

**Proposed Amendment #1 to the  
*Fort Monmouth Reuse and Redevelopment Plan***

Prepared for:  
The Fort Monmouth Economic Revitalization Authority

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## I. Introduction and Planning Rationale

Pursuant to P.L.2010, c. 10 (N.J.S.A. 52:27I-18 et. seq.), the Fort Monmouth Economic Revitalization Authority (“FMERA”) is considering amending the *Fort Monmouth Reuse and Redevelopment Plan* (the “*Reuse Plan*” and “*Plan*”) to provide the option for development of professional office and/or research and development (R&D) space on a 55-acre parcel (“Parcel E”) located in the northeast section of the former Fort Monmouth property in the Borough of Tinton Falls, New Jersey. FMERA must determine whether the alternative development scenario is generally consistent with the overall planning principles and objectives of the *Reuse Plan*.

The proposed amendment does not purport to delete any provisions of the *Reuse Plan* but rather would supplement the Plan by proposing an alternative development scenario for the 55-acre parcel cited above. The amendment would ultimately be incorporated into the Land Use Regulations for the Reuse Area in a manner similar to an “overlay zone,” whereby an additional set of requirements are superimposed on the area allowing for such alternative development scenario to be realized. Overlay zoning would provide additional opportunities for development which would not apply unless the land is developed in accordance with the purposes for which the overlay zoning was adopted.

The Fort Monmouth properties in Tinton Falls (“the Reuse Area”) total approximately 254 acres and are bounded generally by Pearl Harbor Avenue to the west, Tinton Avenue to the north, Hope Road to the east and Pinebrook Road and the Conrail railroad tracks to the south. The *Reuse Plan* envisions redevelopment of this area for approximately one million square feet of non-residential space and 288 residential units. Such development would include a high-tech business campus with a multi-use town center containing ground-floor retail space with mixed-income housing or professional offices above, and standalone residential, institutional and civic uses. Specifically, Parcel E is planned for low- and medium-density housing totaling 126 units, together with ball fields and a field house, and three neighborhood pocket parks.

This amendment, referred to as Amendment #1, maintains the land use concepts and plans articulated in the *Reuse Plan* but also permits an alternative development scenario that, if pursued, would result in the development of 650,000 square feet of professional office/R&D space on Parcel E. Under this alternative, the total number of residential units would remain at 288, however the 126 residential units envisioned for Parcel E would be redistributed to other locations within the Tinton Falls Reuse Area.

This amendment is consistent with the planning objectives and principles articulated in the *Reuse Plan* and is necessary to fulfill the Authority’s main objectives—specifically job creation, economic development and the provision of housing. The real estate market has taken a turn for the worse since the *Reuse Plan* was prepared and this downturn

has been compounded by the actual closure of Fort Monmouth, which has resulted in the loss of 5,000 jobs on the base and 15,000 supporting jobs in the region. The impacts associated with the base closure relative to the local property tax base and local and regional employment will continue to be felt so long as the former Fort properties remain fallow and unproductive.

A significant change has occurred since the preparation of the *Reuse Plan* that directly affects the Tinton Falls Reuse Area: plans by the New Jersey Turnpike Authority to re-configure Exit 105 of the Garden State Parkway. These improvements will remove traffic from the Hope Road/Route 36 intersection and provide additional access to Pearl Harbor Avenue, Tinton Avenue and Route 18. The *Reuse Plan* placed limitations on density and types of land uses in those areas of the Tinton Falls Reuse Area that would be served by the local roadway system. As a result of the Exit 105 improvements, the Tinton Falls Reuse Area will be positioned to accommodate higher-traffic generating uses, i.e., office/research uses (and at higher development intensities) than originally envisioned. Furthermore, this new access will, in all likelihood, render certain land parcels more desirable for office/R&D use than was contemplated during the Plan preparation stage.

The *Fort Monmouth Reuse and Redevelopment Plan* involved years of careful consideration and study as well as an extensive effort to draw input from local residents, the three host municipalities and the County, State and Federal government. As such, this amendment does not change the underlying Plan vision for the Tinton Falls Reuse Area. Instead, it provides an alternative development scenario that affords FMERA with the necessary flexibility to respond to changed circumstances in a manner that does not compromise overall *Reuse Plan* goals and objectives.

The following chapter describes the nature and scope of the amendment, while succeeding chapters discuss its relationship to the elements, objectives and planning principals of the *Fort Monmouth Reuse and Redevelopment Plan*, as well as to FMERA's own directive, and to relevant State, County and municipal planning objectives.

## II. Scope of *Reuse Plan* Amendment

This amendment to the *Reuse Plan* is intended to allow for an alternative development concept for approximately 55 acres, referred to as Parcel E, in the Tinton Falls Reuse Area. The Tinton Falls Reuse Area is bound generally by Pearl Harbor Avenue to the west, Tinton Avenue to the north, Hope Road to the east and Pinebrook Road and the Conrail railroad tracks to the south.

Parcel E is located in the northeast quadrant of the Reuse Area and is bounded on the north by Tinton Avenue; on the east by three single-family residential parcels and Hope Road; on the south by Corregidor Road and Building 2290 (formerly used as a Child Development Center); and on the west by Bataan Avenue. Parcel E is located adjacent to the intersection of Tinton Avenue and Hope Road. Convenient access to the parcel is currently provided via one of two gated entrances: on Bataan Avenue off of Tinton Avenue (the “Bataan Gate”) and on Corregidor Road off of Hope Road.

The *Reuse Plan* envisions redevelopment of the Tinton Falls Reuse Area for approximately one million square feet of non-residential space and 288 residential units. Such development would include a high-tech business campus, a multi-use town center containing ground-floor retail space with mixed-income housing or professional offices above, and standalone residential, institutional and civic uses. Under the *Reuse Plan* Parcel E would be developed for 126 mixed-income residential units distributed as follows: 7 large-lot detached homes fronting on Tinton Avenue; reuse of 22 units of the extant Hemphill housing; 39 small-lot detached homes and 58 townhouses. The *Reuse Plan* envisions Parcel E to also accommodate ball fields and a field house, and three neighborhood pocket parks.

This amendment maintains the development concepts and plans articulated in the *Reuse Plan*, but further permits an alternative development scenario that, if pursued, would result in the development of up to three buildings totaling 650,000 square feet of professional office/R&D space on Parcel E. Under this alternative development scenario, the total number of residential units within the Tinton Falls Reuse Area would remain at 288. However, the 126 residential envisioned for Parcel E would be redistributed to other locations within the Tinton Falls Reuse Area as follows: 82 apartment units above ground-floor retail space in the mixed-use town center; 90 mixed-income apartments to the east of the town center and 33 townhouse units directly to the north; 34 small-lot detached homes along Tinton Avenue between Parcel E and the town center; 36 townhouses to the west of the existing pool and teen center and south of Laboratory Road; 8 large-lot detached homes to the south of Laboratory Road and east of Park Road; and 5 small-lot detached homes to the north of Laboratory Road (see *Figure 1: Alternative Scenario for Parcel E in the Tinton Falls Reuse Area*).

The amendment would necessitate the removal of Buildings 2539 and 2540 south of Laboratory Road. These buildings, which total approximately 16,000 square feet, are shown in the “Building Reuse Plan” exhibit in the *Reuse Plan* as having potential (but not required) for reuse as office/R&D space. The amendment would also require the removal of 22 duplex units of the Hemphill Housing (Buildings 2231-2240, 2260) located along Hemphill Road on the western side of Hope Road, east of Guam Lane and north of Corregidor Road. These structures are not shown on the “Building Reuse Plan” exhibit nor are they listed as buildings required for preservation in the *Programmatic Agreement* between the New Jersey State Office of Historic Preservation (SHPO) and FMERA.



Figure 1:  
Alternative Scenario for Parcel E in the  
Tinton Falls Reuse Area

### III. Relationship to Elements, Objectives and Principles of the *Reuse Plan* and FMERA Directives

#### ***Relationship to Reuse and Redevelopment Plan Elements***

In considering the impacts of the *Reuse Plan* amendment (i.e., to permit office/R&D uses on Parcel E and redistribute 126 residential units to other locations in the Tinton Falls Reuse Area), the following *Reuse Plan* elements were evaluated: land use and circulation, infrastructure, environmental issues, historic preservation and community impacts. The relationship between the amendment and these Plan elements are described below.

#### **Land Use and Circulation**

##### *Total Development Yield*

If the alternative development scenario that is part and parcel of this amendment is pursued, it would result in the redevelopment of 650,000 square feet of new office/R&D space and a loss of ~16,000 square feet of existing office/R&D space in the Tinton Falls Reuse Area.<sup>1</sup> Thus, there would be a net increase of ~634,000 square feet of non-residential square footage. The number of residential units would remain at 288. The alternative development scenario, would result in revisions to the following tables in the *Reuse Plan*: “Reuse & Redevelopment Program,” “Non-Residential Building Reuse Index” and “Residential Building Reuse Index” as indicated in Tables 1 through 3 below.

**Table 1: Reuse & Redevelopment Program**

	Tinton Falls 10 Year Plan	Tinton Falls 20 Year Plan	Total Tinton Falls	Fort Total 10 Year Plan	Fort Total 20 Year Plan	Grand Fort Total
<b>Existing <i>Reuse Plan</i></b>						
Total Residential Units	288	--	288	885	720	1,605
Total Non-Residential Square Footage	802,568	207,000	1,009,568	2,523,407	858,072	3,381,479
<b>If Amendment #1 is Pursued</b>						
Total Residential Units	288	--	288	885	720	1,605
Total Non-Residential Square Footage	1,436,812	207,000	1,643,812	3,157,651	858,072	4,015,723

<sup>1</sup> Removal of Buildings 2539 and 2540 included in the *Reuse Plan* as buildings for reuse totaling 15,756 square feet.

**Table 2: Non-Residential Building Reuse Index if Amendment #1 Pursued**

	Gross Square Feet to be Re-used	Office	Lab/Data	Homeless	Retail	Educ.	Other
<b>Existing Reuse Plan</b>							
Total Tinton Falls Excluding Residential	954,586	423,489	426,594	---	1,335	39,236	63,932
Fort Total Excluding Residential	2,079,061	816,168	635,637	31,322	108,089	73,460	237,509
<b>If Amendment #1 is Pursued</b>							
Total Tinton Falls Excluding Residential	938,830	423,489	410,838	---	1,335	39,236	64,932
Fort Total Excluding Residential	2,063,305	816,168	619,881	31,322	108,089	73,460	237,509

**Table 3: Residential Building Reuse Index if Amendment #1 Pursued**

Tinton Falls Residential Square Footage to be Reused	Total Fort Residential Square Footage to be Reused	Tinton Falls Total Residential Buildings to be Reused	Tinton Falls Total Residential Units to be Reused	Fort Total Residential Buildings to be Reused	Fort Total Residential Units to be Reused
<b>Existing Reuse Plan</b>					
40,700	790,000	11	22	83	267
<b>If Amendment #1 is Pursued</b>					
---	750,000	---	---	72	245

*Compatibility with Surrounding Land Uses*

The area surrounding Parcel E is developed for largely residential, educational and recreational purposes. Three single-family detached homes are located at the southwest corner of Hope Road and Tinton Avenue. To the north across Tinton Avenue are both single-family attached and single-family detached homes. The Sunaegles Golf Course lies directly to the east across Hope Road. To the south, within the former Fort boundaries is Building 2290 (the former Child Development Center), Building 2566 (which was used as the Youth and School Age Services Building), and Building 2569 (which was used as the Charles Wood Swimming Pool). The *Reuse Plan* envisions all three of these buildings being reused.

The *Reuse Plan* envisions a mixed-income residential development on Parcel E—in the form of garden apartments, townhouses, and detached residences—for the following reasons cited in Section 3.2: the area was historically a residential zone at Fort Monmouth (however, all of the units have already been removed with the exception of the Hemphill Housing along Hope Road); and it would include the reuse of the 22 unit Hemphill Housing, thereby taking advantage of existing housing. The Plan

places detached housing along Tinton Avenue and recommends a 30-foot landscape buffer between the roadway and proposed development. The Plan envisions higher-density residential dwellings for the remainder of Parcel E so as to allow for a more cost effective means of providing mixed-income housing.

As an alternative to residential use, office/R&D space would also be compatible with surrounding land uses on Parcel E. Access can be provided from both Tinton Avenue and Hope Road. In addition, the improvements to the Garden State Parkway will provide more direct access to Tinton Avenue from both the northbound and southbound lanes of the Garden State Parkway. Access to this location will also be enhanced by improvements to the Hope Road/Route 36 intersection. Furthermore, with the advantage of having convenient access to the regional highway network, the site should be well positioned in terms of attracting new corporate office/research users.

In addition, because a reconfigured Bataan Avenue<sup>2</sup> and Corregidor Road bound Parcel E within the former Fort's boundaries, this would serve to buffer the parcel from adjoining development. Moreover, in order to suitably accommodate office/research use at this location, imposition of appropriate regulatory controls, including large setbacks and generous landscaped buffers along Tinton Avenue, Hope Road, Bataan Avenue, and Corregidor Road should assure that both existing and future residences are protected from new development. Any office/R&D buildings constructed should remain in the central portion of the parcel, and building heights and development intensities should be sensitive to surrounding development patterns.

The redistribution of residential units to the locations shown in Figure 1 would be generally compatible with existing and future development envisioned in the *Reuse Plan*. Not only were apartments above ground-floor commercial space already contemplated in the *Reuse Plan* as part of the mixed-use town center, but the addition of an even larger number of such dwellings would enliven what is anticipated to be the focal point of the Tinton Falls Reuse Area. This area would be within close walking distance of the existing municipal complex, the retail establishments and office uses in the town center, and the civic green and library. The mixed-income apartments and the small-lot detached homes and townhouse units proposed to the east of the town center would also be in close proximity to all of the town center's amenities. Meanwhile, with appropriate regulatory safeguards in place, including adequate setbacks and buffering, additional low-density units fronting Tinton Avenue would be compatible with the established single-family properties neighboring the Reuse Area.

Finally, detached single-family homes and townhouses located along Laboratory Road would be compatible with largely undeveloped lands to the south (as depicted

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<sup>2</sup> The *Reuse Plan* locates Bataan Avenue to the east of its current location so that it intersects Tinton Avenue to the east of Pond View Drive.

in the *Reuse Plan*) and would provide an appropriate transition to the more intensive office and commercial uses contemplated in the northern and western sections of the Reuse Area. Land use regulations for these residential units should insure that adequate setbacks and buffers be provided in locations where the units adjoin non-residential uses, specifically north of Laboratory Road.

#### *Circulation*

The amendment is consistent with and would not otherwise compromise any of the “Transportation Circulation Improvement Goals” established in the *Reuse Plan*. The proposed improvements to surrounding roadways, specifically Hope Road, Tinton Avenue and the intersection of Tinton Avenue and Route 36, would further support the alternative development scenario contemplated as part of this amendment.

The only difference is in relation to the Street Phasing Plans, as two proposed residential streets within Parcel E would not be built and two driveways would be added to the street phasing plan: one from Tinton Avenue and one from Hope Road (i.e., to provide access to Parcel E under the office/R&D use alternative). All other planned streets, pedestrian, and transit plans would remain unchanged.

#### *Open Space*

The amendment would involve the removal of one ball field and three pocket parks envisioned in the *Reuse Plan* for Parcel E. However, these parks could likely be accommodated elsewhere in the Tinton Falls Reuse Area, particularly as part of new (i.e., alternative) residential development.

#### *Sustainability*

The amendment would not preclude incorporation of any of the sustainability measures outlined in the *Reuse Plan*, consistent with all other development contemplated on the former Fort properties.

### **Infrastructure**

As indicated in the Reuse Plan, impacts on the existing gas, electric, water, wastewater and telephone utilities servicing Fort Monmouth will have to be evaluated at site plan review for a specific project. This assessment is unaffected by the amendment.

### **Traffic**

The *Reuse Plan* includes a *Technical Memorandum: Traffic and Transportation* (“the Technical Memorandum” and “the Study”) which was prepared by STV, Inc. and dated April 10, 2008, modified June 25, 2008. It should be noted that the Technical

Memorandum was completed before the New Jersey Turnpike Authority (NJTA) announced in 2011 its intention to make improvements to Interchange 105 of the Garden State Parkway in Tinton Falls and the intersection of Route 36 at Hope Road.

The Technical Memorandum concludes that the current configurations of the following intersections in the vicinity of Parcel E are expected to be inadequate to process the expected traffic overlays generated by the *Reuse Plan*: Route 36/Hope Road; Tinton Avenue/Route 35; and Hope Road/Tinton Avenue. These intersections are among those which the Study anticipated to become main traffic focal points at full build-out of the *Reuse Plan*.

*The Garden State Parkway Southern Interchange Study: Interchange 105* (“the GSP Study”) dated January 2011 was prepared by Stantec for NJTA. The GSP Study notes that the *Reuse Plan* is expected at full build-out (i.e., 20 years out) to add up to 3,500 and 4,600 trips to the regional roadway network during the AM and PM peak hours over existing use which has capacity constraints under existing conditions. The GSP Study provides an analysis of potential roadway improvements to the intersection of Hope Road and Route 36 and Interchange 105, which is a full parkway interchange providing access to and from Route 36, Route 18 and Hope Road. The improvements are intended to provide congestion relief to vehicles utilizing the study area roadways and improve safety.

As a result of the analysis, the GSP Study concluded that the proposed improvements to Interchange 105 would not only address existing issues at the interchange and the Route 36 / Hope Road intersection, but also accommodate future traffic volumes generated by the *Reuse Plan*. In 2011, NJTA announced its plans to reconfigure the Parkway in Tinton Falls which will include improvements to the southbound Interchange 105, the northbound outer roadway, and the intersection of Hope Road and Route 36 as contemplated in the GSP Study. Construction could start in 2013.

Notwithstanding the above improvements to the adjacent roadway network, a detailed traffic analysis would be prepared as part of any site plan review related to development on Parcel E and any traffic mitigation necessary would be addressed at that time.

### **Environmental Issues**

The land permitted to be developed by this amendment is not environmentally constrained per Geographic Information System (GIS) layers provided by the New Jersey Department of Environment Protection (NJDEP). Based on review of this data, it is evident that those portions of the Reuse Area where this amendment permits residential development are suitable for housing, provided the plans within such areas conform to the applicable requirements of NJDEP.

The Department of Defense (DoD) is working with the New Jersey Department of Environmental Protection (NJDEP) on the ongoing environmental investigation and remediation of the former fort properties. The DoD developed the Installation Restoration Program (IRP) to comply with federal guidelines for managing and controlling past hazardous waste disposal actions on Fort lands. Among the IRP sites identified is FTMM-26 (former pistol range), which is located on vacant land on the northern side of the intersection of Radiac Way and Laboratory Road. This amendment would permit the development of townhouses adjacent to this site, however the U.S. Army has indicated that it is considered a site of No Further Action (NFA) because investigation and/or response actions are complete.

### **Historic Preservation**

The amendment would necessitate the removal of the remaining units of the Hemphill Housing. The Hemphill Housing area includes 22 duplex units (Buildings 2231 through 2240 and Building 2260) located along Hemphill Road on the western side of Hope Road, east of Guam Lane and north of Corregidor Road. The structures were built in 1955 and used as officer housing. The Hemphill Houses are in generally sound condition, but are in need of updating. The *Reuse Plan* refers to these structures as “historic” but does not list them among the historic resources listed in Chapter 7.0 Historic Preservation Guidelines of the *Plan*. In addition, they have not been identified by the State Historic Preservation Office (SHPO) as worthy of listing on the State or National Registers of Historic Places. Therefore, the amendment will not impact historic resources required for preservation according to the Programmatic Agreement between the SHPO and FMERA.<sup>3</sup>

### **Community Impacts and Affordable Housing**

As noted in the *Reuse Plan*, the host communities, including Tinton Falls, rely on taxation for the largest portion of their municipal revenues. The Fort’s closure, and the resulting loss of Defense contractor jobs is expected to result in a larger share of the tax burden falling to residential property owners. The potential offered by this amendment to increase non-residential tax ratables would therefore lessen the burden on local residents.

Corporate headquarters, offices, research facilities, retail and other commercial uses typically generate more positive fiscal impacts on a municipality, i.e., generate more tax revenues than incur municipal costs, than do other land uses, including residential development. Additional office/R&D use permitted by this amendment can be expected to have a positive fiscal impact on the tax base of Tinton Falls. The of-

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<sup>3</sup> If this alternative development scenario is pursued, Buildings 2539 and 2540 would also be removed. These buildings are not described as historic in the *Reuse Plan* and are not included in the Programmatic Agreement between SHPO and FMERA.

fice/R&D use would not generate any school children and the municipal costs associated per new employee, as indicated in the *Reuse Plan*, is about 20 percent less than municipal costs associated per new resident in Tinton Falls.

The number of residential units in the Tinton Falls Reuse Area would remain the same whether Parcel E is developed for residential or non-residential use. However, the redistributed residential units would be in a somewhat different form than anticipated in the *Reuse Plan* (see Table 4). The change in housing type has some implications in terms of the population and number of schoolchildren anticipated from development. The amendment contemplates 172 housing units in the form of apartments (i.e., either in apartment buildings or above ground-floor commercial uses) as opposed to 130 apartment units anticipated in the *Reuse Plan*—an increase of 42 units. These 42 units are drawn from the following housing units identified in the *Reuse Plan*: the 22-unit duplex Hemphill Housing, 14 units of townhouse/rowhouses, and six single-family large lot units. The New Jersey Demographic Multipliers prepared by the Center for Urban Policy Research at Rutgers University (November 2006), indicates that the projected household size and number of school children generated by single-family detached homes is only slightly higher than apartment units and both are only slightly higher than single-family attached homes. Furthermore, the number of small lot single-family, i.e., 39 units, remains constant whether the amendment is pursued or not, and the amendment still contemplates eight units of single-family large lot homes. Single-family detached homes typically have larger household sizes than either single-family attached homes (i.e., the Hemphill Houses and townhouses/rowhouses) or multi-family homes. Therefore, the amendment still affords opportunities for family housing in the Reuse Area. Finally, as the *Reuse Plan* also notes, higher-density residential dwellings allow for a more cost-effective means of providing mixed-income housing. Therefore, although the overall population may be reduced slightly if the amendment is pursued, it would still advance the *Reuse Plan* goal of providing a variety of housing types and creating mixed-income neighborhoods.

The amendment also anticipates fewer single-lot residential units and fewer townhouses/rowhouses. Therefore, despite the fact that there would be 288 residential units within the Tinton Falls Reuse Area regardless of how Parcel E is developed, the larger number of multi-family units to be built if the amendment is pursued would produce fewer schoolchildren and fewer residents, thereby reducing potential municipal costs as estimated in accordance with the *Reuse Plan*.

**Table 4: Breakdown of Housing Types in Tinton Falls**

Hemphill Housing	1-Family Small Lot	1-Family Large Lot	Townhouse/ Rowhouse	Upper-Story Residential In Mixed-Use Building	Apartments	Total
<b>Existing Reuse Plan</b>						
22	39	14	83	---	130	288
<b>If Amendment #1 is Pursued</b>						
---	39	8	69	82	90	288

***Relationship to Objectives and Principles of the Reuse Plan***

The amendment will fulfill the objectives and planning principles outlined in the *Reuse Plan*. Those planning objectives articulated in the Reuse Plan include the following:

- *Promote the Technology Corridor Initiative.* When the *Reuse Plan* was adopted, the governor touted the Fort’s potential to become a “high-tech corridor.” The amendment would allow for the development of additional office/R&D facilities within the Tinton Falls Reuse Area.
- *Be consistent with State, County, and Municipal planning policies.* The amendment is consistent with State, County, and Municipal planning policies, as set forth in the ensuing chapter.
- *Focus on business retention and attraction, job replacement, and employee training.* This amendment will provide for increased flexibility in relation to those locations where office/R&D use may be located within the Tinton Falls Reuse Area. This flexibility will aid FMERA in its efforts to attract suitable users who wish to develop new/expanded facilities, or who desire to relocate to Fort Monmouth from locations outside the region.
- *Be founded on market and economic analysis.* By permitting additional office/R&D space to be created within the Tinton Falls Reuse Area, the amendment responds to the current needs of the marketplace. In particular, the planned improvements to the Garden State Parkway are likely to render portions of the Reuse Area, including Parcel E, as more valuable for non-residential use, and, therefore, be more attractive to potential corporate office/research users.
- *Address homeless, COAH, and workforce housing needs.* The amendment does not change the total number of residential units planned for the Tinton Falls Reuse Area, however it does change the type of residential units. There will be fewer attached single-family homes and large-lot single family homes, which will most likely result in a slightly lower household size and school-age population.

However, the amendment contemplates only six fewer single-family detached homes (where household sizes are highest) than the *Reuse Plan*. Furthermore the wide variety of housing types, including more apartments, will advance the principle of creating mixed-income neighborhoods.

- *Leverage Fort assets (people, infrastructure, location)*. The amendment affords FMERA with an opportunity to leverage the locational assets of the Tinton Falls Reuse Use, i.e., proximity to the Garden State Parkway, together with improvements to the Parkway and ancillary roads servicing the area, to attract new office/R&D users that generate much-needed local employment and tax ratables.
- *Be a green community model*. This amendment does not in any way preclude the Tinton Falls Reuse Area from becoming a green community model.

The amendment further advances a number of key planning principles from which the overall concepts in the *Reuse Plan* were devised:

*Principle #1: Decreasing Density West to East & Create Mixed-Use Live/Work/Leisure Centers*. The *Reuse Plan* affirmatively states that the roadway capacity and infrastructure serving Fort Monmouth best supports higher density reuse and redevelopment in locations adjacent to the Garden State Parkway. Greater density in the Tinton Falls Reuse Area was also supported in the Plan because there were fewer environmentally constrained parcels in this area than elsewhere on the Fort.

*Principle #2: Link centers & increase mobility with connected transit infrastructure serving the region and the Fort*. The amendment would allow a redevelopment pattern that takes advantage of its close proximity to the Garden State Parkway. The amendment does not impact the *Reuse Plan's* vision for an extensive system of bikeways, pedestrian trails and sidewalks.

*Principle #3: Enhance auto mobility and redevelopment capacity with targeted roadway infrastructure improvements*. The *Reuse Plan* acknowledges that redevelopment of the Fort will require improvements to the roadway system. Specifically, the *Plan* identifies the potential need to widen Tinton Avenue to provide added roadway capacity into the general area; and the potential need to widen Hope Road to provide added capacity between Route 36 and the Fort area.

*Principle #4: Combine open space, habitat, and water resources to establish a continuous Blue – Green belt*. The amendment, and specifically the potential redistribution of residential units within the Tinton Falls Reuse Area, does not preclude the creation of an open space network consisting of envi-

ronmentally sensitive areas, including wetlands, watercourses, and habitats.

*Principle #5: Utilize the Blue – Green belt as an armature for enhanced bicycle and pedestrian mobility throughout the Fort.* The amendment would not impact the proposed bike path, or trails envisioned as part of the *Reuse Plan*.

*Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities.* The amendment would not prevent the opening of any gates into the Fort, nor inhibit public access to the Fort's amenities.

*Principle #7: Leverage existing Fort Monmouth assets (People, Buildings, Technology, and Infrastructure).* Although some existing Fort buildings would be demolished if the amendment were pursued, the alternative development scenario would not involve the removal of any buildings identified in the *Reuse Plan* as being required for preservation.

In summary, the amendment is consistent with the *Reuse Plan* elements, objectives and planning principles.

### ***Relationship to FMERA Directive***

To implement the *Fort Monmouth Reuse and Redevelopment Plan*, the New Jersey State legislature empowered the Fort Monmouth Economic Revitalization Authority (FMERA) to adopt any modifications or amendments to the *Reuse Plan* and adopt development and design guidelines and land use regulations to implement the plan.

Pursuant to P.L.2010, c. 10 (N.J.S.A. 52:271-18 et. seq.), FMERA's purpose is the following:

*to oversee, administer, and implement the [Reuse Plan] as provided in this act, in a manner that will promote, develop, encourage, and maintain employment, commerce, economic development, and the public welfare; to conserve the natural resources of the State; to provide housing, including housing to address identified needs related to homelessness; and to advance the general prosperity and economic welfare of the people in the host municipalities, the county, and the entire State by cooperating and acting in conjunction with other organizations, public and private, to promote and advance the economic use of the facilities located at Fort Monmouth.*

The *Reuse Plan* amendment would advance both its stated purpose and the public welfare, by promoting, developing, encouraging and maintaining employment, commerce and economic development, as well as providing new housing.

## **IV. Relationship to State, County and Municipal Planning Objectives**

### ***State Development and Redevelopment Plan (SDRP)***

On March 1, 2001, the State Planning Commission readopted the State Development and Redevelopment Plan (SDRP). In the SDRP, the Tinton Falls Reuse Area is classified as Planning Area 1, Metropolitan Planning Area (PA-1). The SDRP defines Metropolitan Planning Areas as areas which “provide for much of the state’s future redevelopment; revitalize cities and towns; promote growth in compact forms; stabilize older suburbs; redesign areas of sprawl; and protect the character of existing stable communities.” The amendment is well-reconciled with the guiding policies and policy objectives of the adopted SDRP for the Planning Area 1, Metropolitan Planning Area.

Consistent with the goals for the PA-1, the amendment promotes the type of redevelopment needed to transform the Tinton Falls Reuse Area, currently unused and unproductive, into a vibrant, mixed-use community with compact development that will ensure efficient utilization of scarce land resources while also carefully protecting the character of surrounding communities. The SDRP further advocates for the provision of a full range of housing choices in PA-1 through redevelopment, new construction and the introduction of new housing in appropriate nonresidential settings. The amendment is consistent with this policy objective as well. Also in accordance with the objectives for PA-1, the amendment allows for redevelopment in a location well served by existing transportation networks, including the Garden State Parkway.

### ***Monmouth County Open Space Plan***

The Monmouth County Open Space Plan, adopted by the Monmouth County Planning Board in August 2006 as an element of the Monmouth County Growth Management Guide, specifically advocates the acquisition of a portion of the Fort Monmouth property as a new County park site. To fulfill this acquisition, Monmouth County filed a Notice of Interest for park and recreation lands within Fort Monmouth. The County subsequently filed an application to the National Park Service’s Federal Lands to Park Program for a Public Benefit Conveyance, which was endorsed by the three host municipalities of Eatontown, Oceanport and Tinton Falls.

The amendment is not inconsistent with the County’s interests with regard to parks and recreation.

### ***Tinton Falls Master Plan***

The former fort properties in Tinton Falls are included within the “master plan” for Fort Monmouth, i.e., the *Reuse and Redevelopment Plan*. However, a vision for the redevelopment of the fort is provided in the most recent Master Plan for the Borough of Tinton Falls, adopted by the Borough Planning Board on April 25, 2007. The Borough Master Plan anticipates the imminent redevelopment of Fort Monmouth, stating among its goals to “ensure the most appropriate reuse of Fort Monmouth.” In addition, the Master Plan asserts that “given this piece of property represents the last best opportunity to do something special for the Borough, it is appropriate that Tinton Falls advance its vision for the ultimate development of the site.” To that end, the Plan articulates a vision for the fort’s future as “a vibrant mixed-use development with commercial, residential, entertainment and public uses in a traditional main street setting.”

The amendment is consistent with the vision articulated in the Borough Master Plan. Further, the Land Use Regulations that implement the amendment should adhere to the land use policies outlined in the Master Plan, including those relating to buffering of development along Tinton Avenue from adjacent residential neighborhoods.

### ***Tinton Falls Zoning***

Although the development of the former fort properties in Tinton Falls will be governed by the land use regulations and design guidelines adopted by FMERA, as a point of information, the study area lies within the Borough’s OS/GU: Open Space/ Governmental Use District under the municipality’s current zone plan. This designation represents a new land use category for Tinton Falls and includes the County Park south of Route 33 and the County-owned parcels on the east side of Wayside Road. This category also includes other large, publicly-held parcels, in addition to Fort Monmouth, including Naval Weapons Station Earle and the County Reclamation Center. The intent of this designation is to allow existing activities on the properties as a matter of right while not committing to a specific zone scheme until they become available for development. Permitted uses in the zone include open space and Borough and government uses. Permitted conditional uses include churches and places of religious worship, and schools. There are no bulk regulations for the OS/GU District.

The amendment is generally consistent with the Borough’s intent for the Tinton Falls Reuse Area.

## V. Conclusion

The subject amendment, referred to as Amendment #1 to the *Fort Monmouth Reuse and Redevelopment Plan*, maintains the land use concepts and plans articulated in the *Reuse Plan* but also permits an alternative development scenario that, if pursued, would result in development of 650,000 square feet of office/research space within a section of the Tinton Falls Reuse Area designated as Parcel E. Under this alternative scenario, the total number of residential units would remain at 288, however the 126 residential units envisioned for Parcel E under the *Reuse Plan* would be redistributed to other locations within the Tinton Falls Reuse Area.

The amendment is consistent with the objectives and principles in the *Reuse Plan*, as well as State, County and Municipal planning objectives. Furthermore, the amendment advances the public welfare, particularly with regard to promoting, developing, encouraging and maintaining employment, commerce and economic development, as well as providing new housing opportunities. Lastly, the amendment provides flexibility for FMERA to more effectively attract potential corporate office/R&D users to the Tinton Falls Reuse Area, thereby enabling it to fulfill its statutory mandate to create new jobs, regenerate the local tax base and advance the general prosperity and economic welfare of the people most impacted by the Fort's closure.