

Amendment #17 to the Fort Monmouth Reuse and Redevelopment Plan

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Fort Monmouth Economic Revitalization Authority

Amendment #17 to the
Fort Monmouth Reuse and Redevelopment Plan

Prepared by:

Upendra Sapkota, PP, AICP, LEED AP
New Jersey Professional License #8200
Senior Officer - Planning and Development
The Fort Monmouth Economic Revitalization Authority

Fort Monmouth Reuse and Redevelopment Plan, adopted: October 2008

Amendments to the Fort Monmouth Reuse and Redevelopment Plan

- Amendment #1:** Parcel E in Tinton Falls, adopted May 2012
- Amendment #2:** Patterson Clinic in Oceanport, adopted December 2012
- Amendment #3:** Several parcels in Tinton Falls, adopted November 2015
- Amendment #4:** Russel Hall and Dance Hall in Oceanport, adopted January 2016
- Amendment #5:** Pistol Range in Tinton Falls, adopted May 2016
- Amendment #6:** Two parcels in Oceanport, adopted July 2016
- Amendment #7:** Fitness Center in Oceanport, adopted August 2016
- Amendment #9:** Eatontown Barracks and DPW in Eatontown, adopted December 2017
- Amendment #10:** Suneagles Golf Course in Eatontown, adopted May 2018
- Amendment #11:** Allison Hall in Oceanport, adopted December 2018
- Amendment #12:** Myer Center in Tinton Falls, adopted January 2019
- Amendment #13:** Squier Hall in Oceanport, adopted April 2019
- Amendment #14:** Lodging Area in Oceanport, adopted May 2019
- Amendment #15:** Commissary & Warehouse area in Oceanport, adopted August 2020
- Amendment #16:** Barker Circle parcel in Oceanport, adopted December 2020

ACKNOWLEDGEMENTS

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I. Introduction

The Fort Monmouth Reuse and Redevelopment Plan (“the *Reuse Plan*”) was adopted by the Fort Monmouth Economic Revitalization Planning Authority (“FMERPA”) Board on October 15, 2008. Subsequently, the *Reuse Plan* has been amended 16 times since its first adoption to address the changing development climate.

To further support redevelopment opportunities and economic vitality within the Fort area, 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 *Reuse Plan* to revise development standards and provide the option for an alternative development scenario on a portion of the Howard Commons Parcel identified as the “Subject Parcel” that is located in the former Fort Monmouth property in the Borough of Eatontown, New Jersey (“Eatontown Reuse Area”) as shown on **Appendix A**.

a. Proposed Amendment

This amendment to the Reuse Plan would permit a Water Storage Tank, associated facilities and parking in the eastern section of the Howard Commons area as indicated on Appendix A and as more specifically referred to as “Subject Parcel”.

This amendment, referred to as “Amendment #17,” does not purport to delete any provisions of the Reuse Plan but rather supplements the Plan by proposing alternative development scenarios for the parcels in the Fort area as shown as shown on Appendix B. 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.

Amendment #17 is consistent with the planning objectives and principles articulated in the Reuse Plan and is necessary to fulfill the Authority’s main objectives — specifically promoting and maintaining economic development and the public welfare.

Amendment #17 is the third amendment to the *Reuse Plan* for the Eatontown Reuse Area. Amendment #9, the first amendment to the Reuse Plan for the Eatontown Reuse Area, permitted alternative development scenario for a +/- 4.2-acre Barracks parcel and a +/- 7.5-acre parcel located in the eastern section of the Eatontown Redevelopment area. Amendment #9 permitted the reuse of Buildings 1102-1107 for commercial arts related uses, including studio, performance and gallery space, as well as up to 12 short-term residential units for artists on a +/- 4.2 acres Barracks parcel. Additionally, Amendment #9 permitted a Department of Public Works (DPW) facility for the Borough of Eatontown, as well as open space around Wampum Brook on a +/- 7.5-acre parcel located west of the Barracks site. Amendment #10 permitted the reuse and upgrading of the golf course and its associated facilities and demolition of the swimming pool and the 42 existing Megill Housing units. Amendment #10 also allowed for construction of

60 townhouse units on the Megill Housing site and 15 affordable units in the north east corner of the property adjacent to Tinton Ave. Further, Amendment #10 permitted for the renovation of Gibbs Hall for a banquet and conference facility including the addition of a new porch to the rear side of the Gibbs Hall building.

The Fort Monmouth *Reuse and Redevelopment Plan* involved years of careful consideration and study as well as an extensive effort to draw input from 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 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 directive, and to relevant State, County, and Municipal planning objectives.

II. Goals and Objectives

The primary goal of this Amendment is to further sustainable economic development of the Fort Monmouth area by accommodating uses that are essential for building resilient communities in the Fort Monmouth area. Some of the key plan goals and policy objectives are outlined below:

- a. Encourage reinvestment and redevelopments within the Fort Monmouth area.
- b. Accommodate uses that are critical for the functioning of Fort Monmouth area.
- c. Maintain the availability of market-rate and affordable housing alternatives for all income levels as envisioned by the Reuse Plan.
- d. Address some of the limitations of FMERA's current land use rules and development standards and revise those standards to provide desired flexibility for current & future redevelopment projects.
- e. Enhance economic viability and livability of the area through improved pedestrian connectivity and walkability.

III. Scope of the *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. Amendment #10 permitted up to 75 residential units on the Suneagles Golf Course, consisting of 60-unit townhouses and 15 affordable units. These housing units were not contemplated in the Reuse Plan. As such, Amendment #10 added 75 additional residential units to the total of 577 residential units originally contemplated for the Eatontown Reuse Area.

This amendment maintains the development concepts and plans articulated in the *Reuse Plan* and subsequent amendments but further permits alternative development scenarios on the Subject Parcel located in the Eatontown Reuse Area as shown in Appendix A. The details of the amendment to the land use plan and alternative development scenario contemplated in this amendment are provided below.

1. Subject Parcel: +/- 4 Acres - Parcel in the Howard Commons area

The Subject Parcel is in the eastern section of the Howard Commons area. The parcel which consists of approximately 3.945± acres of land is formally identified as a portion of Block 601, Lot 1 as shown in Appendix A. The parcel is located along Pinebrook Road in the Eatontown Reuse Area of the Charles Wood section of the Fort. The Property is currently improved with four buildings, Buildings 3034, 3035, 3036 & 3037 totaling approximately 23,596 gsf.

The Reuse Plan envisions mixed-income housing with an emphasis on affordable and workforce housing, for civil servants such as fire and safety and education professionals for Howard Commons reuse area. The Residential section of the Howard Commons area is contemplated for a total of 275 residential units with a minimum of 20% of the housing units to be set aside for affordable housing units that would also help Eatontown meet COAH requirements generated by the Fort's redevelopment. Additionally, the Reuse Plan also contemplates a small commercial development in the form of a 12,530 square foot convenience retail facility at the intersection of Hope and Pinebrook Road. The Reuse Plan contemplates demolition of all the buildings on the Howard Commons area.

This amendment would permit the following.

1.1 Permitted Use/s

The proposed amendment will permit following uses in the Subject Parcel.

- a. Water Storage Tank

Accessory uses

- b. Booster Pump Station
- c. Water Treatment Facilities/Equipment
- d. Generator Pad
- e. Parking

1.2 Bulk and Density Regulations

The following site plan and subdivision standards will be applicable to the Subject Parcel:

- a. Height: The maximum height of storage tank shall not exceed 35 ft.
- b. Width: The width or diameter of the storage tank shall not exceed 105 ft.
- c. Impervious Coverage: The Maximum Impervious Lot Coverage shall not exceed 25% of the total lot area.
- d. Setbacks: A minimum 50 ft. front, side and rear set back shall apply to this parcel.
- e. Landscape Buffer & Fencing: The front setback and side yard setback abutting residential use must be landscaped with densely planted, evergreen trees or shrubs that are a minimum of fifteen (15)

feet tall to screen all structures, to the greatest extent possible, from public view and fenced by means of a concealing fence constructed of a long-lasting & attractive material, such as PVC pickets, brick wall, or board and batten panels or solid green wall. Chain link fencing of any form shall not be used.

- I. *Fence Height*: The standard set forth in the FMERA Land Use Rules 19:31C-3.10 (g) shall apply to this proposed amendment.
- f. Parking: Minimum 3 parking spaces shall be provided. No separate loading space is required.

1.3 Additional Requirements

The following additional requirements will be applicable to the Subject Parcel:

- a. A minimum of a 5-foot wide sidewalk shall be provided along Pinebrook Road.
- b. The color of the storage tank shall be either light blue or gray.
- c. Appropriate architectural elements, visual features, buffering, or screening measures should be incorporated into site planning and design of the water tank, so that it would mitigate any adverse visual impacts to the surrounding to the greatest extent possible.
- d. The water storage tank should not be used for third party telecommunication antennas or other utility services.
- e. The water storage tank can have a sign painted on it which reads "Fort Monmouth," "The Borough of Eatontown" or the name of the business owner or the logo of any the three.
- f. Low Impact Strategies and green infrastructures should be incorporated to the development.
- g. The maximum capacity of the water storage tank shall not exceed 2,000,000 gallons.

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

a. Relationship to Reuse and Redevelopment Plan and its 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.

1. Land Use and Circulation

Total Non-Residential Square Footage Yield

The Reuse Plan contemplates a 12,530 square foot commercial development at the intersection of Hope and Pinebrook Road. The amendment does not propose any changes to the commercial uses within the Howard Commons area. As such the total non-residential square footage yield as envisioned in the Reuse Plan will remain unaffected.

Total Residential Square Footage Yield

A total of 577 residential units was contemplated by the Reuse Plan for the Eatontown Reuse Area. Amendment # 10 added additional 75 residential units to the Eatontown Reuse Area, making a total of 652 residential units to be constructed in the Eatontown Reuse Area. The amendment does not propose any

changes to the residential uses, as such the total residential units in the Eatontown Reuse Area will remain 652 units. Additionally, the total 275 residential units contemplated for Howard Commons Area will not be affected the proposed change of land use for +/-4 -acre Subject Parcel within the Howard Commons Area.

Compatibility with Surrounding Land Uses

The Reuse Plan contemplated a total of 275 apartments and townhouses for the Howard Commons area. The Reuse Plan did not contemplate specific parcels to accommodate utility services. However, utility services such as water supply are critical for building resilient & sustainable communities in the Fort area. Though the proposed land use change may not appear totally in aligned with the land use goal established by the *Reuse Plan* for the Howard Commons Area, the proposed land use change will provide necessary support to the Fort Area and aid the economic development of the Fort Area. The proposed 50 ft wide setbacks around the site with a landscaped buffer will minimize the impact of the storage tank to the surrounding land use and adjacent public right way. Therefore, the proposed land use change for a portion of the area will not create any adverse impacts with the surrounding land uses.

Circulation

The amendment does not propose any changes to the roadway network system for the Subject Parcel, as such the proposed amendment would not adversely impact any of the “Transportation Circulation Improvement Goals” established in the *Reuse Plan*. Further, the plan requires a 5-foot wide sidewalk along Pinebrook Road, ensuring and encouraging walkability around the area as envisioned in the Reuse Plan.

2 Open Space

The amendment does not impact any active recreation or open space contemplated in the *Reuse Plan*. The amendment permits up to 25% of impervious coverage on the Subject Parcel, allowing the remainder of the site for landscaped or natural green space.

3. Sustainability

This amendment would not preclude incorporation of any of the sustainability measures outlined in the *Reuse Plan*. As mentioned above, the site will be largely unpaved and permeable which will allow natural filtration of stormwater into the soil and will mitigate any flooding issues. Further, the amendment also encourages Low Impact Development (LID) strategies & green infrastructures.

4. 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.

5. Traffic

The proposed change of use is unlikely to impact trip generation as the amendment requires only three parking spaces for the proposed use. Therefore, this amendment is unlikely to alter pick-hour and off-peak hour traffic flow, or the existing road network system as contemplated 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.

6. Environmental Issues

The Subject Parcel is not located in the CAFRA zone and would not trigger a CAFRA permitting action. There are, however, freshwater wetlands, a riparian zone, and a flood hazard area that must be evaluated as part of future planning at the Subject Parcel and could trigger a permitting requirement with the NJDEP. Environmentally constrained areas within the land area associated with this amendment would be preserved and protected accordingly.

7. Historic Preservation

None of the buildings affected by the proposed amendment are listed in State and National Registers of Historic Places. Likewise, none of the buildings or parcels included in the amendment are subject to FMERA's Historic Preservation Guidelines.

8. Community Impacts and Affordable Housing

The amendment will not affect the total number residential unit counts in the Eatontown Reuse area. Therefore, the amendment will not have any adverse impact to the total number of affordable housing units as required under COAH regulations. Additionally, the proposed use will offer some important advantages to FMERA's redevelopment initiatives and to the local community.

b. 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:

1. Be consistent with State, County, and Municipal planning policies.
The amendment is not inconsistent with State, County, and Municipal planning policies, as set forth in the ensuing chapter.
2. Focus on business retention and attraction, job replacement, and employee training.
This amendment would further support FMERA in its efforts to bring attractive businesses that wish to relocate to Fort Monmouth and that have the potential to replace jobs lost when the Fort closed.
3. Be founded on market and economic analysis.
The alternative development scenario permitted by the amendment will further improve the market condition in the Fort area and aids FMERA to attract a mix of retail, commercial, office, and residential uses to the Eatontown Reuse Area as contemplated in the *Reuse Plan*
4. Leverage Fort assets (people, infrastructure, location).
The amendment affords FMERA with an opportunity to leverage existing assets within the Eatontown Reuse Area. The existing Pinebrook Road will be further improved to include a sidewalk that will

promote walkability and connectivity in the Fort area.

5. Be a green community model.

The amendment involves the protection of environmentally sensitive areas and encourages Low Impact development and green infrastructure development strategies.

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 does not affect density and mixed of uses in the Eatontown Reuse Area.

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. The amendment promotes green infrastructures and other low impact development strategies that will further improve the natural environment of the Fort area.

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*. Further, the amendment promotes walkability and requires construction of sidewalk along Pinebrook Road;

Principle #6: Remove Fort boundaries & extend existing land uses to reconnect the Fort to the communities.

Further, the amendment would not preclude any gates into the Fort, nor inhibit public access to the Fort's amenities.

Principle #7: Leverage existing Fort Monmouth assets (People, Buildings, Technology, and Infrastructure).

As stated above on section b(4), the amendment affords FMERA with an opportunity to leverage existing assets of the Eatontown Reuse Area.

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

c. 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 help advance both FMERA's stated purpose and the public welfare, by eliminating blight and permitting a land use that is important for building sustainable and resilient communities.

d. Relationship to FMERA's Land Use Rules

This amendment creates alternative development scenario and creates an overlay zone superseding some provisions of FMERA's Land Use Rules. In all situations where zoning issues and bulk standards are not specifically addressed herein, the FMERA's Land Use Rules, however, shall remain in effect.

VI. Relationship to State, County and Municipal Planning Objectives

a. 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 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 will help create the type of redevelopment opportunities needed to transform this area of the Eatontown 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 Eatontown Reuse Area.

b. 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 Eatontown Reuse Area.

c. 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. The Master plan recommends that the Howard Commons Area of Fort Monmouth should be redeveloped and reused in accordance with the recommendations of the Howard Commons Reuse Study prepared in February 2003 by Kise, Kolodner, and Straw. The Reuse Study recommended two-phase development of the Howard Commons area for up to 264 residential units including 57 age-restricted homes. Only approximately 4 acres of the Howard Commons area will be affected by the proposed development, the majority of the Howard Commons area will be still available for the residential development as contemplated by the Master Plan.

Further, 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. Therefore, from the infrastructure development standpoint, the amendment is well aligned with the Master Plan.

d. Eatontown Zoning

Although the development of the former Fort properties in Eatontown is 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.” As such, this amendment is not inconsistent with the underlying permitted uses in the P-1 zone.

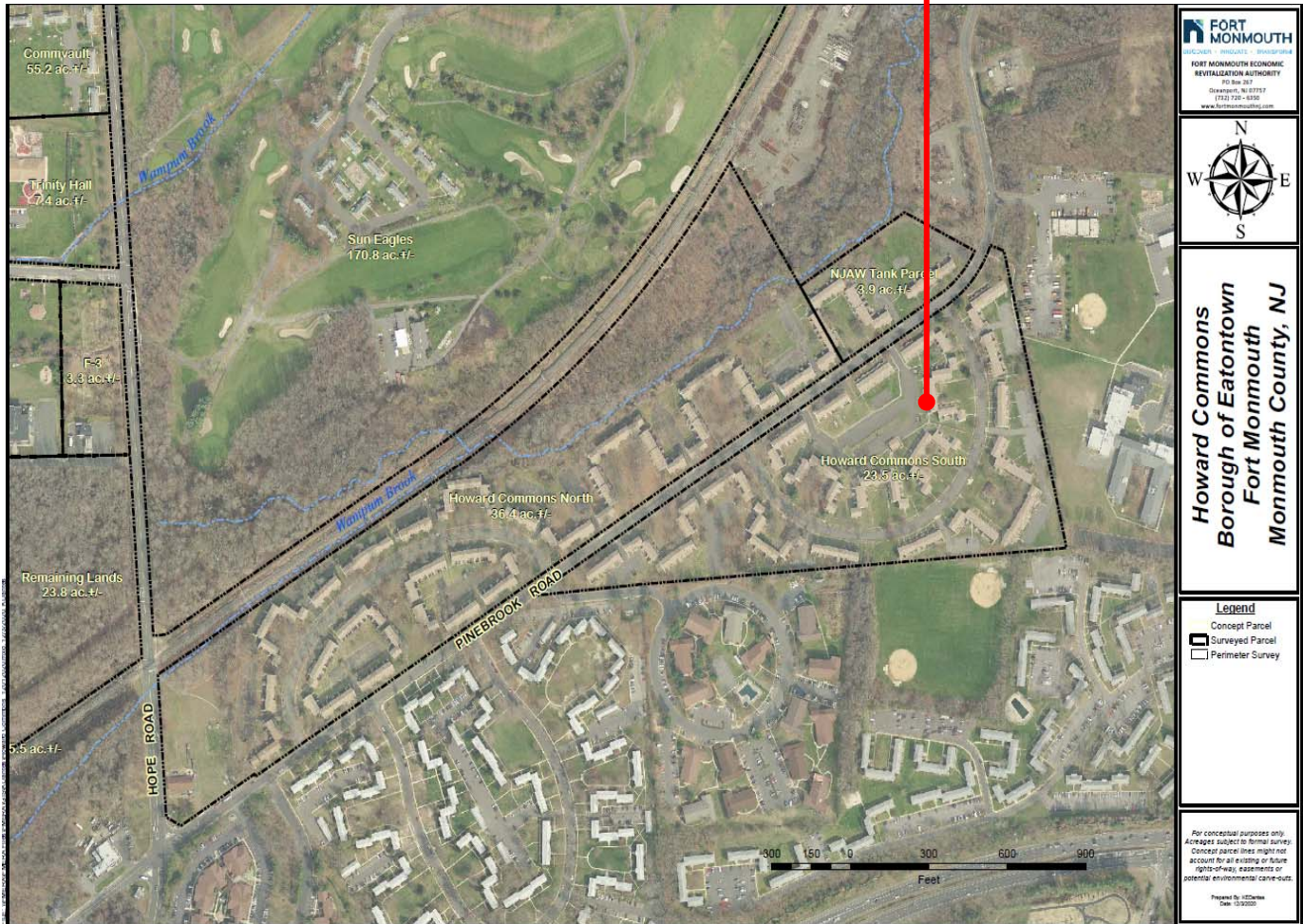
VI. Conclusion

The subject amendment, referred to as Amendment #17 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 public welfare and encourages sustainable and resilient development. Lastly, the amendment provides the desired flexibility for FMERA to effectively market the Fort properties and attract redevelopment opportunities 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.

Appendix – A

Subject Parcel: +/- 4 Acre Parcel



Land Use Map

Subject Parcel: +/- 4 Acre Parcel



Land Use Map

Legend

- Low Density
- Medium Density
- Water Storage Tank
- Commercial
- Howard Commons Reuse

