



FORT DUPONT

2013 MASTER PLAN

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1. INTRODUCTION



Introduction

The State of Delaware Department of Natural Resources and Environmental Control (DNREC), in collaboration with Delaware City, has led a master planning process to revitalize the Historic Fort DuPont Complex into a vibrant mixed-use community, fully integrated with the adjacent Delaware City.

The 325 acre complex, designated as a National Historic District, is located along the Delaware River and is bounded by the Chesapeake and Delaware Canal on the south and the Branch Canal, currently separating it from Delaware City, on the north. It includes Fort DuPont State Park, Governor Bacon Health Center, and a complex of state-owned buildings and residences. Fort Delaware State Park sits across from the property on Pea Patch Island in the Delaware Bay. The 2013 Master Plan focuses on reuse and redevelopment strategies for the portion of the Fort DuPont Complex located northeast of Route 9.

The Fort DuPont property is distinguished by its extraordinary waterfront location, network of riverside trails, recreational amenities, and historic buildings and landscapes. It occupies a strategic location within the state and region as the northern gateway to the Delaware Bayshore, which is an ecological resource of national significance.



Fort DuPont is strategically located within the state and region as the northern gateway to the Delaware Bayshore.

The Delaware Bay's coastal marshes, shoreline, agricultural lands, and forests provide habitat for many species, including migratory shorebirds, which attract birders and biologists from around the world. Following Delaware's landmark Coastal Zone Act of 1971, more than half of the Bayshore remains protected as state and federal wildlife lands.

Under the leadership of DNREC, a diverse group of state and local stakeholders and community members have worked together to develop this Master Plan for the Fort DuPont Complex which aims to preserve the site's historic buildings and landscapes while accommodating new private sector and institutional uses to enliven the site and promote economic progress for current and future generations. The Master Plan establishes a shared community vision and implementation strategy to evolve Fort DuPont into a model "live-work-learn-play and visit" community. This long-term vision for the reuse of Fort DuPont builds upon the site's National Historic District status, the existing assets of the State Park, and the area's extraordinary cultural, natural, and recreational amenities. As Governor Markell has stated, "Fort DuPont's rich history, distinctive architecture, and abundant natural resources serve as a solid foundation for the site's rebirth."



Fort DuPont is distinguished by its historic buildings and landscapes, such as the Post Exchange Building and the Parade Ground.

“Fort DuPont's rich history, distinctive architecture, and abundant natural resources serve as a solid foundation for the site's rebirth.”

- Governor Markell



The Fort DuPont Complex, which includes the State Park, is framed by Delaware City to the west, the Delaware River to the east, and the C&D Canal to the south. The 2013 Master Plan addresses reuse and redevelopment strategies for the portion of the Fort DuPont Complex outlined in orange.

Goals & Approach

The Governor, DNREC, and community stakeholders established the ambitious goal for Fort DuPont to “come alive again as a sustainable, mixed-use community—producing jobs, revenue, housing choices, and other amenities while preserving its historic character.” The 2012 Bond Bill set out the goal to “develop a plan for the redesign and redevelopment of the Fort DuPont complex in Delaware City that encourages economic development that is compatible with current historic structures and recreational purposes.”

In the fall of 2012, DNREC, in cooperation with Delaware City, kicked off this ambitious master planning process for the reuse and redevelopment of Fort DuPont. Sasaki Associates was retained by DNREC as lead consultant for the Master Plan (planning and urban design), in partnership with HR&A Advisors (economics), Heritage Strategies (historic preservation), TetraTech (engineering), and MindMixer (online community engagement).

The purpose of the Master Plan is to assist DNREC and Delaware City in identifying specific strategies for the redevelopment of Fort DuPont, including:

- Identify and analyze an appropriate range of potential uses for the property and its historic buildings;
- Establish a long-term master plan vision for reuse and redevelopment; and
- Define a governance and implementation strategy to realize the State’s and community’s goals and aspirations for the property.

The Master Plan supports the goals of Delaware City, as outlined in its Comprehensive Plan, to “preserve the historic character of the Fort DuPont site while allowing the introduction of appropriate private or public-private uses.”

The Master Plan approach began with a program of stakeholder and community interviews and meetings to establish a set of guiding principles. An analysis of existing conditions was then carried out, including: a real estate market “scan” to assess supply and demand drivers for potential uses; a historic building assessment; a preliminary site infrastructure study of existing roads and utilities; and a site survey to delineate topography and key environmental resources. Master Plan concepts were then developed based upon the community goals, guiding principles, and analysis findings. In summary, the steps undertaken for the Master Plan include the following:

- Establish/confirm goals and guiding principles;
- Analyze existing conditions (i.e. land, buildings, and infrastructure);
- Conduct a “market scan” and identify potential uses/reuses;
- Develop/assess physical master plan concepts;
- Prepare a synthesis master plan vision for Fort DuPont; and
- Identify governance and implementation recommendations.



Master Plan Common Denominators

1

Fort DuPont will remain a public destination, with its historic, natural, and recreational resources maintained for public enjoyment.

2

Fort DuPont's National Register status will be maintained and historic building and landscape resources will be rehabilitated and reused.

3

Redevelopment and infill will be concentrated within several defined areas and will be complementary to the existing historic buildings and landscapes.

4

Fort DuPont and Delaware City will grow together as "one town" with strong physical and visual connections and complementary land uses.

5

Diverse land and building uses will be supported at Fort DuPont to achieve the shared vision for a "live-work-learn-play and visit" community.

6

As the "Gateway to Delaware's Bayshore," Fort DuPont and its open space and natural habitats will be preserved, restored, and enhanced.

7

Fort DuPont will promote walking and biking within the property, to Delaware City, and to surrounding natural resources and ecotourism amenities.

8

Opportunities for public access to the water will be expanded through new and enhanced piers, boat launches, and waterfront promenades.

9

A governance entity will be identified to ensure that activation and redevelopment of Fort DuPont aligns with the community's goals established through the master planning process.

10

Community engagement will continue to be a key component of ongoing planning for Fort DuPont's future.

Delaware River

Branch Canal

ILLUSTRATIVE MASTER PLAN

- Renovated Historic Structures
- New Development
- Marina Village







2. CONTEXT

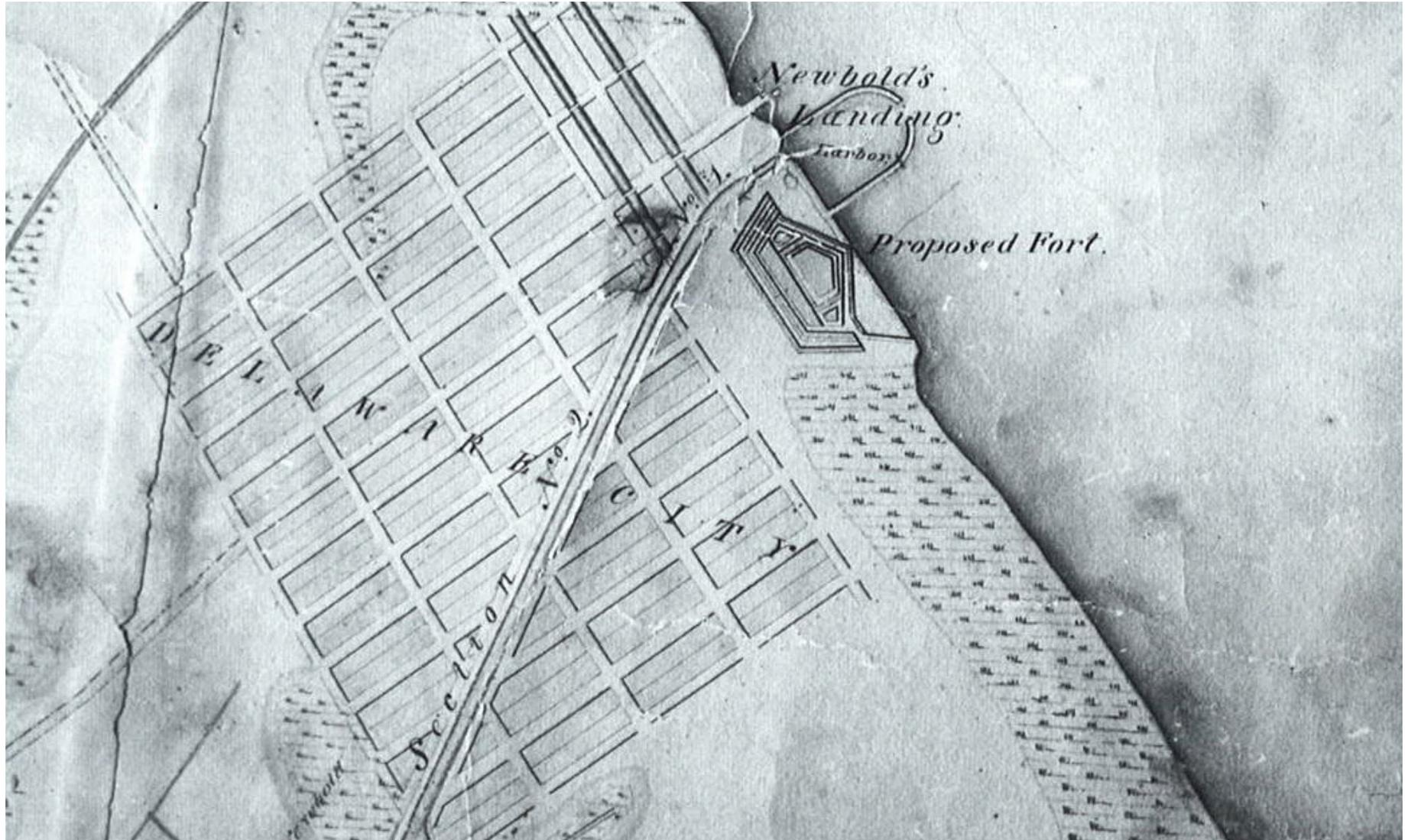
Historic Overview

Fort DuPont was commissioned in 1899 as part of the nation's coastal defense system tasked with defending the Delaware River, Wilmington, and Philadelphia from naval attack. Located near Reedy Point just south of Delaware City and the Chesapeake and Delaware Canal, the Fort is significant as part of the Endicott Period of coastal defenses that featured revolutionary advances in long range artillery.

The manpower and facilities required to support this revolutionary new weaponry resulted in the establishment of an extensive military base at Fort DuPont. Largely constructed between 1899 and 1915 in accordance with established military standards, the base consisted of fortifications, a wharf and railroad supply system, parade ground, road network, residences, administrative buildings, warehouses, workshops, stables, utilities, and other support facilities.

Following Fort DuPont's decommissioning as a coastal defense fortification in 1922, the base served as headquarters for the army's First Engineer's Regiment until 1939, at which time it transitioned into a training facility supporting the nation's war effort during World War II. The State of Delaware acquired the site in 1947 and transformed it into the Governor Bacon Health Center, envisioned as a state-of-the-art mental health facility.

Today, the Governor Bacon Health Center still operates at Fort DuPont as a long-term care facility; changes in health care philosophy and the construction of new facilities elsewhere have greatly reduced utilization of the site. Many of the buildings sit vacant. A portion of the site has become a State Park, and other areas are used by the state's Surplus Property Division.



1829 Map of Delaware City and the Proposed Fort DuPont

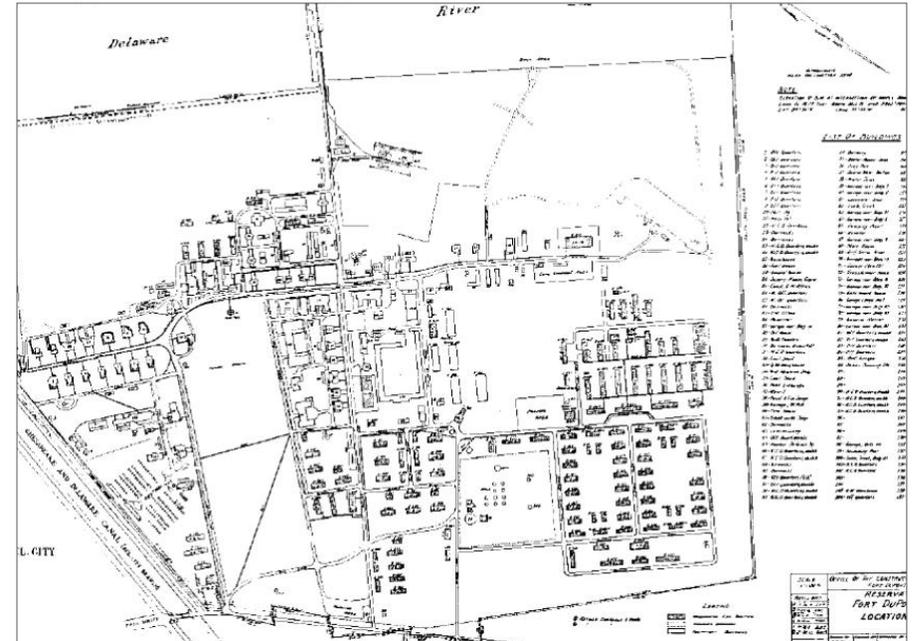
Building Assessment

As part of the Master Plan, an assessment of the existing condition of historic resources at Fort DuPont was carried out. The Historic Building Assessment documented the existing condition of the remaining historic buildings and structures and provides guidance for the rehabilitation and adaptive reuse of individual buildings as the plan is implemented.

The 1943 plan of Fort DuPont lists 136 permanent structures on the site and shows an additional 137 temporary structures for a total of approximately 273 structures existing at that time. Not including the fortifications and archeological sites, the National Register nomination for Fort DuPont lists 74 contributing historic structures remaining in 1999. That is a loss of 199 structures from those shown on the 1943 plan. Since 1999, an additional 9 structures have been demolished and 2 more are in ruin. In total, 63 contributing structures remain at Fort DuPont. The structures that survive are from all periods of the Fort's history, including:

- 29 of the surviving structures (46%) are from the Coastal Defense periods of Fort DuPont's history spanning 1898 through 1922;
- 10 structures (16%) survive from the Engineering Corps periods from 1922 through 1939; and
- 24 structures (38%) survive from the World War II period from 1939 through 1945.

The current condition of buildings at Fort DuPont is described in four categories: good, fair, threatened, and ruin. Two buildings, the Service Club (031) and Pontoon Shed (067), are shown as ruins. Fifteen buildings and structures (not including the historic fortifications) are "threatened" and require emergency stabilization and repair of their roofs if they are to be saved. Eight buildings are in "fair" condition. These buildings are vacant, not maintained, but not in imminent danger. Threatened buildings include viable and important structures such as the Barracks (053), Bakery (028), and eight Officer's and NCO Quarters (012, 013, 021, 022, 025, 026, 027, 039, and 045).



1943 Fort DuPont Plan



HISTORICAL PERIODS

- Coastal Defense (1898-1905)
- Coastal Defense Expansion (1906-1922)
- Engineering Corps (1923-1930)
- Engineering Corps-WPA (1931-1945)
- WWII (1939-45)



Good (046: Theater)



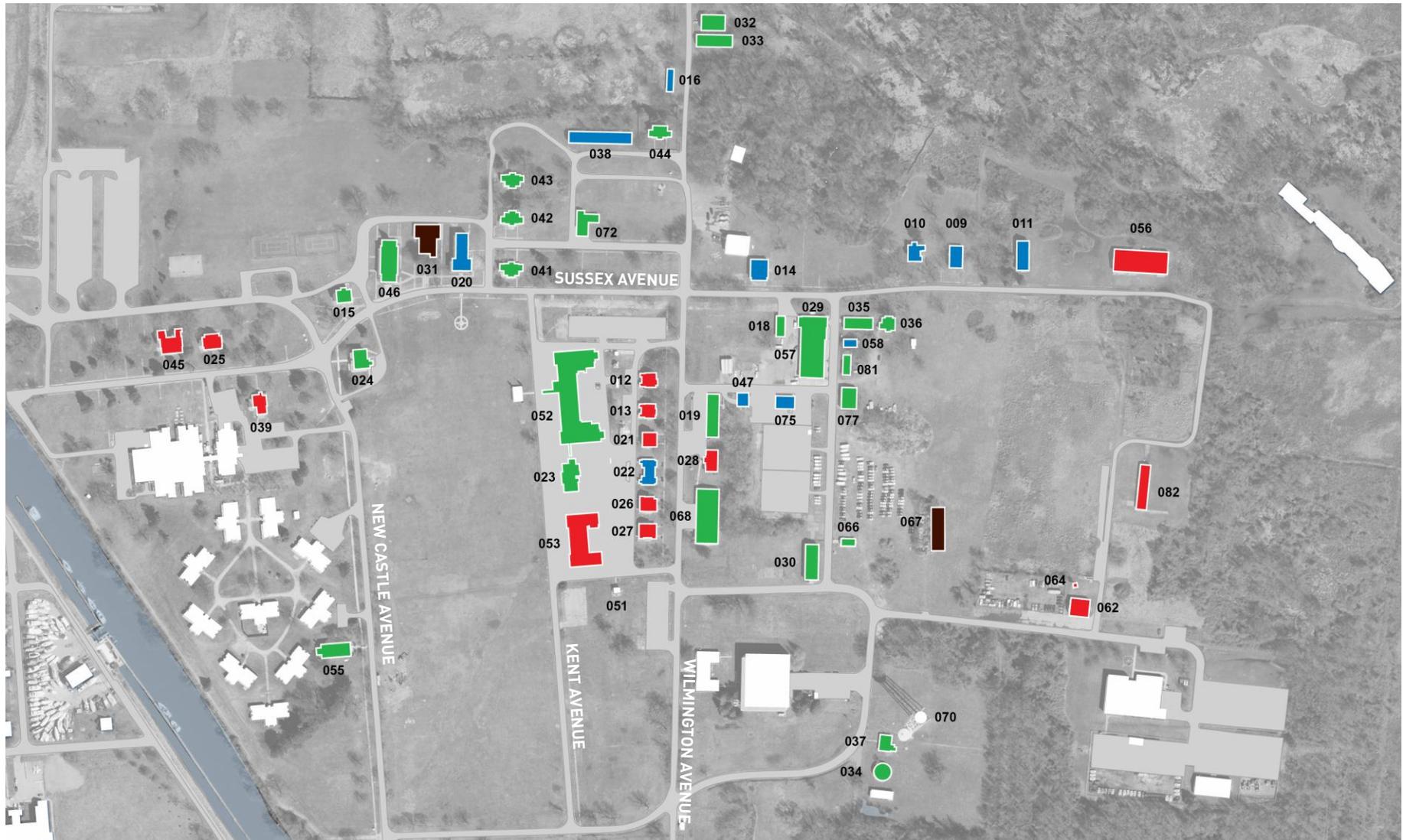
Fair (020: Post Exchange)



Threatened (053: Barracks)



Ruin (031: Service Club)



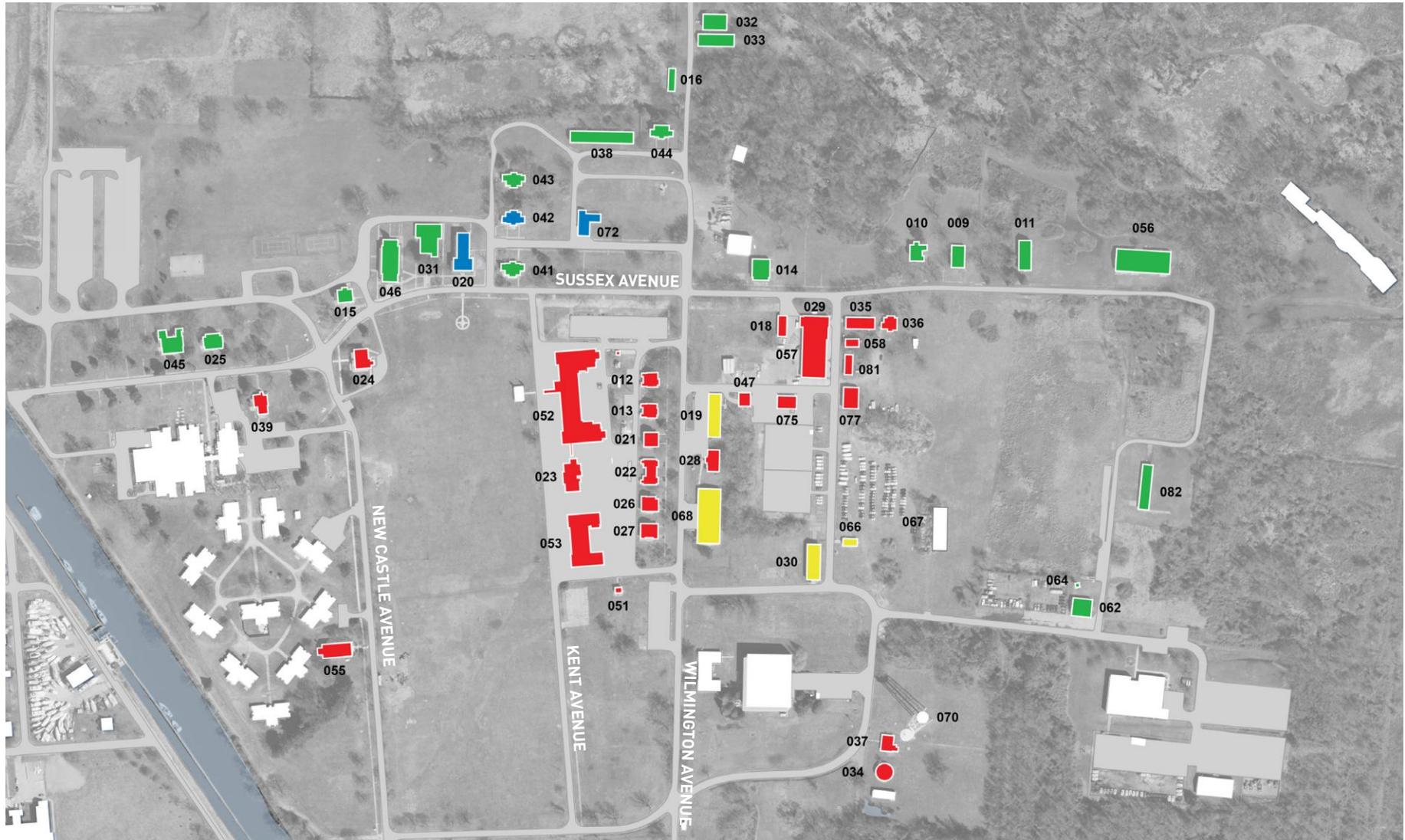
BUILDING CONDITION

- Good
- Fair
- Threatened
- Ruin

Building Responsibility & Use

Several state agencies are responsible for the buildings at Fort DuPont. DNREC is responsible for 22 buildings as well as the fortifications and other structures within the boundaries of Fort DuPont State Park. These include the three buildings (020, 042, & 072) which are leased to non-profit organizations. The Department of Health and Social Services (DHSS) has responsibility for 26 buildings as well as other structures, including the two large barracks (052 & 053). Delaware Surplus Services, a division of the Office of Management and Budget (OMB), has responsibility for 4 historic buildings on the site. Surplus Services also uses several of the open fields in the vicinity of 030 and 066 for the storage of surplus vehicles. Both Surplus Services and DHSS have constructed new buildings on the property.

Surviving historic buildings are used for a variety of purposes, including housing, administration, support, and storage. What is most notable is the number of buildings that are vacant. Of the 52 historic buildings remaining at Fort DuPont, 23 (44%) are vacant. Of these, 12 are residences.



BUILDING RESPONSIBILITY

- DNREC
- DHSS
- OMB
- Non-profit



Single/Duplex Residential (044: NCO Quarters)



Vacant (045: Officer's Quarters)



Group Residential (052: Barracks)



Storage (019: Quartermaster's Storehouse)



Administration (024: Commanding Officer's Quarters)



CURRENT USE

- Single/Duplex Residential
- Group Residential (Nursing Home)
- Administration
- Support
- Storage
- Vacant

Site Characteristics

Fort DuPont's historic building resources are complemented by its diverse natural, recreational, and cultural landscapes. Natural resources include a distinctive shoreline landscape, wetlands, and woodland vegetation and associated wildlife. Recreational resources include significant open spaces for formal and informal field sports, a network of trails, spaces for camping and picnicking, and water access for boating and fishing. The property features extraordinary visual and physical access to its framing water bodies, the Delaware River and Branch Canal. The C&D Canal Trail, when complete, will provide connection to a vast array of recreational and natural amenities. The Parade Ground, Fort DuPont's iconic historic landscape, offers recreational opportunities for large field sports, such as soccer, in addition to providing a space for historic and interpretive programming.



Fort DuPont's historic theater on the Parade Ground



The Delaware River shoreline facing north toward Delaware City



While Fort DuPont offers significant opportunities for redevelopment by virtue of its historic, cultural, and natural features, the site also poses several challenges, including the following:

- The Army landfill on site has the potential to limit or delay new recreational and redevelopment opportunities at Fort DuPont. The EPA is currently advancing its study of the landfill, including test-pit sampling of wetland and upland areas to determine the extent of the landfill and the composition of hazardous materials.
- The existing site transportation and utility infrastructure is in fair condition for its current use and will require improvements to serve redevelopment as it occurs at Fort DuPont.
- Some of the present uses on the site are incompatible with Fort DuPont's National Register status and the community's vision for mixed-use redevelopment. For example, the Gateway Foundation Alcohol & Drug Treatment Center is located within a complex of single-story concrete block structures on a key site along the Branch Canal. This site offers potential for high-quality redevelopment which would take advantage of both water views and access. The Center provides valuable services to those in need and should be relocated to a suitable site which supports its mission.

The majority of the site (approximately 300 acres) is located within the Federal Emergency Management Agency's (FEMA) designated 100-year floodplain. The property's adjacency to the Delaware River combined with its low overall site elevation creates a condition of heightened flood risk with respect to storms and sea level rise. Fort DuPont's location will require compliance with FEMA regulations throughout all phases of historic restoration and new development. State and FEMA regulations allow certain exemptions for historic structures where compliance with flood mitigation code may threaten a structure's historic character or designation. Any reuse or redevelopment project at Fort DuPont will require close review of the most recent state and federal flood mitigation regulations prior to design and construction.



Real Estate Market Scan

In order to understand land use from a real estate market perspective, an assessment (i.e. “market scan”) of potential uses, ranging from programmatic interventions to full-fledged land development, was carried out as part of the Master Plan. The real estate market scan analyzed a range of uses for their environmental and economic development goals, and for their congruence with successful approaches at similar sites elsewhere. The findings of this analysis have been informed by interviews with stakeholders and industry experts, high level market research, review of existing facilities, review of current initiatives being led by the State and other organizations, and analysis of comparable sites, facilities, and planned developments elsewhere around the country.

The market scan’s starting point was a set of goals—articulated by the State, stakeholders, and the community—for the reuse and redevelopment of Fort DuPont:

- Support additional activity at Fort DuPont;
- Leverage the success of the State of Delaware’s conservation efforts to balance access to and protection of natural resources;
- Support the economic development of Delaware City; and
- Strive to achieve on-site financial sustainability by developing sources of on- and off-site revenue.

Summary of Findings

The potential market feasibility of a variety of real estate development product types and programmatic activities that might be pursued at Fort DuPont was assessed. These uses, and their implications for Fort DuPont, include:

Marina

Occupancy at the Delaware City Marina is high and there are few full-service marinas with direct access to the Delaware River in the geographic region. An expanded Delaware City Marina or new complementary facility has the potential to attract a wide variety of recreational boating users from the Mid-Atlantic.

Additionally, a marina could serve as an amenity for upland development, while upland development could similarly generate demand for additional marina uses and slips. There is also an opportunity for the marina to serve as a host venue for waterborne activities such as fishing tournaments and other events, which would bring additional visitors to Fort DuPont and further raise interest in the property.

The existing Delaware City Marina is the only marina offering permanent wet slips within a 90 mile stretch along the Delaware Bay and River: the nearest facility to the south is 60 miles away in Milford, and the nearest facility to the north is 30 miles away in Essington, PA. Facilities elsewhere along this portion of Delaware Bay and riverfront provide dry storage facilities only. As of May 2013, the Delaware City Marina is at 97% permanent slip occupancy.

Further down the Delaware coastline in Lewes, the Indian River Marina has 274 slips and is a popular amenity to the Delaware beaches, with 66% wet slip capacity and 97% of dry storage capacity as of May 2013. The Delaware beaches attract millions of visitors annually; expanded waterborne connections from Fort DuPont to the beaches may be an opportunity to expand market awareness of the property to a broader geographic region and demographic base. Additionally, Fort DuPont’s convenient location to Maryland, Pennsylvania, New Jersey, and the broader Mid-Atlantic suggests that the potential market for transient and permanent slip users may also include the overall Mid-Atlantic region, which has also experienced an increase in vessel registrations over the past decade.

Senior Housing

Demand for a wide range of senior housing options, including active adult communities and independent living, assisted living, and full-care facilities, is steadily increasing throughout the Mid-Atlantic region. Delaware is particularly attractive due to its proximity to major population centers and relative affordability. Fort DuPont’s proximity to the Delaware River and other natural resources provides a desirable amenity that is attractive to operators and developers of senior housing facilities. In addition to providing housing options for seniors, these facilities employ healthcare professionals and a variety of support staff who would contribute to local employment growth and demand for services.

Healthcare

The local area's small population and the existence of several healthcare facilities within reasonably close geographic proximity to Fort DuPont limit the potential for an urgent care or full-service facility at the site. However, the existing Governor Bacon long-term care facility's licensing and accreditation may be an attractive asset to a long-term care operator. Such an operator may be interested in providing expanded long-term care options to complement senior housing facilities that might be developed at Fort DuPont.

Ecotourism

Given Fort DuPont's natural resources and a demonstrated demand for wildlife activities and ecotourism throughout Delaware, there may be an opportunity to leverage and advance statewide ecotourism to attract visitors to the property. Fort DuPont is geographically located at the northern border of more than 3,000 square miles of protected Delaware Bayshore ranging from Pea Patch Island to Lewes, and the property has the potential to serve as a northern "gateway" to the activities available within the Bayshore region. Real estate uses at Fort DuPont that would leverage and support ecotourism activities could include lodging, such as a hotel, conference facility and/or campsites. Additionally, there are several opportunities to develop infrastructure—such as observation decks for bird watching, piers, walking trails, kayak and boat launches, and other supportive structures—that would activate Fort DuPont and enable frequent programmed and passive use of its natural resources to attract additional visitors.

Sports and Recreation

A sports and recreation facility could be complementary to outdoor uses and bring periodic activity to Fort DuPont but is unlikely to be a consistent draw without an anchor tenant. Existing soccer and field hockey facilities within close proximity to Fort DuPont further limit the feasibility of such uses on the property. Absent sufficient regional demand for an additional large recreational facility, smaller and more passive recreational infrastructure could be developed as an amenity integrated into residential development or other real estate uses for which there is independent demand.

Corporate/Educational Campus

The Master Plan identifies several parcels of significant acreage that could be planned flexibly to accommodate a large building and/or series of buildings in a campus-like setting, which could be attractive to corporate and/or educational users. Potential benefits of such a use include significant job creation and demand for ancillary uses such as daytime retail at Fort DuPont and in Delaware City.





3. ENGAGEMENT

Community Planning Process

Community engagement has been a critical element of the planning process, which has featured public workshops, stakeholder interviews, and an interactive open forum website to provide ongoing engagement with local, regional, and state stakeholders.

The following overarching goals have guided community engagement for the Fort DuPont Master Plan:

- Engage, inform, and learn from the community and stakeholders;
- Explore ideas, principles, and goals for planning and design; and
- Build consensus for moving toward a shared vision for the future of Fort DuPont.

The master planning process featured three community workshops in Delaware City. The first of these workshops, in November 2012, was attended by more than 120 participants who were asked to answer four questions: (1) What are your greatest aspirations for Fort DuPont?; (2) What are your greatest concerns for Fort DuPont?; (3) What other places/towns/neighborhoods do you like?; and (4) In one sentence, describe your vision for Fort DuPont in...2, 5, and 10 years. Building upon this community input, the second community workshop, held in February 2013, provided further refinement to the vision and planning principles for Fort DuPont. During this meeting, approximately 100 community members worked in teams to create their preferred land use plans for Fort DuPont, using a deck of “playing cards” which featured potential land uses including: institution, housing, marina, health hub, and sports and recreation. Drawing from the community’s land use recommendations, at the third workshop in April 2013, the draft master plan was presented, and discussion tables were set up to allow public comment on the proposed planning, preservation, and real estate strategies.





COMMUNITY PLANNING EXERCISE: WHAT DID WE LEARN?

14/14

Groups want to see an educational facility at Fort DuPont

10/14

Groups want to see a marina built at the mouth of the Branch Canal

9/14

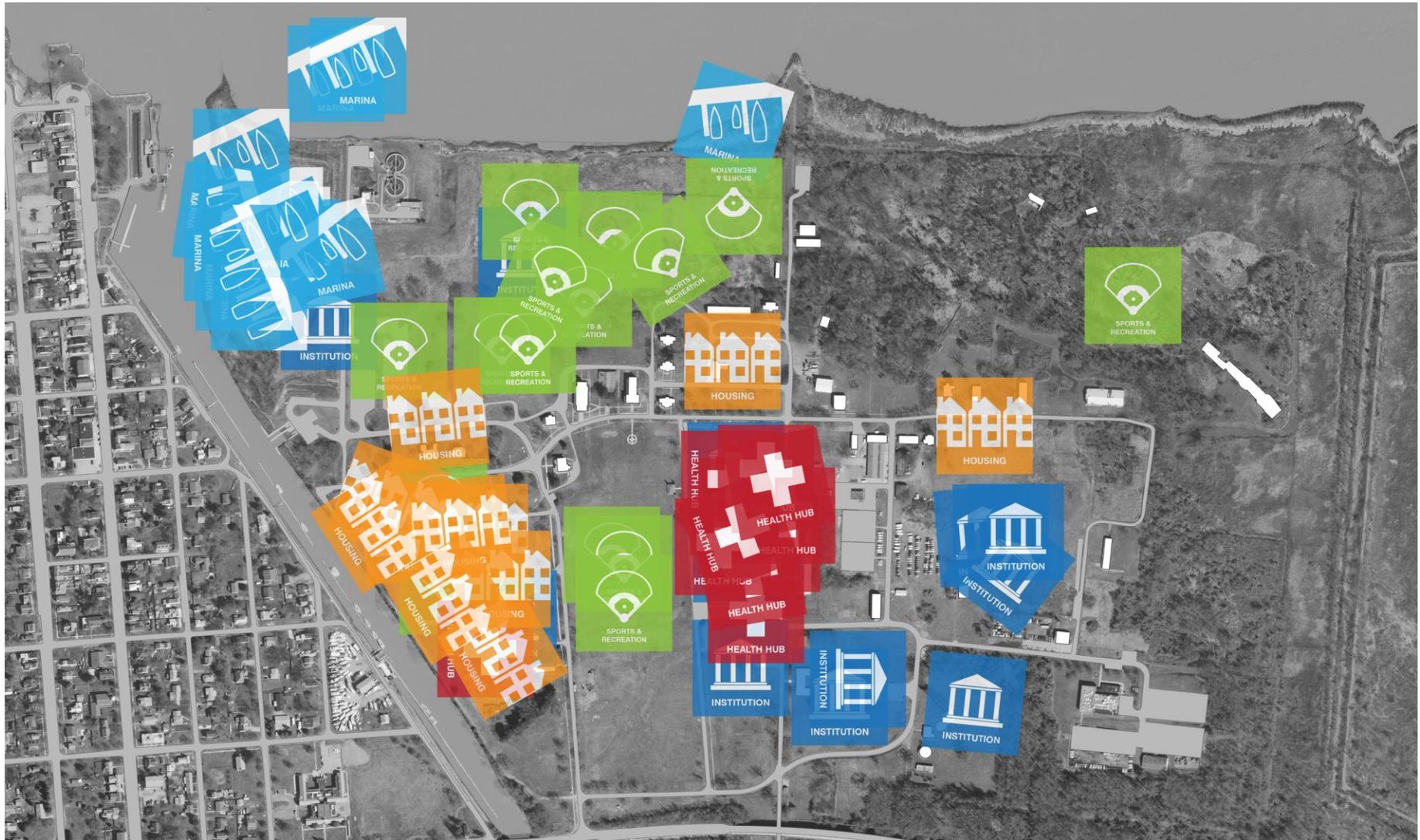
Groups want to see housing at the Gateway Center site

12/14

Groups want to see a ped-only or a vehicular & pedestrian bridge

13/14

Groups support planning for health care related uses at Fort DuPont



A compilation of community input from the interactive planning exercise shows significant agreement regarding the organization of future land uses at Fort DuPont.



Community planning exercise "playing cards"

To complement the community workshops, an interactive Master Plan website was established for the Master Plan (www.fortdupontideas.com). The website was designed to facilitate broad community engagement and allow residents and stakeholders to submit ideas, discuss the ideas of others, and prioritize public goals and initiatives. In total, 137 active participants contributed to the Fort DuPont Master Plan website, with more than 1,000 overall visitors. Over the course of the planning process, a series of open topics, polls, and survey questions were posted to the site. These questions addressed a range of community, environmental, and economic issues.

In addition to the community workshops and Master Plan website, the planning process featured individual and group stakeholder interviews. Locally, these conversations included area businesses, institutions, property owners, developers, restaurateurs, and retailers, among others. State agencies which participated in the stakeholder interviews included DNREC, the Department of Health and Social Services, the State Housing Authority, the Economic Development Office, the Department of Transportation, and the Office of Management and Budget.

FORT DUPONT

MASTER PLAN WEBSITE

user surveys

community participation at fortdupontideas.com

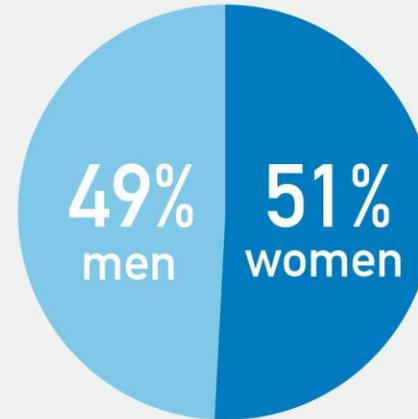
over 1,000 visitors

137 participants

48 ideas

50 comments

average age 46



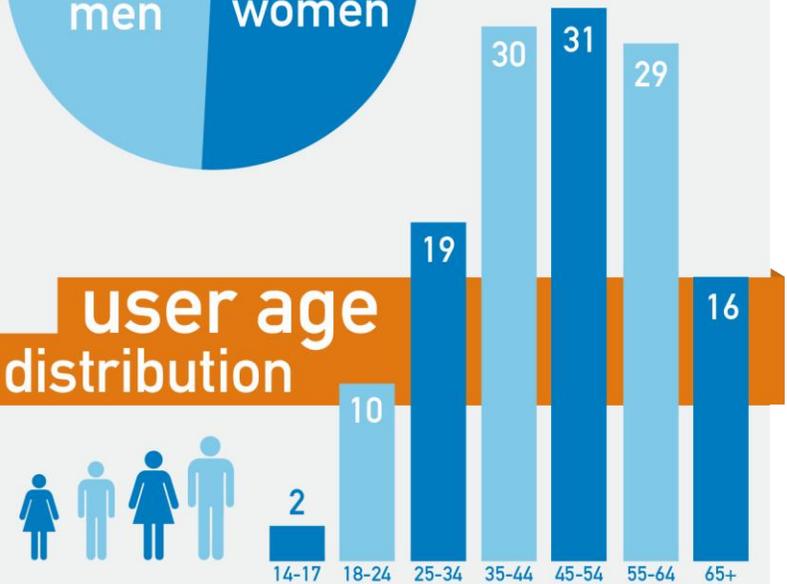
From your perspective, what are the priority issues in your community?



What are your top reasons for living in Delaware City and the Bayshore Region?



user age distribution



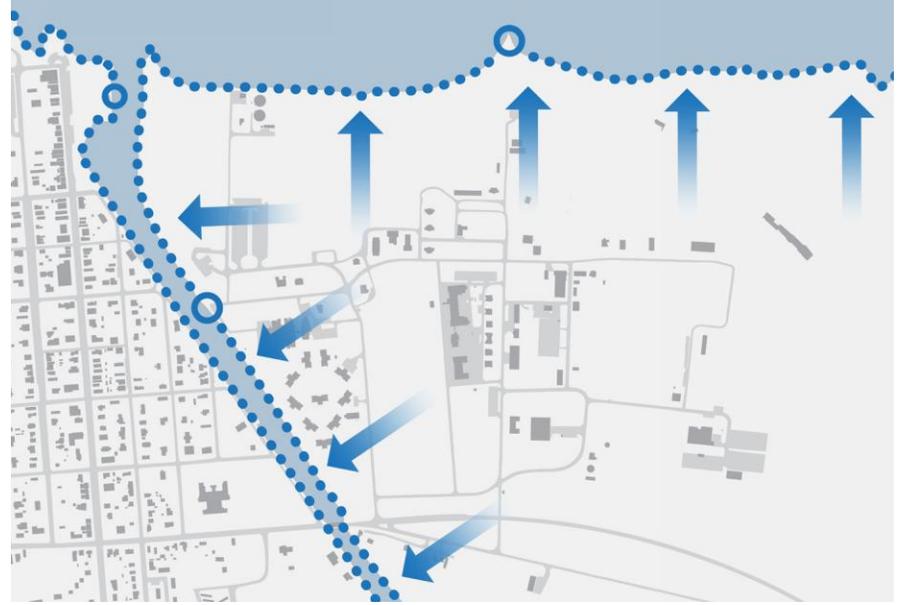
Master Plan Guiding Principles

Guiding principles for the Fort DuPont Master Plan were derived from community input during the public workshops held in Delaware City, ideas contributed to the master plan website, and the comprehensive program of stakeholder interviews. The principles are organized under the primary categories of Community, Environment, and Economic Progress, and provide a framework for evaluating future reuse and redevelopment scenarios at Fort DuPont.

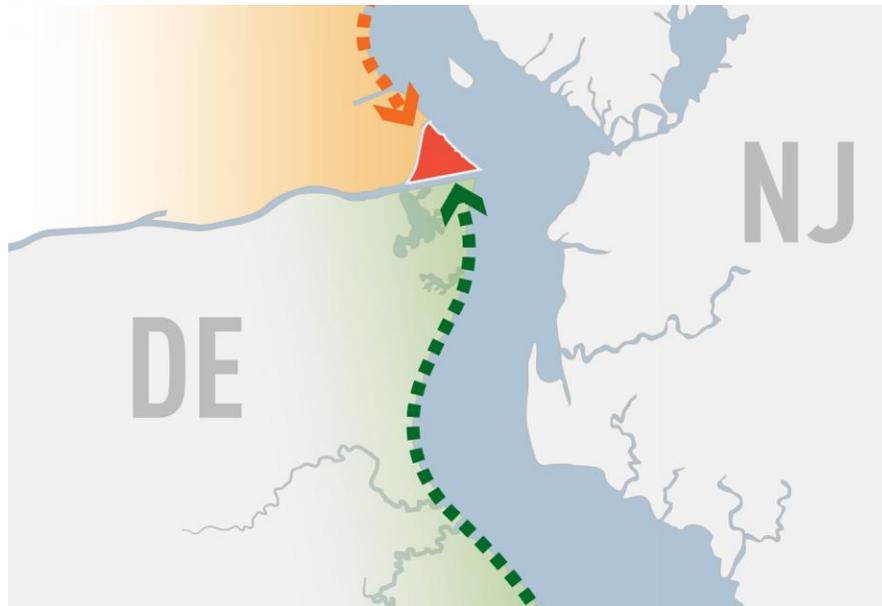




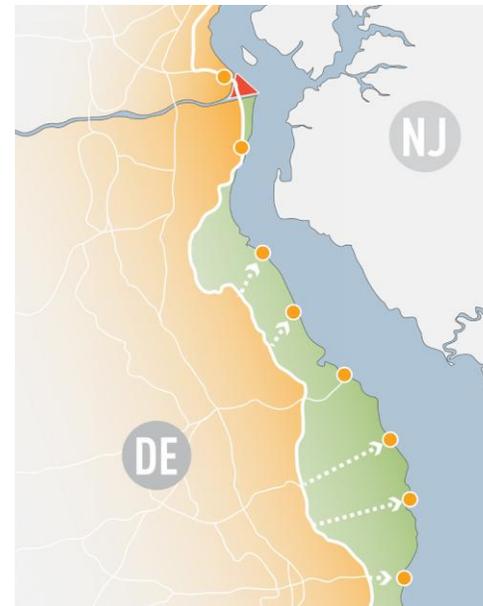
1. One Town: Connect Fort DuPont & Delaware City



2. Expand water access



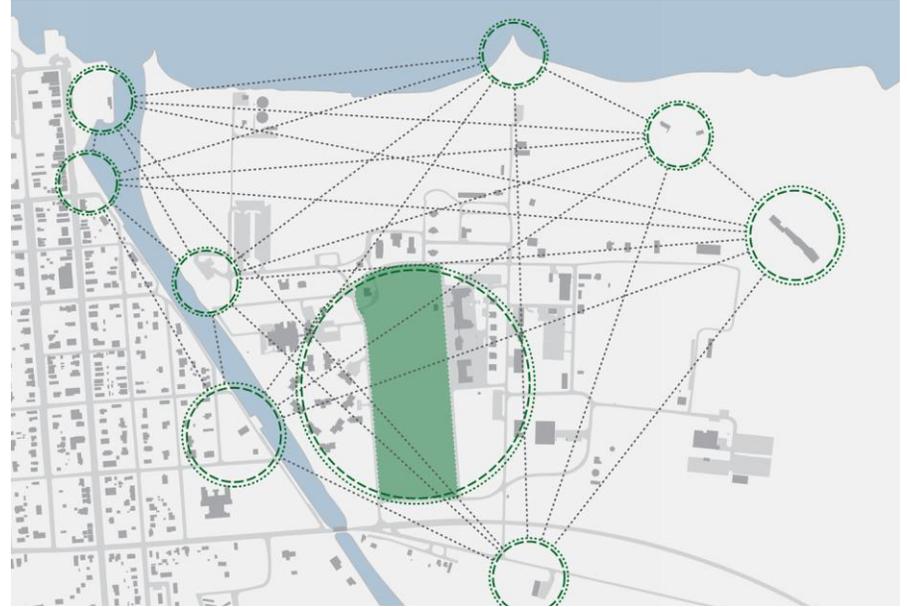
3. Define the northern gateway to the Bayshore



4. Connect to regional ecotourism assets



5. Protect & enhance natural resources



6. Amenitize, activate & link open spaces



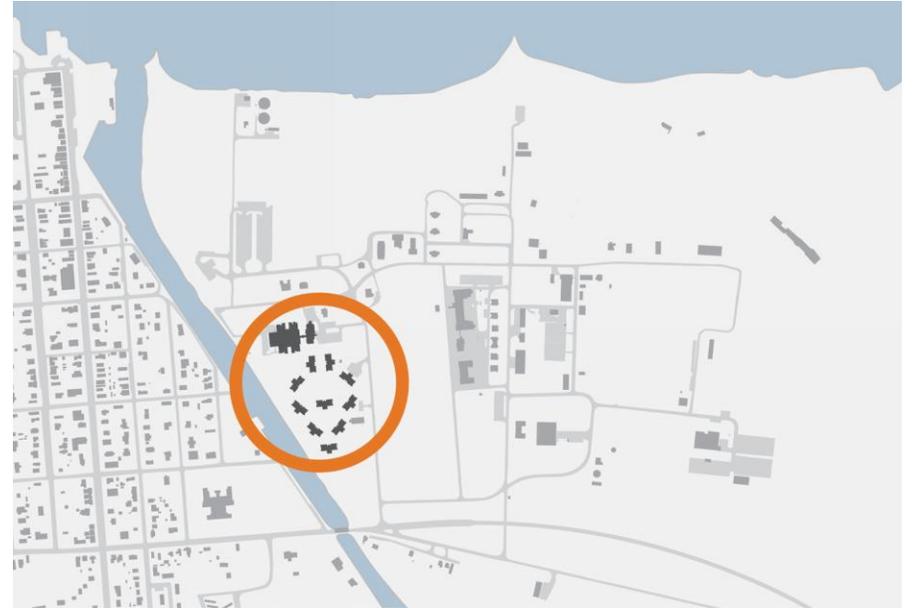
7. Address flood constraints with appropriate redevelopment strategies



8. Establish complementary land uses



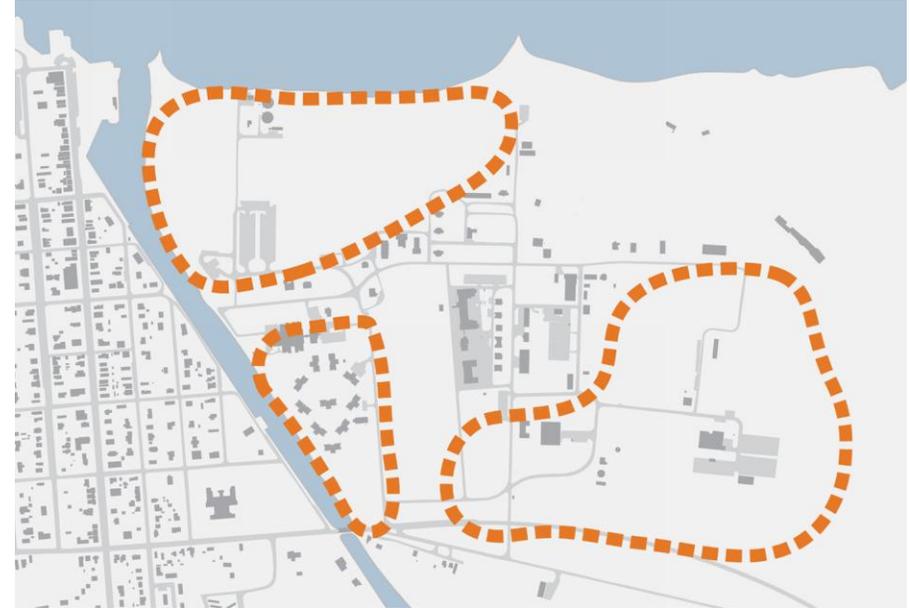
9. Stabilize & reuse historic assets



10. Identify non-compatible uses and buildings



11. Capitalize on strategic core infill opportunities



12. Identify large parcels for employment, institutional, residential, & recreational uses





4. MASTER PLAN

Master Plan Vision

“The community values its compact, walkable, interconnected layout. So too does it prize its open spaces and architectural assets.”

- Delaware City Comprehensive Plan, 2008

The 2013 Master Plan provides a flexible framework to realize State, Delaware City, and community goals for Fort DuPont. The framework provides a long-term vision and strategic recommendations for investment in public spaces, community facilities, historic buildings, and new development to establish Fort DuPont as a thriving mixed-use community in a unique historic, ecological, and recreational setting.

The Master Plan identifies several on-site anchors which may drive demand for other uses at Fort DuPont and throughout Delaware City. The vision for Fort DuPont includes a new marina at the mouth of the Branch Canal, a bridge crossing of the canal connecting the Fort to downtown Delaware City, diverse housing opportunities, restoration of historic buildings and complementary infill development, expanded outdoor recreation opportunities, environmental restoration, and opportunities for development of new research, office, and education uses.

Delaware River

Branch Canal

ILLUSTRATIVE MASTER PLAN

- Renovated Historic Structures
- New Development
- Marina Village



Historic Core

Fort DuPont's "historic core," with its Parade Ground and frame of historic buildings, is the heart of the community. Within this core, historic structures will be stabilized and adaptively reused. Vacant parcels, especially along Sussex Avenue and Officer's Row, will be redeveloped with complementary new single family and duplex residential buildings, producing a consistent scale and rhythm of development. Revitalized streets will retain their historic alignments while comfortably accommodating walkers, cyclists, and vehicles. The Parade Ground itself will be maintained as a significant open space for large scale community and recreational activities. The Governor Bacon Health Center, located along the Parade Ground, will serve an increasingly important role in the community, building upon its progressive legacy and advancing its mission to provide enhanced health care services for the twenty-first century.



Delaware River

Branch Canal

Parade Ground

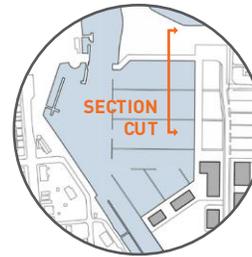


Marina Village

Inspired by an observed demand for increased marina operations, a primary Master Plan priority is the construction of a new marina at the mouth of the Branch Canal. The elevated dredge spoils site (owned by the Army Corps of Engineers) currently creates a visual barrier separating Fort DuPont from downtown Delaware City. The proposed marina will transform this barrier into a 150-slip, natural-edge marina, creating a new “front door” and icon for both the City and Fort.

The new marina, as envisioned, will play a central role in the early stages of Fort DuPont’s redevelopment, signaling growing activity and a commitment to investment at the site. A compact, pedestrian-scale Marina Village will support the marina and community, hosting marina-related facilities such as the harbormaster, boat maintenance center, and commercial spaces for suppliers. The village will be further defined by a boutique hotel with waterfront dining and a café. An ecotourism welcome center and outfitters will provide the information and equipment necessary for any resident or visitor to embark on a tour of the site, its surroundings, or the world-class ecological resources of the Delaware Bayshore. Delaware City, the marina, and the marina village will be linked by a network of walkable streets and waterfront pedestrian promenades.

Strengthening the connection between Delaware City and Fort DuPont is a top priority of the community and a guiding principle of the Master Plan. A bascule (i.e. operable) bridge is proposed, linking the activity centers of Fort DuPont and Delaware City for pedestrians, cyclists, and vehicles. The bridge will connect downtown Delaware City at 2nd Street to Sussex Avenue, formerly Officer’s Row and the historic “Main Street” of Fort DuPont.



View of the proposed marina and Marina Village with downtown Delaware City in the foreground 





Delaware River

Parade Ground

Clinton Street

Branch Canal Residential Neighborhood

A new residential neighborhood is proposed along the Branch Canal on the current site of the Gateway Alcohol & Drug Treatment Center. The neighborhood, framed by Officer's Row and the Parade Ground, will feature a variety of housing types organized in a network of walkable streets that responds to the existing street pattern of downtown Delaware City. Small-lot single family homes will be clustered around shared community greens. Larger single family and duplex homes, which derive their form and architectural quality from the Officer's Row typology, will face the Parade Ground. Higher density townhouses will face the Branch Canal along the restored Canal Street and waterfront pedestrian promenade.



View of the proposed new residential neighborhood and pedestrian promenade along the Branch Canal 



2nd Street

3rd Street

4th Street

Branch Canal

Parade Ground

Ecotourism, Lodging & Outdoor Recreation

With its extraordinary waterfront location, network of riverside trails, recreational amenities, historic buildings and landscapes, and its strategic location as the northern gateway to the Delaware Bayshore, Fort DuPont is a premier setting for a multi-use campground and retreat complex.

The Master Plan envisions such a complex activating historic and natural amenities at Fort DuPont year round. The plan depicts a series of new residential cabins clustered around a common public open space. Community dining and activity spaces will be located within the Marina Village. Residents, campers, and visitors alike will enjoy and lead performances at the Theater and learn about Delaware's military history at the Museum. The enhanced parkland along the Delaware River, including soccer fields, a baseball diamond, tennis and basketball courts, and a swimming pool, will provide the ideal setting for outdoor sports and recreation. Adjacent to this waterfront recreation zone, a network of waterfront and upland trails links wooded camping areas, historic fortifications, and the natural amenities of the State Park.

Facilities in this area could be used during the off-season months to host corporate retreats, functions, and other private events. Residential cabins can be rented to eco-tourists embarking on tours of the Bayshore.





Branch Canal

Parade Ground

Historic Fortification

Delaware River

Mixed-Use Research, Education & Residential Neighborhood

The southeastern area of the Fort DuPont property provides the flexibility to accommodate a range of uses and development opportunities as they emerge. The Master Plan suggests a parcelization strategy which locates larger footprint users along the perimeter of the site, framed by woodlands and protected wetlands, while smaller footprint users may be located in closer proximity to the historic core. Several potential site “anchors” have been evaluated during the planning process, including healthcare, educational, and corporate facilities. These uses, among others, have unique land requirements which will be defined at the site development scale when specific projects are proposed.



View of the southeastern quadrant of the Fort DuPont property which is well-suited to a mix of research, education, and residential uses 

Delaware River



Route 9

Pedestrian & Vehicular Circulation

Road Improvements

1 Retain and repair existing roadways

Fort DuPont's historic character is rooted in the alignment of its historic roadways. Retaining this alignment and upgrading existing roads will be vital to maintaining Fort DuPont's sense of place.

2 Reconstruct Canal Street

The Branch Canal is a valuable asset for both Fort DuPont and Delaware City. The Master Plan recommends the reconstruction of Canal Street along the Branch Canal for vehicular circulation and to provide a public waterfront promenade for pedestrians and cyclists. A public right of way along the canal will frame redevelopment opportunities while ensuring the maintenance of public access to the waterfront.

3 Construct a pedestrian & vehicular bascule bridge to connect Delaware City and Fort DuPont at Officers' Row

Improving access to Fort DuPont for pedestrians, bicycles, and vehicles (including public safety access) is an important component of the site's renaissance as a dynamic mixed-use community. Realizing the community's goal that Fort DuPont and Delaware City become "one place" will require strengthened physical connections between the two. The Master Plan recommends the construction of a bascule (i.e., operable) bridge across the Branch Canal. The proposed bridge will link Sussex Avenue (Fort DuPont's historic "Main Street") and the proposed Marina at the mouth of the Branch Canal with Delaware City's business district. An operable bridge is suggested in order to preserve boat access to the existing Branch Canal Marina.

4 Provide a minimum 10' wide pedestrian and bicycle zone on all bridges

A minimum 10' wide pedestrian and bicycle zone should be provided on all bridge crossings of the Branch Canal in order to encourage pedestrian and bicycle connectivity between Delaware City and Fort DuPont. This recommendation is applicable to the proposed new bridge as well as future renovation of the existing Route 9 crossing of the canal.

Delaware River



3 4

1

2

4

9

Pedestrian Circulation Improvements

1 Develop a continuous pedestrian promenade along the Branch Canal and Delaware River

Connecting residents and visitors to the water is a guiding principle of the Master Plan and a key component of creating a pedestrian-friendly community at Fort DuPont. The Master Plan recommends the development of a continuous pedestrian promenade along the Branch Canal and Delaware River, linking existing/proposed segments of the C&D Canal Trail and existing woodland trails at Fort DuPont. In addition to connecting existing natural and cultural community assets, a continuous pedestrian network will support and link opportunities for outdoor recreation, waterfront dining, and ecotourism as a continuous “Delaware City & Fort DuPont experience.”

2 Enhance the interpretive trail system and connect to the park beyond Route 9

Fort DuPont’s cultural landscapes and natural environment are integral to the Fort’s identity and are valuable resources to the local, regional, and state-wide communities. Enhancing and expanding the existing woodland trail system will allow more residents and visitors to explore these environments. Connecting existing and proposed woodland trails with the broader network of open spaces, historic structures, and natural and recreational amenities at Fort DuPont, including State Park lands west of Route 9, will promote a coordinated visitor experience at Fort DuPont. Enhancements to the interpretive trail system also provide an opportunity to further define Fort DuPont as the northern gateway to the Delaware Bayshore and its significant ecological resources.

3 Connect to the C&D Canal Trail

In 2012, the state began implementing its ambitious plans for a multi-use recreational trail along the C&D Canal. When complete, the C&D Canal Trail will extend sixteen miles, connecting Delaware City and Fort DuPont to Chesapeake City, Maryland. The trail will enhance access to the region’s extraordinary ecotourism assets and provide a shared resource for pedestrians, cyclists, and birders, among others.

4 Expand access to the water through boat launches, piers, and pedestrian promenades

Fort DuPont’s proximity and relationship to the water is a defining element of its history and future growth. Expanding access to the canal and river for boating, fishing, and other recreational activities is a priority of the community. In addition to the development of a continuous pedestrian promenade and trail network, the Master Plan recommends the reconstruction of the historic pier at the terminus of Wilmington Avenue, a second pier and viewing platform along the Delaware River, and an enhanced boat launch in its current location on the Branch Canal between the proposed marina and bridge crossing. These facilities will serve the sporting and recreational needs while contributing to Fort DuPont’s identity as an ecological and recreational community.

Delaware River



CIRCULATION

- Primary Streets
- Bridge Connection
- Walking Path/Trail
- Boardwalk
- Open Space

Open Space & Community Facilities

1 Protect wetlands

As part of the Master Plan analysis, a detailed site analysis of existing conditions was performed. Wetlands have been mapped, and are to be protected from adverse impact in any future redevelopment scenario.

2 Provide a significant landscape buffer along the Delaware River

The Master Plan recommends a significant landscape buffer along the Delaware River. This landscape zone includes a range of low impact uses including playfields and outdoor recreation, informal parkland, woodland, trails, and historic fortifications, and is intended to feature best practices in landscape management. Adaptive reuse and infill development are focused within the historic core of the property around the Parade Ground.

3 Remove invasive plant species and restore the shoreline

Over the years, a highly disturbed vegetative plant community has established itself on the property. The landscape should be rehabilitated with native plant communities appropriate to the riverside ecology. Rehabilitated landscapes should be managed for wildlife habitats.

4 Preserve fortifications and reestablish key views

Fort DuPont began its role in American military defense history over one hundred years ago. The Endicott Era fortifications at Fort DuPont were constructed in 1899. These fortifications remain today and should be preserved, conserved, and interpreted. Key views to Fort Delaware and downriver should be maintained and enhanced for interpretive purposes.

5 Protect the archaeological site along the Branch Canal

A brick house, known as “Wingate House,” was constructed c1830-37 along the canal. State historians believe it was owned by an abolitionist doctor residing elsewhere and may have been used by the Underground Railroad. The house was incorporated into the fort, is visible on the 1943 Fort DuPont plan, and was demolished in 1970. The Wingate House site should be protected while its archaeological significance is further defined.

6 Preserve the Parade Ground as an open lawn for recreational use

The large rectangular Parade Ground should be preserved as open lawn within its bordering roadways. Passive and active recreational uses that can be performed on the lawn without permanent structures are appropriate future uses for the space. In addition to its role as the keystone anchoring Fort DuPont’s historic street network and building layout, the Parade Ground currently serves local and regional communities as a recreational activity center.

7 Create a multi-use recreational field area along the Delaware River

A major component of Fort DuPont’s future will be the activation of the site for recreational and sports use. The Master Plan recommends that the large open field area along the Delaware River be used for a mix of outdoor recreational uses. The plan depicts a complex of multi-use fields, tennis courts, and other open areas which may accommodate a range of activities, programming, and events. The recreational field area supports the plan’s goal of maintaining a landscape of public uses and access along with water.

8 Construct a new marina at the mouth of the Branch Canal

Market demand for an expanded marina at Fort DuPont/Delaware City is strong. The Master Plan recommends the construction of a new marina at the mouth of the Branch Canal, a site which the community and stakeholders enthusiastically supported during the master planning process. The new marina will supplement the existing marina operation along the Branch Canal, further define Delaware City and Fort DuPont as a regional boating destination, and serve as an anchor for related commercial, residential, and recreational activity. The proposed site is controlled by the Army Corps of Engineers and utilized by Delaware City for disposal of dredge spoils. Additional study will be required to address environmental, land transfer, and operational issues related to the change of land use.



Delaware River

view

view

8

2

7

4

5

6

1

9

Branch Canal

0 150 300 600 ft

Land Use

LU-1

Stabilize and reuse existing historic buildings for a mix of uses

The most critical need for Fort DuPont's historic buildings is short term stabilization. Maintaining the historic character of Fort DuPont is critical to the property's renaissance as a vibrant live/work/learn/play community. The Master Plan includes a comprehensive assessment of the condition, significance, and reuse suitability of Fort DuPont's historic buildings. While many buildings may be rehabilitated to their original use, buildings with flexible floor plans may take on new uses over time.

Focus complementary infill development in the "historic core"

The Master Plan recommends the strategic introduction of new pedestrian scaled buildings along key streets in this historic core of Fort DuPont. To reinforce and restore the fabric of the site, infill should be concentrated primarily along Sussex, Wilmington, and New Castle Avenues. New structures in this area should be designed with sensitivity to the scale, form, and character of existing buildings.

Establish an "activity hub" at the historic Theater and Post Exchange

Several aspects of Fort DuPont's renewal will be inspired by its historic development patterns and uses. The Theater and Post Exchange (PX), for example, are iconic buildings at the head of the Parade Ground which contribute to Fort DuPont's unique identity and sense of place. Their reuse as a contemporary "activity hub" is a priority of the community. The PX is part of a proposal by the Delaware Military Heritage & Education Foundation to create a Delaware Military Museum at Fort DuPont.

Remove the deteriorated Service Club

The Master Plan assessment of Fort DuPont's historic structures identified the Service Club, between the Theater and Post Exchange, as a "ruin." The lightly constructed, wood framed building's roof, walls, and floors are collapsing and cannot be salvaged without complete dismantlement. The building should be documented before its removal (the Master Plan building assessment may suffice). The site would be suitable for a new building, which could be wood and scaled similarly to the Service Club, or a new contemporary building could be introduced with character and use compatible with the Theater and PX.

Delaware River



LU-1

Activity Hub

Sussex Avenue

Service Club

Branch Canal

LU-2

Remove non-compatible uses and buildings

The Gateway Foundation Alcohol & Drug Treatment Center along the Branch Canal has been identified by local residents, stakeholders, and planners as a use that is incompatible with Fort DuPont's National Register status and the community's goal for Fort DuPont to become a vibrant mixed-use community. The Master Plan recommends the relocation of the Gateway Center off-site, the removal of its existing buildings, and the redevelopment of this valuable waterfront property for a public promenade along the Branch Canal and a mix of neighborhood uses.

“Extend the grid” of Delaware City to create a new Branch Canal residential neighborhood

The historic 1829 map of the proposed Fort DuPont shows a unified grid of streets connecting the Fort and City physically and visually across the Branch Canal. One of the community's guiding principles for the Master Plan is the consideration of Fort DuPont and Delaware City as a single, integrated place with complementary uses. The Master Plan recommends that the street grid and residential land use of Delaware City be reflected across the canal at Fort DuPont, establishing an organizational framework for future redevelopment which speaks to the “original plan” for the city and reinforces the physical and visual connections across the canal.

Delaware River



LU-1

LU-2

Branch Canal

LU-3

Develop a Marina Village with lodging, restaurant(s), and outfitters to support the emerging ecotourism hub.

A new marina at the junction of the Branch Canal and Delaware River is proposed as the first “big move” of the plan, complementing the ecotourism assets of the site and catalyzing broad interest in its redevelopment. The Master Plan recommends focusing supporting commercial and community uses in a compact, walkable “Marina Village” adjacent to the waterfront. The Marina Village may accommodate a range of uses, including lodging, waterfront dining, and outfitters to support the marina and the emerging ecotourism activities, and a variety of community facilities, including a potential visitors center. With the proposed bridge connection across the canal, an “activity loop” is created which connects Delaware City’s central business district, the proposed marina, and the complementary uses at the Marina Village.

Develop a multi-use campground and retreat/conference facility

Fort DuPont is an ideal setting for a multi-use campground and retreat complex. Such a complex can be operated year round and make use of the recreational fields and sports venues, water access, and natural areas on site for a variety of outdoor activities. Facilities could be used during the off-season months to host corporate retreats, picnics, functions, conferences, conventions, and other private events. Cabins could remain open throughout temperate months and be rented to tourists/families embarking on tours of the Delaware Bayshore. The campground and retreat facilities may be constructed in a manner that is “light on the land” in keeping with their location proximate to the Delaware River.

Delaware River



LU-3

LU-1

LU-2

LU-4

Reserve land for future mixed-use development (e.g. research, office, education, housing, etc.)

The Master Plan provides a flexible framework to accommodate a range of potential uses. Several potential site “anchors” have been evaluated during the planning process, including healthcare, educational, and corporate facilities.

These uses, among others, have unique land requirements which will be defined at the site development scale when specific projects are proposed.

The southeastern portion of the Fort DuPont property provides the flexibility to accommodate a range of uses and development opportunities as they emerge. The Master Plan suggests a parcelization strategy which locates larger footprint users along the perimeter of the site, framed by woodlands and protected wetlands, while smaller footprint users may be located in closer proximity to the historic core. A range of uses, from employment to education and senior housing are appropriate in this area.

Delaware River



LU-3

LU-1

LU-2

LU-4

Historic Building Rehabilitation

Recommendations for rehabilitation and adaptive reuse, and treatment recommendations for historic building components and fabric, are contained within the Fort DuPont Historic Building Assessment, 2013, which is part of the Master Plan Technical Appendix. The Historic Building Assessment provides initial guidance during implementation of the Master Plan with respect to individual buildings and points to the need for more detailed investigation and assessment of conditions and development of appropriate treatments during the design and construction processes for each building.

The most critical need at Fort DuPont related to historic buildings is for short-term, ongoing maintenance so that more buildings are not lost. Most of the buildings at Fort DuPont were very well constructed. Vacant buildings have survived because of the quality of their construction. The master planning process is intended to put Fort DuPont on a path to renewed vibrancy, and the reuse and appropriate treatment of historic buildings at Fort DuPont will be an important part of the site's rehabilitation strategy.



Overarching reuse and treatment recommendations for Fort DuPont's historic buildings are summarized below.

Treatment Approach

- Identify compatible uses;
- Rehabilitate interiors to accommodate new uses retaining as much historic fabric as possible;
- Rehabilitate exteriors to historic conditions; and
- Restore exterior features in select cases.

Key Treatment Recommendations

- Retain slate roofs – asphalt roofs remain where they exist;
- Rehabilitate exterior features – especially wood eaves and porches;
- Retain existing windows – use exterior storm windows;
- Rehabilitate existing features – porches; and
- Use historic colors.

Key Considerations

- Fortifications are key assets in poor condition;
- Special and unique buildings require creative uses;
- Possible building removal includes garages and warehouses that are not adaptable;
- Need for emergency stabilization, notably the roofs of threatened buildings;
- Treatment guidelines for existing buildings should be developed; and
- Design guidelines for new construction should be developed.





Fort DuPont and LEED ND

Fort DuPont has the potential to become Delaware's first LEED for Neighborhood Development (LEED-ND) community. Aiming for LEED-ND may attract real estate developers experienced in sustainable development and building practices. LEED-ND is a relatively new LEED rating system that takes into account the entire context of a residential, commercial, or mixed use development project and its relationship to its natural surroundings and the existing built environment.

There are three stages of certification for LEED-ND, and Fort DuPont could achieve one or all three of them:

- **Conditional Approval.** Optional for any projects at any point before the entitlement process begins, or when no more than 50% of a project's total new and/or renovated square footage has land-use entitlements to use property for the specific types and quantities of residential and non-residential land uses proposed. Basically, the design is being certified.
- **Pre-certified LEED-ND Plan.** Available after 100% of the project's total new and/or renovated building square footage has been fully entitled by public authorities; no more than 75% of the total square footage can be constructed.
- **LEED-ND Certified Neighborhood Development.** Occurs when the project can submit documentation for all prerequisites and attempted credits, and when certificates of occupancy for buildings and acceptance of infrastructure have been issued by public authorities.

The potential for Fort DuPont to earn LEED-ND certification assumes that the new crossing of the Branch Canal will remain an integral part of the plan going forward. LEED-ND requires a certain level of density (the prerequisite in this case is 7 units per acre) and connectivity (number of intersections per square mile). Also, points are awarded for proximity to diverse uses, which already exist in Delaware City.

Fort DuPont meets very critical LEED-ND criteria for being an "infill" site. This designation is a fast track to many more LEED-ND credits. For example, an infill site that is also a previously developed site earns 5 points under the Preferred Locations credit category.

Based on the Master Plan, the site also meets prerequisites for the protection of ecological communities and wetlands/water bodies. LEED-ND allows construction in a floodplain if the project is an infill or previously developed site, provided that National Flood Insurance Program and FEMA guidelines are met, particularly for construction of any "critical facility" such as a hospital, sewage treatment facility, or police station.

LEED-ND awards credits for other attributes that are likely to be located near the residential portion of the project: bicycle networks, walkable streets, mixed-use neighborhood centers, brownfields redevelopment, access to civic and public spaces, access to recreational facilities, existing building reuse, historic resource preservation and adaptive use, and tree-lined and shaded streets, among other attributes.

With planning and attention to the LEED-ND rating system, other sustainable practices and credits could be achieved at Fort DuPont, such as: local food production, heat island reduction, on-site renewable energy, solar orientation, and light pollution reduction. Forty points are required to earn basic LEED-ND certification; fifty points are required for Silver; 60 points are required for Gold; and 80 points are required for Platinum.

Delaware could create a model sustainable community at Fort DuPont by committing to the principles of LEED-ND. Such a community would be an attractive asset to Delaware City and the surrounding area and a landmark within the state.







5. IMPLEMENTATION

Redevelopment Scenarios

The Master Plan has explored a range of potential redevelopment scenarios, governance structures, and implementation priorities. Recommendations focus first on a strategy of site activation and second on a strategy of land development. A public land development entity should be established to lead and oversee site activation and the creation of value at Fort DuPont. This chapter explains the analysis of roles, sources of funding, and organizational considerations that should be taken into consideration in forming such an entity. Successful entities at other sites have ranged from public or quasi-public stewards to privatized development companies. Determining the entity best suited to Fort DuPont depends on the core capacities desired and the types of funding available.

Given the findings of the market scan and governance considerations, four potential scenarios have been identified for the redevelopment of Fort DuPont:

1. Status quo
2. Land sale for housing
3. Site activation and branding
4. Anchor attraction and job creation



Scenario 1: Status Quo

Under the “status quo” scenario, no new facilities construction, land development, or programming are carried out at Fort DuPont.

Currently, the State funds the approximately \$450,000 annual budget for Fort Delaware, Fort DuPont, and Port Penn. Of this, \$325,000 is allocated to Fort Delaware, \$80,000 to Fort DuPont, and \$45,000 to Port Penn. This funding is used for maintenance and programming. Under the current operating and capital budget, visitation at Fort DuPont is low and many facilities are in need of repair. While Fort DuPont is focusing most of its budget on maintaining open space and providing educational programming, the property is encumbered by deteriorating structures, minimal access to historic buildings, invasive flora, and minimal wayfinding or infrastructure for activities (aside from the walking trails and gun battery tours, which are self-guided). This situation is unlikely to change without some intervention, and there will likely be no new net economic benefit to either the State or Delaware City.



OPEN SPACE
MAINTENANCE



WALKING TRAIL
MAINTENANCE



HISTORIC STRUCTURE
MAINTENANCE



EDUCATIONAL
PROGRAMMING

Scenario 2: Land Sale for Housing

Under this scenario, strategic portions of land are developed with residential development as a first step toward site activation.

Land sale for residential development in general can be a challenging prospect, and this is particularly evident at Fort DuPont. The value of land increases with the amount of upfront investment in the land by the current landowner/seller. Preparing land at Fort DuPont for residential disposition will likely involve the following steps:

1. Identify parcels to sell as buildable lots;
2. Enable transfer of land ownership from Delaware State Parks for individual homeownership;
3. Market land parcels to residential developers;
4. Potentially contribute to infrastructure costs; and
5. Execute land sale transaction with selected developer.

Preparing the land from both a regulatory and physical site perspective will require, at a minimum, permits and approvals from appropriate regulatory bodies, commissioning of design, selection of contractors, and management of a closeout process. All of this will likely take two to three years, a timeframe which, in and of itself, will reduce the State's return. At the end of this process, the Fort DuPont property will emerge into an uncertain market. The alternative is to attempt to sell the land unimproved, at lower risk but much lower return.

Residential development at Fort DuPont will compete with sites that are both closer to employment centers and offer more amenities. Further, if development were to be successful, a potential land sale may not generate a significant amount of revenue to the State; assuming the land is entitled, but not yet "shovel ready" and still in need of infrastructure hookups, land in Delaware typically retails for 11% of home sale value.

For entitled land without infrastructure, the State may expect to earn \$1.2 million to \$3.0 million in revenue, or the equivalent of 2-6 years of current operating costs of Fort DuPont, Fort Delaware, and Port Penn.

Finally, housing development as a first step may not produce the levels of activity and the natural constituency necessary to generate activity and bring attention to the property. Early housing development may also forgo an opportunity to offer new programming options or anchor attraction and job creation at Fort DuPont.

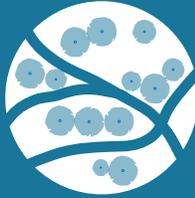
Potential Proceeds from Sale of Entitled Land in Need of Infrastructure

	Low	High
Sales price	\$180,000	\$450,000
Land retail %	11%	11%
Revenue per sale	\$19,800	\$49,500
Number of homes sold	60	60
Total revenue	\$1,188,000	\$2,970,000

REDEVELOPMENT SCENARIO
2
LAND SALE FOR HOUSING



OPEN SPACE
MAINTENANCE



WALKING TRAIL
MAINTENANCE



HISTORIC STRUCTURE
MAINTENANCE



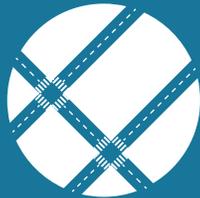
EDUCATIONAL
PROGRAMMING



PARCELIZATION OF
LAND FOR SALE



PERMITS &
APPROVALS



INFRASTRUCTURE



HOUSING
DEVELOPMENT

Scenario 3: Site Activation & Branding

Under the site activation and branding scenario, a range of diverse activities is brought to Fort DuPont, and historic assets are better maintained and leveraged, potentially bringing a dramatic increase in visitation. This scenario may also increase awareness of the Fort DuPont property as a potential development opportunity.

Site activation is a broad term to describe programming, activities, and events that may take place on the site. Ecotourism, for example, is a strong potential use for the area, should the right investments be made in amenities and facilities. Other activities could include campgrounds, festival grounds, concert and performing arts venues, sporting events, and temporary and/or permanent art installations.

The site activation approach would require the guidance of a governance entity that is capable of both developing and implementing programming and activities, as well as soliciting and managing operations and maintenance funding from various sources. This will also likely require an entity capable of building and maintaining basic activity-related infrastructure—such as grounds and stages—as well as supplementing the existing State Park’s operations and maintenance needs. There is also a possibility that the basic infrastructure necessary will be a State investment.

With an entity in place bringing in diverse and consistent activity to Fort DuPont, greater awareness of the property can be generated, and the potential for land development—both for housing and anchor development—may be bolstered significantly.

REDEVELOPMENT SCENARIO
3
SITE ACTIVATION & BRANDING



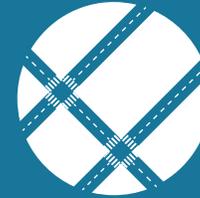
GOVERNANCE
ENTITY



HISTORIC
STRUCTURE REUSE



HISTORIC
STRUCTURE
MAINTENANCE



INFRASTRUCTURE



OPEN SPACE
MAINTENANCE



INVASIVE SPECIES
MITIGATION



WAYFINDING



ECOTOURISM



SPORTS & ACTIVE
RECREATION



CAMPGROUND



CONCERTS &
PERFORMING ARTS



ART
INSTALLATIONS



EDUCATIONAL
PROGRAMMING

Scenario 4: Anchor Attraction & Job Creation

In this scenario, a major anchor is attracted to Fort DuPont and generates significant economic and land development.

Several potential anchors have been explored as part of the Master Plan, including a marina, healthcare facility, corporate/educational campus, and sports facility. In addition, a government entity(ies) could locate at Fort DuPont if it met institutional and Master Plan goals. Each of these potential uses comes with its own benefits and challenges, though many are unlikely without first pursuing a site activation strategy.

The anchor attraction strategy also requires a development entity capable of attracting an anchor, parceling land, marketing the site, contracting and negotiating with designers and developers, and providing for community and government involvement and advocacy. This requires an entity capable of securing and managing capital funding, and managing potential large, complex development projects.

— REDEVELOPMENT SCENARIO —
4
— ANCHOR ATTRACTION & JOB CREATION —



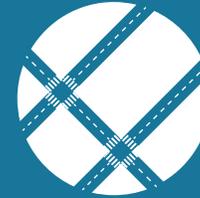
GOVERNANCE
ENTITY



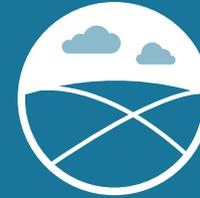
HISTORIC
STRUCTURE REUSE



HISTORIC
STRUCTURE
MAINTENANCE



INFRASTRUCTURE



OPEN SPACE
MAINTENANCE



INVASIVE SPECIES
MITIGATION



WAYFINDING



ECOTOURISM



SPORTS & ACTIVE
RECREATION



CAMPGROUND



CONCERTS &
PERFORMING ARTS



ART
INSTALLATIONS



EDUCATIONAL
PROGRAMMING



MARINA



HEALTHCARE
FACILITY



EDUCATIONAL
INSTITUTION



COMMERCIAL

Governance

Core Capabilities of Governance Entity

A qualified governance entity should provide a range of services. These include:

1. Raise funds for capital and operating costs.

Fort DuPont will require a range of infrastructure investments, the specifics of which will change depending on the property's "maturity," and the goals of the State and other stakeholders. Any intervention likely will require a basic set of infrastructure investments, and as programming and development needs and goals change, additional investments as necessary. These include:

- Basic infrastructure
 - » Rights-of-way
 - » Utilities
 - » Expanded access to water
 - » Invasive species mitigation
 - » New and enhanced trails
 - » Building stabilization
- Program-specific site activation infrastructure
 - » Amphitheaters
 - » Electrical hookups for speakers and lighting systems

- » Campgrounds and utilities
- » Bathroom/shower structures
- » Maintenance warehouses
- Land development-specific infrastructure
 - » Flood mitigation
 - » Enhanced utilities
 - » Enhanced rights-of-way
 - » Other investments needed to make buildings buildable and operational

The governance entity will need to be able to collect revenues from a variety of sources to fund/finance these up front capital costs and to provide ongoing operations and maintenance. The investments under "basic infrastructure" may also need upfront State assistance.

2. Manage design and construction.

Implementation of the Master Plan will require development of design and programming guidelines that establish public realm, infrastructure, and vertical development construction parameters as applicable. The governance entity should not only ensure that programming partners adhere



to programming guidelines, and builders adhere to the design guidelines, but also that guidelines are adaptable to shifting market dynamics. This applies equally to the construction of site activation infrastructure and facilities, as well as more permanent development should it occur.

3. Manage operations and maintenance.

There will be a range of maintenance and security needs as programming and development unfold at Fort DuPont. A government entity must coordinate those efforts with the State and relevant entities and utilities. Once programming and/or development is in place, a governance entity must secure the property's attractiveness to event coordinators, promoters, the arts community, businesses, consumers, and residents through continued branding, marketing, and programming. Specific activities that must be undertaken and that will evolve over time include:

- *Manage programming of large and small scale events.* There is significant land available to program a wide variety of events. The solicitation and management of events—art, retail, concerts, etc.—will attract visitors, generate income, and enhance the visibility of Fort DuPont to the public and potential development partners.

- *Creation and management of concessions and other commercial uses within the park.* To bolster programming, generate additional revenue, and potentially attract a steadier stream of users to Fort DuPont, concessions and other commercial uses should be fostered, established, and managed. This will ensure that activity is present on both sides of the Branch Canal, even if no major activities are taking place at Fort DuPont. In particular, concessions serving ecotourism—equipment rental, lodging facilities, etc.—have the potential to enhance the property's natural offerings.
- *Communication, engagement, and consensus building with City residents, State government, and other entities.* Fort DuPont's activation and development will impact residents of Delaware City. A governance entity must solicit, facilitate, collect, and analyze community, State, and other feedback.



Sources of Funding

The development entity(ies) established for Fort DuPont can secure capital and operational funding from a number of sources, some public and some private. These may include, but are not limited to:

- Government appropriations/grants
- Dedicated funding streams from land/marina proceeds and/or other real estate disposition opportunities
- Earned income
 - » Concessions
 - » Events/promotions
 - » Facility and equipment rental
 - » Parking fees
 - » Sponsorship
 - » Philanthropy

Public-private entities have the greatest capacity to collect funds from the entire spectrum of available sources. In addition, initial funding sources used to establish the entity may differ significantly from a more long-term funding model. For example, dedicated revenue streams from public funding, philanthropy, and certain types of activity generators may help generate revenue early on. As the entity supports further activation and possibly land development, it then can increase the variety of sources from which it pulls.

Organizational Considerations

Consideration also should be given to how the entity is managed. Such an entity will likely need a board of directors, for example, and determining how that board is composed, of how many members, and who has the authority to elect board members will determine ultimately what types of expertise the organization can readily draw upon, and who has the authority to steer the organization's direction. In addition, some entities function under a combination of direct governmental (executive) and board oversight. Finally, the internal organization (e.g. directors, operating officers, staff, volunteers, etc.) of the potential entity is also of utmost importance, and it will be important to determine how and to what extent various roles are played within the organization.

Examples of Entity

The table to the right summarizes approaches taken at Governor's Island and Prospect Park in New York, administered by the Trust for Governor's Island and Prospect Park Alliance, respectively. The Prospect Park Alliance functions as a site activation entity, providing and funding a wide range of programming. The Trust for Governor's Island does the same, but also is structured to administer land sales and design review for future real estate development.

Location	Governor's Island	Prospect Park
City	New York	New York
Entity Name	Trust for Governor's Island	Prospect Park Alliance
Type	City-founded nonprofit development entity	Independent nonprofit steward
Roles	<ul style="list-style-type: none"> • Activation • Marketing • Capital improvements • Maintenance • Outreach • Real estate development 	<ul style="list-style-type: none"> • Activation • Marketing • Capital improvements • Maintenance • Outreach
Revenue Generation	<ul style="list-style-type: none"> • Primarily government grants and philanthropic contributions • Permits and fees make up small portion • Development is pending, therefore no revenues have yet been generated 	<ul style="list-style-type: none"> • Primarily contributions from individuals and government appropriations • Significant revenue also generated by facilities rentals and permit fees • Some investment income
Revenue Uses	<ul style="list-style-type: none"> • Facilities management, operation, and maintenance • Capital investments 	<ul style="list-style-type: none"> • Park and facilities maintenance • Facilities construction • Event hosting (e.g. NY Philharmonic)
Community Engagement	<ul style="list-style-type: none"> • Focused community outreach • Educational programs • Cultural programs • Fundraising • Developer outreach 	<ul style="list-style-type: none"> • Focused community outreach • Educational programs • Cultural programs • Fundraising

Implications for Fort DuPont

Demand for particular forms of real estate development may not be sufficient for activation of the site immediately. Therefore, the governance entity should focus on and be structured to foster site activation as a necessary step toward meeting a broader range of State goals—which may, in turn, lead to land development.

Site activation and land development require an entity with a specific set of roles and capabilities. These roles are consistent with the exploration of core capabilities in this chapter, and not every core capability need be met to satisfy either site activation or land development. These specific roles are:

1. Site Activation: Roles for Governance Entity

- Attract consistent, quality programming;
- Manage and market the Fort DuPont site;
- Provide necessary infrastructure; and
- Manage fundraising and sponsorships for capital costs and operations/maintenance.

2. Land Development: Roles for Governance Entity

- Parcel land;
- Contract with designers and developers;
- Access and manage capital funding; and
- Project management and design review.

Fort DuPont may benefit from either a singular entity evolving over time to meet these various needs, or two separate entities may be established. In either case, the Master Plan recommends that Fort DuPont pursue a governance entity that can provide site activation support first, followed by a land development strategy.



Recommendations & Priorities

The Master Plan recommends pursuing a site activation strategy first through a public or quasi-public governance entity, and then pursuing a land development strategy with either an evolved or a separate entity as appropriate. This recommendation is offered for the following reasons:

- Real estate market dynamics for residential and senior housing do appear viable, but it is not clear at this time that Fort DuPont itself is well positioned—both from a physical and a market standpoint—to attract competitive development products or sufficient development to produce ongoing, significant revenues to support the remaining parkland and support economic development goals.
- The Fort DuPont property’s historical significance, ample landmass, and proximity to natural resources are opportunities for highly effective marketing, hosting large events, and drawing people to nature.
- Sufficient activation can bring increased attention to Fort DuPont, increasing its marketability and the desires of both the development community and a potential anchor tenant to locate on the property.

The Master plan recommends the following implementation priorities:

1

The State of Delaware should invest in “basic” infrastructure.

Though not implausible, it is unlikely and would place significant onus on a young governance entity to assume responsibility for “basic infrastructure” items. These items may include rights of way, utilities, expanded access to water, invasive species mitigation, new and enhanced trails, and building stabilization. Attempting to develop these very necessary investments in a timely manner such that Fort DuPont can be activated in the short term would require a major effort on behalf of the new entity to secure necessary funding. Therefore, the State of Delaware should assume responsibility for investing in this initial site preparation and infrastructure.

2

The State of Delaware should immediately establish a governance entity.

Simultaneously, the State should work toward forming the governance entity. With this approach, Fort DuPont can be activated early on. The entity can begin overseeing programmatic initiatives and securing funding for ongoing operations, maintenance, and capital investments which promote the vision of the Master Plan as it relates to real estate and economic development, design, and community goals.

3 The governance entity should consistently market and activate the site.

Bringing statewide and regional awareness of Fort DuPont will be an important step toward increasing demand for potential land development. This marketing should include varied activities and programming at the property that leverage its natural surroundings and considerable land area. The entity also should make the necessary capital investments to ensure that programming is successful, such as ecotourism infrastructure and amenities (e.g. boardwalks, observation towers, etc.) and those facilities needed by specific programming efforts (e.g. electrical hookups, temporary/semi-permanent amphitheaters, bathrooms, etc.).

4 A marina should be pursued as the first “big move.”

As a natural complement to ecotourism and other uses, the Master Plan recommends that the governance entity pursue construction of the new marina as its first “big move.” The strategy behind this is threefold: 1) it signals growing activity at the site, 2) it demonstrates that the governance entity is willing to make major investments as necessary, and 3) the marina may provide a dedicated stream of revenue with which the entity can sustain both itself and its programmatic initiatives.

5 Should sufficient demand be catalyzed by the site activation efforts, the entity should pursue a land development strategy.

With growing awareness of Fort DuPont and its attractiveness to a wide range of users, the development entity may begin to pursue a land development strategy. The entity may pursue for example, a request for expressions of interest (RFEI) or request for proposals (RFP) to solicit developer interest in the property and to test various real estate market needs in pursuit of one of the anchor and land development options explored in the Master Plan.





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