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Amendment #14 to the
Fort Monmouth Reuse and Redevelopment Plan

Prepared for:
The Fort Monmouth Economic Revitalization Authority

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January 2019

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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" or "Property") on the former Fort Monmouth property in the Borough of Oceanport, New Jersey ("Oceanport Reuse Area") known as the "Lodging Area Parcel." This amendment to the *Reuse Plan* contemplates the development of up to 185 residential dwelling units including 148 market units with residential parking, the reuse of Buildings 270 and 271 for affordable housing comprising 20% of the overall residential buildout, the demolition of Buildings 360, 361, 362, 363, 364, and 365, and the development of community amenities.

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. Thus, 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, referred to as "Amendment #14," is consistent with the planning objectives and principles articulated in the *Reuse Plan* and is necessary to fulfill the Authority's main objectives—specifically the provision of housing and economic development. The fiscal impacts associated with the base closure relative to the local property tax base and local and regional employment will continue to be felt so long as the former Fort properties remain fallow and unproductive.

This is the seventh amendment to the *Reuse Plan* for the Oceanport Reuse Area. Amendment #2 permitted the reuse of the Patterson Army Health Clinic as a medical clinic. Amendment #4 allowed for office/ research uses in Russel Hall (Building 286) and permitted the Dance Hall (Building 552) to be reused for commercial/retail uses including outdoor dining accessory uses and provided for the maintenance of Van Kirk Park as open space. Amendment #6 allowed for a 13-acre parcel in the southern section of the Oceanport Reuse Area to be reused by the Borough of Oceanport and a 3-acre parcel to be developed as a County emergency homeless shelter; the *Reuse Plan* contemplated these government/civic/institutional uses of the Oceanport Reuse Area, but in other locations. In particular, the *Reuse Plan* called for a 15,000 square foot emergency shelter to be located on the Squier Hall parcel in Building 288. Amendment #6 moved that use to the new 3-acre site and designated Building 288 to be used for office and/or open space. Amendment #7

allowed for Building 114 (the Fitness Center) to be reused as a privately-operated commercial recreation facility, and Amendment #11 allowed for a variety of commercial and office uses on the Allison Hall parcel and transfers the residential units proposed on Allison Hall parcel to the Lodging parcel and permits the boutique hotel to be built on the Allison Hall site. Amendment #13 to the *Reuse Plan* contemplates the reuse of the Building 283 (Squier Hall) for higher education classrooms and ancillary uses, permits the demolition of Buildings 291 and 295 and allows for institutions of higher education and all ancillary uses, which include, but are not limited to, classrooms, labs, libraries, residence halls, parking garages, arts centers, athletic facilities, both buildings and fields, cafeterias, bookstores, and similar uses that are typical to a college campus.

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 Oceanport Reuse Area. Instead, it provides land use options that afford 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 the Reuse Plan Amendment

This amendment to the *Reuse Plan* is intended to allow for alternative land uses in the Oceanport Reuse Area. The Fort Monmouth properties in Oceanport total approximately 419 acres and are bounded generally by New Jersey Transit's North Jersey Coast Line, Main Street and Oceanport Creek to the south, Parkers Creek to the north, and the former Fort properties in Eatontown to the west. The *Reuse Plan* envisioned redevelopment of this area for approximately 1.75 million square feet of non-residential space and 720 residential units. Such development would include: a high-tech/green industry cluster, education/medical campus, a neighborhood center, a boutique hotel and spa, and expansive green space including the historic Parade Ground.

This amendment maintains the development concepts and plans articulated in the *Reuse Plan* but further permits alternative development scenarios on the Lodging Area Parcel located in the Oceanport Reuse Area. The details of the alternative development scenario contemplated in this amendment are provided below.

The Lodging Parcel:

The Lodging Area Parcel is a ±15-acre parcel of land in the Oceanport Reuse Area. It is currently improved with eight buildings, i.e., Buildings #270, #271, #360, #361, #362, #363, #364, and #365, totaling approximately ±184,207 square feet. The buildings are all accessed via Signal Avenue in the Oceanport Reuse Area. A portion of the Property is located within the Fort Monmouth National Register Historic District and Building #270, known as Scriven Hall, and Building #271, known as Gardner Hall, are considered contributing resources to the Historic District. The Allison Hall Parcel is located to the east of the Lodging Area and the Officer Housing Parcel is located to the south and west. Parkers Creek runs along the parcel's northern boundary.

The *Reuse Plan* envisioned that the parcel be redeveloped for lodging and/or conference center use with a boutique hotel and spa along Parkers Creek. The *Reuse Plan* contemplated that Buildings #271 and #360 would be reused for mixed-income apartments; and Building #270 would be reused for supportive housing. Buildings #361, #362, #363, #364 and #365 were all slated for demolition in the *Plan*. The *Plan* envisioned that public access to the waterfront would be maintained and encouraged by shoreline improvements and a riverfront promenade. The promenade would encourage bird watching and nature observation as well as fishing. Docking and direct access to the water would not be provided.

This amendment would permit the following on the subject parcel:

- Demolition of Buildings #360, #361, #362, #363, #364, and #365.
- Reuse of Buildings #270 and #271 for affordable housing.
- Development of up to 148 market rate townhouse units.

- Each townhouse building shall be permitted to have up to eleven (11) townhouse dwellings per building.
- Density of residential development shall not exceed thirteen (13) units per acre based on the overall tract size, but the total number of units may not exceed 185 units (including 148 market rate townhouse units).
- Development of an up to ±50-foot-wide waterfront esplanade along Parkers Creek including a 12-foot wide walkway designed in a complimentary coordinated style to the adjacent Allison Hall riverfront promenade.
- Construction of new townhouse units up to a maximum permitted height of 3 stories/44 feet.¹ Maximum permitted lot coverage of 75 percent.
- For the Lodging Parcel as a whole, new buildings shall have a minimum front lot line setback of 5 feet and a minimum side lot line setback of 5 feet on each side. However, individual townhouse lots created through subdivision of the Lodging Parcel are permitted to have front and side lot line setbacks of 0 feet.
- Minimum rear lot line setback for new buildings from street or drive-aisle: 18 feet.
- Residential buildings may front on open space and/or parking aisles, in addition to streets.
- Rear lot lines may be adjacent to drive-aisles, open space or streets.
- Parking for residential uses located in existing buildings shall be permitted to provide parking in the front yard setback area.
- Construction of a number of affordable housing units in Buildings #270 and #271, equal to 20% of the total number of units included in the development. For the avoidance of doubt, the existing height of Buildings #270 and #271 is expressly permitted.
- Construction of roadways, alleys or drive-aisles connecting to Signal Avenue which serve the townhouse units.
- Community amenities, such as a clubhouse, pool, fitness center, athletic facilities and other recreational amenities shall be permitted as accessory uses. In the event such uses are developed, off-street parking standards for Recreation Community Centers shall be permitted to be 2 spaces per 1,000 square feet of gross floor area.
- For 90 degree angle parking, the minimum access aisle widths shall be 18 feet for one-way aisle widths and 20 feet for two-way aisle widths.

¹ For the avoidance of doubt, pursuant to N.J.A.C. 19:31C-3.5(c)(3) rooftop appurtenances, such as parapets and other design features, may exceed the permitted building height by up to 15 percent above the permitted building height set forth herein.

- Driveway and curb cuts shall not be less than 18 feet or more than 36 feet in width.

Please see *Figure 1: Location of Amendment #14 in the Oceanport Reuse Area* which shows the location of this amendment in the context of the larger Oceanport Reuse Area. Please also see *Figure 2: Detailed View of Amendment #14 in the Oceanport Reuse Area* which focuses on the Subject Parcel. This amendment maintains the development concepts and plans articulated in the *Reuse Plan*.

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Figure 1: Location of Amendment #14 in the Oceanport Reuse Area

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7 **FIGURE 1 | Location of AMENDMENT #14 in the Oceanport Reuse Area**

Figure 2: Detailed View of Amendment #14 in the Oceanport Reuse Area

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FIGURE 2 | Detailed View of AMENDMENT #14 in the Oceanport 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, open space, sustainability, infrastructure, traffic, 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

The *Reuse Plan* envisioned a 75-room, 70,000 square foot hotel including limited lodging facilities on this Parcel. However, after the adoption of Reuse Plan Amendment #11, the hotel use is now contemplated on the Allison Hall Parcel immediately adjacent to the Subject Parcel. Therefore, this amendment does not contemplate the construction of any non-residential square footage.

Total Residential Development Yield

The *Reuse Plan* contemplates up to 720 residential dwelling units in the Oceanport Reuse Area. Amendment #11 transferred residential dwelling units from the Allison Hall parcel to the Lodging parcel. Therefore, this amendment is consistent with the *Reuse Plan* in that it permits up to 185 residential dwelling units on the site, of which 20% are affordable housing units and still permits up to 720 residential dwelling units in the Oceanport Reuse Area.

Compatibility with Surrounding Land Uses

The uses contemplated in this amendment are compatible with the surrounding land uses anticipated in the *Reuse Plan* and subsequent amendments. The uses immediately adjacent to the south and west are former Officers' housing which are in the process of being renovated for continued residential use. The parcel to the east is the Allison Hall Parcel which will include hotel, office and retail uses. The Allison Hall Parcel and the Lodging Hall Parcel will create a mixed-use environment intended to complement and support each other.

Circulation

The roadway configurations contemplated for Signal Avenue in this amendment are consistent with the "Transportation Circulation Improvement Goals" established in the *Reuse Plan*. However, the *Reuse Plan* did not contemplate any new roadways

between Signal Avenue and Parkers Creek. This amendment contemplates roadways accessed from Signal Avenue that would serve the townhouse development. This is consistent with the “Transportation Circulation Improvement Goals,” in the *Plan*, particularly to “supplement existing on-Fort roads with new east-west and north-south connections through the Fort.” As such, this amendment is not expected to adversely impact any of the “Transportation Circulation Improvement Goals” established in the *Reuse Plan*. Furthermore, this amendment contemplates the creation of a waterfront esplanade along Parkers Creek which is consistent with the *Reuse Plan*’s vision to provide public access to the waterfront through means such as a riverfront promenade. This esplanade is intended to be connected to a similar waterfront walkway contemplated on the Allison Hall Parcel.

Open Space

The “Recreation Plan in 2028” does not show any dedicated open space on this Parcel. As such, this amendment does not impact any active recreation or open space contemplated in the *Reuse Plan*. However, this amendment contemplates the creation of a waterfront esplanade along Parkers Creek and private open space consistent with the applicable coverage requirement.

Sustainability

This amendment would not preclude incorporation of any of the sustainability measures outlined in the *Reuse Plan*. Specifically, preservation and reuse of Buildings #270 and 271 would further the *Reuse Plan*’s green building sustainability goal to maximize the adaptive reuse of existing buildings and infrastructure.

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

Buildings #270 and #271 were contemplated for reuse as permanent supportive housing and mixed-income housing. This amendment contemplates similar uses for those buildings. However, the creation of up to 185 residential dwelling units at this location may cause an increase in traffic over what was anticipated in the *Reuse Plan* in this section of the Oceanport Reuse Area. However, the number of residential units in Oceanport will remain at 720. As such any additional traffic from the residential units in this location may be offset by a decrease in residential units in another part of the Oceanport Reuse Area. 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

Any environmentally constrained areas within the Lodging Area Parcel will be preserved and protected according to local, County and State regulations.

Historic Preservation

Buildings #270 and #271 are part of the Fort Monmouth Historic District and will be preserved as part of this amendment. The *Reuse Plan* noted that Building #271 was suitable for mixed-income apartments and Building #270 was suitable for permanent supportive housing. This amendment is consistent with the plans for these buildings in the *Reuse Plan* and is not expected to have any adverse impacts on the Fort's historic resources.

Community Impacts and Affordable Housing

The number of residential units anticipated in this amendment is the same as in the *Reuse Plan*, i.e., 720 units. This amendment contemplates the development of up to 148 market rate residential units, provided however that at no time can the residential units exceeds 185 and of which 20% will be affordable units. Since this Amendment preserves the overall planned 720 residential units from the *Reuse Plan*, the impact to the community and the affordable housing requirement remains unchanged.

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 contemplate the development of any non-residential square footage and does not directly relate to this planning principle. However, this amendment does provide for increased flexibility to aid FMERA in its efforts to attract suitable users to redevelop portions of the former Fort which currently lay fallow which, in turn, will bring people back to the Fort properties to support businesses and indirectly aid in job creation.

- *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 Oceanport Reuse Area.
- *Leverage Fort assets (people, infrastructure, location).* The amendment affords FMERA with an opportunity to leverage existing assets through the Reuse of Buildings #270 and #271. The creation of a waterfront esplanade will also leverage the parcel's location on the banks of Parkers Creek.
- *Be a green community model.* Preservation of Buildings #270 and #271 furthers the Plan's green building sustainability goal to maximize the adaptive reuse of existing buildings and infrastructure.

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 creating housing adjacent to the Officers' Housing residential neighborhoods which have existed at their respective locations for many decades. The housing contemplated in this amendment will be adjacent to the non-residential uses on the Allison Hall parcel. Together these two parcels create a mixed-use environment that has the ability to complement and support each other.
- Principle #2: Link centers & increase mobility with connected transit infrastructure serving the region and the Fort.* The amendment does not preclude the potential to create an extensive system of bikeways, pedestrian trails and sidewalks as envisioned in the *Reuse Plan*. This amendment contemplates a waterfront esplanade along Parkers Creek which will connect to other waterfront promenades along this creek.
- 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 does not preclude the creation of an open space network consisting of environmentally sensitive areas, including wetlands, watercourses, and habitats. This development contemplates the creation of a waterfront esplanade along Parkers Creek, as well as the creation of open space consistent with the coverage requirement applicable to the site.

- Principle #5: Utilize the Blue – Green belt as an armature for enhanced bicycle and pedestrian mobility throughout the Fort.* The amendment would not preclude the development of the bike path or trails envisioned as part of the *Reuse Plan*. This development contemplates the creation of a waterfront esplanade along Parkers Creek.
- Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities.* The amendment does not preclude the opening of any gates to the Fort. This amendment will extend existing residential neighborhoods in the Fort's Officers' Housing area into this parcel and provide public access to Parkers Creek which does not currently exist at this location.
- Principle #7: Leverage existing Fort Monmouth assets (People, Buildings, Technology, and Infrastructure).* The amendment affords FMERA with an opportunity to leverage existing assets of the Oceanport Reuse Area, i.e., Buildings #270 and #271 to create affordable housing. The amendment would not involve the removal of any buildings identified in the *Reuse Plan* as being required for preservation. This amendment would also leverage the Fort's location on Parkers Creek by creating a waterfront esplanade.

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. This amendment would also advance the public welfare by furthering the adaptive reuse of two existing buildings at the Fort.

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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 Oceanport 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; re-design 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 Oceanport Reuse Area, into a vibrant, residential 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 Oceanport Reuse Area.

Monmouth County Open Space Plan

The Monmouth County Open Space Plan, adopted by the Monmouth County Planning Board in August 2006 as an element of the Monmouth County Growth Management Guide, specifically advocates the acquisition of a portion of the Fort Monmouth property as a new County park site. To fulfill this acquisition, Monmouth County filed a Notice of Interest for park and recreation lands within Fort Monmouth. The County subsequently filed an application to the National Park Service’s Federal Lands to Park Program for a Public Benefit Conveyance, which was endorsed by the three host municipalities of Eatontown, Oceanport and Tinton Falls. This amendment is not inconsistent with the County’s goals for open space in the Oceanport Reuse Area.

Fort to Village Plan: A Vision for Oceanport’s Fort Monmouth

Although the development of the former Fort properties in Oceanport will be governed by the land use regulations and design guidelines adopted by FMERA, as a point of information, the former Fort properties in Oceanport are included within the “master plan” for Fort Monmouth, i.e., the *Reuse and Redevelopment Plan*. However, a vision for the redevelopment of the fort is provided in ***Fort to Village Plan: A Vision for Oceanport’s Fort Monmouth***. This document was incorporated as an amendment to the Master Plan which was adopted by the Oceanport Planning Board on April 23, 2008. The Plan

envisioned the Lodging Area Parcel, and portions of the Allison Hall Parcel as part of a resort hotel, spa and/or conference facility. Among Oceanport's goals for this area as stated in the *Fort to Village Plan* was to (1) utilize existing buildings in the Historic District, and (2) maintain public access to the waterfront. The *Fort to Village Plan* noted that the bulkhead along Parkers Creek could provide the opportunity to get people close to the water's edge. This amendment envisions a waterfront esplanade along Parkers Creek. Additionally, the immediately adjacent Allison Hall Parcel is anticipated to be developed with a hotel use in close proximity to Parkers Creek, as well as a walkway along the creek.

Although the *Fort to Village Plan* did not anticipate residential uses in this section of the Reuse Area, it should be noted that the plan, prepared in 2008, stated that "residential is currently driving the development market in Monmouth County. Other land uses may be viable, but they are generally dependent upon residential growth. Oceanport has not been able to accommodate much new housing in recent years due the lack of available land for development in the Borough. The reuse of Fort Monmouth will allow Oceanport to capture some of the development demand that is now being met in other municipalities." Additionally, the *Fort to Village Plan* stated that "To allow for changing market preferences, it would be prudent to consider multiple housing types such as townhouses, apartment buildings, flats above retail stores and age-restricted housing, as well as single-family detached dwellings."

This amendment affords FMERA the flexibility to address the continued market demand for residential uses. It will bring residents to the Oceanport Reuse Area who then can support the non-residential uses in the Reuse Area and the remainder of the Borough. The amount of housing in the Oceanport Reuse Area will remain as envisioned in the *Reuse Plan*, i.e., 720 units.

Oceanport Zoning

The study area lies within the Borough's R-1: Single-Family Residential District under the municipality's current zone plan. This designation represents permits single-family detached dwellings, parks and playgrounds, municipal buildings, libraries and public schools. The minimum lot size is 30,000 square feet, the maximum height is two stories or thirty-five feet and the maximum density is 1.5 dwelling units per acre.

V. Conclusion

The subject amendment, referred to as Amendment #14 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 Oceanport 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. Lastly, the amendment provides flexibility for FMERA to more effectively attract potential residential development to the Oceanport Reuse Area, thereby enabling it to fulfill its statutory mandate to provide housing including affordable housing, regenerate the local tax base and advance the general prosperity and welfare of the people most impacted by the Fort's closure.

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