

**Amendment #8 to the
*Fort Monmouth Reuse and Redevelopment Plan***

DRAFT

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 an alternative development scenario on a parcel (the “Subject Parcel” “Property”) on the former Fort Monmouth property in the Borough of Eatontown, New Jersey (“Eatontown Reuse Area”) known as “Howard Commons”.

The Howard Commons property is a ±63.87 acre parcel of land located at the intersection of Pinebrook Road and Hope Road, along both sides of Pinebrook Road in the southern part of the Charles Wood Area in the Eatontown Reuse Area. The property is currently improved with 53 buildings, one storage facility and 486 residential units in 52 Wherry style housing buildings. The *Reuse Plan* envisioned that the property be developed with 275 newly constructed dwelling units consisting of flats and townhouses including affordable housing, along with a 12,530 square foot convenience retail facility at the intersection of Hope and Pinebrook Roads. The Subject Parcel lies entirely within the Pinebrook Neighborhood development district as delineated in the Land Use Rules (N.J.A.C. 19:31C-3 et seq.).

This amendment would permit the following on the Subject Parcel:

- Up to 258 residential dwelling units comprised of the following:
 - 206 low-density units in the form of detached single-family homes.
 - 52 medium-density units in the form of apartments and stacked flats affordable to low- and moderate-income households.
- Up to 15,000 square feet of retail uses
- Maximum permitted heights for the following uses:
 - Single-family homes of 2.5 stories/45 feet
 - Apartments and stacked flats of 3 stories/55 feet
 - Retail buildings of 2 stories/35 feet
- Maximum impervious coverage: 70 percent
- Yard setbacks:
 - Minimum side yard setback (one yard): 1 foot for single-family and 5 feet for multi-family units
 - Minimum combined side yard setback for all building types: 10 feet
 - Minimum rear yard setback: 20 feet for single-family and 10 feet for multi-family units
- Rear lot lines of detached single-family homes adjacent to Pinebrook Road.
- Driveways less than 50 feet from intersections
- Minimum driveway width: 24 feet
- Minimum distance of driveway to lot line: 1 foot

- Relocation of 17 housing units to the former Megill housing area within the golf course parcel, in addition to the existing uses in the Reuse Plan

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 Parcel. 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 scenario, 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 the provision of housing.

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 this 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 including the Suneagles golf course.

The Howard Commons property is a ±63.87 acre parcel of land located at the intersection of Pinebrook Road and Hope Road, along both sides of Pinebrook Road in the southern part of the Charles Wood Area in the Eatontown Reuse Area. The property is currently improved with 53 buildings, one storage facility and 486 residential units in 52 Wherry style housing buildings. The buildings were constructed in 1953. The total building area of the residential units is approximately 580,000 square feet. Additionally, there is a 3,850 square foot, circa 1942 masonry storage building located on the property at the northeast corner of Hope and Pinebrook Roads.

The Subject Parcel lies entirely within the Pinebrook Neighborhood development district as delineated in the Land Use Rules (N.J.A.C. 19:31C-3). Permitted land uses in the development district are medium density residential, townhouses consisting of attached single family units at a minimum of four units per structure, open space/recreation, and mixed use and/or retail. Mixed use and/or retail uses are limited to 15,000 sf along Pinebrook Road. Outdoor dining is not permitted. Mixed use buildings have a three-story (45 feet) height limitation; retail buildings have a two-story (30 feet) limit. No minimum lot area is required, but maximum permitted lot coverage is 60 percent. Maximum density for residential in mixed-use buildings is 8 units per acre. The Land Use Rules, like the *Reuse Plan*, call for 275 units of new-construction housing. Howard Commons is in a Medium Density Residential district which allows a maximum of 12 units per acre. Medium Density residential districts allow:

- Stacked flats (2 to 3 units stacked vertically, in attached structures providing up to eight horizontal stacks per structure, total of 16 to 24 units per structure). Up to three stacked flat units may share one entrance at the first level.
- Residential buildings with four or more units per building and with at least four units sharing each ground-level entrance.

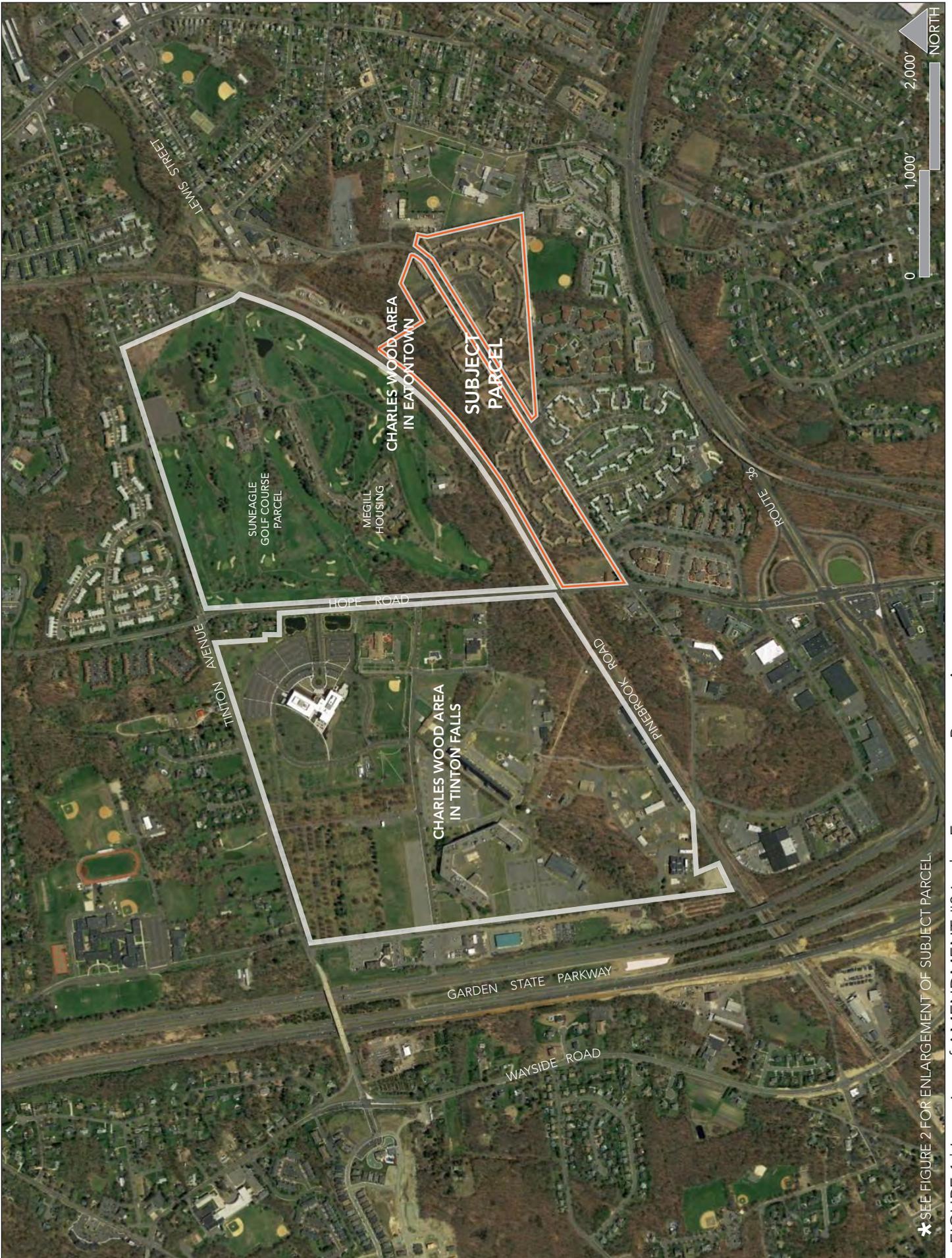
The maximum height for multi-family stacked flats and apartment buildings is three stories/45 feet.

Per the Land Use Rules, the maximum impervious coverage in the Pinebrook Neighborhood is 60 percent. For low-density residential uses the minimum side lot line setback (both sides) is 10 feet, the minimum rear lot line setback is 25 feet. For medium-density residential uses the minimum side lot line setback (both sides) is 10 feet, and the minimum rear lot line setback is 20 feet. No rear lot line for any use shall be located adjacent to a street. The minimum driveway width for residential uses is 25 feet, the minimum distance between driveways and intersections is 50 feet and the minimum distance between a driveway and a lot line is 5 feet. The maximum height of retail buildings is permitted to be 2 stories or 30 feet.

This amendment would permit the following on the Subject Parcel:

- 258 residential dwelling units comprised of the following:
 - 206 low-density units in the form of detached single-family homes.
 - 52 medium-density units in the form of apartments and stacked flats affordable to low- and moderate-income households.
- Up to 15,000 square feet of retail uses
- Maximum permitted heights for the following uses:
 - Single-family homes of 2.5 stories/45 feet
 - Apartments and stacked flats of 3 stories/55 feet
 - Retail buildings of 2 stories/35 feet
- Maximum impervious coverage: 70 percent
- Yard setbacks:
 - Minimum side yard setback (one yard): 1 foot for single-family and 5 feet for multi-family units
 - Minimum combined side yard setback for all building types: 10 feet
 - Minimum rear yard setback: 20 feet for single-family and 10 feet for multi-family units
- Rear lot lines of detached single-family homes adjacent to Pinebrook Road.
- Driveways less than 50 feet from intersections
- Minimum driveway width: 24 feet
- Minimum distance of driveway to lot line: 1 foot
- Relocation of 17 housing units to the former Megill housing area within the golf course parcel, in addition to the existing uses in the Reuse Plan

Please see *Figure 1: Location of Amendment #8 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 #8 in the Eatontown Reuse Area* which focuses on the Subject Parcel. This amendment maintains the development concepts and plans articulated in the Reuse Plan.



★ SEE FIGURE 2 FOR ENLARGEMENT OF SUBJECT PARCEL.

FIGURE 1 | Location of AMENDMENT #8 in the Eatontown Reuse Area



Legend

Yellow	Low Density Residential
Brown	Medium Density Residential
Red	Commercial/Retail
Blue	School/Institution/Admin
Pink	Office/R & D
Purple	Light Industrial/Fabrication/Assembly

FIGURE 2 | Detail View of AMENDMENT #8 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 continues to allow for up to a maximum of 15,000 square feet of retail uses contemplated in the *Reuse Plan*.

Total Residential Development Yield

This amendment permits 258 residential dwelling units, which is 17 fewer residential units than the 275 units contemplated in the *Reuse Plan*. As such, 17 units will be relocated from the Pinebrook Neighborhood Development District, i.e., Howard Commons to the Golf/Conference Campus Development District, i.e., the former Megill housing area in the Suneagles golf course. Thus, the total number of residential units contemplated in the *Reuse Plan* for the Charles Wood Area in Eatontown will remain at 275 units.

Compatibility with Surrounding Land Uses

The uses contemplated in this amendment are compatible with the surrounding land uses. The Conrail-New Jersey Southern Branch-Main Line railroad tracks borders the Howard Commons parcel to the north and separates the Subject Property from the remainder of the former Fort properties to the north. On the north side of the railroad tracks is the Suneagles golf course which is separated from the rail tracks by a large landscaped buffer. Within the golf course is the former Megill Houses which are two family attached homes. To the south and southwest of Howard Commons are a series of garden apartment projects including Wedgewood Commons, Eaton Crest apartments, and Victoria Plaza. The low- and medium-density residential buildings contemplated in this amendment will be compatible with these existing uses. Additionally, the contemplated uses are complimentary with how this parcel was developed when the Fort was fully functional as this area of the Fort was improved with 486 residential units in 52 Wherry style housing buildings.

Circulation

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 amendment contemplates the provision of 13 acres of open space and recreation and a walking trail. This open space will not include a ±5-acre baseball field as contemplated in the Reuse Plan. The loss of the baseball field in this location will have to be made-up elsewhere on the Fort properties in Eatontown.

Sustainability

This amendment would not preclude incorporation of any of the sustainability measures outlined in the Reuse Plan, and is consistent with all other development contemplated on the former Fort properties. Specifically, the amendment includes wetland preservation and restoration, protection and creation of open space, and creation of a walking trail.

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 15,000 square feet of retail space which is consistent with the Reuse Plan. It also contemplates 258 residential units which is 17 fewer residential units 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 development of this parcel. Any necessary traffic mitigation would be addressed at that time.

Environmental Issues

The amendment contemplates the preservation and protection of wetlands, Wampum Brook and open space areas. It also involves the creation of a walking trail.

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. The amendment will not have any adverse impacts on the Fort’s historic resources.

Community Impacts and Affordable Housing

This amendment contemplates up to 15,000 square feet of retail uses which is consistent with the Reuse Plan. If this amendment were pursued, the total number of residential units in the Charles Wood Area in the Eatontown Reuse Area would remain at 275 which is consistent with both the Reuse Plan and the subsequent amendments. However, the amendment would involve a different housing prototype and fewer housing units on the Subject Parcel than is contemplated in the Reuse Plan. The Reuse Plan envisioned the Howard Commons area to be redeveloped with 275 medium-density housing units including affordable housing. The amendment contemplates 206 low-density housing units in the form of single-family detached homes and 52 medium-density units in the form of apartments and stacked flats affordable to low- and moderate-income households. The change in housing type has some implications in terms of the population and number of schoolchildren anticipated from development. 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 multifamily units is lower than for single-family detached homes. This amendment contemplates a mix of single-family detached homes and multifamily apartments at Howard Commons whereas the Reuse Plan envisioned all multifamily apartments. Thus, if the alternative land use scenarios described in this amendment are pursued the overall population may increase slightly. However, the amendment continues to afford opportunities for family housing in the Reuse Area and opportunities for mixed-income housing. Although this amendment would require the relocation of residential units, no change in the total residential development yield is envisioned, and therefore there would be no direct impact on the construction of affordable housing.

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 replacement, and employee training. It will create construction jobs and the development of retail 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 residential users to 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 development of low- and medium-density housing in a location that is in close proximity to similar housing out-side of the former Fort's boundaries. The amendment would not involve the removal of any buildings identified in the *Reuse Plan* as being required for preservation. It is replacing existing outdated housing with modern housing intended to appeal to the current residential marketplace.
- *Be a green community model.* The amendment involves the protection of environmentally sensitive areas, including wetlands, watercourses, and habitats. The amendment provides 13 acres of open space and recreation in close proximity to 258 residences. It also proposes a walking trail which will enhance walkability.

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 low- and medium-density housing and retail uses consistent with this principle.

Principle #2: Link centers & increase mobility with connected transit infrastructure serving the region and the Fort. With regard to this principle, the amendment contemplates a mix of uses and a walking trail which will enhance walkability and reduce automobile dependence for short trips.

Principle #3: Enhance auto mobility and redevelopment capacity with targeted roadway infrastructure improvements. This amendment does not preclude the enhancement of auto mobility and redevelopment capacity with targeted roadway infrastructure improvements as set forth in the *Reuse Plan*.

Principle #4: Combine open space, habitat, and water resources to establish a continuous Blue – Green belt. The amendment involves the protection of environmentally 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. 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 eve-

ryday amenity. The amendment provides 13 acres of open space and recreation in close proximity to 258 residences. It also proposes a walking trail.

Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities. With regard to this principle, the Reuse Plan notes that creating a seamless land use integration between the community and the Fort is of primary importance. This amendment contemplates low- and medium-density residential units across Pinebrook Road from existing garden apartments. The land uses contemplated in this amendment are complementary with the existing adjacent medium-density residential uses.

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 development of low- and medium-density housing in a location that is in close proximity to similar housing out-side of the former Fort's boundaries. The amendment would not involve the removal of any buildings identified in the *Reuse Plan* as being required for preservation. It is replacing existing outdated housing with modern housing intended to appeal to the current residential marketplace.

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 FMERA's stated purpose and the public welfare, by providing housing, including affordable 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 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 over 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 plan's proposal 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."

V. Conclusion

The subject amendment, referred to as Amendment #8 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 providing housing including affordable housing. 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 provide housing, regenerate the local tax base and advance the general prosperity and welfare of the people most impacted by the Fort's closure.