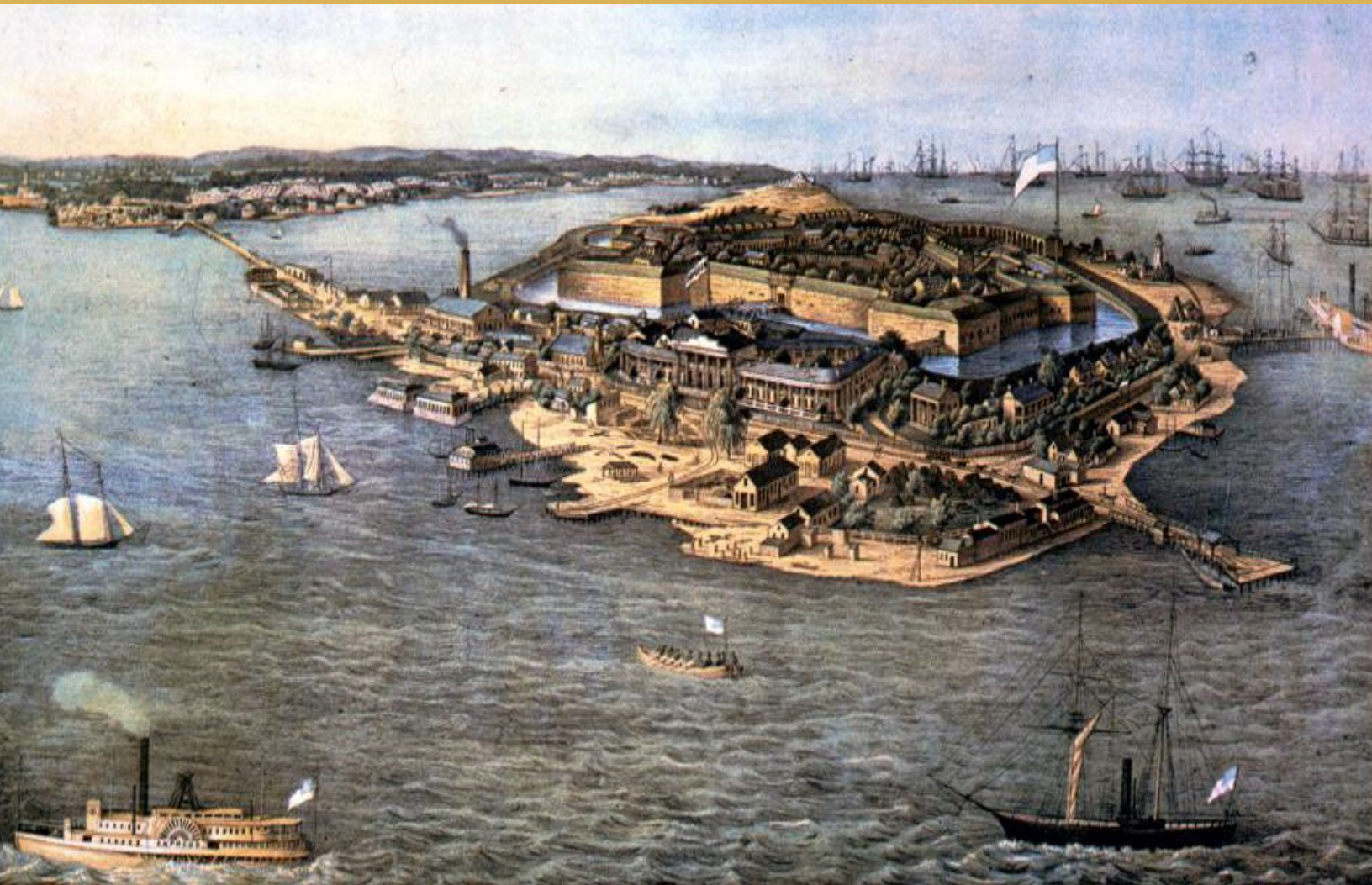


Fort Monroe

Public Programs Master Plan



Revised and Updated, July 2011



Table of Contents

Executive Summary.....	5
1.0 Background.....	7
2.0 Mission, Purpose and Significance.....	9
3.0 Interpretive Themes.....	11
4.0 Marketing and Audiences.....	15
5.0 Management.....	18
6.0 Finance.....	39
7.0 Additional Research.....	44
8.0 References.....	45

EXECUTIVE SUMMARY

The ownership and stewardship of Fort Monroe, a National Historic Landmark District that includes the largest stone fortress ever built in the North America, reverts to the Commonwealth of Virginia in September 2011. The Fort Monroe Authority (FMA), successor to the Fort Monroe Federal Development Authority (FMFADA), is charged with the stewardship and management of the property for the Commonwealth.

In 2009, the Army, the FMFADA, and others signed a legally binding Programmatic Agreement that requires the creation and adoption of an Interpretive Master Plan (IMP). FMA's Request for Proposals identified the National Park Service's standards as the guide for creating the IMP. Those standards state that an IMP is a "guideline for efficient, effective goal-driven planning." The draft plan provided by Interpretive Solutions made certain assumptions that will not exist upon the assumption of ownership in September 2011. So, with Interpretive Solutions work as a base, FMA staff revised the plan to meet the Programmatic Agreement requirements and address the present economic situation of the Commonwealth. This revised plan provides direction and goals for Fort Monroe over the next 5 years (2012-2016). The following highlights the most significant changes and additions to the plan including revised interpretive themes, updated collaboration considerations, recommendations for additional research, and measurable goals for Public Programs.

The Authority inherits from the Army the basis of its public program offerings, which include an RV Park, several picnic centers, public beaches, fishing docks, a complex of wayside interpretive exhibits and the Casemate Museum. Audiences to Fort Monroe will be made up of day and overnight tourists as well as residents and businesses. In the near term (2012), it is recommended that a temporary visitor center be established in collaboration with the real estate and marketing departments of the FMA. The future calls for the establishment of permanent visitor and interpretive centers; a water sports recreation complex; interpretive trail system; expanded RV Park; beach bathhouse; and public restrooms.

The Public Programs Department at Fort Monroe is mission based and goal driven. The mission of the department is to provide visitors and residents of Fort Monroe access to and interpretation of the National Historic Landmark's heritage resources. The vision is to lead collaborative efforts by the public and private sectors to plan and present to the public the National Historic Landmark's heritage resources. To firmly guide and establish Public Programs at Fort Monroe three measureable goals with numerous objectives and strategies that provide accountability for the department have been developed. The objectives are:

1. To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.
2. To develop earned-income opportunities for program support.
3. To develop public and private support for public programs.

To support the goal of establishing a well-rounded visitor experience a central interpretive theme has been created with three supporting themes. According to the National Park Service, interpretive themes are organization tools that define the framework for a site's interpretive programming. The central theme for interpretation at Fort Monroe explores how Americans at Fort Monroe have striven to secure "liberty" and "promote our general welfare" for over 400 years. This is supported by three additional themes that link all public program offerings.

1. The maritime geography and environment of Fort Monroe and the harbor it protects has made it an important location for such activities as trade, commerce and tourism.
2. From the arrival of "20 and odd" Africans in 1619 to General Butler's 1861 Contraband decision, Fort Monroe is the setting for the preamble to and final chapter of the institutional enslavement of millions of Americans.

Executive Summary

3. Fort Monroe's strategic location on Old Point Comfort influenced its military usefulness for the common defense, general welfare and the securing of liberty for all Americans, most significantly during the American Civil War.

Consideration of several issues and influences should be made. Of greatest importance is the need for a comprehensive Master Plan that meets the various legal requirements and existing plans for the Fort Monroe Authority and includes a cohesive marketing plan for both Real Estate and Public Programs. Collaborations at Fort Monroe are an additional consideration and include existing and future relationships. Currently, the National Park Service, the City of Hampton and the Army's Center for Military History are the most important partnerships with significant progress on the nature of those collaborations continuing to develop. Three principles should guide the Fort Monroe Authority in future public program collaborations.

1. Authority of the Historical Resource
2. Authority of the Natural Resource
3. Authority of the Fort Monroe Authority

Perhaps the most important collaboration will be with the Fort Monroe Foundation. The Foundation is being established and should be very involved with the future planning and execution of public programs at Fort Monroe. The Foundation offers a strategy to generate financial support for public programs. Expenses for the first five years average \$999,700. Fees generated from Public Programs can provide for 2/3 of the projected expenses over that period, leaving on average an annual shortfall of \$335,000. This can be balanced with support from grants and the Foundation.

More research and planning is required and should include a comprehensive FMA Master Plan; feasibility studies for future public program facilities; earned income strategies and a comprehensive marketing plan. Continued planning at Fort Monroe along with a commitment by the FMA to the stewardship and education of the public about Fort Monroe will help ensure that this incredible resource is here for the enjoyment of future generations.

1.0 Background

1.1 Introduction

Fort Monroe, located in Hampton, Virginia, on the Chesapeake Bay, is the largest stone fort ever built in the United States. Begun in 1819, the fort consists of seven fronts enclosing approximately 63 acres, and is surrounded by a water-filled moat. Known as the “Gibraltar of the Chesapeake,” it has served as a base of operations for the U.S. Army since 1823.

The Fort’s history is extraordinary. It played a strategic role in the Civil War as one of the few military installations in Confederate territory that remained in Union hands throughout the war. It is the site of the “Contraband Decision” during the Civil War, a determination that many historians believe set the stage for the eventual issuance of the Emancipation Proclamation. The fort quickly became a symbol of hope for the estimated 10,000 freedom seekers who came to Hampton for protection following the decision that escaped slaves were “Contraband of War,” and therefore need not be returned to their owners under the laws of the time. In 1862, President Abraham Lincoln ordered all other Union commanders to follow suit. He signed the Emancipation Proclamation in January 1863, which freed all enslaved persons in states then in rebellion.

Throughout its history Fort Monroe evolved to meet the changing array of threats that faced the nation. For much of its history it served as the country’s center for coastal defense, a role that included the presence of the Army’s artillery training facility. In 1960, the resources associated with Fort Monroe were designated a National Historic Landmark District. In 2005, the fort, by then a 565-acre military base, was marked for closure as part of the Base Realignment and Closure (BRAC) process. It will be decommissioned in 2011, at which time it is scheduled to become the property of the Commonwealth of Virginia.



Fort Monroe Aerial

The Fort Monroe Federal Area Development Authority (FMFADA), a subdivision of the Commonwealth, was created by an Act of the Virginia General Assembly in 2007 to coordinate the BRAC process with the Department of Defense on behalf of the Commonwealth and to plan and manage the future use and administration of the base. Renamed the Fort Monroe Authority (FMA) effective July 1, 2010, this entity will maintain and market the Fort’s assets to the public. The fort is to become a multi-use public space, offering Interpretive and Visitor Services.

- Interpretive and Museum Services—Nature/History/Education—This is the interpretation of Fort Monroe’s natural and cultural resources via a variety of media to the various audiences with the “Authority of the Resource” as the guiding principle.
- Visitor Services—Provide services to meet the needs and desires of visitors such as shopping, dining, restrooms, orientation and activities that are recreational in nature such as fishing, crabbing, walking, running, water sports and others. These activities provide a minimal amount of interpretation as education is not the primary reason these visitors are coming to Fort Monroe. However, the “Authority of the Resource” as the basis for rules and regulations regarding these activities allows interpretation to be the means of communicating those rules and regulations in terms of positive desired behavior statements.
 - o Events—Events ranging from medium to large special events should strive to correlate to one of the themes of Fort Monroe. Small events include facility

1.0 Background

rentals for weddings, family reunions, and the like. While events do not always directly support one of the interpretive themes they are the vehicle for attracting people to support Fort Monroe through donations of money, service, and objects.

1.2 Prior Planning

Development of the Interpretive Master Plan depended heavily on many earlier efforts at defining the site's importance. Although there have been many of these, the following initiatives were particularly instrumental in guiding the planning process:

- The "Civil War Symposium:" *Fort Monroe, Three Cultures of the Civil War*, an event sponsored by FMA that brought a panel of distinguished historians together to discuss the variety of view points that all free and enslaved Americans brought to the Civil War. The panel recommended that Fort Monroe be presented as a national treasure whose story was not just African American, but American. January 2008
- Fort Monroe National Park Service Working Group, Final Report, September 2009.
- Fort Monroe Natural Resources Working Group, Final Report, September 2009.
- African American Culture Working Group, Final Report, December 2009.
- Interpretive Solutions Fort Monroe Draft Interpretive Master Plan, June 2010.

1.3 Fort Monroe Authority Legislation

On March 8, 2010, the Virginia General Assembly passed SB 315 and HB 1297, creating the Fort Monroe Authority (FMA) as a "public body corporate" and as a political subdivision of the Commonwealth. The FMA succeeds the Fort Monroe Federal Area Development Authority (FMFADA). The duties of the Authority are to:

- Do all things necessary and proper to further an appreciation of Fort Monroe
- Provide for the education, safety, and well-being of the residents, businesses, and visitors at Fort Monroe
- Hire and develop a professional staff including an executive director and such other staff as is necessary to discharge the responsibilities of the Authority
- Establish personnel policies and benefits for staff
- Oversee the preservation, conservation, protection, and maintenance of the Commonwealth's natural resources and real property interests at Fort Monroe and the renewal of Fort Monroe as a vibrant and thriving community.
- Submit and adopt an annual budget

1.4 Programmatic Agreement

FMA, the US Army, VA State Preservation Officer, Advisory Council on Historic Preservation, the Commonwealth of Virginia, and the National Park Service were signatories to a Programmatic Agreement (PA) under Section 106 of the National Historic Preservation Act that requires several specific actions, including the creation of an Interpretive Master Plan to guide development of the educational and interpretive programs to be presented to the public after the Army leaves. The PA requires the Authority's plans for interpretation to include the following subjects: the Fort's natural setting; Indians; Colonial settlement; military history; history of African Americans at the site; famous people who lived, worked and visited at the Fort; Old Point Comfort as a popular resort; maritime history, including exploration and the commercial port; and historic architecture.

According to the Army Section 106 Programmatic Agreement, the FMA is required to develop a program for future public programs by May 2011.

2.0 Mission, Purpose and Significance

2.0 Fort Monroe Authority Mission, Purpose and Significance

2.1 Fort Monroe Authority Mission

To preserve the historic and natural resources at Fort Monroe, Old Point Comfort, Virginia, and promote public access, enjoyment, and educational enrichment while striving to achieve economic sustainability.

2.2 Fort Monroe Authority Purpose

The purpose of the Authority is to:

- protect the historic resources at Fort Monroe
- provide public access to the Fort's historic resources and recreational opportunities
- exercise exemplary stewardship of the Fort's natural resources,
- maintain Fort Monroe in perpetuity as a place that is desirable in which to reside, do business, and visit, all in a way that is economically sustainable

2.3 Significance

The ecological patterns and processes resulting from the maritime geography of Fort Monroe at Old Point Comfort on the tip of the Virginia Peninsula has shaped and influenced human interactions for thousands of years. It has been the location for human activities ranging from hunting and fishing, to military preparedness and operations, to vacationing. Most certainly, the Kecoughtan Indians and others utilized the abundant natural resources of the Chesapeake region. From the earliest European settlement of the Chesapeake region, the strategic importance of the land was obvious. Attempts at permanent

fortification on Old Point Comfort, beginning as early as 1609, proved an elusive goal until the permanent fortification of Fort Monroe in 1819. Since that time, the site has been occupied continuously and had the distinction of being garrisoned longer than any other Army post in the United States at the time of its closure in 2011.

Fort Monroe is associated with events significant to the broad patterns of our country's social and military history, most notably:

- the first known arrival of Africans to Virginia.
- the Civil War and the 1861 contraband decision by General Benjamin F. Butler concerning enslaved peoples
- the tight military community and family life through the juxtaposition and proximity of military and domestic spheres
- the military assignment of figures important in our national history such as Captain John Smith, Edgar Allan Poe, Robert E. Lee and likewise the imprisonment of important figures such as Chief Black Hawk and Jefferson Davis
- the basis of a much larger harbor defense system at Hampton Roads that protected American maritime commerce and trade

The construction and engineering of Fort Monroe represents technological advances in coastal defense and at the time of construction was the largest stone fort ever built in the United States and the first Third System fortification. Its collection of buildings and structures of varying Architectural styles and periods are representative of changing military architectural trends from the early 19th through the 20th century.

3.0 Mission, Purpose and Significance

In 1961 the site was designated a National Historic Landmark. In 2005, the United States Department of Defense identified Fort Monroe for closure and in 2011, the ownership of Fort Monroe reverts to the Commonwealth of Virginia. Today, the Commonwealth's Fort Monroe Authority is the steward of the site acting to preserve and provide public access to the natural and historic resources in an economically sustainable manner.

3.0 Interpretive Themes

3.0 Interpretive Themes

According to the National Park Service, interpretive themes are organization tools that define the framework for a site's interpretive programming. Sound themes encourage exploration of the context in which the events occurred and the effects of those events. They go beyond a mere description of events to foster multiple opportunities to think critically about the many complexities—the “shades of gray” and multiple perspectives—of the events, stories, and issues represented by a site. In other words, interpretive themes are designed to serve as a vehicle that allows exploration of the question—“So what do the events of the past have to do with me and my times?” Themes help explain make stories relevant to people who are personally unconnected to an event.

While themes are important as a conceptual framework to guide park and interpretation management decisions, they are not necessarily intended for public consumption. The themes represent an internal infrastructure and a measure for interpretation, but what matters to the public is how themes are fulfilled and presented through park media and personal services programming. The following theme statements were crafted with direct input from the National Park Service and have been reviewed and commented on by Interpretive Planners at the National Park Service's Northeast Region office.



Contraband Entering Fort Monroe, 1861

3.0 Interpretive Themes

Central Theme:
Americans at Fort Monroe have striven to secure our “liberty” and “promote our general welfare” for over 400 years.

Theme Titles and Statements	Concepts, Ideas and Relevance Examples of the concepts and ideas that may be explored within each theme.	Topics and Stories Examples of the topics and stories that may be included within each theme.
<p style="text-align: center;">Refuge to Resort</p> <p>The maritime geography and environment of Fort Monroe and the harbor it protects has made it an important location for such activities as trade, commerce and tourism.</p>	<ul style="list-style-type: none"> Analyze the various geological and ecological features and natural resources that make Fort Monroe an attractive refuge for wildlife and people alike. Describe the impact of human settlements and uses on the natural environment of Fort Monroe. Reveal the role the natural environment around Fort Monroe played in facilitating trade, commerce, transportation, and travel in the region. Describe Fort Monroe as a destination for those seeking rest and relaxation at a resort setting. Demonstrate relevance by illustrating how the Fort Monroe Authority is fulfilling its mission to preserve the natural resources, promote public access and enjoyment, and provide educational enrichment concerning those resources. Demonstrate relevance of theme through ecological and habitat conservation and restoration projects. 	<ul style="list-style-type: none"> Form and function of the Chesapeake Bay Climate Oceanography Beach and marine ecology Botanical resources Insect and bird migration Ecological succession Adaptation Ecological Dynamics Habitat Restoration Archeology of Native American sites Kecoughtans and their use of resources at Fort Monroe for material culture and food ways Maritime trades at Fort Monroe Old Point Comfort tourist destination Military impacts on environment Hampton Roads today

3.0 Interpretive Themes

Theme Titles and Statements	Concepts, Ideas and Relevance Examples of the concepts and ideas that may be explored within each theme.	Topics and Stories Examples of the topics and stories that may be included within each theme.
<p>...Liberty and Justice for All</p> <p>From the arrival of “20, and odd” Africans in 1619 to General Butler’s 1861 Contraband decision, Fort Monroe is the setting for the preamble to and final chapter of the institutional enslavement of millions of Americans.</p>	<ul style="list-style-type: none"> Identify who and analyze under what circumstances the first Africans to arrive in English North America at Fort Monroe in 1619. Describe African American life at Fort Monroe during the colonial and antebellum periods. Explore conditions that led to the arrival of thousands of refugees, or “Contrabands” from enslavement to Fort Monroe. Analyze the experiences and living conditions of Contrabands at Fort Monroe. Describe the federal government’s response to Contrabands at Fort Monroe. Explain the various roles that African Americans played at Fort Monroe and in the region during the Civil War. Analyze the impact of the Freedman’s Bureau at Fort Monroe, American Missionary Association and Hampton Institute on African Americans during the Reconstruction Period. Demonstrate relevance by providing topics of reflection related to a fully integrated military; world refugee crisis and modern slavery. 	<ul style="list-style-type: none"> Trans-Atlantic Slave Trade Indenture Servants vs. Slaves Evidence of others before 1619 Construction of Old Point Comfort Light House Construction of Fort Monroe African-American employment in maritime and related industries Frank Baker, Sheppard Mallory, James Townshend Contraband Decision and Emancipation Refugee Camps in and around Fort Monroe Fort Monroe’s USCT regiments and racial integration African American labor for Army Freedman’s Bureau at Fort Monroe Relationship of Fort Monroe to the American Missionary Association Relationship of Fort Monroe to Hampton Institute Freedman at Fort Monroe

3.0 Interpretive Themes

Theme Titles and Statements	Concepts, Ideas and Relevance Examples of the concepts and ideas that may be explored within each theme.	Topics and Stories Examples of the topics and stories that may be included within each theme.
<p>Freedom's Fortress—Defender of the Constitution</p> <p>Fort Monroe's strategic location at the mouth of the Chesapeake Bay influenced its military usefulness for the common defense, general welfare and the securing of liberty for all Americans, most prominently during the American Civil War.</p>	<ul style="list-style-type: none"> • Describe Native American and European interactions at Old Point Comfort at the time of European exploration and settlement. • Explain the establishment of the various fortified pre-cursors to Fort Monroe and their role in establishing commerce, trade and the defense of Virginia. • Analyze the Federal Government's response to the War of 1812 and the construction of Fort Monroe. • Explain Fort Monroe's role in the expansion of the Nation and its influences following the War of 1812. • Describe the various roles Fort Monroe played as a Union Fort in Confederate territory during the Civil War and the post war years of Reconstruction. • Analyze Fort Monroe's evolving strategic and military uses in defending the Nation and its interests following the Civil War until the end of the Cold War. • Describe the evolving life of military service personnel and their families at Fort Monroe during the 19th and 20th centuries. • Demonstrate relevance by exploring Military response to vulnerability, military technology obsolescence and Constitutional challenges following September 11, 2001. 	<ul style="list-style-type: none"> • Kecoughtan and other Indian Tribes relations with settlers • Forts Algernoun, George and the others. • Trade Commerce and Lighthouse • 18th Century Pirates • Virginia and the War of 1812 • Fort Monroe Construction and Architecture • Hampton Roads Military Defense Complex • Robert E Lee • Edgar Allan Poe • Civil War Strategy • Abraham Lincoln at Fort Monroe • Civil War Technology • Prisoners at Fort Monroe • Endicott Batteries • Spanish-American War • 1911 Mexican Revolution • World War I at Fort Monroe • World War II at Fort Monroe • 20th Century Military Technology and Strategy • Coast Artillery School • Think-tank at Fort Monroe • Other Armed Services at Fort Monroe • Housing and Family life at Fort Monroe

4.0 Marketing and Audiences

4.0 Marketing and Audiences

The development of a master roadmap for tourism, residential and commercial development offerings is imperative for the marketing success of Fort Monroe. Siddall, Inc., an advertising agency from Richmond, Virginia is assisting the Fort Monroe Authority in the development of this plan.

Build Awareness of Fort Monroe

Fort Monroe will open with limited public programs because of recent cuts in funding.



Music Under the Stars

Two events, OpSail in 2012 and the 150th anniversary of the Civil War, position Fort Monroe to see visitor growth. Promotion of these activities and others will be accomplished through cooperation with the Hampton Convention and Visitors Bureau (CVB), the Virginia Tourism Corporation (VTC), partnerships with local and regional attractions, traditional media and social media outlets.

Demographics

Review of the Hampton CVB's and the VTC's marketing plans will provide insight on sales and advertising opportunities for the variety of market segments that are likely to have interest in Fort Monroe.

Market Growth

Certainly as more visitors come to visit the anchors in the region, Williamsburg and Virginia Beach, the greater the opportunity to get day visitors and eventually longer stay visitors as these visitors see the wealth of offerings in the region. The Hampton CVB and the VTC have a database of inquirers that have expressed interests in the region that could be used for prospecting both new and repeat visitors.

Market Trends

Over 40% of the visitors to Hampton are here to visit friends and/or family. There is an opportunity to generate local awareness of Fort Monroe by holding special events and programming that residents will enjoy and share with their family and friends when they come to visit.

Open a Temporary Visitor Center

A good first impression does wonders for repeat visits and referrals to friends and family. The Visitor Center will be the first onsite introduction to the Fort Monroe brand and image. It is important at this first physical point of entry to make a positive first impression of the site.

4.1 External Audiences

Day Visitors

Whether local or from farther away, visitors will come to experience Fort Monroe for a variety of reasons. Some interested in the military and social history will visit the Casemate Museum, walk the ramparts of the stone fort, participate in one of the formal programs, or, in the future, visit one of the interpretive centers to gain deeper insights into the American story at Fort Monroe. Others will simply stroll the beach, scan the salt marsh, or walk nature trails in search of wildlife or to find a place for quiet reflection. Other day visitors will come to Fort Monroe for special events, such as a wedding at the Gazebo, a family reunion at a picnic shelter, a concert at Continental Park, or fire-works on

4.0 Marketing and Audiences

the 4th of July. Some will come to rest, relax and recreate by sunning on the beaches, kayaking, fishing, or bike riding. All of these visitors will want a variety of amenities including food and shopping.

Over-night visitors

Fort Monroe offers great potential for overnight, weekend, weeklong, or longer stays by people who have the opportunity to stay in the RV campground, or lodging when it becomes available. These visitors will be interested in recreation and interpretive programs and activities that are both formal and/or self-guided. Again, these visitors will want amenities such as food and shopping.

Learners

Visitors who come to Fort Monroe to learn could be among the site's largest audiences. K-12 school groups will visit the Fort, the Casemate Museum, or the one of the other interpretive venues. Teachers and school administrators will expect their students' experiences to correlate directly to educational standards of learning. There are extended stay educational opportunities for Teacher Institutes and the Governor's School in the summer months. Governmental, NGOs, under-graduate and graduate schools and students will utilize Fort Monroe for a variety of research related projects in areas of the natural and social sciences. Life-long learners have interests in lectures, tours and other programs. The Army will continue to send soldiers to the Casemate Museum for educational purposes.

4.2 Internal Audiences

Residents

Residents will take advantage of many of the opportunities offered to other audiences. However, they are a unique audience because they are potentially the greatest supporters and ambassadors for Fort Monroe. Volunteer and community service opportunities will be important to this group and their input and inclusion in the "going-ons" is crucial. Special considerations

should be given to active duty and former military residents.

Business Owners

Plans at Fort Monroe call for the reuse and development of thousands of square feet for a variety of business uses. This presents a rich opportunity for additional support for public programs and historic preservation efforts. Programs, including community service opportunities, and other team building exercises will be attractive to business owners, as will the benefits of membership and support opportunities.

Business Workers

Business employees will be attracted to the promenade for walking and running and to special events and activities such as after work events for socializing. Such activities organized and produced by the Fort Monroe Authority should relate to the interpretive themes in some way to build membership support for the Fort Monroe Foundation.

FMA Staff

This is perhaps the most important audience of all. It is through the education and subsequent support of the staff, volunteers and the board that Public Programs will be able to meet its goals and objectives, thereby fulfilling the mission of the Fort Monroe Authority. Staff and board members should be invited to participate in appropriate activities and events and should regularly be kept informed about what Public Programs does and why.

4.3 The Visitor Experience

According to 2009 audience research that included surveys and focus groups, potential visitors expect a relaxed setting with waterfront views when they visit Fort Monroe.

- Audiences desired recreational and relaxation opportunities including concerts and plays and viewed learning about Fort Monroe's natural and cultural history at museums as

secondary to their reasons for visiting the site.

The take away for Public Programs:

- Use the setting of recreational and relaxation activities as the “hook” to educate the public about the site’s resources and to develop future support for Fort Monroe.

The end goal of public programs should not be to get guests into a museum, but instead to cultivate a sense of “ownership” regarding Fort Monroe’s natural and historical resources of the site. Future public program planning will keep this as a primary goal in visitor experience models used to develop interpretive products.

All Public Programs will relate in some way to one of the interpretive themes and/or directly support the mission of the Fort Monroe Authority.

It is typical for a plan of this type to include a rather detailed description of the desired visitor experience and services. However, discussing much of the specifics regarding that experience is difficult due to the lack of a comprehensive master plan that includes a business plan. However, this plan reveals, with rather large strokes, a vision with enough detail to provide direction as the financial planning and future of Fort Monroe become more fully developed.

5.0 Management

5.0 Management

5.1 Issues and influences

5.1.1 Comprehensive FMA Master Plan

The lack of an overarching Master Plan that takes into account the programmatic agreement, enabling legislation, by-laws and other important documents such as the re-use plan and the historic preservation design standards make the formulation of an Interpretive Master Plan for public programs challenging. While the Programmatic Agreement requires the interpretive and education plans to meet certain defined criteria it must also remain flexible to fit the eventual overall Master Plan for Fort Monroe.

FMA Business Plan

The lack of an overarching Master Plan and Business Plan for the Fort Monroe Authority at the time of this writing makes drafting a business plan for Public Programs difficult, if not impossible. Included in this plan are elements of a business plan, such as an audience and staffing analysis, but until certain factors, primarily related to the funding and finance of Fort Monroe, are identified and defined the Interpretation and Public Programs business plan will be incomplete.

Traffic

The possibility of connecting downtown Hampton to Fort Monroe, via Phoebus, would allow for a convenient connection with Hampton's cultural attractions and an ability to take advantage of hospitality services/ accommodations. Reviving the historical rail link to the Old Point Comfort resort with a terminus at the Chamberlin could potentially help bring back and

reinvent the resort tradition for which Fort Monroe is so well known.

Internal traffic patterns within Fort Monroe are not finalized. It is imperative that public program areas are well identified and adequate parking and convenient access for users arriving to take advantage of those assets is provided. Walking, bicycling and alternative modes of transportation will be encouraged.

5.1.2 Non-Reversionary Lands

The land for the construction of Fort Monroe is part of what the federal government secured over 100+ years by deed from various owners, including the Commonwealth of Virginia. The land sold by Virginia in the original deeds included a clause that the land would revert to the Commonwealth of Virginia if no longer used for national defense and is called 'reversionary.' The subsequent deeds from private owners (3 parcels in the area identified in the Re-Use plan as Park and Recreation) and the rights secured in the 20th century from fill of wetlands did not include any such deed clauses and are called 'non-reversionary.'

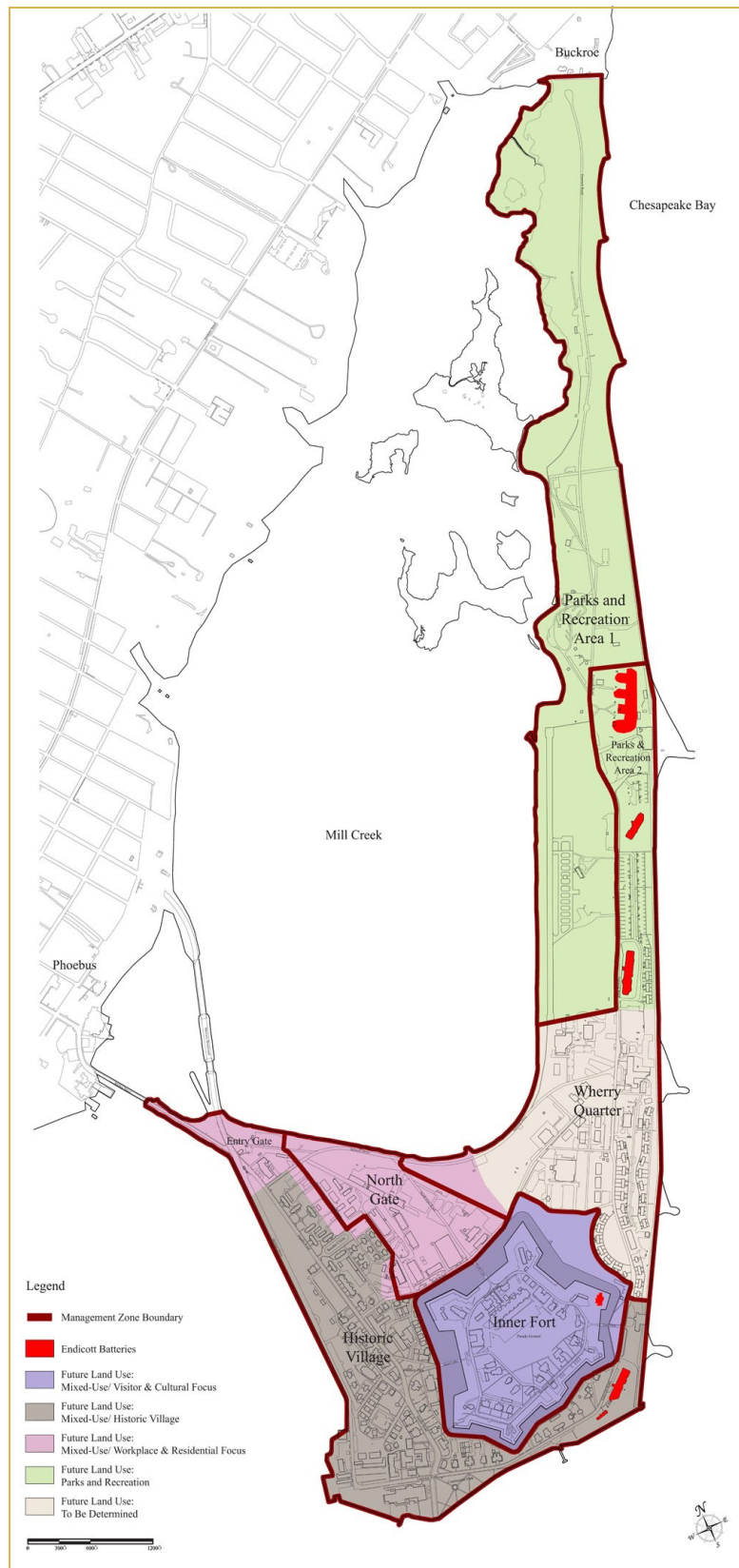
5.1.3 Future Re-use and Development

The Fort Monroe Reuse Plan calls for no new development inside the walls of the fort, limited new development in the Historic Village, with more extensive developments in the North Gate and Wherry Quarter and the southern portions of the Parks and Recreation areas. Reuse of existing buildings is to occur in all areas. The re-use and new development may disrupt visitor experiences and traffic flow throughout Fort Monroe. With each occurrence the FMA, developer and contractor will coordinate to



Non-Reversionary Land at Fort Monroe

5.0 Management



Fort Monroe Re-use Plan

provide the best possible public access to the public program areas and maintain the integrity of the natural and cultural resources during all phases of development.

5.1.4 Flooding

Fort Monroe lies almost entirely within the FEMA identified 100-year flood plain. Many of the buildings have not been elevated or altered since construction, making them especially prone to flood damage. During storm events, water has backed up through storm drains, beach over washes, sea wall topping and failure, backflow through storm sewers and berm blowouts. A flood protection plan has been developed and recommendations have been partially funded and implemented. The remaining recommendations await review and funding.

5.1.5 Environmental Contamination

There are known and potential environmental concerns at Fort Monroe. These include:

- Munitions releases and disposal
- Hazardous substances and releases and solid waste disposal
- Petroleum and hydrocarbon releases
- Asbestos, lead-based paint and other hazardous materials in buildings

According to the Reuse Plan and environmental laws regulating cleanup, property used for interpretive and recreational uses generally require low to moderate levels of cleanup. The Army and the FMA have developed a schedule for investigation and clean-up that includes areas identified for interpretation and public programming.

5.1.6 Fees

While security measures at Fort Monroe following 11 September 2001 increased significantly, public access to its historic resources, including the Casemate Museum, remained free. With the transition of the property to the Commonwealth of Virginia, fees are being considered for access to some of the natural and cultural resources at Fort Monroe. Marketing and public relations efforts should be made if this occurs to explain to the public reasons for the change.

5.2 Collaborations

There are a variety of possible collaborations at Fort Monroe that will manifest in all manner of shapes and sizes and cannot all be identified in this document. However, there are a few guiding principles that will identify which potential collaborations are appropriate and in keeping with the mission of the Fort Monroe Authority.

Authority of the Historical Resource—

The designation of Fort Monroe as a National Historic Landmark (NHL) provides the guiding hand to this principal. The NHL Statement of Significance is the basis of the Interpretive Statement of Significance and it is those two statements that guided the establishment of the Interpretive Themes. Any historic interpretation (to include museums) at Fort Monroe must directly and seamlessly correlate to the two statements of historic significance and interpretive themes.

Authority of the Natural Resource—

The ecological communities that do, or should, exist at Fort Monroe form the basis of this principle. Interpretation must be limited to those biotic and abiotic factors that make up

5.0 Management

the communities and the processes found therein.

Authority of the FMA—Fort Monroe currently collaborates with two organizations that have existing interpretation at the site and is in talks with at least three elements of the National Park Service that may provide interpretive experiences at Fort Monroe. A critical responsibility of the FMA is to coordinate and oversee that the various existing and future collaborations of site interpretation fit the Interpretive and Public Programs Master Plan. This takes into account not only theme agreement among the efforts, but design, layout, and fabrication materials and standards as well. Audiences should experience Fort Monroe as seamlessly as possible. When designing interpretation with collaborators such as the various trails and networks, it is key for the partnering group to provide justification that their layout and design is more crucial than Fort Monroe's need for a unified approach to layout and design.

5.2.1 Existing Collaborations

The Fort Monroe Foundation— The Foundation works to support and further the public purposes of the Fort Monroe Authority and fosters the Authority's goal to preserve the historic and natural resources at Fort Monroe and organizes and promotes programs for the general public that maximize their access, enjoyment and educational enrichment. This organization has the potential to be the largest financial supporter of public programs at Fort Monroe.

The Casemate Museum—The Army and the Fort Monroe Authority have signed two MOAs that provide for the continued



The Casemate Museum

operation of the Casemate Museum. The agreement is for a two-year term (with an option for two additional years), beginning after the Fort Monroe Authority takes over ownership of the Museum. Under this agreement the Fort Monroe Authority provides the space for, and the management and operations of the Casemate Museum. The Army provides support with curatorial staff and management of its artifacts on display. During the period of this agreement, the FMA will prepare to take over complete management of the Casemate Museum according to standards for museum management established by the American Association of Museums.

The Casemate Foundation—The Casemate Foundation currently provides educational support to the Casemate Museum as well as the operation of the Casemate Museum Gift Store. In the immediate future, the foundation will continue in its present capacity. However, as ownership and full operation and management of the Casemate Museum transfers to the Fort Monroe Authority the functions of the Casemate Foundation must be addressed.

Virginia Bicentennial of the War of 1812 Commission—The Fort Monroe Authority

serves on the Commission's Citizens Advisory Council to help prepare for and commemorate the bicentennial anniversary of Virginia's Participation in the American War of 1812.

Hampton Sesquicentennial Commemoration of the American Civil War—The FMA has already begun collaborating with this organization to organize commemorative activities from 2011 to 2015 with special events, tours, programs, educational programs for Hampton's 5th, 8th and 11th grade students, and other projects.

Virginia Civil War Trails—Fort Monroe is already a partner with this trail system, and a number of interpretive signs are already on site. This portion of the trail commemorates events of the 1862 Peninsula Campaign, Fort Monroe, Fort Wool, the town of Hampton, the Battle of the Ironclads, and a number of other sites in nearby Newport News and Portsmouth.

5.2.2 Future Collaborations

Future collaborations will materialize in a variety of ways some by law, some by shared interests, and some by proposal. There is over 2 million sq feet of real estate at Fort Monroe, some of which is ideal for a variety of interpretive efforts for educational institutions such as museums that will require a formal proposal to the Fort Monroe Authority and subsequent board approval.

National Park Service—The National Park Service will be a partner at Fort Monroe, but to what degree is yet to be determined. The NPS has expressed an interest in collaborating with Fort Monroe in the Chesapeake Gateways program and the Underground Railroad. The Authority Board unanimously voted in 2010 to pursue legislation that would lead to the establishment of a defined unit of the NPS at

Fort Monroe. Recent legislation passed by the VA General Assembly has granted the Governor the authority to transfer land to the National Park Service allowing the FMA to pursue a two-prong approach to the creation of a National Park Service unit at Fort Monroe.

1. Presidential Proclamation – In February, the Hampton Roads VA congressional delegation sent a letter to President Barack Obama requesting him to use Executive authority to expedite the creation of a National Park Service unit at Fort Monroe
2. Congressional Authorization – Simultaneously, Senator Webb has requested the National Park Service to draft legislation for Senator's Webb and Warner to present to Congress at their discretion. The draft legislation was received from the NPS on 4 March 2011

Public Programs should be forthright and aggressive in working with the NPS to identify elements of any partnership agreement between the FMA and the NPS. Public programs must be mindful in its decisions regarding interpretive programs and take into account all that the NPS has identified and discussed concerning what role they see themselves playing at Fort Monroe. The NPS will become a partner with FMA in its future historic preservation and public program activities either through the establishment of a National Park site or collaboration in one of the NPS trail networks.

Chesapeake Bay Gateways Network's Captain John Smith Chesapeake National Historic Trail—The Chesapeake Bay Gateways Network brings together more than 160 different venues that encourage visitors to experience the "authentic Chesapeake." It is intended to help the American public to "access, enjoy, understand and appreciate the natural, cultural, historic and recreational resources and values of the Chesapeake and its rivers and

5.0 Management

engage in their stewardship. *The Captain John Smith Chesapeake National Historic Trail* is a part of this network and is America's first water-based national historic trail. It commemorates the combined routes of Smith's historic voyages on the Chesapeake Bay and its tributaries in 1607-1609. It stretches approximately 3,000 miles up and down the Bay and its tributaries in Virginia, Maryland, Delaware, and the District of Columbia.

National Underground Network to Freedom—The Network to Freedom tells the story of resistance against the institution of slavery in the United States through escape and flight by coordinating preservation and education efforts nationwide by integrating local historical sites, museums, and interpretive programs associated with the Underground Railroad into a mosaic of community, regional, and national stories.

The City of Hampton—The City of Hampton will be the local government for the residents, tenants and visitors to Fort Monroe and will provide normal governmental services. The FMA and the City are negotiating a Memorandum of Agreement to clarify the provision of these services including Parks and Recreation services the City may provide at Fort Monroe.

The Virginia Living Museum—Discussions with the Virginia Living Museum resulted in the identification of potential program areas that the Virginia Living Museum maybe able to collaborate with the Fort Monroe Authority. They include overnight and environmental literacy programs for school-aged children. Joint interpretive programs at Fort Monroe would need cooperative funding with a "cash flow neutral" approach.

Advertising would need to be provided by the FMA for these programs

Virginia Museum of Natural History (VMNH)—VMNH and the FMA have discussed short-term programming at Fort Monroe as a part of the annual Virginia Science Standards Institute for 4th and 5th grade teachers. Since state funding is involved, this program could easily move from one location to another. The museum could quickly establish other programs at Fort Monroe as well. There is also an opportunity to collaborate on reclamation projects in cooperation with the Virginia Department of Game and Fisheries, Virginia Institute of Marine Science, Virginia Living Museum and Chesapeake Bay Foundation.

Chesapeake Bay Foundation (CBF)—Collaboration opportunities center around habitat reclamation projects with the Virginia Museum of Natural History and the Virginia Living Museum. This should not be a piecemeal effort, but instead be part of a "whole site" restoration plan and could include:

- Living Shorelines and Oyster Restoration
- Riparian Buffer Restoration
- Maritime Forest
- Clean Marina and No-Discharge Zone
- Invasive Species Management and Native Plantings
- Storm-water Innovation and Demonstration
- LEED Design
- Citizen Engagement

The CBF could lead fundraising efforts for reclamation efforts at Fort Monroe, particularly from federal sources. There could also be matching fundraising opportunities for private donations. Collaboration on reclamation can occur in cooperation with the Virginia Department of Game and Fisheries, Virginia Institute of Marine Science, and the Virginia Living

Museum. Also, the CBF could also bring its 42-foot work boat to Fort Monroe's marina. This boat's capacity is 28 students. The CBF currently has a small office in the Hampton Roads area with limited resources.

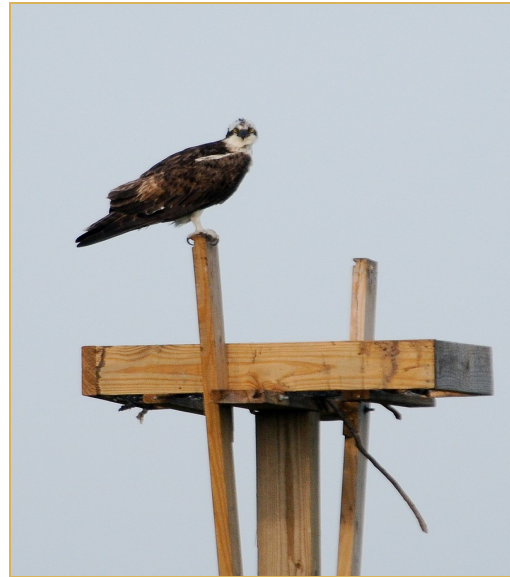
Virginia Department of Game and Inland Fisheries—The Virginia Department of Game and Inland Fisheries could assist with future habitat restoration efforts at Fort Monroe. The department currently administers habitat for wildlife programs statewide, and offers "Habitat Partners" certification. The Virginia Birding and Wildlife Trail celebrates Virginia's wildlife diversity. The Lower Peninsula Loop of the Coastal Trail already includes Hampton Roads. Fort Monroe would make a wonderful extension of the trail. The Virginia Department of Game and Inland Fisheries, the sponsoring department, offers technical assistance in developing facilities for wildlife viewing.

Virginia Modeling, Analysis and Simulation Center (VMSC)—The VMSC has formally expressed an interest in applying its MOD-SIM prototype technology to create new visitor experiences within the interpretive framework of Fort Monroe. The team has been working on identifying how mod-sim technology and program concepts could create new ways for telling key stories identified for Fort Monroe. The application of MOD-SIM technology in an interpretive environment is an innovative undertaking and is different from computer animation techniques used quite widely in museum exhibitions.

5.3 Public Program Facilities

5.3.1 Existing Interpretation and Interpretive Facilities

At Fort Monroe there are a few existing interpretive opportunities for visitors.

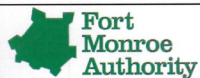


Osprey at Fort Monroe

Mill Creek Wayside Exhibits—At three locations around Mill Creek are a series of bird identification signs and a single sign identifying Salt Marsh Cordgrass (*Spartina alterniflora*). The first location contains a small dock and several signs, one of which needs to be removed due to environmental deterioration. The second location is adjacent to the Colonies RV Travel Park and the third is at the north-end viewing platform. Overall, these signs are in poor condition.

Casemate Museum—The Casemate Museum opened in 1951 to display the cell in which Jefferson Davis had been imprisoned after the Civil War. Since then the Casemate Museum has expanded to depict the history of Fort Monroe and the Coast Artillery Corps. The museum also serves as the Army's Coast Artillery Museum. The Casemate Museum recently installed several new exhibits to include "Fort Monroe: the Key to the South—a look at Fort Monroe during the Civil War;" "Soldier of Conflict: the Military Life of Edgar Allan Poe;" "From Iron to Steel: The History of the Coast Artillery Corp;" a new US Army

Existing Public Program Facilities



Date: 05/09/11
Version: 01
Cartographer: ATH
Publisher: FMA



1 inch = 1,000 feet
975 487.5 0 975 Feet

Training and Doctrine (TRADOC) exhibit; and an up-dated Jefferson Davis Prison exhibit. In addition to these exhibits, the Casemate Museum in collaboration with the Casemate Foundation provides guided and self-guided walking tours of the museum and the stone fortress and public history programs.

From: http://www.smithsonianmag.com/museumday/venues/Casemate_Museum.html#ixzz1Dg8qkGnG

Virginia Civil War Trail—The Civil War Trails program has installed more than 1,000 interpretive markers at Civil War sites in Virginia, Maryland, Tennessee, West Virginia and North Carolina. Fort Monroe located within the Tidewater region is included as a site on the Peninsular Campaign driving tour and the Casemate Museum is one of the museums listed in the region.

Commonwealth and US Army Highway Markers—Throughout Fort Monroe, the US Army and the Commonwealth of Virginia maintain a series of metal highway markers noting significant events, people, activities, and places. These are not to be construed as interpretive, but informational. While considered part of the existing interpretive program at Fort Monroe in the future they should be regarded as part of the Historic Preservation program.

5.3.2 Existing Visitor Services Facilities

Several recreational facilities will be handed over to the Fort Monroe Authority as part of the base closure process throughout the summer of 2011. The Fort Monroe Authority will advertise some for operators, some will be operated by agreement with the City of Hampton, and the remaining will be operated by Public Programs as earned income opportunities for the Fort Monroe Authority.

The Colonies RV Travel Park—The RV park has 13 full hook-up sites on asphalt pads (two 50-amp sites, eleven 30-amp sites, water, and sewage) and 6 overflow sites with water and 30-amps on grass. The park has picnic areas, dump station, showers and restroom facilities and office.

Picnic Centers—There are five picnic centers at Fort Monroe available to the public for reservation. Four have a capacity of 80 people each and one has a capacity of 200 hundred people.

Continental Park—With views of the Chesapeake Bay, the Continental Park Gazebo serves as a beautiful location to hold weddings or other ceremonies.

Beaches—Currently, there are several beach access locations separated by groins and seawalls.

Public Docks—The three public docks appear to be in relatively good condition. One is on Mill Creek and contains bird identification signs. A second, the largest of the three, is located near the Engineers Wharf and the Civil War Trails signs. The third is located where the southern and eastern seawall terminuses join, directly in front of Battery Parrott.

5.3.3 Future Interpretive Facilities

It is critical the FMA identify which buildings will be most effective for delivering interpretive services, given the significance of Fort Monroe's historic, recreational and environmental resources. The cultural assets can serve as a powerful magnet for building tourism and tourism dollars to Fort Monroe. The venues identified by the Interpretive Master Plan (IMP) identify critical sites where visitor experiences will occur and where exhibitions are most effectively presented.

5.0 Management



Fort Monroe Interpretive and Visitor Services Complex

—Buildings 204 and 205 makeup a potential interpretive/visitor services complex. The location, is visible from the Mellon Street approach to Fort Monroe and is in the heart of the proposed business district and directly adjacent to the marina and Chamberlin. This complex not only serves as the visitors' introduction to interpretation at Fort Monroe, it includes basic visitor services such as public parking, public restrooms, and visitor orientation including point of sale for tours and other public program fees. Other amenities available here are the gift shop, food service, meeting space and possible office space for public programs. The large deck is suitable for outdoor seating associated with a café and the dock may be a point of arrival and departure for guests arriving on a potential ferry link between Fort Monroe other areas in the Hampton Roads region.

Contraband Center—Fort Monroe is the logical home to a museum focused on the story of those enslaved people that sought refuge at Fort Monroe following General Butler's Contraband decision in May of 1861. Meetings organized by the National Trust for Historic Preservation have initiated discussions about Fort Monroe becoming the hub for the interpretation of the larger national contraband story. A planning grant from the NEH provides funding for the establishment of an on-line center for Contraband studies, which may expand into an on-site center or museum.

Nature Center Complex—The nature center complex will be a key resource for the education of the public about Mill Creek and important lower Chesapeake Bay ecosystems. This complex begins at the Colonies RV Park and includes buildings 32, 38, the bird observation platform and land extending to the northern terminus of the property. It includes a location for temporary indoor interpretive exhibits,



Potential Interpretive/Visitor Center
Buildings 204 and 205

laboratory/classroom, in buildings 32 and 38 and an outdoor laboratory/ marsh viewing platform. Interpretive programming could begin within a very short start-up period after the opening of the fort to public use. In addition, efforts for habitat conservation and wildlife management will be headquartered within this complex. There is a need for the RV office building to expand to include a store, and possible washer/dryers, and expanded restrooms/showers.

Interpretive Trail System—Trails with adequate and accurate signage regarding the cultural and natural history resources are needed at strategic places throughout the fort. In addition to these interpretive kiosks, relatively inexpensive cell phone technology or downloadable information for key locations around the FMA property may augment the signage. The Fort-Wide Trail System will enable users to walk from the proposed interpretive center, through the stone fort to the beach-dune-marsh complex in the northern area of Fort Monroe. This trail will potentially link into regional trail systems such as the Virginia Birding Trail and the Captain John Smith Chesapeake National Historic Trail.

5.3.4 Future Visitor Services Facilities

Bathhouse—Sandy beaches at Fort Monroe are limited, but are expected to be popular, none-the-less. There are currently no facilities associated with the two public beaches, but a bathhouse with restrooms, showers, changing stations and a small concession stand would provide value

5.0 Management

added service in exchange for paid parking at the south end of the seawall promenade.

Mill Creek Water Sports Center—At the south end of Mill Creek is parking and room for the establishment of a small paddling center to include rentals of canoes/kayak, lifejackets, paddles and a launch for rental and personal crafts. This can also double as a programming location for interpretive programs.

The Colonies RV Travel Park Expansion—There is space in the Colonies RV Park for expansion of services to guests including a small store, washers and dryers, WI-FI lounge, and showers. Additional expansion of the RV park is dependent on future planning of the Wherry Quarter and the northern park and recreation areas.

Public Restrooms—There is a need for public restrooms at several locations. Based on currently projected congregation areas of guests, there are needs near the Marina and Visitor/ Interpretive Center complex, Continental Park, inside the moat, the Wherry Quarter (bath house and possible special event amphitheatre), the Colonies RV Travel Park/ (an expansion of existing facilities) Mill Creek Recreation Area, and at the Nature Center Complex.

5.4 Interpretive Media

With the current financial constraints, it is only prudent at this time to recognize the methods of interpretation allowed by the currently forecasted budgets.

Non-personal

- Casemate Museum Exhibits

- Foldout map/brochure
- Web-based “virtual” tours and curriculum-based education packets
- Self guided audio and/or visual tours
- Trailside exhibit panels
- Temporary indoor exhibits

Personal

- Volunteer and staff Interpreter led tours of the Casemate Museum and the other natural and historical resources
- Partnerships with living history organizations

There are several factors that could have a significant financial impact on the interpretive media at Fort Monroe over the next 5 years, but those factors are beyond the control of the Fort Monroe Authority, or do not yet formally exist.

- Fort Monroe Foundation
- OPSail2012
- Civil War Sesquicentennial
- Formal proposals that strongly demonstrate correlation to the Statement of Significance and the Interpretive Themes spelled out in this document from partner museums and interpretive organizations wishing a real estate presence at Fort Monroe
- The establishment of a National Park Service unit at Fort Monroe

5.5 Staffing

Staffing at Fort Monroe is a challenge due to the uncertainty surrounding the budget, the establishment of the Fort Monroe Foundation, and the prospect of the establishment of a National Park at Fort

Monroe. This staffing plan is based on the best and most current information available and will certainly be altered considerably in the near future.

Assumptions:

- FMA Operations will contract services for security, maintenance, landscaping and custodial.
- The FMA Marketing Department will provide for marketing Services.
- TRADOC will provide curatorial support in the form of 3 FT positions at the Casemate Museum for the first 2-4 years.
- Volunteers will be heavily relied upon in the earliest years.

5.5.1 Staff Descriptions

Deputy Director (FTE 2011)—Oversee the operations of the Public Programs Division and serve as Assistant Executive Director for the Fort Monroe Foundation.

Visitor Services Coordinator (FTE, 2012, 2015)—Coordinate special events at Fort Monroe including concerts, festivals, athletic events, and the rental of facilities for private events. This position is phased out and replaced by the Visitor Manager position in 2013 and recreated in 2015.

Visitor Services Manager (FTE, 2013)—Direct operations of visitor services to include, the RV Campground, the Picnic areas, Continental Park and other revenue generating services.

Casemate Museum Curator (FTE, 2013)—Oversee curation of objects on loan to the Casemate Museum from the Army's Center for Military History.

Interpretive Services Coordinator (FTE 2013)—Coordinate interpretive and

education programs and assist with the development of various interpretive media.

Casemate Museum Manager (FTE 2014)—Oversee operations of the Casemate Museum.

Interpretive Services Manager (FTE 2014)—Direct operations of Interpretive Services including interpretive and education programs, wayside exhibits and other media.

The addition of two part-time staff annually for the duration of this plan. Part-time positions will be placed in the areas of most need as determined by the Deputy Director of Public Programs.

2012—
Public Programs Deputy Director
*Visitor Services Coordinator
2 PTE
2013—
Public Programs Deputy Director
Visitor Services Manager
*Interpretive Services Coordinator
*Casemate Museum Curator
4 PTE
2014—
Public Programs Deputy Director
Visitor Services Manager
Interpretive Services Coordinator
Casemate Museum Curator-
*Casemate Museum Manager
*Interpretive Services Manager-
6 PTE
2015—
Public Programs Deputy Director
Visitor Services Manager
Interpretive Services Coordinator
Casemate Museum Curator
Casemate Museum Assistant Director
Interpretive Services Manager
*Visitor Services Coordinator
8 PTE

*New Position

5.6 Goals, Objectives and Strategies

Fort Monroe Authority's Public Programs

5.0 Management

Mission Statement is to...

Provide visitors and residents of Fort Monroe access to and interpretation of the National Historic Landmark's heritage resources.

Fort Monroe Authority's Public Programs Vision is to...

Lead collaborative efforts by the public and private sectors to plan and present the National Historic Landmark's heritage resources.

The goals, objectives and strategies in this document have been identified to not only support the mission and achieve the vision of the Public Programs department, but also of the Authority. The goals are designed to assist the Authority in its efforts to establish a new Public Programs Department and should be reviewed annually for accuracy and alignment with the mission of the department and Authority. Likewise the vision should be reviewed and adjusted as the vision stated above is achieved.

The goals in this document describe desired outcomes resulting from the completion of the outlined objectives as a result of executing the described strategic outputs. Objectives are of two classes: Those that are designed with the visitor experience as priority and those designed with the management of public programs as the priority. Each goal and objective has included with it measurable outcomes and impacts.

1. To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.
2. To develop earned-income opportunities for program support.
3. To develop public and private support for public programs.

Goal 1: To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.		
Impact: 5% of public program guests will become members or volunteers and contribute to the Fort Monroe Foundation in support of the Fort Monroe Authority's mission to preserve and promote public access, education and enjoyment of Fort Monroe's historic and natural resources.		
Impact: 100 % of public programs offered at the Fort Monroe will meet Fort Monroe and industry standards.		
Visitor Experience Objective	Strategic Outputs	Outcome
A. Establish a temporary visitor center	<ul style="list-style-type: none"> • Identify a building for reuse as a temporary visitor center. • Work with Hampton CVB and other partners including FMA Marketing, Real Estate and Historic Assets to plan a visitor center at Fort Monroe. • Open temporary Visitor Center at Fort Monroe. 	85 % of guests to Fort Monroe will have the opportunity to learn more about the Fort Monroe Authority and its future.
B. Establish a Visitor/ Interpretive Center Complex	<ul style="list-style-type: none"> • Conduct feasibility study for buildings 204 and 205. • Evaluate findings of study to decide next steps for the rehabilitation and preparation of the building. • Develop interpretive and exhibit plan for center with input from appropriate advisory committees and prior planning efforts. • Seek funding support for the rehabilitation and preparation of the buildings. • Execute the rehabilitation and preparation of the buildings. • Open visitor/Interpretive Center to the public 	85% of guests will visit the Visitor/Interpretive Center Complex after it opens to learn about the natural and cultural resources at Fort Monroe.
C. Establish a Contraband Center	<ul style="list-style-type: none"> • Work with Hampton University on planning grant to establish on-line center. • Work with National Trust for Historic Preservation to coordinate efforts to pool resources of contraband sites around country • Create plan for creation of center • Seek funding support for the establishment of the center. 	85% of guests will visit the Contraband center after it opens to learn about the contraband story at fort Monroe and around the country during the American Civil War.

5.0 Management

Goal 1: To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.		
Impact: 5% of public program guests will become members or volunteers and contribute to the Fort Monroe Foundation in support of the Fort Monroe Authority's mission to preserve and promote public access, education and enjoyment of Fort Monroe's historic and natural resources.		
Impact: 100 % of public programs offered at the Fort Monroe will meet Fort Monroe and industry standards.		
Visitor Experience Objective	Strategic Outputs	Outcome
D. Establish Self-Guided Interpretive Opportunities	<ul style="list-style-type: none"> Identify and evaluate the current Self Guided Interpretive Program inherited by the Fort Monroe Authority from the United States Army. Research and develop interpretive trail plan. Research and develop way-side exhibit plan. Research and develop self-guided audio/visual interpretive plan. 	55 % of Fort Monroe's external audience will participate in self-guided tours of the site.
E. Establish Curriculum-Based Educational Program	<ul style="list-style-type: none"> Develop hands-on, inquiry based, curriculum programs directly correlated to the site's three interpretive themes. Develop self-guided curriculum programs directly correlated to the site's three interpretive themes. 	90% of K-12 student audience will participate in a Curriculum-Based educational program.
F. Conduct Public Service Ecology projects	<ul style="list-style-type: none"> Coordinate with appropriate partners to develop a "whole site" ecological restoration plan for Fort Monroe. Incorporate plan and projects into nature center complex interpretive and exhibit plan. Begin joint fundraising efforts for this project. 	Water, soil and habitat improvements will encourage conservation and preservation of natural and cultural resources at Fort Monroe through increased audience participation in such efforts.
G. Establish a Temporary Nature Center Complex	<ul style="list-style-type: none"> Conduct feasibility study for buildings 32, 38 and 247. Evaluate study and decide next steps for the rehabilitation and preparation of the building. Develop interpretive and exhibit plan with input from appropriate advisory committees and prior planning efforts. Seek funding support. 	45% of Fort Monroe's external audience will visit the Nature Center Complex after it opens.

Goal 1: To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.		
Impact: 5% of public program guests will become members or volunteers and contribute to the Fort Monroe Foundation in support of the Fort Monroe Authority's mission to preserve and promote public access, education and enjoyment of Fort Monroe's historic and natural resources.		
Impact: 100 % of public programs offered at the Fort Monroe will meet Fort Monroe and industry standards.		
Management Objectives	Strategic Outputs	Outcome
A. Assume Management of the Casemate Museum	<ul style="list-style-type: none"> • Sign MOA with TRADOC and US ARMY by Programmatic Agreement deadline. • Meet with Casemate Museum Director to review current Casemate Museum operations and Long-range plan. • Develop co-management and operations plan with the Casemate Museum. • Execute the management and operations of the Casemate Museum. • Ensure that the FMA meets all of the appropriate national museum standards as defined by the American Association of Museums. 	The United States Army will turn complete management, operations, including curatorial responsibilities, and loan its artifacts on display at the Casemate Museum to the Fort Monroe Authority.
B. Develop procedures and policies for program implementation	<ul style="list-style-type: none"> • Create customer service training for visitor services staff using professional standards and guidelines. • Create certification program for interpretive services staff leading tours or conducting programs for the FMA using professional standards and guidelines. • Create and implement policy and procedure for non-FMA interpretive service providers to operate on FMA property. • Create and implement procedure and policy for non-FMA events at Fort Monroe. 	FMA will guarantee the quality and content of public programs meet professional standards.

5.0 Management

Goal 1: To establish a well rounded visitor experience at Fort Monroe that includes natural and cultural history elements.		
Impact: 5% of public program guests will become members or volunteers and contribute to the Fort Monroe Foundation in support of the Fort Monroe Authority's mission to preserve and promote public access, education and enjoyment of Fort Monroe's historic and natural resources.		
Impact: 100 % of public programs offered at the Fort Monroe will meet Fort Monroe and industry standards.		
Management Objectives	Strategic Outputs	Outcome
C. Develop audience analysis and program evaluation tools	<ul style="list-style-type: none"> • Work with the Casemate Museum to collaborate on their existing audience survey program and expand to include external and internal site wide analysis. • Work with the Hampton CVB and the Virginia Tourism Corporation to gather previous and current data about audiences using a variety of methods to include surveys, focus groups. • Use the National Park Service and the National Association for Interpretation standards and guidelines to develop a public program evaluation plan • Use data to adjust public programs accordingly. 	Fort Monroe audiences will have direct input into future public program services offered at Fort Monroe.
D. Create and implement annual action plans for Public Programs and its staff	<ul style="list-style-type: none"> • Review Interpretive Master Plan and adjust accordingly. • Analyze current public programs. • Identify issues. • Create and assign annual goals, objectives and strategies with deadlines for completion and reporting. 	Paid and volunteer staff will be provided well communicated direction and have a baseline on which to measure performance.
E. Assemble and maintain Public Programs database	<ul style="list-style-type: none"> • Compile and maintain plans, documents and inventories of Public Programs. 	A database staff use in the facilitation of Public Program planning and implementation.
F. Work with Marketing to create and implement a Marketing Plan	<ul style="list-style-type: none"> • Review Public Programs. Master Plan with Marketing. • Coordinate Public Program market segments, products, message and resources with FMA Marketing Plan. • Assist in the production of marketing products. 	Fort Monroe will have a unified marketing message that informs the public to the progress the Fort Monroe Authority is making in executing its mission.

Goal 2: To develop earned-income opportunities for program support. Impact: Public Programs will be economically sustainable and require increasingly less federal and commonwealth budget support.		
Visitor Experience Objectives	Strategic Outputs	Outcome
A. Take over ownership and management of the Colonies RV Travel Park	<ul style="list-style-type: none"> • Work with Fort Monroe MWR to review current policies, procedures and estimated costs. • Work with Marketing to get message out that the park will remain open. • Continue to take reservations for after MWR vacates in summer of 2011. • Create business plan for the park. • Contract custodial and maintenance services for the park. • Hire part-time staff to assist with management of the park. 	Park remains open for audience while providing earned income to public programs.
B. Provide mission-based special events	<ul style="list-style-type: none"> • Evaluate current special events sponsored by the army and decide which to continue. • Create policies and procedures for special events. • Identify facility and equipment needs for special events • Work with Norfolk Fest-Events and the Hampton CVB to provide events during OPSail 2012. • Create annual Contraband Commemoration event at Fort Monroe. • Work with TRADOC band to continue. • Work with various groups to produce and/or host special events at Fort Monroe. 	Guests to Fort Monroe for special events will be exposed to the resources at Fort Monroe and what they can do to help protect those resources.
C. Provide facility rentals for private events and individuals	<ul style="list-style-type: none"> • Identify rentable facilities in addition to the existing Gazebo at Continental Park and the various picnic areas. • Establish fees and policies for facility rentals. • Purchase equipment for rent such as tables and chairs. • Establish water sports rental program. 	Facilities will be made available for the public enjoyment of Fort Monroe.

5.0 Management

Goal 2: To develop earned-income opportunities for program support.		
Impact: Public Programs will be economically sustainable and require increasingly less federal and commonwealth budget support.		
Management Objectives	Strategic Outputs	Outcome
A. Research Earned Income Opportunities	<ul style="list-style-type: none"> • Hire consultant to conduct earned income study. • Evaluate findings of the study as they fit into the overall Master Plan and Business plan for the Fort Monroe Authority and decide what opportunities to pursue. • Develop and implement earned income plan. 	Staff will have site and resource appropriate methods for meeting audience needs and wants while generating revenue in support of Public Programs.
B. Create Fee Policy and Structure for Public Programs	<ul style="list-style-type: none"> • Research current fees administered by the Army. • Research fees at similar facilities in the Hampton Roads region. • Identify potential fee based activities and amenities. • Set and seek board approval for fees. • Outcomes: Revenue will be generated to help offset the cost of public programs. 	Revenue will be generated to help offset the cost of public programs.
Goal 3: To develop public and private support for public programs.		
Impact: Public Programs will be economically sustainable and require increasingly less federal and commonwealth budget support.		
Management Objectives	Strategic Outputs	Outcome
A. Work with Human Resources to establish a volunteer program	<ul style="list-style-type: none"> • Initiate interest in developing a volunteer program at Fort Monroe. • Develop a volunteer program. • Identify and write volunteer job descriptions • Create volunteer training, policies and procedures. • Recruit volunteers for Fort Monroe. • Assist with management of the volunteer program. 	Volunteers will provide over 50% of the labor for Public Programs at Fort Monroe.
B. Establish the Fort Monroe Foundation	<ul style="list-style-type: none"> • Identify and solicit dedicated and high profile board members. • Identify FMA staff to work with the Fort Monroe Foundation. • Develop a long-range plan that includes business and fund-raising elements. 	The Fort Monroe Foundation, through a variety of fund-raising activities, will provide financial support for capital projects, operations, and program development for Public Programs at Fort Monroe.

6.0 Finance

Development of a financial model for public programs at Fort Monroe is a challenge. The Fort Monroe Authority will take ownership of a number of buildings, facilities and program components from the Army and assume costs for maintenance and operation of those facilities. Although most are turn-key, the cost of operation is unknown due to the unavailability of historical data from the Army. For the first five years, it is recommended that the Fort Monroe Authority conduct studies to more accurately determine what it is inheriting from the Army and how to best capitalize on those assets in regard to Public Programs. Further complicating the future is the status of the establishment of a National Park Service Unit and an as yet to be determined agreement with the City of Hampton Parks and Recreation Department to provide more traditional recreation services at Fort Monroe.

Current funding for the Fort Monroe Authority's Public Programs is received through a grant from the Department of Defense's Office of Economic Adjustment and appropriations from the Commonwealth of Virginia. The Fort Monroe Authority expects support to be generated by the newly established Fort Monroe Foundation. This plan calls for a bare minimum of public program services to be provided by the Fort Monroe Authority, which may be expanded. Table 6-1 provides projected expenses for services outlined in this plan and does not take into account any services that may be provided by the City of Hampton or the National Park Service.

Revenues in the earliest years of this plan will be generated through few opportunities and could recoup approximately 2/3 of costs. The shortfall is expected to be generated through support from the Fort Monroe Foundation. As of 2011, the FMA will not be taking gate or conservation fees and will not be charging for admission to the Casemate Museum. Both are traditional methods for generating revenue. However, the Table 6-2 showing possible Public Program revenue does include such traditional methods of revenue generation to illustrate the benefit of such revenue sources. The Fort Monroe Authority will collect fees for facility rentals such as the picnic shelters, gazebo and campsites at the RV Colonies Campground and a variety of tour options once developed. It is recommended that an alternative revenue study be conducted to provide a more detailed outlook for revenue generation. The formulas used to determine potential revenues are based on projected visitation numbers by Interpretive Solutions in their draft Interpretive Master Plan.

Table 6-3 indicates the potential budget shortfall when considering fee generated revenue as the only source of revenue for the Department of Public Programs. The average annual short fall over the 5 year period is 33 2/3 percent, or approximately 335,000. The difference can be made up through a variety of ways including support from the Fort Monroe Foundation and grants for programs. To date, appropriations from the Commonwealth for public programs startup at Fort Monroe have not been adequate, however an influx of start-up dollars could very well place the program on the path to economic balance and sustainability.

6.0 Finance

Table 6-1		2011-2012	2012-2013	2013- 2014	2014-2015	2015-2016	Notes
Personnel/Administration							
	Personnel	\$184,500	\$336,500	\$501,500	\$582,000	\$582,000	FTE, PTE salaries and benefits.
	Administration	\$29,000	\$38,500	\$48,000	\$52,700	\$52,700	Training, memberships, general office supplies and small equipment and event software.
Personnel/Administration Sub-Total		\$213,500	\$375,000	\$549,500	\$634,700	\$ 634,700	
Planning							
	Alternative Revenue Study	\$50,000					
	Batteries Reuse Study (Bldgs 212,213,214, 232,233,234)					\$50,000	
	Public Program Historic Building Re-Use Study			\$75,000			
	Casemate Museum Condition Study (Casemate 20)	\$25,000					
	Visitor Center Study (Bldgs 204,205)	\$25,000					
	Contraband Center Study		\$75,000				
	Public Lodging Study				\$25,000		
	RV Park Expansion Study (bldg 32,1104)				\$25,000		
Planning Sub-Total		\$100,000	\$75,000	\$75,000	\$50,000	\$50,000	

Table 6-1		2011-2012	2012-2013	2013- 2014	2014-2015	2015-2016	Notes
Facilities and Programs							
	Temporary Visitor Center	\$94,845	\$25,491	\$26,154	\$26,833	\$27,531	Maintenance, custodial, landscaping, security, utilities, telecommunications, first year rehabilitation and remodeling costs. Annual increase 2.6%.
	Casemate Museum	\$183,398	\$188,166	\$193,058	\$198,077	\$203,227	Maintenance, custodial, landscaping, security, utilities, telecommunications. Annual increase 2.6%.
	Picnic Centers	\$31,652	\$21,541	\$21,940	\$22,349	\$22,769	Custodial, landscaping, maintenance, port-a-johns. Annual increase 2.6%. Also waste receptacles, picnic tables and 25 % annual replacement.
	Continental Park /Gazebo	\$14,395	\$9,490	\$9,690	\$9,895	\$10,105	Custodial, landscaping, maintenance port-a-johns. Annual increase 2.6%. Also waste receptacles, picnic tables , folding chairs with start-up costs and 25 % annual replacement.
	Trail System	\$55,500	\$32,730	\$32,863	\$33,000	\$33,140	Wayside exhibits, historic marker maintenance, directional signs, brochure, multimedia tour, waste receptacles.
	RV Park	\$13,733	\$14,090	\$14,456	\$14,832	\$15,218	Maintenance, landscaping, utilities, dump station services, telecommunications. Annual increase 2.6%.
	Public Docks	\$2,907	\$1,585	\$1,615	\$1,645	\$1,676	General maintenance, waste receptacles, 25% annual replacement.
	Special Events	\$94,300	\$68,425	\$68,425	\$68,425	\$68,425	Event and equipment costs.
	Web page and K-12 Online Curriculum	\$50,000	\$51,300	\$52,633	\$54,001	\$55,405	Web design, maintenance and curriculum development.
Facilities and Programs Sub-Total		\$540,730	\$412,818	\$420,834	\$429,057	\$437,496	
Public Program Totals		\$854,230	\$862,818	\$1,045,334	\$1,113,757	\$1,122,196	

6.0 Finance

Table 6-2					
Public Program Projected Revenue	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Picnic Shelter Rentals	\$ 9,600	\$ 10,600	\$ 11,700	\$ 12,800	\$ 14,000
Gazebo Rentals	\$ 41,600	\$ 45,800	\$ 50,300	\$ 55,400	\$ 61,000
Guided Tour-Casemate	\$ 30,000	\$ 33,000	\$ 36,300	\$ 39,900	\$ 45,500
Guided Tour-Fort	\$ 30,000	\$ 33,000	\$ 36,300	\$ 39,900	\$ 45,500
Self-Guided Tour-fort	\$ 20,000	\$ 22,000	\$ 24,200	\$ 26,600	\$ 29,300
Casemate Museum Admission	\$ 200,000	\$ 220,000	\$ 242,000	\$ 266,200	\$ 292,800
Campground	\$ 70,800	\$ 77,900	\$ 85,700	\$ 94,300	\$ 103,700
Annual Fishing Pass	\$ 25,000	\$ 27,500	\$ 30,300	\$ 33,300	\$ 36,600
Conservation Fee	\$ 117,000	\$ 128,700	\$ 141,600	\$ 155,700	\$ 171,300
Total	\$ 544,000	\$ 598,500	\$ 658,400	\$ 724,100	\$ 799,700

Table 6-3	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Expenditure	\$ (854,230)	\$ (862,818)	\$ (1,045,334)	\$ (1,113,757)	\$ (1,122,196)
Revenue	\$ 544,000	\$ 598,500	\$ 658,400	\$ 724,100	\$ 799,700
Shortfall	\$ (310,230)	\$ (264,318)	\$ (386,934)	\$ (389,657)	\$ (322,496)
Shortfall as %	36%	31%	37%	35%	29%

Table 6-4		
Future Public Program Projects	Amount	Notes
Restroom facilities	\$ 150,000	Composting Trailheads and Bath House Facilities
Mill Creek Water Sports Complex (5000 sq ft)	\$ 1,250,000	5000 sq feet building, including launch, dock, restrooms, bathhouse.
Contraband Center (22,500 sq ft)	\$ 5,600,000	\$250/sq foot includes exhibits
Visitor Center (13,250 Sq Ft) Bldgs 204/205	\$ 3,300,000	\$250/sq foot includes exhibits
Nature Center Complex (13,250 sq ft)	\$ 3,300,000	\$250/sq foot includes exhibits
Total	\$ 13,600,000	

The final table (Table 6-4) provides cost estimates for program expansion at Fort Monroe including several large capital projects such as a permanent Visitor Center and a Contraband Center.

7.0 Additional Research

7.0 Additional Research

Fort Monroe Authority Comprehensive Master Plan — An overall comprehensive plan that incorporates all existing plans and provides for additional planning including business and traffic plans is necessary for Public Programs to be able to effectively and efficiently execute the Interpretive Master Plan.

Fort Monroe Authority Comprehensive Marketing Plan — A comprehensive marketing plan that incorporates the needs of both Public Programs and Real Estate is needed. This will allow for the creation of a recognizable brand and attract future external and internal audiences identified in the Interpretive Master Plan

Public Programs Earned Income Study — Detailed strategies for generating revenue associated with interpretation need to be researched for Fort Monroe. Issues to be considered included Museum/historic site retail planning; gift shops; online stores; product licensing; museum-oriented food services; and revenue-generating approaches to special events and related activities.

Casemate Museum — A comprehensive study of the building's integrity and infrastructure to determine the soundness of the building for housing the museum's collection and archives

Visitor Center — To determine suitability for a center to provide visitor services such as orientation, comfort stations, gift shop food service and an introduction to the interpretive themes and stories of Fort Monroe.

Contraband Center — the development of a master plan for the development of the interpretive center and its content.

Battery Re-use — Determine suitability of re-using the historic batteries for Public and Visitor Program services.

Public Lodging — Determine feasibility and details regarding expansion of the RV Travel park and more formal lodging opportunities at Fort Monroe.

Historic Building and Structures — Studies of other buildings and structures at Fort Monroe for use by Public Programs.

Research	Year	Funding
FMA Comprehensive Master Plan	FY 2012	Budget / Grant
FMA Comprehensive Marketing	FY 2012	Budget / Grant
Public Program Earned Income	FY 2012	Budget / Grant / Foundation
Casemate Museum	FY 2012	Budget / Grant / Foundation
Visitor Center	FY 2012	Budget / Grant / Foundation
Contraband Center	FY 2013	Budget / Grant / Foundation
Battery Re-Use	FY 2014	Budget / Grant / Foundation
Public Lodging	FY 2015	Budget / Grant / Foundation
Historic Building and Structure Re-use	FY 2016	Budget / Grant / Foundation

8.0 References

- National Register of Historic Places. Fort Monroe National Historic Landmark, Hampton VA, National Register #66000912. Web. July 2011 <<http://pdfhost.focus.nps.gov/docs/NHLS/Text/66000912.pdf>>
- Virginia. Fort Monroe Authority. "African American Culture Working Group." Fort Monroe Federal Area Development Authority: Report, 2009. Web. July 2011 <http://www.fmauthority.com/pdf/AACWGfinalreportDec%2009_formatted_12-23-09.pdf>
- Virginia. Fort Monroe Authority. "Civil War History Symposium." Fort Monroe Federal Area Development Authority: Report, 2008. Web. July 2011 <http://www.fmauthority.com/authority/archives/civil_war.php>
- Virginia. Fort Monroe Authority. "Draft Interpretive Master Plan." Fort Monroe Federal Area Development Authority: Report, 2010. Web. July 2011 <http://www.fmauthority.com/pdf/MPPresentationrevCH-HPAG_060410.pdf>
- Virginia. Fort Monroe Authority. "Fort Monroe Reuse Plan." Fort Monroe Federal Area Development Authority: Report, 2008. Web. July 2011 <http://www.fmauthority.com/business/reuse_planning/>
- Virginia. Fort Monroe Authority. "Natural Resources Working Group." Fort Monroe Federal Area Development Authority: Report, 2009. Web. July 2011 <<http://www.fmauthority.com/pdf/Final-compressed%20photos-NRWG-Report.pdf>>
- Virginia. Fort Monroe Authority. "Programmatic Agreement." Fort Monroe Federal Area Development Authority: 2009. Web. July 2011 <http://www.fmauthority.com/pdf/PROGRAMMATIC_AGREEMENT.pdf>
- Virginia. Fort Monroe Authority. "Draft Design Standards." Fort Monroe Authority: 2011. Web. July 2011 <<http://www.fmauthority.com/authority/design-standards.php>>
- Virginia. Fort Monroe Authority. "Historic Preservation Advisory Group." Fort Monroe Federal Area Development Authority: Report, 2010. Web. July 2011 <<http://www.fmauthority.com/pdf/HPAG-REPORT-FMFADA-June2010final.pdf>>
- Virginia. Fort Monroe Authority. "National Park Service Working Group." Fort Monroe Federal Area Development Authority: Report, 2009. Web. July 2011 <http://www.fmauthority.com/pdf/NPS_Panel_Recommendations_11-19-09.ppt>
- Virginia. Virginia Act of Assembly. "Fort Monroe Authority Act, § 15.2-6304" Commonwealth of Virginia: 2010. Web. July 2011 <<http://www.fmauthority.com/pdf/legislation.pdf>>