

**Amendment #9 to the
*Fort Monmouth Reuse and Redevelopment Plan***

DRAFT

Prepared for:
The Fort Monmouth Economic Revitalization Authority

By:
Phillips Preiss Grygiel LLC
Planning and Real Estate Consultants
33-41 Newark Street
Hoboken, NJ 07030

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Table of Contents

I.	Introduction and Planning Rationale	1
II.	Scope of <i>Reuse Plan</i> Amendment	3
	The Barracks	3
	±7.5 Acre Municipal Parcel: Eatontown DPW Site.....	3
III.	Relationship to Elements, Objectives and Principles of the <i>Reuse Plan</i> and FMERA Directive	7
	Relationship to Reuse and Redevelopment Plan Elements	7
	Relationship to Objectives and Principles of the Reuse Plan	9
	Relationship to FMERA Directive	11
IV.	Relationship to State, County and Municipal Planning Objectives	13
	State Development and Redevelopment Plan (SDRP)	13
	Eatontown Master Plan.....	13
	Eatontown Zoning.....	14
V.	Conclusion	15

List of Figures

Figure 1: Location of Amendment #9 in the Eatontown Reuse Area	5
Figure 2: Detailed View of Amendment #9 in the Eatontown Reuse Area.....	6

I. Introduction and Planning Rationale

Pursuant to P.L.2010, c. 10 (N.J.S.A. 52:271-18 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 alternative development scenarios on two parcels known as “The Barracks” and “±7.5 Acre Municipal Parcel”, respectively, on the former Fort Monmouth property in the Borough of Eatontown, New Jersey (“Eatontown Reuse Area”). This amendment contemplates that the Barracks parcel would be reused for commercial arts-related uses, including studio, performance and gallery space, as well as up to 12 short-term residential units for artists. Additionally, Soldiers’ Park could be used for outdoor art exhibition or performance space. Furthermore, if this amendment is pursued on The Barracks parcel a potential new street linking Saltzman Avenue with Alexander Avenue would be configured to add connectivity to the south of the site and reduce traffic on Wilson Avenue. On the ±7.5 Acre Municipal Parcel this amendment would permit a Department of Public Works (DPW) facility for the Borough of Eatontown, as well as open space around Wampum Brook. The DPW use would involve the maintenance of Building 1123 and the demolition of the other extant buildings.

This amendment does not purport to delete any provisions of the *Reuse Plan* but rather would supplement the Plan by proposing alternative development scenarios for the Subject Parcels. Under N.J.A.C. 19:31C-3.19(a)1, principal land uses permitted in the *Reuse Plan* are specifically permitted under the Land Use Rules, and under N.J.A.C. 19:31C-3.27(c)9, any departure from the Land Use Rules contained in a Plan amendment shall control. This amendment is incorporated into the Land Use Rules for the Reuse Area in a manner similar to an “overlay zone,” whereby an alternative set of requirements are superimposed on the area allowing for alternative land use scenarios to be realized. With regard to the alternative land use scenarios, the overlay zoning provides alternative opportunities for development which do not apply unless the land is developed in accordance with the purposes for which the overlay zoning is adopted.

This amendment is consistent with the planning objectives and principles articulated in the *Reuse Plan* and will help to facilitate the fulfillment of one of the Authority’s main objectives—specifically promoting, developing, encouraging, and maintaining economic development and the public welfare.

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 Eatontown Reuse Area. Instead, it provides land use options that affords FMERA with the necessary flexibility to

respond to changed circumstances in a manner that does not compromise the 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 principles of the *Reuse Plan*, as well as to FMERA's own directive, and to relevant State, County and municipal planning objectives.

II. Scope of *Reuse Plan* Amendment

The Fort Monmouth properties in Eatontown total approximately 454 acres and are divided into two development areas: the western section composed of approximately 235 acres in the existing Charles Wood Area, and the eastern section composed of 219 acres in the Main Post Area. The *Reuse Plan* envisions redevelopment of the Eatontown Reuse Area for approximately 1.96 million square feet of non-residential space and 577 residential units. Such development would include a conference hotel and golf course, a mixed-income housing neighborhood, a lifestyle mixed-use center/technology incubator campus and municipal complex, and expansive green space.

The Barracks

The Barracks is a ± 4.2 acre site located to the northeast of the County Motor Pool site. It is bounded on the north by Saltzman Avenue, on the east by a parking area associated with Building 563, on the south by Alexander Avenue, and on the west by Wilson Avenue. The Barracks parcel is currently improved with six buildings: Buildings 1102-1107, totaling $\pm 24,780$ square feet. These two-story wood frame buildings, which front on Semaphore Avenue, are World War II-era (circa 1942) barracks that were later converted to administrative and general-purpose space. The parcel also contains the ± 1.5 acre Soldiers' Park which contains two monuments. Semaphore Avenue separates Buildings 1102-1107 from Soldiers' Park. Approximately $\pm 7,000$ square feet of paved parking is located to the north of Building 1107 and approximately $\pm 7,000$ square feet is located in the northeastern portion of the parcel.

The Reuse Plan contemplates the demolition of Buildings 1102-1107 and the creation of a wetlands preservation park that would extend from Eatontown to Oceanport. The park would be joined with Soldiers' Park which would also be part of the wetlands preservation park.

This amendment would permit the reuse of Buildings 1102-1107 for commercial arts-related uses, including studio, performance and gallery space, as well as up to 12 short-term residential units for artists. Additionally, Soldiers' Park could be used for outdoor art exhibition or performance space. Furthermore, if this amendment is pursued on The Barracks parcel a potential new street linking Saltzman Avenue with Alexander Avenue would be configured in order to provide more connectivity south of the parcel and to reduce traffic on Wilson Avenue.

± 7.5 Acre Municipal Parcel: Eatontown DPW Site

The ± 7.5 Acre Municipal Parcel is located to the west of the Barracks. It is bounded to the north by the Avenue of Memories, to the south by Echo Avenue and to the

east by Wilson Avenue and a parcel associated with Vail Hall to the west. The parcel is currently improved with five buildings: Buildings 1108-1110 and 1123-1124, totaling ±18,882 square feet. Buildings 1108-1110 are former barracks built at the same time (i.e., 1942) and in the same two-story wood frame form and style as Buildings 1102-1107 in the Barracks parcel. Buildings 1108-1110 were also later converted to administrative and general-purpose space. Building 1123 is a ±5,400 square foot building that was used for administrative purposes by the Army. Building 1124 is a ±1,092 square foot former car wash. Wampum Brook crosses the property in an east-west direction.

The Reuse Plan contemplates the demolition of all the buildings on the parcel and the creation of a wetlands preservation park that would consist of The Barracks parcel, as well.

This amendment would permit a Department of Public Works (DPW) facility for the Borough of Eatontown, as well as open space around Wampum Brook. The civic/institutional use would involve the maintenance of Building 1123 and the demolition of the other extant buildings.

Both The Barracks and the ±7.5 acre Municipal Parcel (the "Subject Parcels") lie within the Route 35 Lifestyle/Tech Center development district as delineated in the Land Use Rules (N.J.A.C. 19:31C-3 et seq.). The Route 35 Lifestyle/Tech Center district is intended as a multi-use area, including retail, restaurants, entertainment venues, residences and other uses in a format that serves a pedestrian environment. Specifically, the permitted principal uses in the Route 35 Lifestyle/Tech Center district are medium density residential, office/research, institutional/civic, and open space/recreation.

Please see *Figure 1: Location of Amendment #9 in the Eatontown Reuse Area* which shows the location of this amendment in the context of the larger Eatontown Reuse Area. Please also see *Figure 2: Detailed View of Amendment #9 in the Eatontown Reuse Area* which focuses on the Subject Parcels.



SEE FIGURE 2 FOR ENLARGEMENT OF SUBJECT PARCEL

51 **FIGURE 1 | Location of AMENDMENT #9 in the Eatontown Reuse Area**

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FIGURE 2 | Detailed View of AMENDMENT #9 in the Eatontown Reuse Area

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

Relationship to Reuse and Redevelopment Plan Elements

In considering the impacts of the *Reuse Plan* amendment, the following *Reuse Plan* elements were considered: 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 Non-Residential Square Footage Yield

This amendment would permit an additional $\pm 24,780$ square feet of commercial/retail uses on The Barracks parcel and an additional $\pm 5,400$ square feet of institutional uses on the ± 7.5 Acre Municipal Parcel than is contemplated in the *Reuse Plan*. All of this additional non-residential square footage would be in the reuse of extant Fort buildings.

Total Residential Development Yield

This amendment permits up to 12 units of artist living space. However, the housing tenancies would be limited to short-term rentals of up to six months and would not be considered permanent housing. As such, these 12 units will not add to the total number of residential units contemplated in the *Reuse Plan* for the Eatontown Reuse Area.

Compatibility with Surrounding Land Uses

The uses contemplated in this amendment are compatible with the surrounding land uses. If the barracks buildings are reused for cultural uses its proximity and connection to Soldiers Park for exhibits and performances will be mutually beneficial. Additionally, the parcel would be compatible with the mix of retail, commercial and residential uses anticipated to be developed as part of the Eatontown Route 35 Lifestyle/Tech Center district to be located across Saltzman Avenue from Soldiers' Park.

If this amendment is pursued, the ± 7.5 Acre Municipal Parcel will be redeveloped for a Department of Public Works (DPW) facility to be used by the Borough of Eatontown. The facility will be located across Echo Avenue to the north of the County Motor Pool site, a similar type of use as the proposed DPW facility.

The Barracks parcel is separated from the other Fort properties to the north by Saltzman Avenue. The ± 7.5 Acre Municipal Parcel is separated from the Fort proper-

ties to the north by the Avenue of Memories. Both parcels are separated from each other by Wilson Avenue. Alexander Avenue separates The Barracks from future redeveloped parcels to the south. Echo Avenue separates the ±7.5 Acre Municipal Parcel from the County Motor Pool site. To the extent that one is needed, these roadways provide a buffer with adjacent land uses.

Circulation

If this amendment is pursued on The Barracks parcel a potential new street linking Saltzman Avenue with Alexander Avenue would be configured to provide connectivity to the south of the parcel and reduce traffic on Wilson Avenue. The roadway configurations contemplated in this amendment are consistent with and would not otherwise compromise any of the "Transportation Circulation Improvement Goals" established in the Reuse Plan.

Open Space

The Reuse Plan envisioned that the entirety of both parcels, i.e., approximately ±11.9 acres, would be devoted to open space in a wetlands preservation park. This amendment would preserve ±1.5 acres of Soldiers Park as open space with the potential for use as exhibition and performance space. Additionally, portions of the ±7.5 Acre Municipal Parcel around Wampum Brook will be conserved as open space. That said, the decrease in land dedicated for open space in the *Reuse Plan* is compensated to some extent by its use for another public purpose (i.e., a DPW site).

Sustainability

This amendment would not preclude incorporation of any of the sustainability measures outlined in the Reuse Plan. Specifically, the amendment includes the reuse of extant buildings on the site and the preservation of open space and lands around Wampum Brook.

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

This amendment contemplates approximately ±30,000 more square feet of non-residential uses than was envisioned in the Reuse Plan. A detailed traffic analysis would be prepared as part of any site plan review related to the reuse and/or devel-

opment of these parcels. Any necessary traffic mitigation would be addressed at that time.

Environmental Issues

The amendment contemplates the preservation and protection of Wampum Brook and open space areas. It also involves the reuse of existing buildings.

Historic Preservation

None of the properties involved in this amendment is part of the Fort Monmouth Historic District nor is any listed on the State and National Registers of Historic Places. However, Buildings 1102-1107 are barrack buildings dating back to World War II. The Reuse Plan envisioned that these buildings would be demolished. Although these structures have been repurposed from their original design and structure, they represent a distinctive component of the Fort's history, i.e., World War II-era construction, and would serve as a reminder of that time in the Fort's history. As such, this amendment is anticipated to have a positive impact on the preservation of the Fort's historic resources.

Community Impacts and Affordable Housing

This amendment contemplates adding 12 units of artist housing. This housing will be for short-term rentals of up to six months. The housing will not create permanent residents on these parcels and is not anticipated to generate any school children. The intention of this amendment on The Barracks parcel is to recognize the important role that the arts can play in enriching the surrounding community while contributing to its economic development. The Barracks parcel and associated Soldiers Park could become a unique destination proximate to the vibrant, mixed-use community in the Eatontown Route 35 Lifestyle/Tech Center district.

The DPW use on the ±7.5 Acre Municipal Parcel would provide a community service use beneficial to residents and visitors of Eatontown.

Relationship to Objectives and Principles of the Reuse Plan

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

- *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 does not preclude business retention and attraction, job re-

placement, and employee training. It will create construction jobs and the development of civic/institutional uses will also involve job creation/retention.

- *Be founded on market and economic analysis.* This amendment responds to the marketplace by permitting an alternative development scenario designed to attract school/institutional/admin and commercial/retail users that will reuse existing buildings in the Eatontown Reuse Area.
- *Leverage Fort assets (people, infrastructure, location).* The amendment affords FMERA with an opportunity to leverage existing assets within the Eatontown Reuse Area, specifically the adaptive reuse of existing buildings on both parcels. It would also provide a cultural exhibition space and housing for artists, as well as a needed municipal services use.
- *Be a green community model.* The amendment involves the protection of environmentally sensitive areas, including open space, watercourses, and habitats, and the reuse of existing buildings.

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 & Creating Mixed-Use Live/Work/Leisure Centers. The amendment contemplates a mix of cultural uses and artist housing within existing buildings, and a municipal service use which is consistent with this principle.

Principle #2: Link centers & increase mobility with connected transit infrastructure serving the region and the Fort. This amendment is not incompatible with this principle to enhance walkability and reduce automobile dependence for short trips.

Principle #3: Enhance auto mobility and redevelopment capacity with targeted roadway infrastructure improvements. This amendment contemplates a potential new street linking Saltzman Avenue with Alexander Avenue which is a targeted roadway infrastructure improvement intended to enhance auto mobility and redevelopment capacity.

Principle #4: Combine open space, habitat, and water resources to establish a continuous Blue – Green belt. The amendment involves the protection of open space areas, including Soldiers' Park, as well as watercourses, and habitats related to the protection of Wampum Brook.

Principle #5: Utilize the Blue – Green belt as an armature for enhanced bicycle and pedestrian mobility throughout the Fort. With regard to this principle, the

Reuse Plan notes that redevelopment of the Fort should provide trails and open areas for use by the public as both a commuting option and an everyday amenity. The amendment conserves open space at Soldiers' Park and areas around Wampum Brook which could be used as an everyday amenity by Fort residents, tenants and visitors.

Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities. This principal states that creating a seamless land use integration between the community and the Fort is of primary importance, specifically to provide public access to the Fort's amenities. With regard to this principle, this amendment would create a unique cultural destination on The Barracks parcel that would be available to visitors in the community. Additionally, this amendment would provide a DPW use for the surrounding Eatontown community.

Principle #7: Leverage existing Fort Monmouth assets (People, Buildings, Technology, and Infrastructure). The amendment affords FMERA with an opportunity to leverage existing assets within the Eatontown Reuse Area, specifically the adaptive reuse of existing buildings on both parcels that are unique remnants of World War II. It would also provide a cultural exhibition space and housing for artists. The space devoted to artists is intended to recognize the important role the arts can play in enriching the surrounding community while contributing to its economic development.

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. 52:27I-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.

This Reuse Plan amendment would advance both FMERA's stated purpose and the public welfare, by promoting economic development, advancing economic use of the facilities located at Fort Monmouth and conserving natural resources.

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 Eatontown 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 Eatontown Reuse Area, currently largely 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. Also in accordance with the objectives for PA-1, the amendment allows for redevelopment in a location well served by existing transportation networks which is consistent with the plans for the Eatontown Reuse Area.

Eatontown Master Plan

Although the Reuse Plan and FMERA's land use rules supersede the municipal master plan, a review of the Eatontown Master Plan is included here for informational purposes. The Borough of Eatontown adopted its most recent Master Plan on July 23, 2007. The Master Plan incorporated the results and recommendations of planning studies that the Borough completed on the reuse of Fort Monmouth. Specifically, the Master Plan recommended the following for the Eatontown Reuse Area:

- The relocation of the Borough municipal complex from Broad Street into the Fort Monmouth Life Cycle Management Building (i.e., Building 1207- Mallette Hall).
- The reuse of land within the Fort as park and recreation land as recommended by the February 14, 2007 notice of public interest by Monmouth County for the conveyance of surplus property for park and recreation use. Three recreation parcels are located in Eatontown. These are the Husky Brook Lake and the football complex; Lefetra Creek, Parkers Creek and Mill Creek and the baseball/softball fields and bowling center; and the base golf course.
- The reuse and redevelopment of the Howard Commons Area of Fort Monmouth in accordance with the recommendations of the Howard Commons Reuse Study prepared February 2003 by Kise, Kolodner, and Straw. The recommended development scenario in the study would involve two phases. The first phase would

include demolition; construction of 57 age-restricted units, construction of 100,000 square feet of non-residential space, and 73 existing units retained as condominiums with reduced density and reduced number of bedrooms. The second phase would include 144 existing units retained as condominiums with reduced density and reduced number of bedrooms.

- The extension of Tinton Avenue (CR 537) as a through street across the Fort from Route 35 eastward to Oceanport.

In addition to the above recommendations, the Master Plan noted that the Borough and FMERPA (now FMERA) would need to coordinate its infrastructure plans for streets, sewerage, drainage, and utilities with the adjoining Borough systems to achieve a compatible plan and provide appropriate transition to the developed areas of the Borough and its infrastructure. The Land Use Plan designates all of the former Fort properties as the "Fort Monmouth Reuse Planning Area." The portions of the Eatontown Reuse Area which were part of the notice of public interest by Monmouth County for the conveyance of surplus property for park and recreation use were labeled with an overlay entitled "Proposed Fort Monmouth Park and Recreation Land." Finally, the Master Plan also noted that the impending closure of Fort Monmouth represented a great economic loss to Eatontown both in terms of jobs lost on the Fort, as well as within the Borough. The Plan estimates that 40 percent, or 1,861 of the 4,652 civilian jobs on the Fort were residents of Eatontown.

This amendment is not inconsistent with the proposed plans for this area of the Fort.

Eatontown Zoning

Although the development of the former Fort properties in Eatontown are governed by the Land Use Rules and design guidelines adopted by FMERA, as a point of information, the study area lies within the P-1 Public Land Zone under the Borough's current zone plan. Permitted uses in the P-1 zone "shall be those deemed appropriate by the Borough Council to include but not be limited to parks, playfields, playgrounds, recreation, administrative or utility buildings and installations, libraries, historical buildings, or other cultural or community centers, or other similar public uses, or deemed appropriate by the local or regional school district board to include public school or private school educational and administrative buildings and related uses and buildings."

This amendment is not inconsistent with the underlying permitted uses in the P-1 zone.

V. Conclusion

The subject amendment, referred to as Amendment #9 to the *Fort Monmouth Reuse and Redevelopment Plan*, maintains the land use concepts and plans articulated in the *Reuse Plan*. However, the amendment permits alternative development scenarios for the Eatontown Reuse Area.

This 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 encouraging economic development. Lastly, the amendment provides flexibility for FMERA to more effectively attract redevelopment in the Eatontown Reuse Area, thereby enabling it to fulfill its statutory mandate to advance the general prosperity and welfare of the people most impacted by the Fort's closure.

