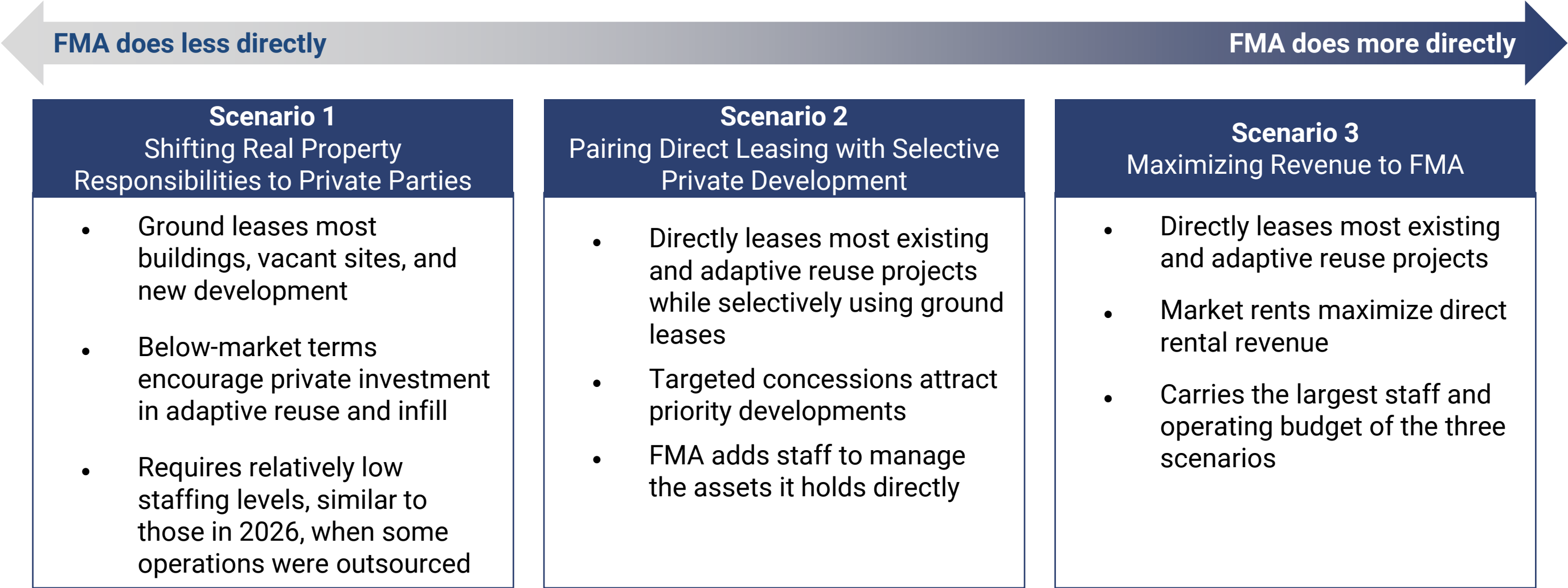
Most likely, FMA's path runs between these two scenarios. Some programs are worth holding close. Others are better handed to an operator who already does them well. The scenarios and tools were built to frame that judgment.

Defining the Program Portfolio

Used together, the two tools turn programming from a series of one-off calls into a portfolio FMA can build, price, and defend.

Approaches to Revenue Generation

Across all three scenarios, **new development on vacant land is ground leased to private developers**. The scenarios differ primarily in the amount of existing space FMA retains under direct management.



Revenue Generation Analysis Takeaways

01

Revenue potential depends on FMA's level of direct involvement

The three scenarios use the same portfolio. The principal differences are the amount of space FMA leases directly, the rents it seeks, and the responsibility it assumes for leasing, operations, capital improvements, and market risk.

02

Ground leases shift cost and risk to private partners

Ground leases reduce FMA's upfront obligations and transfer development and operating risk to private partners, but may limit long-term revenue.

03

Direct leases increase revenue potential and operating responsibility

Direct leasing can generate greater rental revenue, but requires additional staffing, maintenance, capital investment, and management of vacancy risk.

04

Organizational modeling is needed to fully assess net revenue potential

Financial projections require clarity on the staffing, property management, and overhead needed to operate at greater scale. FMA's organizational model need to be defined before these costs can be fully reflected in a future pro forma.

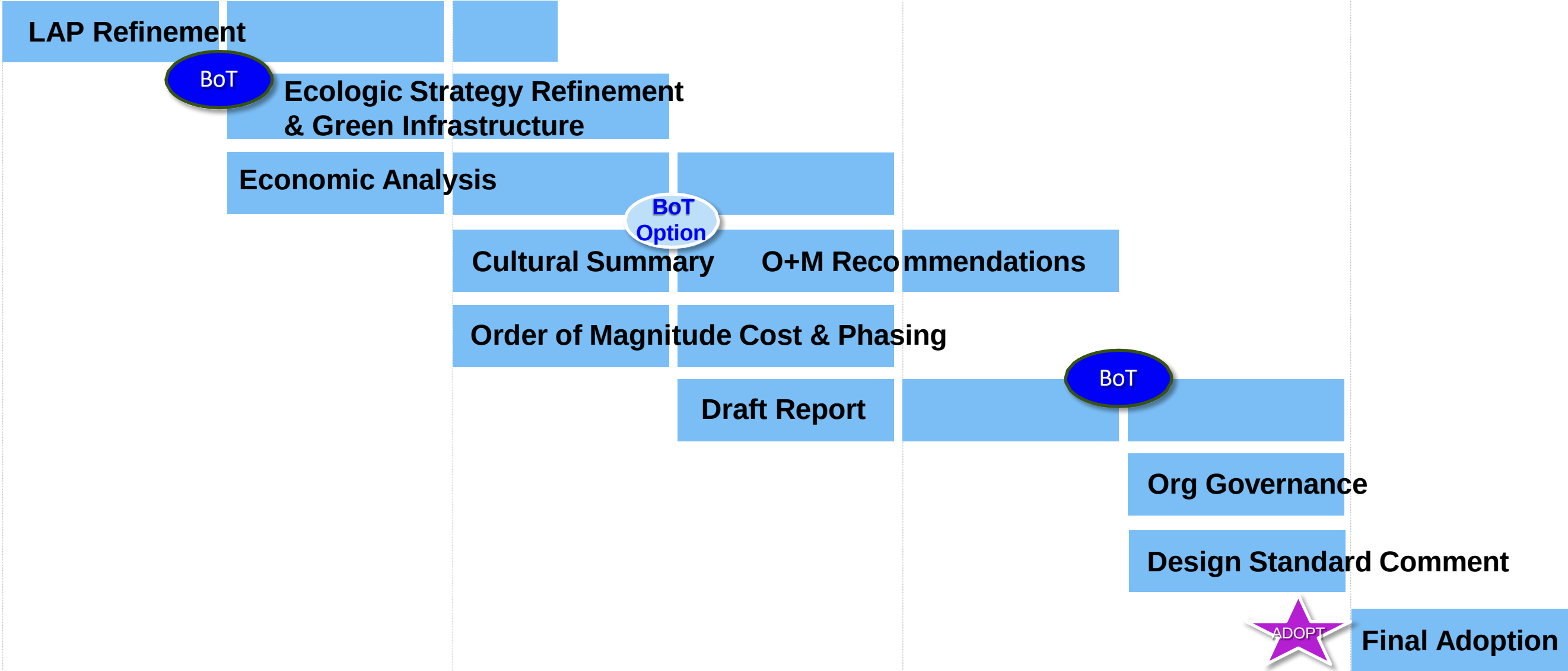
Schedule

September

October

November

December



Fort Monroe Transformed

Thank You

Fort Monroe Transformed

