

**Amendment #13 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”) 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 “Squier Hall Parcel”. This amendment 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 the creation of a College Campus on the parcel.¹

This amendment does not purport to delete any provisions of the *Reuse Plan* but rather supplements 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 that 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 #13”, maintains the land use concepts and plans articulated in the *Reuse Plan*, but also permits alternative development scenarios for the parcels listed above. This is the sixth 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 allowed the land on

¹ A College Campus should be defined as an institution of higher education and all ancillary uses, which include but are not limited to classrooms, labs, libraries, cafes, bookstores and the like. Such use shall not include dormitories or parking garages.

which Building #288 sits 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, including a boutique hotel to be built on site.

This amendment is consistent with the planning objectives and principles articulated in the *Reuse Plan* and is necessary to fulfill the Authority's main objectives—specifically job creation, economic development, and leveraging existing Fort assets.

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 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* envisions 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 Squier Hall parcel located in the Oceanport Reuse Area. The details of the alternative development scenario contemplated in this amendment are provided below.

The Squier Hall Parcel:

The Squier Hall Parcel is a ±26.8-acre parcel of land located on Sherill Avenue in the Oceanport Reuse Area. The parcel is bordered by Parkers Creek to the north. It is currently improved with Building #283 which is a ±76,538 gross square foot building known as Squier Hall. Squier Hall was constructed in 1935 and was built as the first permanent Signal Corps laboratory but was later used as office space for the Program Executive Office/ Enterprise Information Systems and the Defense Information Systems Agency. Squier Hall is listed as a contributing building in the Fort Monmouth Historic District. Other buildings on the parcel include Buildings #288, #291, #292, #293, #295 and #296. None of these buildings are listed as contributing historic buildings in the Fort Monmouth Historic District. The extant buildings on the parcel total ±77,297 square feet in building footprint.

The *Reuse Plan* envisioned that Squier Hall (Building #283) would be reused as office space or for educational reuse and that buildings #291 and #295 would be reused for general administrative purposes. Building #288 was intended for reuse as the County Homeless Shelter. However, Amendment #6 moved the shelter to another location and Building #288 was no longer contemplated for reuse. The remaining buildings onsite, i.e., Buildings #292, #293 and #296, would be demolished. The *Reuse Plan* planned that the Squier Hall parcel would be part of the High Tech and Green Industry Campus, with the Squier Hall parcel to be used specifically for office and educational uses. This portion of the Reuse Area provides an opportunity to leverage existing high-tech facilities, infrastructure, and the intellectual capital of a skilled area work force. It is intended to serve as an educational showpiece and to become the area's main knowledge center.

Amendment #13 would newly permit the demolition of Buildings #291 and #295 (in addition to Buildings #288, #292, #293 and #296, which were previously approved for demolition as described above) and allow for the development of a College Campus on the Squier Hall Parcel.

The College Campus would be permitted to include the following uses on the Subject Parcel:

- The reuse of Squier Hall (Building #283) for higher education classrooms and ancillary uses;
- Surface parking lots;
- A nature preserve and nature trails; and
- The creation of a 12-foot wide multi-use trail throughout the property connecting to properties to the east and west.

Amendment #13 also establishes the following bulk, area, and design standards for the College Campus related uses on the Subject Parcel:

- The maximum lot coverage for the entire campus not to exceed 60%;
- A minimum front yard setback of 20 feet with no maximum;
- A minimum 15-foot side yard setback;
- A minimum 25-foot rear yard setback;
- Surface parking areas should be set back from street-facing lot lines, as well as from interior or rear lot lines shared with adjacent uses at least 5 feet;
- Where more than 25 parking spaces are provided in any surface parking area, at least 2 percent of the interior area of the lot should be landscaped with trees and low plantings; and
- Where more than 50 parking spaces are provided in any surface parking lot, or where any parking spaces are located more than 125 feet from the primary building entrance, pedestrian walkway(s) should be provided through the parking lot, running either parallel or perpendicular to the primary building;
- A parking ratio of 0.25 stalls per seat for academic buildings; and
- The existing bulk and area standards of the Green Tech Campus District which are not specifically modified by this amendment as listed above shall remain in full force and effect.

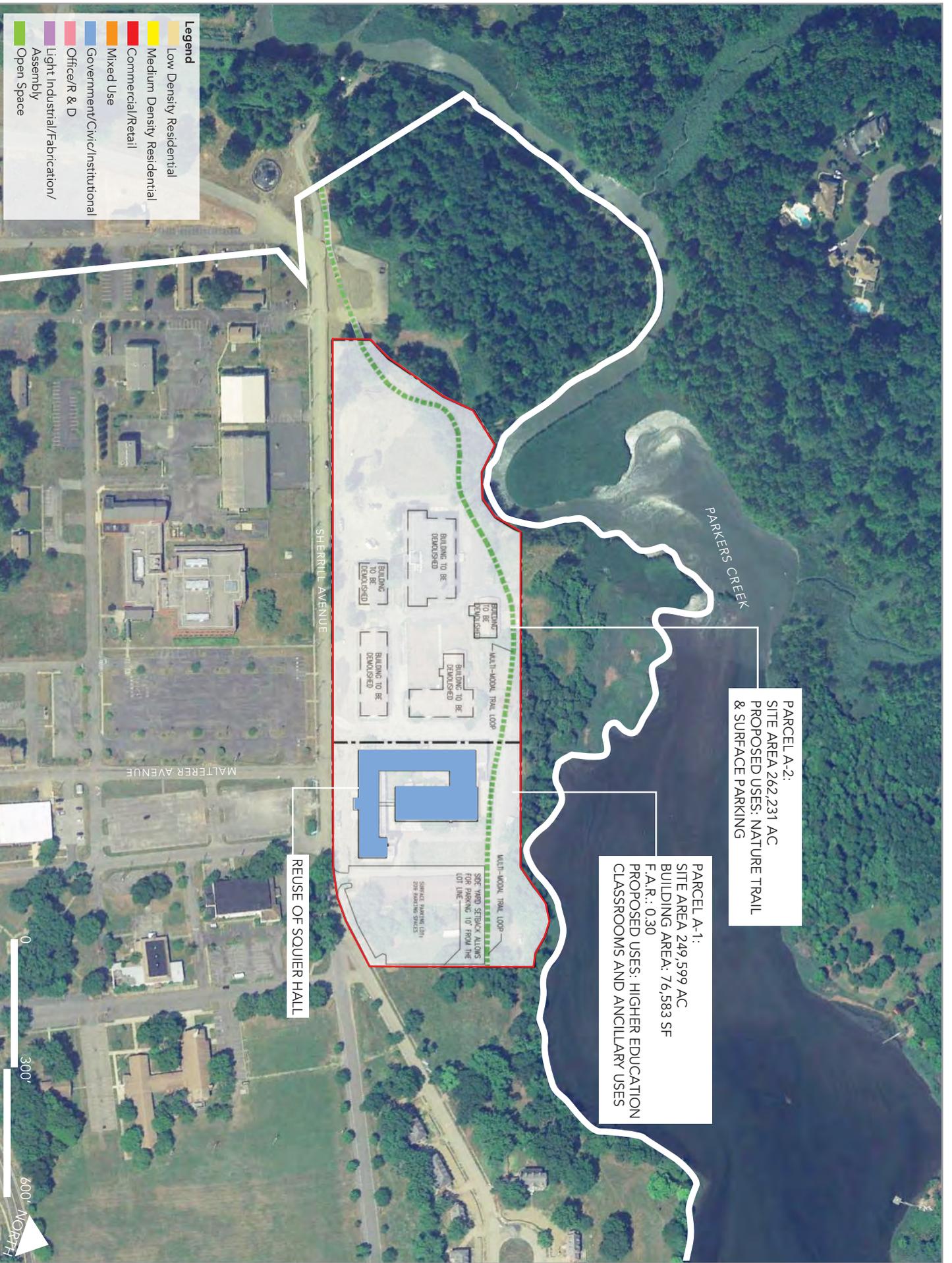
Please see *Figure 1: Location of Amendment #13 in the Oceanport Reuse Area* which shows the location of this amendment in the context of the larger Oceanport Reuse Area. Please also see *Figure 2: Detailed View of Amendment #13 in the Oceanport Reuse Area* which focuses on the Subject Parcel.



* SEE FIGURE 2 FOR ENLARGEMENT OF FMERA PARCELS

FIGURE 1 | Location of Amendment #13 in the Oceanport Reuse Area

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PARCEL A-2:
 SITE AREA 262,231 AC
 PROPOSED USES: NATURE TRAIL
 & SURFACE PARKING

PARCEL A-1:
 SITE AREA 249,599 AC
 BUILDING AREA: 76,583 SF
 F.A.R.: 0.30
 PROPOSED USES: HIGHER EDUCATION
 CLASSROOMS AND ANCILLARY USES

REUSE OF SQUIER HALL

FIGURE 2 | Detailed View of Amendment #13 in the Oceanport Reuse Area
 PHILLIPS PREISS GRYGIEL LEHENY HUGHES LLC 2019
 Source: Clarke Catton Hintz, 2019

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

Relationship to Reuse and Redevelopment Plan Elements

In considering the impacts of the *Reuse Plan* amendment, the following *Reuse Plan* elements were considered: land use and circulation, infrastructure, environmental issues, historic preservation and community impacts. The relationship between the amendment and these Plan elements are described below.

Land Use and Circulation

Total Non-Residential Square Footage Yield

This amendment continues to allow for the reuse of the ±76,538 square foot Squier Hall for educational purposes and specifically allows it to be used for higher education classrooms and ancillary education uses. The reuse of Squier Hall for such use was anticipated in the *Reuse Plan*. The total square footage of non-residential uses on site is not to exceed a Floor Area Ratio (FAR) of 0.30 across the campus, which is the FAR currently permitted in the *Land Use Rules*.

Total Residential Development Yield

This amendment does not permit any residential dwelling units on the Subject Parcel.

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. Although it was initially the primary laboratory and headquarters for the Signal Corps from 1935 - 1954, Squier Hall has been renovated several times to serve as office space. This amendment contemplates that the building will be reused for classroom space. Buildings #288, #291, #292, #293, #295, and #296, as well as other ancillary structures, will be demolished. This amendment does not result in the creation of additional square footage of buildings. Instead, it merely clarifies that the current allowable square footage can be used for academic purposes associated with a College Campus. These uses are compatible with the uses contemplated for Squier Hall. Additionally, the location of these buildings on Sherill Avenue is consistent with the uses contemplated in the High Tech and Green Industry Campus in the *Reuse Plan*.

Circulation

The roadway configuration contemplated for Sherill Avenue and the multi-purpose trail throughout the site in this amendment are consistent with the “Transportation Circulation Improvement Goals” established in the *Reuse Plan*. As such, this amendment would not adversely impact any of the “Transportation Circulation Improvement Goals” established in the *Reuse Plan*.

Open Space

The “Recreation Plan in 2028” contemplated areas of open passive space along Parker Creek and along the western portion of this parcel. This amendment allows for a similar sized area of open space along the creek and for active recreation areas in the western portion of the parcel. As such, this amendment does not adversely impact any active recreation or open space contemplated in the *Reuse Plan*. Additionally, this amendment contemplates the creation of a 12-foot multi-purpose trail throughout the site which is consistent with the *Reuse Plan*.

Sustainability

This amendment would not preclude incorporation of any of the sustainability measures outlined in the *Reuse Plan* and is consistent with all other development contemplated on the former Fort properties. Specifically, preservation and reuse of Squier Hall 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

A detailed traffic analysis would be prepared as part of any site plan review related to the reuse and/or development of this parcel. Any necessary traffic mitigation would be addressed at that time.

Environmental Issues

The portions of this parcel anticipated to be developed by this amendment are not environmentally constrained per Geographic Information System (GIS) layers provided by the New Jersey Department of Environment Protection (NJDEP). Any environmentally constrained areas within the Squier Hall Parcel would be preserved

and protected accordingly. Areas of the site containing landfills will be appropriately capped by the Army and portions are intended to remain as open space.

Historic Preservation

Building #283 is part of the Fort Monmouth Historic District and will be preserved as part of this amendment. The development of a College Campus on this parcel is not expected to have any adverse impacts on the Fort's historic resources.

Community Impacts and Affordable Housing

As noted in the *Reuse Plan*, the host communities, including Oceanport, rely on taxation for the largest portion of their municipal revenues. The Fort's closure, and the resulting loss of Defense contractor jobs is expected to result in a larger share of the tax burden falling to residential property owners. The potential offered by this amendment to attract college-aged students and develop a future workforce on Fort Monmouth in conjunction with the technology campus planned for the adjacent McAfee Center would likely increase the amount of non-residential tax ratables, and thereby lessen the burden on local residents.

The higher education uses contemplated for the Squier Hall Parcel in this amendment typically generate more positive fiscal impacts for a municipality, i.e., generate more tax revenues, than do other land uses, including residential development. The higher education uses would not generate an increase in the number of school children. Because no change in the total residential development yield is envisioned, there would be no direct impact on the construction of affordable housing as delineated in the *Reuse Plan*.

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 would provide for increased flexibility to aid FMERA in its efforts to attract suitable businesses that wish to relocate to Fort Monmouth and that have the potential to replace jobs lost when the Fort closed by providing the opportunity for potential businesses to partner with the University and pull from an on-site pool of potential interns and recent graduates.

- *Be founded on market and economic analysis.* This amendment responds to the marketplace by permitting an alternative development scenario designed to attract non-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 Building #283 within the Oceanport Reuse Area and to attract students and develop the future workforce on Fort Monmouth. Proximity to the McAfee Center, planned for reuse as a future technology campus, ideally positions students for potential research, internship and other opportunities within walking distance.
- *Be a green community model.* Preservation of Building #283 and open space areas 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 the creation of a college campus with areas of open space in the center of Fort Monmouth, which complements the diverse existing uses, including a mix of neighborhood amenities, professional offices, residential, retail and planned tech-focused business.

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*.

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 12-foot-wide multi-use trail.

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 12-foot-wide multi-use trail.

Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities. The amendment contemplates the creation of a multi-use trail throughout the property to provide connectivity throughout Fort Monmouth.

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., Building 283, to attract new higher education uses to the site, provide the surrounding community with additional higher education opportunities and to develop the future workforce on Fort Monmouth. Proximity to the McAfee Center, planned for reuse as a future technology campus, ideally positions students for potential research, internship and other opportunities within walking distance. The amendment would not involve the removal of any buildings identified in the *Reuse Plan* as being required for preservation.

In summary, the amendment is consistent with the *Reuse Plan* elements, objectives and planning principles.

Relationship to FMERA Directive

To implement the *Fort Monmouth Reuse and Redevelopment Plan*, the New Jersey State legislature empowered the Fort Monmouth Economic Revitalization Authority (FMERA) to adopt any modifications or amendments to the *Reuse Plan* and adopt development and design guidelines and land use regulations to implement the plan.

Pursuant to P.L.2010, c. 10 (N.J.S.A. 52:27I-18 et. seq.), FMERA's purpose is the following:

to oversee, administer, and implement the [Reuse Plan] as provided in this act, in a manner that will promote, develop, encourage, and maintain employment, commerce, economic development, and the public welfare; to conserve the natural resources of the State; to provide housing, including housing to address identified needs related to homelessness; and to advance the general prosperity and economic welfare of the people in the host municipalities, the county, and the entire State by cooperating and acting in conjunction with other organizations, public and private, to promote and advance the economic use of the facilities located at Fort Monmouth.

The *Reuse Plan* amendment would advance both FMERA's stated purpose and the public welfare, by promoting, developing, encouraging and maintaining employment and economic development, and it would advance the public welfare by furthering the adaptive reuse of an existing facility and roadway network at the Fort.

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 that “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 this area of the Oceanport Reuse Area into a vibrant, mixed-use community with compact development that will ensure efficient utilization of scarce land resources while also carefully protecting the character of surrounding communities. Also, in accordance with the objectives for PA-1, the amendment allows for redevelopment in a location well served by existing transportation networks, which is consistent with the plans for the 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 Squier Hall parcel to be used as a central park feature in concert with the McAfee Corporate District. The plan envisioned the McAfee Corporate District to be developed as a corporate office campus or for educational uses. This amendment permits open space, active recreation uses, and educational uses on the Parcel, which is consistent with the concepts proposed in the Fort to Village Plan.

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 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 #13 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 promoting, developing, encouraging and maintaining employment. Lastly, the amendment provides flexibility for FMERA to more effectively attract potential non-residential users to the Oceanport Reuse Area, thereby enabling it to fulfill its statutory mandate to create new jobs, regenerate the local tax base and advance the general prosperity and welfare of the people most impacted by the Fort's closure.