

FORT MONROE

DRAFT INTERPRETIVE MASTER PLAN

PROJECT #: FMFADA-101-2009

Submitted to the:

Fort Monroe Federal Area Development Authority
Old Quarters #1
151 Bernard Road
Fort Monroe, VA 23651

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By:

Interpretive Solutions, Inc.
West Chester, PA 19382

In association with:

Leisure Business Advisors, LLC
Richmond, VA 23223

and

Trudy O'Reilly Public Relations
Hampton, VA 23661



PART 6: THE CULTURAL BUSINESS PLAN

John Gerner, Principal,
Leisure Business Advisors, LLC

The following section provides key issues of Fort Monroe's cultural business plan, which has been integrated within this Interpretive Master Plan. Other aspects of the business plan are provided elsewhere within this document. These include descriptions of selected existing historic and natural assets, discussions of initial partnership efforts, and phasing of implementation actions.

6.1 Objectives

The cultural business plan aspects, as well as this entire Interpretive Master Plan, follow the guidelines set forth earlier by Fort Monroe's Programmatic Agreement and the Fort Monroe Reuse Plan. Previously-established goals are highlighted below.

6.1.1 Public Access

The Programmatic Agreement emphasized the importance of public access to Fort Monroe:

"All parties shall recognize the importance that the public has placed on the need for continued public access to the historic and natural amenities at Fort Monroe. The Commonwealth and the FMFADA shall maintain and enhance public access to Fort Monroe's historic, natural, and recreational attractions to the greatest extent possible..."

6.1.2 Showcase and promote

One of the Planning Essentials for Fort Monroe prominently listed in the Reuse Plan is to "showcase and promote the history: tell the story." Another is to "establish a large-scale open space park" with "substantial recreational spaces and special places."

6.1.3 Preserve historic assets

Future plans for Fort Monroe are guided by the importance of its past. The Reuse Plan reminds us that:

"Fort Monroe truly is a centerpiece in American history. The buildings and landscapes that are the backdrop to this history will be preserved. Just as the military did for so long, Fort Monroe's new guardians will preserve both the place and its story."

6.1.4 Economic sustainability

The Reuse Plan stressed that:

"The Commonwealth of Virginia and Hampton Roads community must work together to create an economically sustainable future for the Fort. The plan for the future of Fort Monroe must include a balance of funding mechanisms and revenue generators to reach an equilibrium that ensures maintenance of the Fort and its public programs."

6.2 Physical Planning

The following paragraphs present physical planning recommendations, primarily based on Fort Monroe's potential future visitation.

6.2.1 Potential visitation

In its 2008 tourism strategy report, Economics Research Associates (ERA) estimated potential cultural attraction visitation to be between 100,000 to 150,000 persons per year. It also estimated 115,000 to 125,000 annual potential beach visitors. Combined, the range is 225,000 to 275,000 visits per year. This range includes those that would enjoy Fort Monroe's natural resources, many of whom would also visit the historic areas and beaches.

The entire country is currently experiencing a recession, but economic growth is expected in future years. A general indicator of national economic health is the gross domestic product (GDP), which measures the output of goods and services produced by labor and property within the entire country. The economy is generally expected to begin recovering this year (2010). The Congressional Budget Office anticipates boom economic growth from 2012 through 2014, followed by a gradual return to long-term growth levels.

Targeted visitation by year for Fort Monroe is presented below. The transition from military use to non-military use is scheduled to begin in September 2011, after Fiscal Year 2012 begins in July of that year. The turnover may also take time to occur, potentially limiting visitation during that period. Fiscal Year 2012 therefore would be a partial year of FMA operation.

The growth in visitation for cultural attractions is generally expected to increase in years with new additions. Beach visitation growth is expected to be gradual.

Table 6-1:
Targeted Annual Visitation to Fort Monroe

Fiscal Year	Cultural Attractions	Beach Visitors	Total Visitation ^{1/}
2012 ^{2/}	53,000	25,000	78,000
2013	71,000	78,000	149,000
2014	82,000	82,000	164,000
2015	86,000	86,000	172,000
2016	99,000	90,000	189,000
2017	103,000	93,000	196,000
2018	107,000	97,000	204,000
2019	124,000	101,000	225,000
2020	128,000	105,000	233,000
2021	133,000	109,000	242,000
2022	137,000	113,000	250,000

^{1/} Includes use of natural resources.

^{2/} Partial year of operation during transition.

6.2.2 Potential Interpretive Buildings and Structures

Although there is potential for significant future visitation to Fort Monroe, this potential can not be taken for granted. Today's cultural and recreational visitors are increasingly more sophisticated in their expectations. In order to meet these expectations, the Fort Monroe Authority and its partners should follow the best practices established by successful comparable locations elsewhere. This plan is grounded on these approaches, and takes advantage of the "conventional wisdom" they provide. Overall, the approach should encourage "place-based" interpretation that takes advantage of Fort Monroe's unique historic and natural aspects.

The following pages highlight promising structures and areas, and provide a brief overview of a typical visit to Fort Monroe from three perspectives; the heritage visitor, the nature visitor, and the recreational visitor. Many will have combined purposes.

For all visitors, the typical experience begins at home with their home computers and the Fort Monroe website. Here, they can obtain directions, offerings, and prices. They can also learn more about Fort Monroe's historic and environmental importance. In particular, they can see the current event calendar to help choose the specific day and time to visit. This website should allow users to purchase tickets online and print these (with bar codes) on their printers. The website would be the initial visitor contact point and would likely be Fort Monroe's main marketing tool for visitors.

Directional signage would guide guests to Fort Monroe's Visitor Center. Its exterior would showcase colorful graphics that identify the building as the Visitor Center and begin to establish its visual identity. Inside the entrance lobby, large maps and information panels would be displayed for general orientation. Initially, these displays could be prepared off-site on backdrops typically used for trade show booths. These could be quickly put into place to visually partition the entrance lobby from the back areas while these areas are being prepared for later operation.

For those that have not previously downloaded digital audio tours for their iPods, cell phones, or other handheld devices, visual instructions would be given here to do so. Optional activities that do not have a natural starting point would begin here at the Visitor Center lobby. These include personally-guided docent or naturalist tours provided by Fort Monroe's partners. Within the entrance lobby area would be guest services, such as restrooms, gift shop, and vending machines. Certain concessions would also operate here once they are established. These include bike rental and circulator / shuttle operations.

Interactive stations within the Visitor Center lobby would help guests orient themselves to Fort Monroe and to purchase the required conservation fee as well as tickets for additional optional activities not covered by the conservation fee. Package pricing and a "pay-one-price" ticket would be offered. Automatic parking lot exit gates would scan tickets, and a parking attendant booth would be available for those that did not take advantage of the ticketing system within the Visitor Center.

Most visitors to Fort Monroe would follow this initial path towards the Visitor Center information lobby. Afterwards, however, their personal interests would likely pull them in different directions.

For heritage visitors, additional experiences would be available elsewhere within the Visitor Center at the permanent and temporary exhibit galleries provided by FMA and its partners. These would be generally offered at an additional charge and may include additional retail outlets. In addition, there would be multi-purpose educational space for programs and classroom use.

Heritage visitors would then likely leave the Visitor Center and head directly to the historic fort area. Multiple travel options would be available. For those physically unable to walk distances, dedicated accessible parking spaces would be provided at key locations throughout Fort Monroe. For those that only want to walk short distances, they would return to their cars in the Visitor Center parking lot and drive to general parking areas elsewhere. One of these existing general parking areas is located near the East Gate, which may be expanded in the future. From this point, heritage visitors could walk into the historic fort with Old Quarters #1 as their possible first stop. Outside informational displays would present the history of this important place. Inside, partner-sponsored interpretation would eventually be available. The ultimate ideal partner for this space is the National Park Service.

The Casemate Museum is nearby and already in operation. It would provide more in-depth interpretation of certain historic subjects introduced in the Visitor Center. Other points of interest are also located within walking distance.

6.2.3 Visitor Center and Heritage-Related Facilities

The Visitor Center would be the key interpretive facility at the Fort Monroe. This has generally been the experience elsewhere with major historic areas and national parks. The size of the Visitor Center in relation to annual visitation is examined below. The median ratio has been applied to potential cultural attraction visitation to Fort Monroe (150,000).

Table 6-2:
Visitor Center Sizing Based on Visitation for Comparable Historic Attractions

Visitor Center Sizing Based on Visitation for Comparable Historic Attractions

Name	Location	Total Visitor Center Size (square feet)	Annual Visitation	Square Feet per Attendee	Applied to Fort Monroe Potential Visitation
Old Salem	Winston-Salem, NC	21,000	100,000	0.21	32,000
Fort Ticonderoga	Ticonderoga, NY	15,200	85,000	0.18	27,000
Fort Stanwix NM	Rome, NY	13,700	93,000	0.15	22,000
Gettysburg	Gettysburg, PA	139,000	1,013,000	0.14	21,000
Fort Adams	Narragansett Bay, RI	4,000	30,000	0.13	20,000
Jamestown Settlement	Jamestown, VA	67,000	510,000	0.13	20,000
Fort Warren ^{1/}	Boston, MA	12,200	100,000	0.12	18,000
Fort Snelling ^{2/}	St. Paul, MN	17,000	140,000	0.12	18,000
Old Fort Niagara	Youngstown, NY	10,000	85,000	0.12	18,000
Fort Smith NHS	Fort Smith, AR	7,200	64,000	0.11	17,000
Fort Scott NHS	Fort Scott, KS	3,100	29,000	0.11	16,000
Median				0.13	20,000

^{1/} Part of the "Boston Isles."

^{2/} Proposed visitor center using renovated historic buildings.

Source: Individual attractions, and the National Park Service.

Based on expected demand and the experience of comparable facilities, the Visitor Center should be at least 20,000 square feet in size. This would be the minimum size needed, since additional use is expected by beach visitors. The current PX building, home of the future Visitor Center, is much larger than this minimum space requirement. Additional space is desirable, since it could be used for expansions and other uses. Until used, excess space would be held in reserve.

The visitor center should provide both historic and environmental education interpretation. The recommended size should be adequate to accomplish this. The table below presents the size of selected nature centers. All are less than 20,000 square feet.

Table 6-3: Size of Selected Nature Centers

Name	Location	Size
Shangri La Nature Center	Orange, TX	17,600
Remington Nature Center	St. Joseph, MO	15,000
Holliday Park Nature Center	Indianapolis, IN	13,000
Russell W. Peterson Urban Wildlife Refuge	Wilmington, DE	13,000
Nebraska Nature & Visitor Center	Alda, NE	12,000
Cibolo Nature Center	Boerne, TX	11,000
Riveredge Nature Center	Newburg, WI	11,000
Shaker Lakes Nature Center	Shaker Heights, OH	11,000
Environmental Nature Center	Newport Beach, CA	9,000
Green Cay Nature Center	Boynton Beach, FL	9,000
Everglades National Park, Visitor Center	Homestead, FL	8,000
Madrona Marsh Nature Center	Torrance, CA	8,000
Hartley Nature Center	Duluth, MN	7,800

Source: Individual facilities.

The recommended timeline for selected visitor services and heritage-related interpretive components is presented below. FMA would manage the operations of the existing Casemate Museum in the future for a period of at least two years.

Table 6-4:
Recommended Visitor Services and
Heritage-Related Program Components

Recommended Visitor Services and Heritage-Related Program Components

Phase	1		2		3		4			
Stage	1.1	1.2	2.1	2.2	3.1	3.2		4.1		
Year #	1	2	3	4	5	6	7	8	9	10
	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY
Description	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Website with event calendar & ticketing	-	-	-	-	-	-	-	-	-	-
Directional signage	-	-	-	-	-	-	-	-	-	-
Brochure with walking / driving tour	-	-	-	-	-	-	-	-	-	-
Digital audio tour (iPod, cell phone)	-	-	-	-	-	-	-	-	-	-
Outdoor interpretive displays	-	-	-	-	-	-	-	-	-	-
Visitor Center parking	-	-	-	-	-	-	-	-	-	-
Visitor Center information lobby	-	-	-	-	-	-	-	-	-	-
Visitor Center restrooms	-	-	-	-	-	-	-	-	-	-
Casemate Museum	-	-	-	-	-	-	-	-	-	-
Battery Irwin exterior	-	-	-	-	-	-	-	-	-	-
Partner-guided programs	-	-	-	-	-	-	-	-	-	-
Special Events (includes Gazebo)	-	-	-	-	-	-	-	-	-	-
Dormitory lodging with programs	-	-	-	-	-	-	-	-	-	-
Visitor & resident shuttle system	-	-	-	-	-	-	-	-	-	-
General parking	-	-	-	-	-	-	-	-	-	-
Visitor Center orientation video	-	-	-	-	-	-	-	-	-	-
Visitor Center education room(s)	-	-	-	-	-	-	-	-	-	-
Visitor Center office(s)	-	-	-	-	-	-	-	-	-	-
Additional outdoor interpretive displays	-	-	-	-	-	-	-	-	-	-
Docent-led tours	-	-	-	-	-	-	-	-	-	-
Interpretive demonstrations	-	-	-	-	-	-	-	-	-	-
Outreach packets for schools	-	-	-	-	-	-	-	-	-	-
Visitor Center bicycle rentals	-	-	-	-	-	-	-	-	-	-
Visitor Center core permanent exhibit	-	-	-	-	-	-	-	-	-	-
Visitor Center temporary exhibit(s)	-	-	-	-	-	-	-	-	-	-
MARS building interior	-	-	-	-	-	-	-	-	-	-
Old Quarters #1 interior interpretation	-	-	-	-	-	-	-	-	-	-
Walkway from Visitor Center to East Gate	-	-	-	-	-	-	-	-	-	-
Visitor Center gift shop	-	-	-	-	-	-	-	-	-	-
Visitor Center gift café	-	-	-	-	-	-	-	-	-	-
Moat float boat	-	-	-	-	-	-	-	-	-	-
Other Visitor Center exhibit(s)	-	-	-	-	-	-	-	-	-	-
Partner stand-alone interpretive center(s)	-	-	-	-	-	-	-	-	-	-
Battery Parrott interior interpretation	-	-	-	-	-	-	-	-	-	-

Color Codes:

Black Directly operated by Fort Monroe Authority (FMA).
 Green Partner operation.
 Blue Concession or leased operation.

6.2.4 Natural Resources

Fort Monroe would also provide many opportunities for visitors particularly interested in its natural resources, including hiking, fishing, boating, birding, and duck hunting. Service facilities would be conveniently located nearby. Selected future components are presented in the table below.

Table 6-5:
Recommended Visitor Program Components
Involving Natural Resources

Recommended Visitor Program Components Involving Natural Resources

	Phase 1		2		3		4			
	1.1	1.2	2.1	2.2	3.1		3.2		4.1	
Year #	1	2	3	4	5	6	7	8	9	10
	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY
Description	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Website with event calendar & ticketing	-	-	-	-	-	-	-	-	-	-
Directional signage	-	-	-	-	-	-	-	-	-	-
Brochure with walking / driving tour	-	-	-	-	-	-	-	-	-	-
Outdoor interpretive displays	-	-	-	-	-	-	-	-	-	-
Visitor Center information lobby	-	-	-	-	-	-	-	-	-	-
Partner-guided programs	-	-	-	-	-	-	-	-	-	-
Access to nature areas	-	-	-	-	-	-	-	-	-	-
Dormitory lodging with programs	-	-	-	-	-	-	-	-	-	-
Stillwell Road Hand Launch	-	-	-	-	-	-	-	-	-	-
Kayak / canoe / boat rentals	-	-	-	-	-	-	-	-	-	-
Picnic areas	-	-	-	-	-	-	-	-	-	-
Visitor & resident shuttle system	-	-	-	-	-	-	-	-	-	-
General parking	-	-	-	-	-	-	-	-	-	-
Campground / RV Park	-	-	-	-	-	-	-	-	-	-
Visitor Center orientation video	-	-	-	-	-	-	-	-	-	-
Visitor Center education room(s)	-	-	-	-	-	-	-	-	-	-
Additional outdoor interpretive displays	-	-	-	-	-	-	-	-	-	-
Interpretive demonstrations	-	-	-	-	-	-	-	-	-	-
Outreach packets for schools	-	-	-	-	-	-	-	-	-	-
Temporary nature center (Building #38)	-	-	-	-	-	-	-	-	-	-
Signed trail system	-	-	-	-	-	-	-	-	-	-
Habitat restoration with interpretation	-	-	-	-	-	-	-	-	-	-
Visitor Center bicycle rentals	-	-	-	-	-	-	-	-	-	-
Visitor Center core permanent exhibit	-	-	-	-	-	-	-	-	-	-
Visitor Center temporary exhibit(s)	-	-	-	-	-	-	-	-	-	-
Marsh viewing platform	-	-	-	-	-	-	-	-	-	-
Outdoor amphitheater (100 seats)	-	-	-	-	-	-	-	-	-	-
Northern and central area restrooms	-	-	-	-	-	-	-	-	-	-
Yurts with views of the Bay	-	-	-	-	-	-	-	-	-	-
Other Visitor Center exhibit(s)	-	-	-	-	-	-	-	-	-	-
Permanent nature center	-	-	-	-	-	-	-	-	-	-
Stillwell Road small craft launch	-	-	-	-	-	-	-	-	-	-
Fishing Pier	-	-	-	-	-	-	-	-	-	-
Partner stand-alone interpretive center(s)	-	-	-	-	-	-	-	-	-	-

Color Codes:

Black Directly operated by Fort Monroe Authority (FMA).
 Green Partner operation.
 Blue Concession or leased operation.

6.2.5 Other Recreational Facilities

Fort Monroe would also offer other recreational activities, with its beaches likely to be the most popular choice. Beach visitors would typically begin their outing at the Visitor Center. There, they could orient themselves to the available beaches and parking areas. During peak summer periods, when the visitor center parking lot is full, special overflow parking areas would be used by these visitors. Shuttle vehicles could then transport them to the beaches.

Other recreational opportunities would be provided at Fort Monroe's Fitness Center, Community Center, bowling center, marina, sports fields, and tennis courts. Selected future recreation-related components are presented in the table below.

Table 6-6:
Recommended Recreational Components

Recommended Recreational Components

Description	Phase									
	1		2		3				4	
	Stage		1.1		1.2		2.1		2.2	
	Year #		1		2		3		4	
	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Website with event calendar & ticketing	-	-	-	-	-	-	-	-	-	-
Directional signage	-	-	-	-	-	-	-	-	-	-
Visitor Center parking	-	-	-	-	-	-	-	-	-	-
Visitor Center information lobby	-	-	-	-	-	-	-	-	-	-
Visitor Center restrooms	-	-	-	-	-	-	-	-	-	-
Stillwell Road Hand Launch	-	-	-	-	-	-	-	-	-	-
Kayak / canoe / boat rentals	-	-	-	-	-	-	-	-	-	-
Swimming (lifeguards in June 2012)	-	-	-	-	-	-	-	-	-	-
Sports fields and courts	-	-	-	-	-	-	-	-	-	-
Picnic areas	-	-	-	-	-	-	-	-	-	-
Visitor & resident shuttle system	-	-	-	-	-	-	-	-	-	-
General parking	-	-	-	-	-	-	-	-	-	-
Fitness Center	-	-	-	-	-	-	-	-	-	-
Community Center	-	-	-	-	-	-	-	-	-	-
Bowling center	-	-	-	-	-	-	-	-	-	-
Marina	-	-	-	-	-	-	-	-	-	-
Visitor Center orientation video	-	-	-	-	-	-	-	-	-	-
Dune cross walks & beach access ramps	-	-	-	-	-	-	-	-	-	-
Beach service building (with restrooms)	-	-	-	-	-	-	-	-	-	-

Color Codes:

Black Directly operated by Fort Monroe Authority (FMA).
 Green Partner operation.
 Blue Concession or leased operation.

6.2.6 Conceptual Site Plan

A visual overview of this plan's recommendations can be seen in Figures 12 and 16.

6.3 Governance and Management

The following paragraphs discuss governance and management aspects of Fort Monroe's Interpretive Master Plan.

6.3.1 FMA's Role in Managing Interpretation

Overall, Fort Monroe Authority would provide the tourism infrastructure and core interpretation program. It would also directly operate selected key structures and areas that should eventually be managed by other entities. These include the historic and beach areas.

FMA's Deputy Director of Public Programs is a member of the senior management team and reports to the Executive Director. This position oversees all general areas relating to tourism, tourism marketing, educational, interpretive and recreational and special event programs organized and presented to the public. This deputy director will also initially coordinate all fund raising activities for the Authority. This deputy director heads the Department of Public Programs and serves as the representative for public programs offered by partners. This position also supervises the training and performance of departmental full and part-time employees and laborers, and related consultants / concessionaires.

6.3.2 Non-profit organization

A dedicated non-profit organization (Old Point Comfort Foundation) has already been formed to aid with future fundraising for Fort Monroe. FMA and the Old Point Comfort Foundation may share board members in the future in order to ensure that both share the same vision for the future. If this new non-profit organization is successful in its fundraising mission, it should be encouraged to have a more active role in Fort Monroe future interpretive efforts. This includes producing the core permanent exhibit gallery at the Visitor Center.

6.3.3 Partnerships

A key aspect of Fort Monroe's future would be to establish an extensive partnership network. The primary partner should be the National Park Service (NPS), with Fort Monroe eventually established as a NPS unit. Federal legislation to enable this designation is planned in the near future. Recently established NPS units with significant partnerships could provide guidance. These include the New Bedford Whaling National Historical Park and Tuskegee Airmen National Historic Site.

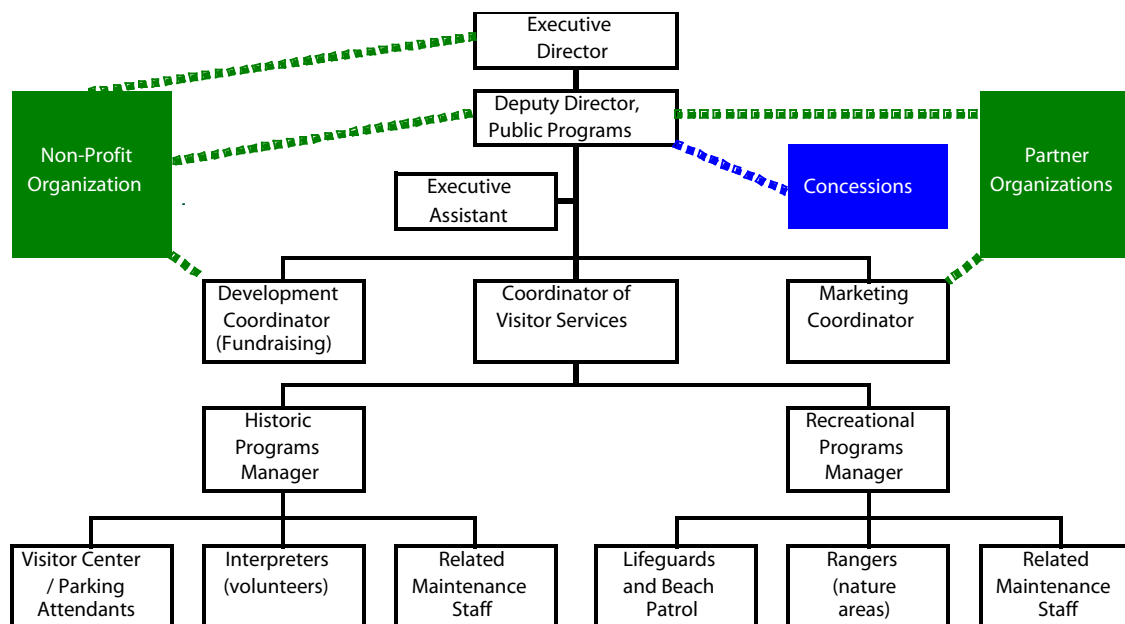
Exploratory discussions have already begun with other potential interpretive partners to initially gauge their possible interest in future involvement at Fort Monroe. Many of these potential partners are identified elsewhere in this plan. The results thus far have generally been encouraging, and these partnership planning efforts should be expanded in the future. In particular, a Partner Strategic Action Plan should cooperatively be prepared to establish the general mission, vision, operating principles; goals; and objectives of the future partnership network. An initial cooperative venture could be participation on newly created advisory councils for Fort Monroe's future interpretive and tourism efforts.

This Interpretive Master Plan in conjunction with Fort Monroe's Historic Preservation Design Standards should proactively guide the partnership process. Prospective opportunity structures, locations, and activities should be identified and described in targeted Request for Proposals (RFPs). FMA's real estate department could also master plan specific prospective developments to further aid the process. This has been done at tourist areas elsewhere, such as Jekyll Island.

6.3.4 Organizational Chart

The recommended organizational chart for Fort Monroe Authority's public programs department is shown on the next page. The dashed lines indicate outside relationships. FMA's Executive Director and Deputy Director of Public Programs would both be directly involved with the Old Point Comfort Foundation. This Deputy Director would coordinate fund raising for the nonprofit foundation in collaboration with FMA's Deputy Director of Operations. FMA's Development Coordinator would also work closely with the dedicated non-profit organization on fundraising efforts.

The Deputy Director of Public Programs serves as the main representative for public programs offered by partner organizations. One key aspect of this relationship will be joint marketing and promotions, so it is expected that the department's Marketing Coordinator will also work closely with partner organizations.



6.3.5 Staffing Plan

The recommended staffing plan is shown on the next page for FMA's public programs department. It includes staff directly employed by FMA, as well as its volunteers. In addition, it is expected that there would be a significant number of employees involved with partner operations and concessions.

Table 6-7:
Recommended Fort Monroe Authority
Staffing Plan for Public Programs

Recommended Fort Monroe Authority Staffing Plan for Public Programs

FMA Position ^{1/}	Full-Time Equivalent Employees (FTE)									
	Phase 1		Phase 2		Phase 3		Phase 4		Phase 5	
	Stage 1.1		Stage 1.2		Stage 2.1		Stage 2.2		Stage 3.1	
	Year # 1		Year # 2		Year # 3		Year # 4		Year # 5	
	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Management:										
Deputy Director, Public Programs	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Executive Assistant	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Development Coordinator	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Marketing Coordinator	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Coordinator of Visitor Services	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Historic Programs Manager	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Recreational Programs Manager	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Staff:										
Visitor Center attendants ^{2/}	1.0	1.0	2.5	2.5	3.0	3.0	3.5	4.0	4.0	4.0
Parking attendants ^{2/}	1.0	1.0	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Casemate Museum staff ^{3/}	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Rangers (nature areas)	0.5	0.5	1.0	1.5	2.0	2.5	3.0	3.5	3.5	4.0
Maintenance ^{2/}	3.0	3.0	3.0	3.0	3.5	3.5	3.5	4.0	4.0	4.0
Lifeguards ^{2/}	1.0	2.5	2.5	2.5	3.0	3.0	3.0	3.0	3.5	3.5
Beach patrol ^{2/}	1.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.5
Subtotal - Paid	15.5	19.0	21.5	22.0	24.0	24.5	25.5	27.0	27.5	28.5
Interpreters (volunteers) ^{4/}	10.0	11.0	12.0	12.0	12.0	12.0	12.0	13.0	13.0	13.0
Total	25.5	30.0	33.5	34.0	36.0	36.5	37.5	40.0	40.5	41.5

^{1/} Does not include employees of partner organizations or concessionaires.

^{2/} Includes full-time equivalent (FTE) for seasonal employees. Does not include staff provided by outside organizations.

^{3/} Does not include staff provided by outside entities.

^{4/} In addition to interpreters and docents provided by partner organizations.

6.4. Financial Analysis

The following pages present the financial analysis for Fort Monroe's public programs. These estimates are a subset of Fort Monroe's entire financial performance, and are intended for use in the overall financial model.

All financial estimates presented in this initial draft report are preliminary in nature and subject to change. Overall, the goal is to provide reasonable and achievable financial targets for future development and operation. This draft plan presents financial estimates generally based on the experience of comparable facilities, and therefore provides a good starting point for this effort.

In order to be consistent with Fort Monroe's overall financial plan, this analysis is from Fort Monroe Authority's perspective. The overall financial plan is based on FMA serving mainly as a landlord for a diverse range of future uses. There would be limited direct operation of uses at Fort Monroe by the FMA. Most would be directly operated by partners, tenants, and concessionaires. This financial analysis for the cultural business plan follows this overall approach.

An extensive partnership network would be established, with the primary partner being the National Park Service. Interpretive partners will be encouraged to provide additional programs and activities to Fort Monroe's visitors. These partners could (and would likely) charge an optional fee for these services. They would also be notably recognized for their involvement in signage and promotional media. In return, the partners would be responsible for the operational and capital costs involved with their programs and activities.

In order to promote a positive relationship with interpretive partners, FMA would strive to maintain a "cash-flow neutral" (sometimes known as "revenue neutral") financial relationship after expenses have been paid. These expenses include those typically covered by a service district charge implemented elsewhere. FMA would not aim to profit from its interpretive partners for their involvement at Fort Monroe, but also does not intend to subsidize them. FMA's primary role in this cooperative effort would be to establish the tourism infrastructure and core interpretation program, as well as provide overall marketing and promotion benefits. Other partner incentives may be provided on a case-by-case basis.

6.4.1 Revenue Potential Assessment

In order to maximize potential financial self-sufficiency, Fort Monroe would host a variety of uses. These should include traditionally profitable tourist uses, such as restaurants, retail shops, and lodging.

FMA's public programs and real estate departments should promote mixed-use development by identifying opportunity locations and issuing targeted Request for Proposals (RFPs) for potential concessionaires or tenants. Beforehand, it should further evaluate specific tourist-related uses to help guide this RFP process. These evaluations should include potential museum retail and food service operations. These and other potential uses are listed below.

An important source of operating revenues would be the "conservation fee" paid by visitors to Fort Monroe. Visitor attractions and parks typically charge an admission fee, unless they are substantially subsidized for their public programs. There is no assurance at this time that Fort Monroe would be similarly subsidized, hence the need for the planned conservation fee. In order to promote financial sustainability, the recommended conservation fee structure is \$10 per vehicle. This is in line with those used in state parks that strive to maximize financial self-sufficiency. Season passes should also be offered at Fort Monroe as an incentive for local residents.

As noted earlier, partner programs and activities would also be options to Fort Monroe visitors, and these may require an additional fee. The planned interactive ticketing system at the Visitor Center should allow visitors to buy admission options, along with the conservation fee, in a single purchase. Package discounts may also be available

Table 6-8:
Potential Revenue-Generating
Concessionaires or Tenants

Potential Revenue-Generating Concessionaires or Tenants

Description	Phase									
	1		2		3		4			
	Stage		1.1		1.2		2.1		2.2	
	Year #		1		2		3		4	
	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Kayak / canoe / boat rentals	-	-	-	-	-	-	-	-	-	-
Visitor & resident shuttle system	-	-	-	-	-	-	-	-	-	-
Campground / RV Park	-	-	-	-	-	-	-	-	-	-
B&B-style lodging (Armistead Hall)	-	-	-	-	-	-	-	-	-	-
Bowling center	-	-	-	-	-	-	-	-	-	-
Movie theater	-	-	-	-	-	-	-	-	-	-
Marina	-	-	-	-	-	-	-	-	-	-
Bay Breeze center	-	-	-	-	-	-	-	-	-	-
Visitor Center bicycle rentals	-	-	-	-	-	-	-	-	-	-
Historic homes available as lodging	-	-	-	-	-	-	-	-	-	-
Artists' studios / galleries	-	-	-	-	-	-	-	-	-	-
Tourist-oriented restaurant(s)	-	-	-	-	-	-	-	-	-	-
Visitor Center gift shop	-	-	-	-	-	-	-	-	-	-
Visitor Center gift café	-	-	-	-	-	-	-	-	-	-
Moat float boat	-	-	-	-	-	-	-	-	-	-
Yurts with views of the Bay	-	-	-	-	-	-	-	-	-	-
Resort / condo hotel(s)	-	-	-	-	-	-	-	-	-	-
Tourist-oriented retail	-	-	-	-	-	-	-	-	-	-

6.4.2 Operating Pro Forma

The tables below and on the next page present the operating pro forma for Fort Monroe Authority's (FMA) interpretive efforts during the first ten years of operation. These financial estimates are for FMA alone, and do not include operations that are established by partnership entities. These estimates assume that certain key partner operations would initially be operated by FMA until the future partner is in place. Examples are the National Park Service for part of the historic area, and perhaps the Commonwealth of Virginia for part of the natural and beach areas. Should these partnerships occur within the first ten years of operation, some of the currently planned FMA operating expenses would transfer to that partner.

Financial amounts are in constant dollars for planning purposes. Actual amounts should rise with inflation over time.

Table 6-9: Operating Pro Forma for Fort Monroe Public Programs

Operating Pro Forma for Fort Monroe Public Programs

Category	Year 1 FY2012	Year 2 FY2013	Year 3 FY2014	Year 4 FY2015	Year 5 FY2016
Visitation	78,000	149,000	164,000	172,000	189,000
Revenues:					
Conservation Fee ^{1/}	\$250,000	\$477,000	\$525,000	\$550,000	\$605,000
Grants	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000
Casemate Museum ^{2/}	\$78,000	\$134,000	\$148,000	\$155,000	\$170,000
Special Events	\$70,000	\$94,000	\$135,000	\$135,000	\$156,000
VC Exhibit Admission ^{3/}	---	---	\$115,000	\$120,000	\$132,000
VC Concession Fee	\$21,000	\$30,000	\$33,000	\$34,000	\$37,000
Sports Facilities	\$11,000	\$21,000	\$22,000	\$23,000	\$24,000
Miscellaneous	<u>\$7,000</u>	<u>\$11,000</u>	<u>\$13,000</u>	<u>\$13,000</u>	<u>\$14,000</u>
Total Revenues	\$737,000	\$1,067,000	\$1,291,000	\$1,330,000	\$1,438,000
Expenses:					
Salaries / Wages	\$567,000	\$729,000	\$788,000	\$811,000	\$877,000
Marketing	\$108,000	\$112,000	\$116,000	\$120,000	\$129,000
Utilities	\$97,000	\$100,000	\$103,000	\$106,000	\$115,000
Maintenance	\$84,000	\$87,000	\$90,000	\$93,000	\$101,000
Services	\$71,000	\$74,000	\$77,000	\$80,000	\$86,000
Insurance	\$50,000	\$51,000	\$52,000	\$53,000	\$58,000
Supplies	\$37,000	\$38,000	\$39,000	\$40,000	\$43,000
Other	<u>\$24,000</u>	<u>\$25,000</u>	<u>\$26,000</u>	<u>\$27,000</u>	<u>\$29,000</u>
Total Expenses	\$1,038,000	\$1,216,000	\$1,291,000	\$1,330,000	\$1,438,000
Surplus / Deficit	-\$301,000	-\$149,000	\$0	\$0	\$0

^{1/} Based on \$10 per vehicle conservation fee, equal to approximately \$3 per person assuming an average of 2.5 persons per vehicle and 20% discount factor.

^{2/} Based on \$3 average admission fee for the Casemate Museum.

^{3/} Based on \$2 average admission fee for the Visitor Center core permanent exhibit gallery.

Table 6-10: Operating Pro Forma for Fort Monroe Public Programs (continued)

Operating Pro Forma for Fort Monroe Public Programs (continued)

Category	Year 6 FY2017	Year 7 FY2018	Year 8 FY2019	Year 9 FY2020	Year 10 FY2021
Visitation	196,000	204,000	225,000	233,000	242,000
Revenues:					
Conservation Fee ^{1/}	\$627,000	\$653,000	\$720,000	\$746,000	\$774,000
Grants	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000
Casemate Museum ^{2/}	\$176,000	\$184,000	\$203,000	\$210,000	\$218,000
Special Events	\$156,000	\$156,000	\$156,000	\$156,000	\$156,000
VC Exhibit Admission ^{3/}	\$137,000	\$143,000	\$158,000	\$163,000	\$169,000
VC Concession Fee	\$38,000	\$39,000	\$41,000	\$42,000	\$43,000
Sports Facilities	\$25,000	\$26,000	\$27,000	\$28,000	\$29,000
Miscellaneous	<u>\$15,000</u>	<u>\$15,000</u>	<u>\$16,000</u>	<u>\$17,000</u>	<u>\$17,000</u>
Total Revenues	\$1,474,000	\$1,516,000	\$1,621,000	\$1,662,000	\$1,706,000
Expenses:					
Salaries / Wages	\$899,000	\$925,000	\$989,000	\$1,014,000	\$1,041,000
Marketing	\$133,000	\$136,000	\$146,000	\$150,000	\$154,000
Utilities	\$118,000	\$121,000	\$130,000	\$133,000	\$136,000
Maintenance	\$103,000	\$106,000	\$113,000	\$116,000	\$119,000
Services	\$88,000	\$91,000	\$97,000	\$100,000	\$102,000
Insurance	\$59,000	\$61,000	\$65,000	\$66,000	\$68,000
Supplies	\$44,000	\$45,000	\$49,000	\$50,000	\$51,000
Other	<u>\$29,000</u>	<u>\$30,000</u>	<u>\$32,000</u>	<u>\$33,000</u>	<u>\$34,000</u>
Total Expenses	\$1,473,000	\$1,515,000	\$1,621,000	\$1,662,000	\$1,705,000
Surplus / Deficit	\$1,000	\$1,000	\$0	\$0	\$1,000

^{1/} Based on \$10 per vehicle conservation fee, equal to approximately \$3 per person assuming an average of 2.5 persons per vehicle and 20% discount factor.

^{2/} Based on \$3 average admission fee for the Casemate Museum.

^{3/} Based on \$2 average admission fee for the Visitor Center core permanent exhibit gallery.

6.4.3 Development Costs

The table below presents indicative capital cost amounts based on the experience of comparable facilities. These are intended to provide order-of-magnitude target numbers until more precise amounts are prepared by construction cost estimating specialists. Some costs involve upgrading existing facilities.

It is expected that the dedicated non-profit organization (Old Point Comfort Foundation) would assist with part or all of the development costs involved with the core permanent exhibit gallery at the Visitor Center. In return, this organization would be responsible for producing this future expansion.

Table 6-11: Indicative Capital Cost Amounts

Indicative Capital Cost Amounts

Description	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019
Website with event calendar & ticketing	\$50,000	---	---	---	---	---	---	---
Directional signage	\$100,000	---	---	---	---	---	---	---
Brochure with walking / driving tour	\$120,000	---	---	---	---	---	---	---
Outdoor interpretive displays	\$10,000	---	---	---	---	---	---	---
Visitor Center parking	\$20,000	---	---	---	---	---	---	---
Visitor Center information lobby	\$480,000	---	---	---	---	---	---	---
Visitor Center restrooms	\$10,000	---	---	---	---	---	---	---
Battery Irwin exterior	\$20,000	---	---	---	---	---	---	---
Special Events (includes Gazebo)	\$30,000	---	---	---	---	---	---	---
Access to nature areas	\$60,000	---	---	---	---	---	---	---
Stillwell Road Hand Launch	\$50,000	---	---	---	---	---	---	---
Swimming (lifeguards in June 2012)	\$80,000	---	---	---	---	---	---	---
Sports fields and courts	\$50,000	---	---	---	---	---	---	---
Picnic areas	\$10,000	---	---	---	---	---	---	---
General parking	\$70,000	---	---	---	---	---	---	---
Visitor Center orientation video	---	\$70,000	---	---	---	---	---	---
Visitor Center education room(s)	---	\$40,000	---	---	---	---	---	---
Visitor Center office(s)	---	\$30,000	---	---	---	---	---	---
Additional outdoor interpretive displays	---	\$60,000	---	---	---	---	---	---
Temporary nature center (Building #38)	---	\$250,000	---	---	---	---	---	---
Signed trail system	---	\$240,000	---	---	---	---	---	---
Dune cross walks & beach access ramps	---	\$400,000	---	---	---	---	---	---
Beach service building (with restrooms)	---	\$500,000	---	---	---	---	---	---
Visitor Center core permanent exhibit	---	---	\$2,600,000	---	---	---	---	---
Marsh viewing platform	---	---	---	\$530,000	---	---	---	---
Walkway from Visitor Center to East Gate	---	---	---	---	\$200,000	---	---	---
Outdoor amphitheater (100 seats)	---	---	---	---	\$150,000	---	---	---
Northern and central area restrooms	---	---	---	---	\$300,000	---	---	---
Stillwell Road small craft launch	---	---	---	---	---	---	---	\$300,000
Fishing Pier	---	---	---	---	---	---	---	\$450,000
Annual Total	\$1,160,000	\$1,590,000	\$2,600,000	\$530,000	\$650,000	\$0	\$0	\$750,000
Cumulative Total	\$1,160,000	\$2,750,000	\$5,350,000	\$5,880,000	\$6,530,000	\$6,530,000	\$6,530,000	\$7,280,000