

**Amendment #10 to the  
*Fort Monmouth Reuse and Redevelopment Plan***

Prepared for:  
The Fort Monmouth Economic Revitalization Authority

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## I. Introduction and Planning Rationale

Pursuant to P.L.2010, c. 10 (N.J.S.A. 52:27I-18 et. seq.), the Fort Monmouth Economic Revitalization Authority (“FMERA” or “the Authority”) 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 one parcel known as “The Suneagles Golf Course and Associated Facilities” on the former Fort Monmouth property in the Borough of Eatontown, New Jersey (“Eatontown Reuse Area”). This amendment contemplates that the Suneagles Golf Course parcel would be reused as follows:

- The golf course would remain a golf course and be upgraded as would its associated facilities;
- The 42 existing Megill Housing units would be demolished;
- Gibbs Hall would be renovated as a banquet and conference facility including the addition of a new porch;
- 60 townhouse units would be constructed on a ±10.2 acre portion of the property where the Megill Housing is currently located;
- 15 affordable housing units on ±1.85 acres located in the northeast corner of the property adjacent to Tinton Avenue; and
- Removal of the Gibbs Hall swimming pool.

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

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

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

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

## II. Scope of *Reuse Plan* Amendment

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

### ***Suneagles Golf Course and Associated Facilities***

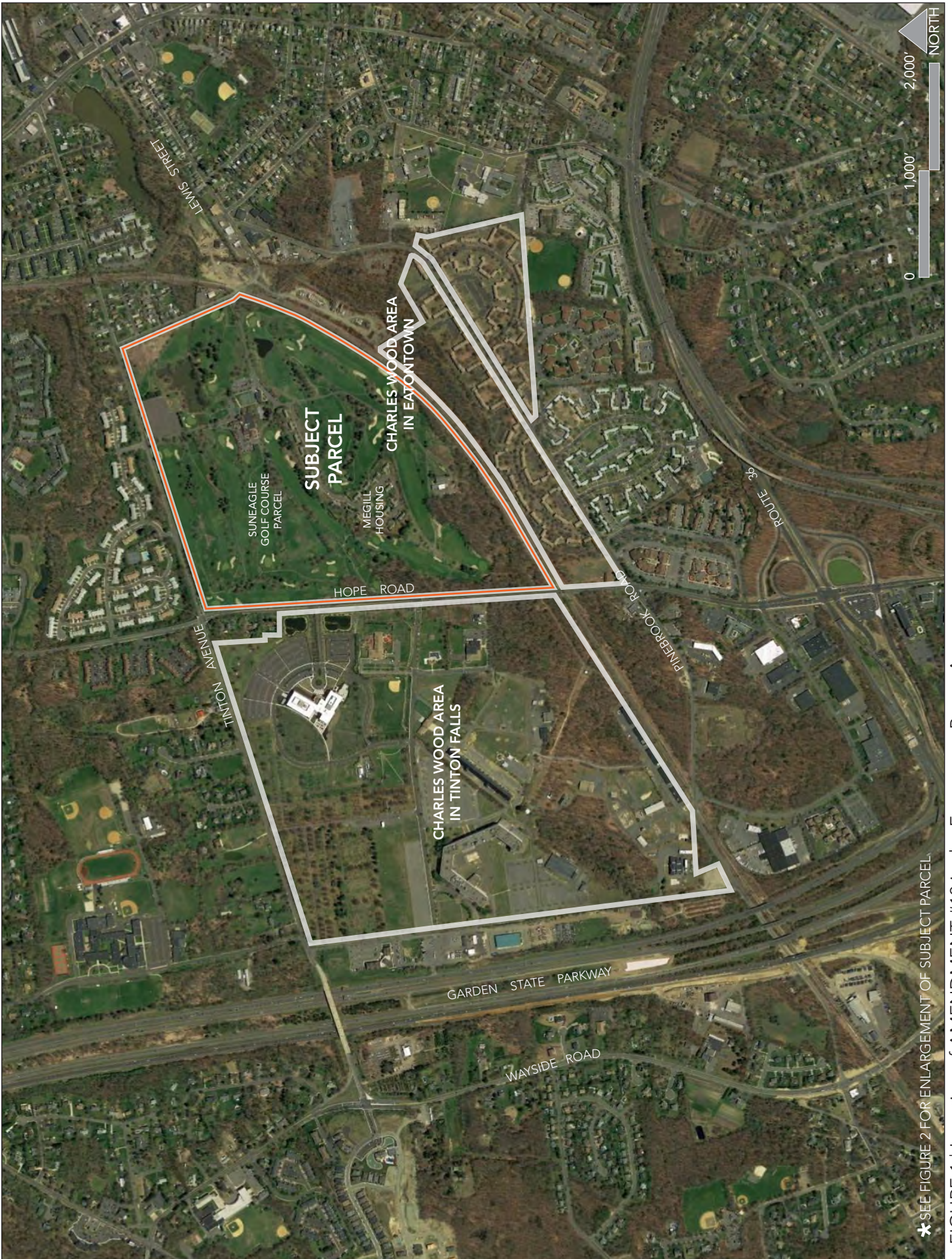
The Suneagles Golf Course and associated facilities (the "Subject Parcel") is a 171 acre parcel of land which is bordered by Hope Road to the west, Tinton Avenue to the north, Maxwell Road to the east, and the NJ Transit/Conrail Southern Secondary railroad right-of-way to the south. The golf course was designed by A. W. Tillinghast. The parcel includes Building 2000 (i.e., Gibbs Hall), Building 2018 (i.e., Joe's Sports Bar/19<sup>th</sup> Hole); and Buildings 2070/2071 (i.e., maintenance facilities). Gibbs Hall is a ±37,125 square foot clubhouse/catering facility that can accommodate over 650 people. The parcel also contains an in-ground swimming pool, historic wall, tennis courts, maintenance facility, and a pro-shop. There are historic preservation covenants for the Gibbs Hall building, the stone wall and swimming pool, as well as a designated no-disturb area due to an archaeological area of interest. The redevelopment of the historic properties is also subject to the Historic Preservation Design Guidelines for the Fort Monmouth Historic Resources. Within the 171 acres, there are currently 42 residential units consisting of 21 buildings (i.e., the Megill Housing, also known as Buildings 2022-2042) on approximately 10 acres.

The Reuse Plan contemplates continued use of the parcel as a golf course with a hotel/conference center to be developed in the location of the ±10 acre Megill Housing. The Megill Housing was not deemed eligible for listing in the National Register of Historic Places.

This amendment would permit the reuse and upgrading of the golf course and its associated facilities except the swimming pool which would be removed; the 42 existing Megill Housing units would be demolished; Gibbs Hall would be renovated as a banquet and conference facility including the addition of a new porch; 60 townhouse units would be constructed on a ±10.2 acre portion of the property where the Megill Housing is currently located; and 15 affordable housing units would be developed on ±1.85 acres located in the northeast corner of the property adjacent to Tinton Avenue.

In the Land Use Rules (the “Rules”), the Subject Parcel lies within the Golf/Conference Campus Development District. Permitted uses include hospitality and open space/recreation facilities. Per the Rules, “the Suneagles Golf Course provides the central organizing element for the Golf/Conference Campus District. The historic Gibbs Hall, along with ancillary related features (a stone wall and outdoor swimming pool) is required to be reused as a public clubhouse, pro shop, and conference/banquet facility. A hotel and conference center is anticipated along Megill Drive, either through the reuse of existing buildings, or new construction. The vast bulk of the Campus’ land area is to remain as open space.”

Please see *Figure 1: Location of Amendment #10 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 #10 in the Eatontown Reuse Area* which focuses on the Subject Parcel.



★ SEE FIGURE 2 FOR ENLARGEMENT OF SUBJECT PARCEL.

FIGURE 1 | Location of AMENDMENT #10 in the Eatontown Reuse Area



FIGURE 2 | Detail view of AMENDMENT #10 in the Eatontown Reuse Area

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### **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*

Consistent with the Reuse Plan, this amendment contemplates the reuse of the ±37,125 square foot Gibbs Hall and its associated facilities. However, the Reuse Plan contemplated that a 150 room, 225,000 square foot hotel and 20,000 square foot conference center would be developed where the Megill Housing is currently located. This amendment contemplates 60 units of house in that location. Therefore, there would be ±245,000 non-residential square footage under this development scenario than in the Reuse Plan.

##### *Total Residential Development Yield*

This amendment permits up to 75 residential units on the golf course, consisting of 60 unit townhouses and 15 affordable units. This housing was not contemplated in the Reuse Plan and will add to the total number of residential units in the Reuse Plan for the Eatontown Reuse Area.

##### *Compatibility with Surrounding Land Uses*

The uses contemplated in this amendment are compatible with the surrounding land uses. The golf course and related facilities have been located on this site for many years. The 60 proposed townhouse units would be located in the same location as the Megill Houses. The affordable housing units in the northeast corner of the golf course are compatible with the mostly residential uses along this stretch of Tinton Avenue.

##### *Circulation*

This amendment does not contemplate any changes to roadways. As such, the roadway configurations contemplated in this amendment are consistent with and would not otherwise compromise any of the “Transportation Circulation Improvement Goals” established in the Reuse Plan.

### *Open Space*

The Reuse Plan envisioned that the golf course would remain a golf course contributing to the overall open space/recreation spaces in the Eatontown Reuse Area. This amendment also envisions the golf course remaining a golf course and thus is consistent with the amount of open space/recreation uses contemplated for this portion of the Fort in the Reuse Plan.

### *Sustainability*

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

### *Infrastructure*

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

### *Traffic*

This amendment contemplates approximately ±245,000 less square feet of non-residential uses, and 75 more housing 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 these parcels. Any necessary traffic mitigation would be addressed at that time.

### *Environmental Issues*

The amendment contemplates the preservation and protection of the Suneagles Golf Course and open space areas. It also involves the reuse of existing buildings including historic buildings.

### *Historic Preservation*

There are historic preservation covenants for the Gibbs Hall building, the stone wall and swimming pool, as well as a designated no-disturb area due to an archaeological area of interest. The redevelopment of the historic properties is also subject to the Historic Preservation Design Guidelines for the Fort Monmouth Historic Resources. As such, this amendment is anticipated to have a positive impact on the preservation of the Fort's historic resources. The swimming pool is in poor condition and is proposed to be removed. It has little, if any, of its original historic integrity. The

proposed removal of the pool would not negatively impact any of the other historic resources on the parcel.

### *Community Impacts and Affordable Housing*

This amendment contemplates adding 75 units of housing including 60 market rate townhouses and 15 affordable housing units. Fifty (50) percent of the affordable units shall be “low-income” and fifty (50) percent of the affordable units shall be “moderate.” Thus, the amendment will have a positive impact on the provision of affordable housing in the redeveloped Fort. The New Jersey Demographic Multipliers prepared by the Center for Urban Policy Research at Rutgers University (November 2006), indicates that the proposed 60 townhouse units would generate approximately ±133 residents and ±12 public school children. The multipliers indicate that the 15 affordable housing units would generate approximately ±46 residents and approximately ±12 public school children.

### ***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 reuse of Gibbs Hall and other related facilities 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 development in the Eatontown Reuse Area where the extant buildings are largely vacant.
- *Leverage Fort assets (people, infrastructure, location).* The amendment affords FMERA with an opportunity to leverage existing assets within the Eatontown Reuse Area, specifically the adaptive reuse of existing buildings. It will also provide 15 units of affordable housing. The existing roadway system will also be maintained.
- *Be a green community model.* The amendment involves the protection of environmentally sensitive areas, including open space and historic buildings.

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

*Principle #1: Decreasing Density West to East & Creating Mixed-Use Live/Work/Leisure Centers.* The amendment contemplates the reuse of existing resources such as the golf course and Gibbs Hall, as well as the development of housing which is located in close proximity other housing located along Tinton Avenue in Eatontown.

*Principle #2: Link centers & increase mobility with connected transit infrastructure serving the region and the Fort.* This amendment is not incompatible with this principle to link centers and increase mobility with connected transit infrastructure.

*Principle #3: Enhance auto mobility and redevelopment capacity with targeted roadway infrastructure improvements.* This amendment does not contemplate any changes to roadway infrastructure.

*Principle #4: Combine open space, habitat, and water resources to establish a continuous Blue – Green belt.* The amendment involves the protection of open space areas, i.e., the golf course, as well as open space areas surrounding the golf course itself.

*Principle #5: Utilize the Blue – Green belt as an armature for enhanced bicycle and pedestrian mobility throughout the Fort.* With regard to this principle, the *Reuse Plan* notes that redevelopment of the Fort should provide trails and open areas for use by the public as both a commuting option and an everyday amenity. The amendment conserves open space at the golf course which could be used as an everyday amenity by Fort residents and visitors.

*Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities.* This principal states that creating a seamless land use integration between the community and the Fort is of primary importance, specifically to provide public access to the Fort's amenities. With regard to this principle, this amendment would create housing within one of the Fort's greatest open space resources, i.e., Suneagles Golf Course. The new tenants of this housing would be members of the Eatontown community further integrating the Fort into the municipality.

*Principle #7: Leverage existing Fort Monmouth assets (People, Buildings, Technology, and Infrastructure).* The amendment affords FMERA with an opportunity to leverage existing assets within the Eatontown Reuse Area, specifically

the adaptive reuse of existing buildings and preservation of open space/recreation areas.

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.*

This Reuse Plan amendment would advance both FMERA's stated purpose and the public welfare, by promoting economic development, conserving natural resources, and 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, golf course community with compact development that will ensure efficient utilization of scarce land resources while also carefully protecting the character of surrounding communities and providing affordable housing.

### ***Eatontown Master Plan***

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

- The relocation of the Borough municipal complex from Broad Street into the Fort Monmouth Life Cycle Management Building (i.e., Building 1207- Mallette Hall).
- The reuse of land within the Fort as park and recreation land as recommended by the February 14, 2007 notice of public interest by Monmouth County for the conveyance of surplus property for park and recreation use. Three recreation parcels are located in Eatontown. These are the Husky Brook Lake and the football complex; Lefetra Creek, Parkers Creek and Mill Creek and the baseball/softball fields and bowling center; and the base golf course.
- The reuse and redevelopment of the Howard Commons Area of Fort Monmouth in accordance with the recommendations of the Howard Commons Reuse Study prepared February 2003 by Kise, Kolodner, and Straw. The recommended development scenario in the study would involve two phases. The first phase would include demolition; construction of 57 age-restricted units, construction of 100,000 square feet of non-residential space, and 73 existing units retained as

condominiums with reduced density and reduced number of bedrooms. The second phase would include 144 existing units retained as condominiums with reduced density and reduced number of bedrooms.

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

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

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

### ***Eatontown Zoning***

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

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

## V. Conclusion

The subject amendment, referred to as Amendment #10 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 preserving open space and providing 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 advance the general prosperity and welfare of the people most impacted by the Fort's closure.