



9.0 ZONING & LAND USE IMPACTS



9.0 Zoning & Land Use Impacts

9.1 Statement Of Goals and Objectives

The following Goals and Objectives have been developed to guide the preparation of this plan:

To create a “green community” model where sustainable redevelopment at Fort Monmouth balances the economic, environmental and social triple bottom line within the limits of available resources.

To plan for beneficial redevelopment that improves and reinforces the quality of life in the constituent municipalities consistent with State, County & Municipal planning policy, by:

- Creating Mixed-Use Live/Work/Leisure Centers;
- Linking centers & increasing local and regional mobility with connected transit infrastructure serving the region and the Fort;
- Enhancing auto mobility and redevelopment capacity with targeted roadway improvements;
- Establishing a continuous Blue – Greenbelt combining active and passive open space, wildlife habitat, riparian corridors and wetlands;
- Enhancing bicycle & pedestrian mobility throughout the Fort and adjoining areas utilizing the Blue - Greenbelt to maximize linkages; and
- Eliminating perceived Fort boundaries and connecting proposed and existing land uses to reintegrate the Fort to the communities

To promote the efficient and comprehensive conversion and revitalization of Fort Monmouth and leverage existing Fort Monmouth assets, by

- Reusing, adapting, replacing or upgrading the Fort Monmouth buildings

- Stabilizing and growing the high-tech workforce in the region and managing job replacement & employee training

- Retaining jobs and creating new employment and other business opportunities

- Attracting and supporting NJ growth industries (Communications, renewable energy, life science, nanotech, stem cell, homeland security)

To promote a balance of land uses and varied housing types (including Homeless, COAH & Workforce housing) that meets regional needs and promotes municipal fiscal health.

9.1.1 Current Local Land Use Policies

Eatontown

A July 23, 2007 update of the Eatontown Master Plan incorporated the results and recommendations of Borough planning studies on the reuse of Fort Monmouth and the future of the downtown Village area of the Borough. The Planning Board also updated the statement of relationship of the Borough plan to the plans of adjoining municipalities, the County and the State. Two of the goals of the Master Plan that relate to Fort Monmouth included:

- To design and implement the road plan of the Borough to facilitate the movement of residents from one quadrant to others without using Routes 35 and 36 or the Route 35/Route 36 intersection; to discourage traffic from outside the Borough from using streets internal to residential areas; and, to assure that adequate parking is provided by all new developments.

- To support the commercial and industrial attractiveness of the Borough by facilitating continued viability of existing commercial development along Routes 35 and 36, and additional and upgraded development on vacant land within existing commercial areas.

As part of the reuse and redevelopment of Fort Monmouth for civilian activity, the Borough Master Plan recommends the following:

a. Relocate the Borough municipal complex onto Fort Monmouth to reoccupy the Fort Monmouth Life Cycle Management Building as the new Borough municipal complex.

b. Adopt the recommendations of the Howard Commons Reuse Study prepared February 2003 by Kise, Straw and Kolodner. The Howard Commons study is appended to the Borough Master Plan and adopted by reference as the Borough plan for the reuse of the Howard Commons area of Fort Monmouth.

c. Endorse the public benefit conveyance of surplus property at Fort Monmouth for park and recreation purposes as recommended by Monmouth County in the County notice of intent dated February 14, 2007.

The Land Use Plan identified Federal government lands at Fort Monmouth as the “Fort Monmouth Reuse Planning Area” on the Master Plan map. These lands are included in the zone plan as part of the P-1 zone for public use.

The Land Use Plan recommends that the Howard Commons Area of Fort Monmouth be redeveloped and reused in accordance with the recommendations of the Howard Commons Reuse Study prepared February 2003 by Kise, Kolodner, and Straw. The Howard Commons planning area is shown on the Borough Master Plan map and the Howard

Commons Reuse Study is appended to and adopted as part of this Borough Master Plan.

The Eatontown plan also recommends that the Fort Monmouth reuse plan should provide for the relocation of the Borough municipal complex from Broad Street into the Fort Monmouth Life Cycle Management Building. The Borough Master Plan map shows the location of

the Life Cycle Management Building as the proposed location of the Borough municipal building.

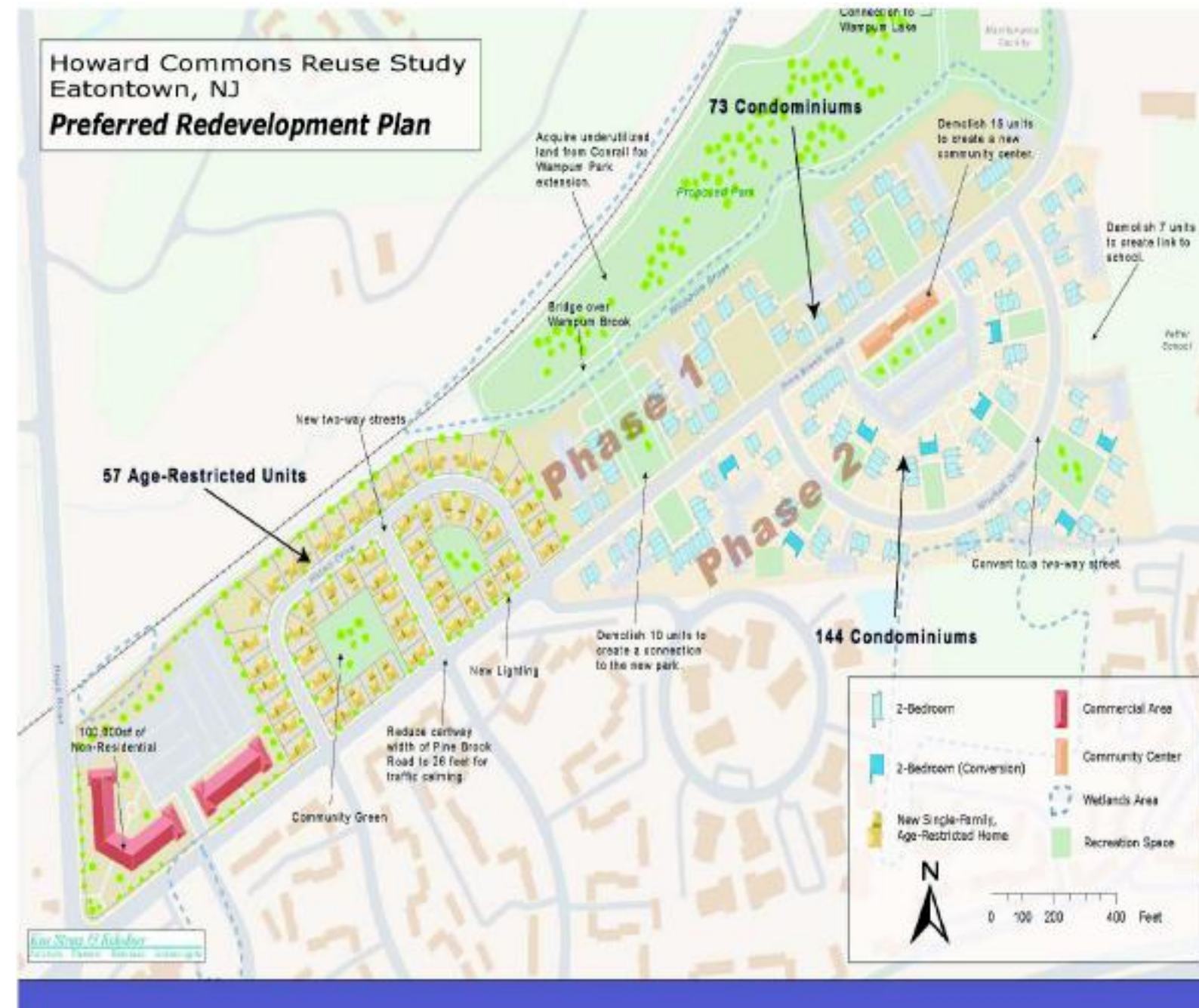
Eatontown advances the concept that the Fort Monmouth reuse plan should provide for reuse of land within the base as park and recreation land as recommended by the February 14, 2007 notice of public interest by Monmouth County for the conveyance of surplus

property for park and recreation use. Three recreation parcels are located in Eatontown, including Husky Brook Lake and the football complex; Lefetra Creek, Parkers Creek and Mill Creek, the baseball/ softball fields and bowling center; and the base golf course.

The Borough Master Plan map shows the location of the proposed Fort Monmouth Park and recreation land.

A description of the proposed use of each of the three open space and recreation parcels is included in the Borough's Open Space, Recreation, and Conservation Plan Element.

The Eatontown plan also recommends that Tinton Avenue (CR 537) should be extended as a through street across the base from Route 35 eastward to Oceanport.



Oceanport

From Fort to Village: A Vision for Oceanport's Fort Monmouth is a plan for redevelopment of the Ft. Monmouth property in Oceanport. Intended as a demonstration of the principles of smart growth set forth in the New Jersey State Development and Redevelopment Plan, new development would be compact, walkable and bikeable.

Natural features of the site including wetlands and waterfronts would be preserved and upgraded, and new development would conserve energy by being designed in accordance with the LEED standards for neighborhood development.

Two of the goals of the Oceanport Plan that relate to Fort Monmouth include:

- Creating employment opportunities and commercial ratables is one of Oceanport's major objectives. The existing McAfee Center is one of the most modern office space structures on the base and would lend itself to the conversion to commercial office space.



Overall Concept Plan

- The creation of a series of public space that integrate all of these elements together in order to produce a community framework that embodies sustainable principles of community development. These components would be comprised of existing natural areas as well as built areas.

From Fort to Village finds that the open spaces within Fort Monmouth are largely based on the existing unique natural attributes. These include the coastal fringes, freshwater wetlands, and stream corridors associated with Parker's and Oceanport Creeks, branches of the Shrewsbury River. Areas identified as bald eagle habitat and the existing marina are integral to this network, which also includes the existing ponds and recreational lands, as well as those open lands identified for public benefit conveyance by Monmouth County Parks. Oceanport's plan envisions the integration of existing contaminated lands within the open space network, where they may be contained while contributing to the framework of open spaces.

The following is a summary of the specific recommendations of the Oceanport Vision Plan:

- The open space requested by the Monmouth County Parks Department, including the historic parade ground and the environmentally sensitive land along Oceanport Creek and Parker's Creek, would become dedicated public property. This land would serve as open space for both the Fort development and surrounding neighborhoods.
- The Fort Monmouth Historic District would be preserved and structures within the district would be restored and reused in accordance with the Secretary of the Interior Standards.
- The 98 acres between Oceanport Avenue and the NJ Transit tracks would be developed as a mixed-use, small scale,



walkable village. Oceanport Avenue would be developed as a boulevard and provide the major North-South traffic route for Oceanport development.

- The Patterson Medical Center would be maintained as a veterans health facility and the land close to the Center would be developed with a mix of health care providers and professional offices. This area would also provide sites for an elementary and a middle school located next to County open space.
- The Oceanport Board of Education has requested the conveyance of the McAfee Center. If it is not used by the B.O.E., then McAfee Center and the surrounding property are seen as well suited to be developed as an office campus.
- The 28 acres along Parker's Creek is a prime waterfront development site that calls for the highest design quality with a unique resort hotel, spa, and/or conference facility.
- Redevelopment of Ft. Monmouth would require the creation of an east-west arterial street in order to connect the proposed development areas with Rt. 35 and the regional highway system. The new east-west street should be designed to be compatible with the historic district and connect with Oceanport Avenue.

h. The vision plan envisions that there would be a jitney or small bus system connecting the various development centers at the Fort with the Little Silver train station. Since jitneys are generally small-capacity vehicles that follow a service route, but can divert to pick up and drop off passengers, the jitney would serve as an important link to the NJ Transit rail system. Such a system would also allow commuters from outside the area to access jobs located within the redevelopment area.



Medical Office Park Concept Plan

Tinton Falls

Public land parcels represent the single largest land category, including 3,249 acres or nearly 33% of Tinton Falls’s total land area. The three largest publicly-owned sites - Naval Weapons Station Earle (approximately 1200 acres), Fort Monmouth (approximately 170 acres), and the Monmouth County Reclamation Center (approximately 900 acres) – are dominant land uses in Tinton Falls, with other publicly-owned parcels such as schools and open space scattered throughout the Borough.

One of the goals of the Tinton Falls Master Plan is to ensure the most appropriate reuse of Fort Monmouth. The Borough’s objectives for land use include being actively involved in the planning process for the redevelopment of Fort Monmouth in order to ensure the most appropriate and beneficial reuse of the site.

Goals for housing include the objective of fully integrating affordable housing throughout the Borough, both within development projects and geographically throughout Tinton Falls.

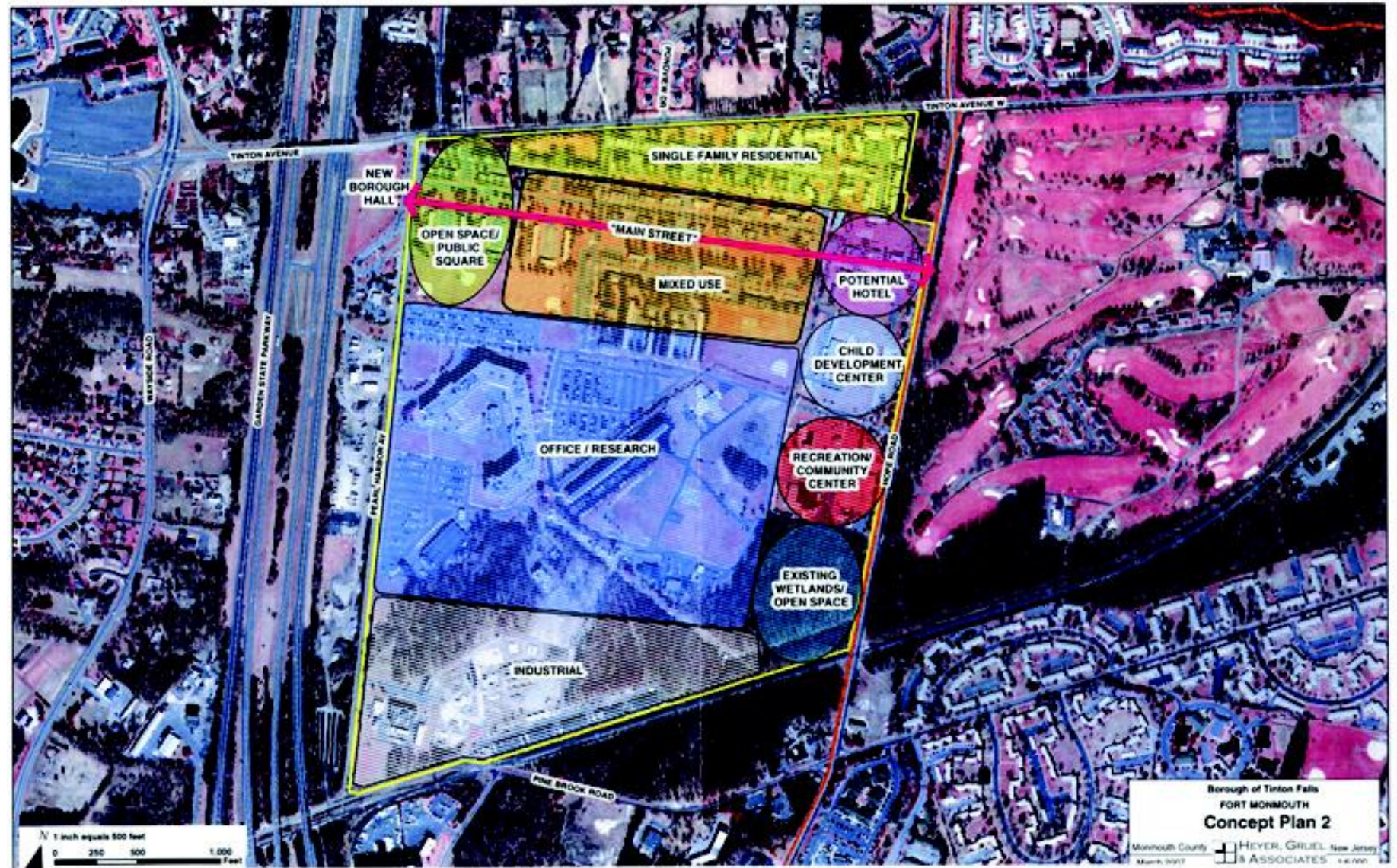
Tinton Falls land use policies regarding Fort Monmouth are summarized below.

- a. Fort Monmouth would become private land under statutory provisions that give the Borough limited ability to regulate the land use of the parcel. However, Tinton Falls sees this property as the last and best opportunity to create something special for the Borough, and seeks to advance its vision for the ultimate development of the site.

This vision is graphically shown on the Concept Plan map for Fort Monmouth that assumes a variety of uses, some public, some of which may be private. For example, the County may have an interest in the Fire Academy and other public uses on the site. The remainder of the site should be carefully developed, if it becomes available.

- b. Sensitivity to the development of Tinton Avenue West is a principal concern.

- The properties to the north of Tinton Avenue adjacent to Fort Monmouth are within the Borough’s RA Residential Agricultural designation, the lowest intensity zone within the Borough. The roadway is also designed as a scenic corridor by the County.
- The uses of Fort Monmouth lands along the Tinton Avenue frontage should be restricted to either very low intensity uses or buffering along the road. New curb cuts and



significant traffic generators should not be located adjacent to Tinton Avenue.

- The central core of the Fort Monmouth site has great potential to serve as Tinton Falls’ Town Center and the Borough hopes to create a new “Main Street” development running westward from Hope Road and terminating at the municipal complex adjacent to the Parkway. Along this Main Street and on the balance of the tract, a compact mixed-use, walking scale community could be developed. The Town Center should include a substantial commercial component as well as residential development, entertainment uses, and well defined public spaces

including a possible new Library.

- Linkages to the neighborhoods of Tinton Falls should be carefully considered. The Town Center should also accommodate affordable housing. Consideration should be given to development of a hotel.
- A significant open space component should be included which can also connect the activity centers within the site and preserve the site’s environmental features.

9.1.2 Comparison of Fort Monmouth Concept Plan and Local Plans

The following analysis identifies by municipality how the proposed concept reuse plan for Fort Monmouth compares with the local plans described above.

Oceanport (Proceeding from east to west on concept plan)

- a. **Concurrence**
 1. Medium density housing between NJ Transit line and Oceanport Ave.
 2. The land areas along Oceanport Creek and Parker’s Creek would be developed as natural open spaces
 3. Marina
 4. Mixed use retail/housing around Oceanport Ave.
 5. Historic Parade Ground and surrounding structures preserved
 6. Mixed Use resort/cottage retail along Parkers Creek (Borough refers to it as Riverfront Resort Development area)
 7. Ecotech Park or McAfee Corporate Center - agreement except for name
- b. **Open**
 1. Municipal Complex - Borough plan includes it as part of the mixed-use area, while the FMERPA plan locates this facility at Barker Circle, where the Borough plan indicates University residences and fire station or municipal uses
 2. Paterson Army Health Clinic, school - Oceanport proposes townhouses and professional offices (medical) while FMERPA

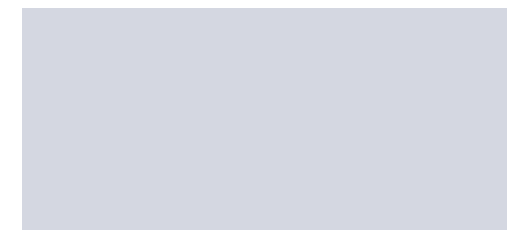


Plan calls for a medical office building, apartments, townhouses and a limited number of detached small lot homes.

3. Homeless accommodations
4. The FMERPA Plan calls for single-family detached housing across the street from similar housing on Main Street.
5. Thoroughbred training and stabling facility (Oceanport Resolution #R-08-97 adopted June 19, 2008)

Eatontown

- a. **Concurrence**
 1. Howard Commons Area – this area is intended for housing in both Borough’s and FMERPA’s concept plans.
 2. Relocate Borough administrative offices to the Mallette Hall.
 3. Tinton Avenue (CR 537) should be extended as a through street across the base from Route 35 eastward to Oceanport
 4. Open space areas
- b. **No Comments or acknowledgement**
 1. Hotel and conference center
 2. Commercial incubator, community center retail and housing in Master Plan (there is a town center identified in the Howard Commons report)
 3. Homeless accommodations
- c. **Open**
 1. Howard Commons Area – type of housing - FMERPA Plan calls for courtyard apartments and is silent on ownership and age restriction, while the Borough plan calls for age-restricted housing and condominiums



Tinton Falls

- a. **Concurrence**
 1. Town Center “Main Street” is identified in FMERPA Plan and Borough’s concept plan
 2. Commercial/general office
 3. Open space to the east
- b. **Open**
 1. Homeless accommodations



9.2 Municipal Zoning Initiatives related to Fort Monmouth

The FMERPA plan development process would include public meetings with municipalities regarding the plan, which would provide a forum for communicating municipal positions on the base redevelopment. A formal procedure mandated as part of the FMERPA planning process requires a review of the draft FMERPA plan by municipal planning boards and comparison to the municipal Master Plan:

C.52:27I-15 Submission of proposed plan to constituent municipalities.

15. Prior to the adoption of the plan, or revision or amendment thereto, the authority shall transmit a copy of the proposed plan to the planning board of each constituent municipality. Within 45 days after referral, each planning board shall transmit to the authority a report containing its recommendation concerning the plan. This report shall include an identification of any provisions in the proposed plan that are inconsistent with the master plan and recommendations concerning these inconsistencies and any other matters as the board deems appropriate.

The host municipalities have indicated the following local zoning preferences for implementation and their implications:

Eatontown

Pending the finalization of a reuse plan for Fort Monmouth and the adoption of a redevelopment plan for Eatontown Village, no other zone changes are being



recommended at this time to implement the land use element.

Oceanport

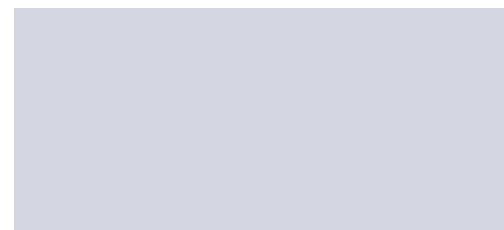
With the completion of the *Fort to Village Plan: A Vision for Oceanport's Fort Monmouth*, Oceanport has articulated its vision for the redevelopment of the 419 acres of Fort Monmouth that lie within its boundaries. However, this plan does not represent the end of the process. As FMERPA proceeds through the development of the plan for the Fort, the *Fort to Village Plan* may be used by Oceanport to inform the FMERPA plan process and other regional and state planning initiatives.

The inclusion of the *Fort to Village Plan* in the local Master Plan would provide that the required referral and review by the Planning Board would capture the principles and concepts contained in the Concept Plan. Ultimately, the entire Master Plan should be updated to reflect the vision for Fort Monmouth.

Tinton Falls

Tinton Falls includes most lands on Fort Monmouth within the IOP Industrial/Office Park Districts (IOP-10, IOP-15, IOP-20, IOP-25, IOP-35, and IOP-50). The IOP zones permitted and conditional uses are as follows:

1. Permitted uses include offices; hotels and motels; research facilities; hospital; veterinary hospitals; utilities; restaurants; restaurants with bar; manufacturing; fabrication and assembly operations; agricultural uses but not "farms"; tennis courts, gymnasiums, weight rooms and exercise centers; instructional centers; golf courses, parks,



and other open space uses; elementary, middle, and high schools offering academic instruction with curriculums approved by the elementary and/or regional boards of education; retail/warehouse uses, lumber yards, and home improvement centers; Borough uses; child care centers; automobile car wash in the IOP- 15, IOP-20 and IOP-25 districts; utility services; a continuing care retirement community (CCRC) under the provisions of a general development plan and certain requirements; and an active adult community in the IOP-35 zone.

2. Conditional uses include automobile service stations; permitted office, research, hospital, warehousing, manufacturing, fabrication and assembly operations shall be permitted limited accessory and incidental to retail outlets; warehousing; residence inns; outdoor equipment storage; commercial radio and other communications towers; a limited recycling operation in the IOP-20 district only; and assisted living residences.

The majority of the IOP zones are located in the center of the Borough, including lands at Fort Monmouth and Naval Weapons Station Earle. Several other smaller IOP zones are located in different sections of the Borough.

The Open Space Government Use designation represents a new land use category for Tinton Falls. This designation includes the County Park south of Route 33 and the County-owned parcels on the east side of Wayside Road. This category also includes those large publicly-held parcels including Fort Monmouth, Naval Weapons Station Earle, and the County Reclamation Center. The intent of this designation is to allow the existing activities on the properties as a

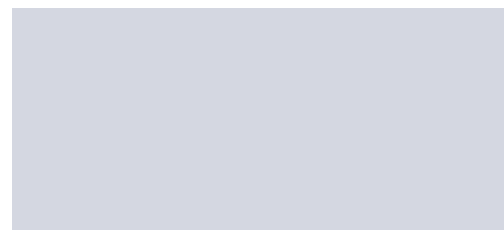


matter of right while not committing to a specific zone assuming the properties become available for development.

It is recommended that the Borough give some thought to the ultimate disposition of these properties if they become available for development. For example, that portion of Earle located within Tinton Falls is an extremely valuable property from an open space perspective. It includes an extensive habitat suitable for rare and endangered species and would make an excellent open space tract. The landfill would ultimately close and could serve as an industrial park property or a portion might be used for intensive active outdoor recreation. The County should prepare a reuse Plan for the landfill's ultimate closure.

9.3 Monmouth County Plans

The Monmouth County Planning Board approach to planning is a reflection of the County Enabling legislation in New Jersey. Not having direct land use control, the County has assumed a leadership position by advocating for good planning at the municipal level, as well as preparing functional plans in cooperation with other County agencies. The following is a synopsis of the several plans the County has prepared.



Monmouth County Growth Management Guide

The Growth Management Guide was adopted by the Planning Board in December 1995. With a structure similar to the SDRP, outlining a series of goals, objectives, and policies in ten categories, the plan addresses air resources, centers, comprehensive planning, economic development, farmland preservation and agriculture development, historic, cultural, natural and scenic resources, housing, solid waste, transportation, and water resources.

Each of the categories has a goal with several objectives and related policies. The municipalities in Monmouth County use this document to address the statutory requirement of reviewing adjacent municipal plans, County plans, and the SDRP.

Monmouth County Open Space Plan

The Monmouth County Open Space Plan, adopted by the Monmouth County Planning Board, as an element of the Monmouth County Growth Management Guide in August 2006, specifically mentions 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 property. 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 communities of Eatontown, Oceanport and Tinton Falls,



and is consistent with their local land use policies and the current Fort Monmouth Reuse and Redevelopment Plan. This application was approved by the National Park Service on July 26, 2008. Conveyance of the requested property will be pursued as disposition and conveyance strategies are developed in conjunction with approval of the Reuse Plan.

Coastal Monmouth Plan

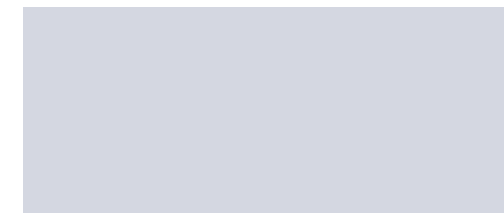
The Coastal Monmouth Plan (CMP) is a two-year regional planning effort that would create a vision for the future of the Monmouth County, NJ Atlantic Coastal Region, which spans over 27 miles of the New Jersey shoreline. Covering the region as a whole as well as each of the 30 municipalities within the study area (including Oceanport and Eatontown), the Plan's purpose is to help the communities prepare, collectively and individually, for sustainable growth, while protecting environmental resources and maintaining their unique coastal character.

The project started in the fall of 2006 and would be completed in the fall of 2008, with the Boroughs of Eatontown and Oceanport as two of the participants.

The Plan has several purposes:

a. To establish a set of planning alternatives to help coastal municipalities manage their remaining development potential, conserve open space, explore redevelopment opportunities and address the impacts of future growth on infrastructure, the natural environment, and the overall quality of life.

b. To formulate a plan that would be



adopted as an element for the Monmouth County Growth Management Guide.

c. To formulate a regional plan suitable for endorsement by the New Jersey State Planning Commission. (Project is receiving funding from the Department of Community Affairs).

The Plan would examine the region's land development pattern and identify the present and future capacity for growth to support economic development. Using demographic, socioeconomic and land use data, it would evaluate a set of planning alternatives to help the area guide future growth and conservation efforts. An Implementation Agenda would provide a strategic framework for municipalities, the County, and State agencies to follow in order to carry out identified strategies necessary to meet the vision of the Coastal Monmouth Region.

On March 15, 2007 the second meeting of the Coastal Regional Collaborative convened at Brookdale Community College, in the Student Life Center. Approximately 55 municipal representatives, stakeholders, and government agency officials from Monmouth County communities met. One of the announcements was that Freeholder Burry had asked the Monmouth County Planning Board to coordinate planning activities (of the study) with the Fort Monmouth Redevelopment Commission.

On May 30, 2007 a one-on-one meeting was conducted by the County with representatives from Neptune Township, Eatontown, and Ocean Township. The meeting took place at the Neptune



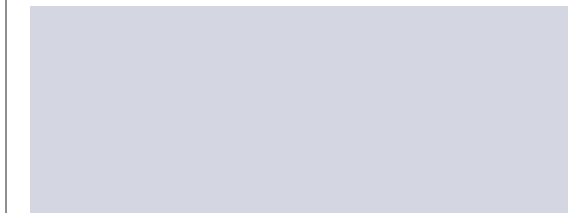
City Borough Community Center. On June 13, 2007 a meeting was held with municipal representatives from Oceanport.

Monmouth County staff view redevelopment of the Fort as a regional issue, due to implications for vehicle traffic. The only definitive discussion items with the municipalities have been the need to maintain the Emergency Management Facility and the need to provide as much open space as possible. The County's involvement in the planning process would continue and evolve as the next steps occur.

9.4 New Jersey State Development and Redevelopment Plan

The New Jersey State Development and Redevelopment Plan (SDRP) is an outgrowth of the State Planning Act which was signed into law January 2, 1985. The SDRP was first adopted on June 12, 1992. It was revised and readopted on March 1, 2001 and presently is in the process of being reconsidered for readoption.

The purpose of the SDRP is to provide a vision for the future that would preserve and enhance the quality of life for all residents of New Jersey. The SDRP is the result of a cross-acceptance process that includes officials from counties, municipalities and the citizens of New Jersey in numerous public assemblies, discussing all of the major aspects of the Plan - its goals, strategies, policies, and application. This process ensures that the Plan belongs to the citizens of New Jersey, whose hopes and visions have shaped it.



Within the State Planning Act, the Legislature declared that the purpose of the SDRP is to:

Coordinate planning activities and establish Statewide planning objectives in the following areas: land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination (N.J.S.A. 52:18A-200(f))

The objectives of the SDRP are outlined in its statewide goals and strategies, as follows:

1. Revitalize the State’s Cities and Towns

- Protect, preserve, and develop the valuable human and economic assets in cities, towns, and other urban areas. Plan to improve their livability and sustainability by investing public resources in accordance with current plans which are consistent with the provisions of the State Plan. Leverage private investments in jobs and housing; provide comprehensive public services at lower costs and higher quality; and improve the natural and built environment. Incorporate ecological design through mechanisms such as solar access for heating and power generation. Level the playing field in such areas as financing services, infrastructure, and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor and minorities, to jobs, housing, services, and open space within the region. Build on the assets of cities and towns such as their labor force, available land and buildings, strategic location, and diverse populations.

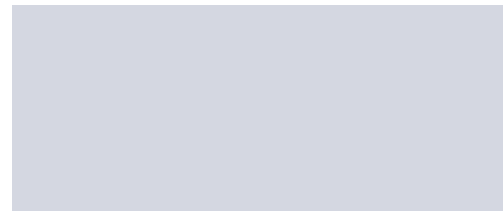


2. Conserve the State’s Natural Resources and Systems

- Conserve the state’s natural resources and systems as capital assets of the public by promoting ecologically sound development and redevelopment in the Metropolitan and Suburban Planning Areas, accommodating environmentally designed development and redevelopment in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the development and redevelopment of Centers and the use of land, water, soil, plant, and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.

3. Promote Beneficial Economic Growth Development and Renewal for All Residents of New Jersey

- Promote socially and ecologically beneficial economic growth, development and renewal, and improve both the quality of life and the standard of living of New Jersey residents, particularly the poor and minorities, through partnerships and collaborative planning with the private sector. Capitalize on the state’s strengths—its entrepreneurship, skilled labor, cultural diversity, diversified economy and environment, strategic location and logistical excellence—and make the state more competitive through infrastructure and public services cost savings and



regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new, environmentally sustainable businesses in Centers and areas with existing infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the food and agricultural industry throughout New Jersey through coordinated planning, regulations, investments and incentive programs—both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.

4. Protect the Environment, Prevent and Clean-Up Pollution

- Develop standards of performance and create incentives to prevent and reduce pollution and toxic emissions at the source, in order to conserve resources and protect public health. Promote the development of businesses that provide goods and services that eliminate pollution and toxic emissions or reduce resource depletion. Actively pursue public/private partnerships, the latest technology, and strict enforcement to prevent toxic emissions and clean up polluted air, land, and water without shifting pollutants from one medium to another; from one geographic location to another; or from one generation to another. Promote ecologically designed development and redevelopment in the Metropolitan and Suburban Planning Areas and accommodate ecologically designed development in Centers in the Fringe, Rural, and Environmentally Sensitive Planning Areas, to reduce automobile usage; land, water and energy



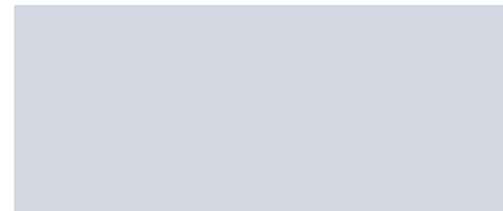
consumption; and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle.

5. Provide Adequate Public Services at a Reasonable Cost

- Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life-cycle costing. Reduce demands for infrastructure investment by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.

6. Provide Housing at a Reasonable Cost

- Provide adequate housing at a reasonable cost through public/private partnerships that create and maintain a broad choice of attractive, affordable, ecologically designed housing, particularly for those most in need. Create and maintain housing in the Metropolitan and Suburban Planning Areas and in Centers in the Fringe, Rural, and Environmentally Sensitive Planning Areas, at densities which support transit and reduce commuting time and costs, and at locations easily accessible,



preferably on foot, to employment, retail, services, and cultural, civic, and recreational opportunities. Support regional and community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.

7. Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space, and Recreational Values

- Enhance, preserve and use historic, cultural, scenic, open space, and recreational assets by collaborative planning, design, investment, and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.

8. Ensure Sound and Integrated Planning and Implementation Statewide

- Use the State Plan and the Plan Endorsement process as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation; and to integrate planning with investment, program, and regulatory land-use decisions at all levels of government and the private sector, in an efficient, effective, and equitable manner. Ensure that all development, redevelopment, revitalization, or conservation efforts support State Planning Goals and are consistent with the Statewide Policies and State Plan Policy Map of the State Plan.

These objectives are to be achieved through a series of statewide policies addressing equity, comprehensive planning, public investment priorities, infrastructure investments, economic development, urban revitalization, transportation, historic, cultural and scenic resources, air resources, water resources, open lands and natural systems, energy resources, waste, recycling and brownfields, agriculture,

coastal resources, planning established by state statute (Meadowlands, Pinelands and Highlands), special resource areas, and design.

These statewide objectives are applied through the State Plan Policy Map which is divided into six (6) planning areas and five (5) levels of Centers. The planning areas, which do not coincide with municipal boundaries, attempt to address growth in terms of its character, location, and magnitude. The planning areas are:

1. **Metropolitan Planning Area** - The communities within the Metropolitan Planning Area have many things in common: mature settlement patterns resulting in a diminished supply of vacant land; infrastructure systems that generally are beyond or approaching their reasonable life expectancy; the need to rehabilitate housing to meet ever changing market standards; the recognition that redevelopment is, or would be in the not-too-distant future, the predominant form of growth; and a growing realization of the need to regionalize an increasing number of services and systems in light of growing fiscal constraints.
2. **Suburban Planning Area** - The Suburban Planning Area is generally located adjacent to the more densely developed Metropolitan Planning Area, but can be distinguished from it by a lack of high intensity urban form, by the availability of developable land, and by a more dispersed and fragmented pattern of predominantly low-density development. These areas are or would be served by regional infrastructure, except that, outside of Centers and major transportation corridors, there is limited, if any, availability of alternative modes of transportation to the automobile. These areas have generally been designated for growth in municipal Master Plans. As development expands, these services would become increasingly available if planned properly.
3. **Fringe Planning Area** - The Fringe Planning Area is a predominantly

rural landscape (not prime agricultural or environmentally sensitive land) with scattered small communities and free-standing residential, commercial, and industrial development. Large investments in water and sewer and local road networks have not occurred and circulation is primarily provided by state and county highways supplemented by locally-maintained roads. Investments in water and sewer are mainly in existing or proposed Centers.

4. **Rural Planning Area** - The open lands of the Rural Planning Area include most of New Jersey's prime farmland, which has the greatest potential of sustaining continued agricultural activities in the future. They also include wooded tracts, lands with one or more environmentally sensitive features, and rural towns and villages.

4B. **Rural/Environmentally Sensitive Planning Area** - Some lands in the Rural Planning Area (PA4) have one or more environmentally sensitive features qualifying for delineation as Rural/Environmentally Sensitive (PA4B). This sub-area contains valuable ecosystems or wildlife habitats. Rural/Environmentally Sensitive Planning Areas are supportive of agriculture and other related economic development efforts that ensure diversity within New Jersey. Any development or redevelopment planned in the Rural/Environmentally Sensitive Area should respect the natural resources and environmentally sensitive features of the area.

5. **Environmentally Sensitive Planning Area** - The Environmentally Sensitive Planning Area contains large contiguous land areas with valuable ecosystems, geological features and wildlife habitats. The Environmentally Sensitive Planning Area is highly vulnerable to damage of many sorts from new development in the Environs, including fragmentation of landscapes, degradation of aquifers and potable water, habitat destruction, extinction of plant and animal species and destruction

of other irreplaceable resources which are vital for the preservation of the ecological integrity of New Jersey's natural resources.

Centers are the SDRP's preferred vehicle for accommodating growth. Center-based development patterns are superior to sprawl for a number of reasons (see sidebar on page 231). A Center's compact form is considerably more efficient than sprawl, providing opportunities for cost savings across a wide range of factors. Compact form also translates into significant land savings. A Center's development form and structure, designed to accommodate diversity, is also more flexible than single-use, single-purpose sprawl, allowing Centers to evolve and adapt over time, in response to changing conditions and markets. Centers promote community, protect the environment, provide enhanced cultural and aesthetic experiences, and offer residents a superior quality of life. The five types of centers are:

Urban Center- Generally the largest Centers, offering the most diverse mix of industry, commerce, services, residences and cultural facilities (Newark, Jersey City, Atlantic City, Camden)

Regional Centers - A compact mix of residential, commercial and public uses, serving a large surrounding area and developed at an intensity that makes public transportation feasible. (Red Bank, Eatontown, Long Branch).

Towns - Traditional Centers of commerce or government throughout New Jersey, with diverse residential neighborhoods served by a mixed-use Core offering locally oriented goods and services (Freehold, Highland Park, Matawan, Atlantic Highlands)

Villages - Primarily residential places that offer a small Core with limited public facilities, consumer services and community activities (Englishtown, Pine Brook, Hance Park)

Hamlets- Small-scale, compact residential settlements organized around a community focal point, such as a house of worship, luncheonette, small park or a civic building (Adelphia, Imlaystown)

The SDRP is shaped through a Cross-Acceptance process that involves all stakeholders. In the State Planning Act Cross-Acceptance is the prescribed method for advancing the goals and vision of the SDRP. According to the Act it is:

“a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement of agreement or disagreement and areas requiring modification by parties to the cross acceptance.” (N.J.S.A. 52:18A-202.b.)

This description has been embodied in rules which in turn have led to a process of comparison and identification of issues and recommendations by the counties such as Monmouth on behalf of its municipalities. It then proceeds to series of negotiations where agreements, disagreements, and issues which require further discussion are identified or are resolved in the process of Plan Endorsement. The agreed upon issues result in revisions or modifications to the SDRP and the points of disagreement and further issues in need of refinement move forward into the final phase of Cross-Acceptance, the issue resolution phase.

Implementation of SDRP is carried out by State agencies, regional entities, Counties, and municipalities. State agencies do it by not only participating in the Cross-Acceptance process but also by incorporating the SDRP's policies and provisions into their functional plans such as transportation, water supply, and wastewater management. Along with regional agencies, State agencies use the policies of the SDRP in their public investments and in their regulatory programs, such the Coastal Area Facilities

Review Act (CAFRA) which utilizes the State Plan Policy Map to regulate impervious surface.

On April 28, 2004 the State Planning Commission approved the release of the Preliminary State Development and Redevelopment Plan (State Plan) and the Preliminary State Plan Policy Map. This action launched the third round of Cross-Acceptance. At the same time a revised State Plan Policy Map was also released. Both documents did not impact Fort Monmouth.

As 2008 progresses, the Cross-Acceptance process is in the final phase. Monmouth County's negotiation with the State Planning Commission concluded with a public hearing on August 21, 2007. Nine agreements between the State Planning Commission and the County were reached which involved Tinton Falls, but none of them impacted Fort Monmouth. The State Planning Commission is now in the process of preparing a Final Draft Plan.

Municipalities and counties can implement the policies and provisions of the SDRP informally or formally. The formal process is called Plan Endorsement. It ensures that municipal, County, regional, and State Agency plans are consistent with the State Development and Redevelopment Plan and with each other. An endorsed plan entitles municipalities and counties to a higher priority for available funding, streamlined permit reviews, and coordinated state agency services. Priority is given to county and regional strategic plans.

In Monmouth County several regional initiatives have been advanced by the County Planning Board. The most advanced is the Western Monmouth Development Plan which involves Howell, Freehold, Marlboro and Manalapan Townships, Freehold, Englishtown and Farmingdale. Other Monmouth County efforts have resulted in pre-petition meetings for the Coastal

Region Plan involving Allenhurst, Little Silver, Rumson, Asbury Park, Loch Arbour, Sea Bright, Avon, Long Branch, Sea Girt, Belmar, Manasquan, Shrewsbury Borough, Bradley Beach Monmouth Beach, Shrewsbury Township, Brielle, Neptune City, South Belmar, Deal, Neptune Township, Spring Lake, Eatontown, Ocean Township, Spring Lake Heights, Fair Haven, Oceanport, Wall, Interlaken, Red Bank, and West Long Branch.

A pre-petition meeting was also held for the Bayshore Plan involving Atlantic Highlands, Aberdeen Township, Hazlet, Holmdel Township, Keansburg, Highlands, Keyport, Matawan, Middletown, and Union Beach.

It is anticipated that upon completion of the Coastal Monmouth Plan it would be filed with the State Planning Commission for Plan Endorsement.

It is recommended that each of the Fort Monmouth municipalities petition the State Planning Commission for Plan Endorsement, particularly since the FMERPA Plan recommends a new center in each of the three municipalities. Eatontown held a pre-petition meeting for Plan Endorsement with the Office of Smart Growth and other State agencies on November 20, 2007. Oceanport, which falls within the CAFRA zone, would be required to work with the Office of Smart Growth and NJDEP to designate the Town Center within the Borough.

9.5 Fair Housing Considerations

Existing Housing on Fort Monmouth

According to the official report from the Garrison, the existing complement of housing on Fort Monmouth is less than 1,000 dwelling units. Table 9-1 shows additional detail.

Council on Affordable Housing

Affordable housing is an important part of a balanced land use plan. Yet defining the dimensions of affordable housing need is difficult. The range of below market rate housing options serves a clientele that spans from the homeless to households spending an inordinate amount of income on housing (cost burden), but it also includes the workforce housing needed to assure that New Jersey can remain competitive in attracting and retaining industry.

New Jersey is a national leader in defining the affordable housing obligations of its municipalities. Home to the Mount Laurel doctrine, a pronouncement of New Jersey's Supreme Court that identified the constitutional obligation, municipalities are held accountable to assure that the zoning governing lands within their borders provides a realistic opportunity for the creation of the municipality's fair share of the affordable housing need in the region.

New Jersey has codified the Mount Laurel decisions through the Fair Housing Act and Administrative Code regulations of the Council on Affordable Housing (COAH). Charged with calculating and disaggregating affordable housing needs in the state, COAH has on several occasions promulgated substantive and procedural rules governing the production of affordable housing. In their initial iteration, the COAH rules calculated regional housing need for rehabilitation of substandard units occupied by lower income households and for the construction of new units to meet regional needs. "Fair share" assignments were made on a municipality by municipality basis requiring a minimum, that local zoning provide a realistic opportunity to accommodate these units. In subsequent iterations of the rules, referred to as the Second Round and Third Round rules, the calculated need assessments

were reexamined and adjusted. In the Third Round rules a new concept was included which is referred to as “growth share”. The Third Round rules continue assignment of rehabilitation need, prior round recalculated need, and the new growth share element. The Third Round rules were effective December 20,2004 and amended on May 15, 2006. These rules projected that the Statewide need for housing affordable to low- and moderate-income households approximated roughly 53,000 dwelling units.

New Jersey’s Appellate Division concluded in January 2007 that the initial Third Round rules were flawed and directed COAH to remedy certain defects and promulgate revised rules. Among the criticisms by the Appellate Division was its finding that the rules would not realistically accomplish the identified need and in fact understated the extent of such need.

In the initial Third Round rules, growth share required the production of an affordable unit for every eight new market rate dwelling units. Affordable housing obligations also accrued from job creation, and the original Third Round rules required one affordable unit for every 25 jobs, with the calculation of jobs based on floor area by building use group, a typology used by the New Jersey Department of Community Affairs in its administration of the Uniform Construction Code.

After revisiting the need calculations, COAH proposed a target of 115,666 affordable units statewide by the year 2018 and modified several of the terms of the growth share provision. Most notably, the affordable housing production requirements doubled from one affordable unit per eight market-rate dwelling units (one affordable among 9 total units) to one affordable unit per four market-rate dwelling units (one affordable among 9 total units). A fifth market unit is provided as the presumptive compensatory benefit in return for construction of one

Table 9-1: Existing Housing

Neighborhood	# Units	Total Occupied	% Occupied	Total Vacant	Vacant Ready	Vacant Not Ready
Russel/Allen	32	27	84.38%	5	4	1
Russel/Carty	36	31	86.11%	5	5	0
Megill	42	37	88.10%	5	1	4
Hope/Hemphill/Guam Ln	22	20	90.91%	2	2	0
Gosselin	45	45	100.00%	0	0	0
Howard Commons	486	0	0.00%	486	0	486
TOTALS:	663	160	24.13%	503	12	491
Lodging Buildings:						
361, 362, 363, 364, 270*, 271, 1077, 1078	251					
Total w/lodging	914					
Dorm Rooms* @ Prep School	71					
Total w/lodging and Dormitory Rooms	985					
<i>*Dormitory Rooms and Building 270 units do not have individual kitchens or kitchenettes.</i>						
<i>216 Includes both sides of double units (19 double units)</i>						
<i>1, 3, 5, 7 Gosselin Avenue-Quarters not renovated</i>						

affordable housing unit. Application of the growth share concept has also been modified in NJAC 5:97 et seq., with jobs gained from non-residential space accruing an obligation for one affordable unit for every 16 jobs.

Additionally, where demolished dwelling units were previously subtracted from the growth share obligation under the initial Third Round rules, such residential reconstruction would be considered a new unit with a growth share obligation, despite the fact that the net number of dwelling units has not increased with the removal and replacement of an existing dwelling.

On May 6, 2008, COAH adopted N.J.A.C. 5:97, which became effective on June 2, 2008. In consideration of the extensive public comments, COAH also proposed

amendments to N.J.A.C. 5:97, which were published on June 16, 2008 with a public comment period extending to August 15, 2008. The proposed rule also recalculated the housing need by municipality, producing the third set of affordable housing assignments that municipalities have had to address in the Third Round.

Prospects for redevelopment at Fort

Monmouth received a boost on July 17, 2008, when Governor Corzine signed the latest amendment to the Fair Housing Act (A-500/S-1783) making FMERPA one of the regional planning entities whose jurisdiction is called out for special COAH treatment. As a result of this legislation, COAH is convening a working group including mayors of the host towns to address key issues related to the method of calculating

affordable housing obligations. This will be particularly important to FMERPA’s ability to adopt and implement a viable reuse plan for robust redevelopment.

Recognizing that COAH’s presumptive affordable housing set-aside (at least 20 percent of the residential units) could interfere with the economic feasibility of the redevelopment of Fort Monmouth, the Act now provides potential adjustments of the COAH obligation, which can mitigate the dire circumstances surrounding the Fort closing. This could be essential to an economically viable plan, especially since municipal compliance options are changing at a time when municipal affordable housing obligations have increased dramatically. The elimination of the Regional Contribution Agreement (RCA), a key COAH compliance mechanism

that allowed municipalities to fund affordable housing construction outside their jurisdiction, puts new pressure on the State’s remaining vacant lands and municipal resources.

A statewide commercial development fee (2.5% of value), which became effective upon signing by the Governor, now provides the uniform mechanism whereby commercial developers can discharge the affordable housing obligation they create for the municipality. As Fort Monmouth’s closing impacts the host municipalities and the regional economy, prospects for timely and efficient redevelopment will depend on the economics of the plan, and a unique approach to the COAH mandate, as envisioned in the Fair Housing Act, will be essential.

As FMERPA examines the affordable housing responsibilities affecting the Fort Monmouth lands, several facts must be recognized:

1. Currently, due to its existence as a federally-owned property, Fort Monmouth accrues no affordable housing obligation according to the Fair Housing Act and the COAH rules. Any responsibility for accommodating future affordable housing needs resides with the municipality to which the housing obligation would be assigned or within which growth occurs. However, the Reuse Plan accommodates the future possibility of affordable housing units in each of the three host municipalities on the Fort Monmouth property.

2. The US Department of Housing and Urban Development has prioritized the reuse of military installations closed through the Base Realignment and Closing Commission procedure for housing of the homeless. This is a burden not imposed by the State of New Jersey and not quantified by any government agency. The Corporation for Supportive Housing conducted a HUD mandated Point In Time Survey on January 29,

2008 under contract to the New Jersey Housing and Mortgage Finance Agency (HMFA). This survey identified 452 homeless persons in Monmouth County, representing 6% of the Statewide total.

3. The proposed redevelopment at Fort Monmouth would be substantially impacted by the cost implications of the proposed COAH rules, although the uncertain nature of the final rule provisions makes this impact difficult to accurately predict.

In summary, the impact of COAH’s affordable housing requirements to the host municipalities, as they relate to Fort Monmouth’s redevelopment, is not possible to predict accurately at this time. However, with the recent adoption of N.J.A.C. 5:97, and with amendments currently proposed, the effective rules and the proposed amendments result in the following COAH-assigned municipal affordable housing obligations.

Eatontown

- Under the original Third Round rules Eatontown’s total fair share obligation was comprised of a municipality’s rehabilitation share, the total remaining obligation from prior rounds, and the growth share. As indicated in Appendix C of N.J.A.C. 5:94, Eatontown’s rehabilitation share was 12 units, and Eatontown’s total remaining obligation from prior rounds was 503 units. Eatontown’s growth share obligation was 69 units.

- Under the newly effective N.J.A.C. 5:97, Eatontown’s rehabilitation share is 32 units, and Eatontown’s total remaining obligation from prior rounds is 504 units. Eatontown’s growth share obligation is 429 units.

- Under the proposed amendments to N.J.A.C. 5:97 the only change is in the growth share, which is proposed to increase to 491 units.

Table 9-2: Housing Rules

Municipal Fair Share	Rehabilitation	Prior Round Obligation	Growth Share
Eatontown			
Original Round 3 (N.J.A.C. 5:94)	12	503	69
Effective rules N.J.A.C. 5:97	32	504	429
Proposed amendments	32	504	491
Oceanport			
Original Round 3 (N.J.A.C. 5:94)	0	157	26
Effective rules N.J.A.C. 5:97	0	149	43
Proposed amendments	0	149	53
Tinton Falls			
Original Round 3 (N.J.A.C. 5:94)	0	655	178
Effective rules N.J.A.C. 5:97	26	622	555
Proposed amendments	26	622	494

Source: Banisch Associates, Inc.

Oceanport

- As indicated in Appendix C of N.J.A.C. 5:94, Oceanport's original Third Round rehabilitation share was 0, the total remaining obligation from prior rounds was 157 units and the growth share obligation was 26 units.

- Under N.J.A.C. 5:97 as recently adopted, Oceanport's rehabilitation share is 0 units, Oceanport's total remaining obligation from prior rounds is 149 units and the growth share obligation is 43 units.

- Under the proposed amendments Oceanport's growth share obligation would increase to 53 units.

Tinton Falls

- As indicated in Appendix C of N.J.A.C. 5:94, Tinton Falls' initial Third Round rehabilitation share was 0, the total remaining obligation from prior rounds was 655 units, and the Tinton Falls' growth share obligation was 178 units.

- Under N.J.A.C. 5:97, Tinton Falls' rehabilitation share is 26 units, the total remaining obligation from prior rounds is 622 units, and Tinton Falls' growth share obligation is 555 units.

- Under the proposed amendments, Tinton Falls' growth share would decrease to 494 units

Housing for the Homeless

According to the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (Pub. L. 103-421) ("Homeless Assistance Act"), State and local governments, representatives of the homeless, and other interested parties may submit to the local redevelopment authority a notice of the interest in the buildings or property, or any portion thereof. The local redevelopment authority can negotiate with qualified homeless providers to accommodate some of the needs of the homeless on the base.

The redevelopment authority shall, in preparing the reuse and redevelopment plan, consider these interests to assist the homeless in the use of the buildings and property at the installation that are expressed in the notices of interest submitted to the redevelopment authority.

While there are no numerical requirements stipulated in the Homeless Assistance Act, the property at Fort Monmouth would accommodate a variety of opportunities to serve the homeless, which would be required in order to receive HUD approval of FMERPA's reuse plan.

The accommodations that are supported by FMERPA and being submitted to HUD are:

1. Building 501, currently the Counseling Center, is recommended to be conveyed to Family Promise, a faith-based non-profit organization, for use as a day center for up to 10 homeless families. As no families would be in residence at this location, there would be no additional burden on the local school district.

2. A single adult shelter to house up to 40 homeless single adults. This shelter is currently located on Fort Monmouth in Buildings 417 and 421. As these buildings are currently in the FEMA designated flood plain and the shelter is not appropriately located in their current location for the development planned for that area of the Fort Monmouth, a new shelter is proposed to be built to the east of Squier Hall. Should it become necessary to vacate the current facilities before the new shelter is built, facilities would need to be made available in the interim. As no children would be in residence at this shelter, there would be no additional burden on the local school district.

3. Building 270, a lodging facility is recommended to be conveyed to the Affordable Housing Alliance as part of a Permanent Supportive Housing Bank. This building is proposed to house an assisted living, Single Room Occupancy (SRO) program. This facility would consist

of a minimum of 16 bedroom units. As no families would be in residence at this location, there would be no additional burden on the local school district.

4. A total of 40 single family units for permanent supportive housing are recommended to be conveyed to the Affordable Housing Alliance as part of a Permanent Supportive Housing Bank. These units would be located at scattered sites within the housing units planned for the Eatontown and Tinton Falls reuse areas. It is proposed that these units consist of two - 4 bedroom units, eight - 3 bedroom units, twenty - 2 bedroom units and ten - 1 bedroom units.

5. Additionally, 180 Turning Lives Around, Inc. would be acquiring and constructing an expanded, replacement, safe house for victims of domestic violence and their children at an off-site property located within the Fort Monmouth Region. FMERPA is recommending that a monetary accommodation in the amount of \$4.5 million be given to 180 Turning Lives Around, Inc. to help fund the acquisition and construction of this new safe house at an off-site location.

Although not a homeless accommodation, FMERPA would also be recommending conveyance of land to accommodate a Public Benefit Conveyance Notice of Interest request, for Self-Help Housing.

