Submitted to the Tinton Falls Planning Board

Prepared by PHILLIPS PREISS GRYGIEL LLC | Planning & Real Estate Consultants

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Redevelopment Study for the
Former Fort Monmouth Properties
in the Borough of Tinton Falls, New Jersey
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1. Introduction

The purpose of this study is to determine whether an area located in the northeastern quadrant of the Borough of Tinton Falls that was formerly part of Fort Monmouth meets the requirements for designation as an “area in need of redevelopment” as established under NJSA 40A:12A. Fort Monmouth closed in September 2011 as a result of the federal Base Realignment and Closure Act (BRAC). The study was authorized by the Borough Council of the Borough of Tinton Falls and is being submitted for consideration at a public hearing to be held by the Tinton Falls Planning Board.

In preparation of the study, we reviewed the following records and documents:

- *Fort Monmouth Reuse and Redevelopment Plan* prepared by EDAW, Inc. (2008)
- Master Plan for the Borough of Tinton Falls
- Zoning Ordinance and Map of the Borough of Tinton Falls
- *Existing Conditions Technical Memoranda* prepared by EDAW, Inc. (September 2007)
- *Fort Monmouth Building Assessments* prepared by Matrix Design Group (November 2010)
- *U.S. Army BRAC 2005 Site Investigation Report* prepared by Cabrera Services, Inc. (July 2008)
- Floor plans for extant buildings on fort properties
- Maps of the property prepared by the Army Corps of Engineers, Fort Monmouth DPW Master Planning Branch GiO, and New Jersey Natural Gas Company

In addition to the above, we physically inspected the various buildings/structures and grounds with representatives of the Fort Monmouth Economic Revitalization Authority (FMERA). FMERA is currently in the process of gaining control of the former fort properties from the U.S. Army. This analysis included both exterior and interior inspections of existing buildings. Further, we had discussions with representatives of FMERA to obtain information on the historical use of the fort property, and specific buildings thereon, as well as to gain knowledge regarding the potential for reuse of said facilities from both a physical and market perspective.

The remainder of this report is divided into six chapters. Chapter 2 provides a description of the study area and its locational context. Chapter 3 provides an analysis of the applicable zoning and master plan designations within the study area. Chapter 4 discusses the criteria specified at NJSA 40A:12A-5 for “area in need of redevelopment” designation. Chapter 5 applies these criteria to the study area to determine whether or not an area in need of redevelopment determination is warranted. Chapter 6 summarizes the overall conclusion of the report.
2. Description of the Study Area and Locational Context

2.1 Locational Context
The area that is under consideration for redevelopment area designation (the “study area”) consists of a large tract of property (now controlled by FMERA) that was formerly part of Fort Monmouth. In 2005, the federal Base Realignment and Closure Commission rendered a decision to close Fort Monmouth, and such closure officially took place on September 15, 2011.

The study area is located in the northeastern quadrant of the Borough of Tinton Falls. According to the official tax maps of the Borough, the study area encompasses ± 254 acres and consists of one tax lot: Block 101, Lot 1. The location of the study area is shown in Figure 1.

The study area is bounded generally by Pearl Harbor Avenue to the west, Tinton Avenue to the north, Hope Road to the east, and Pinebrook Road to the south. There is a small ±1.13 acre parcel to the north of Pinebrook Road that is owned by the U.S. Army Corps of Engineers but is not within the fort boundaries. There are also three single-family parcels at the intersection of Tinton Avenue and Hope Road totaling ~3 acres that are also not within the fort boundaries.

Across Pearl Harbor Drive from the site is the Borough’s municipal complex, which is accessed from Tinton Avenue. The Garden State Parkway runs in a southerly direction to the west of the municipal complex and Exit 105 is located just south of the study area. Across Tinton Avenue are single-family homes and across Hope Road is the Suneagles Golf Course and other former fort properties. To the south of Pinebrook Road are Conrail railroad tracks. The study area boundaries are shown in Figure 2.

2.2 Site History
The study area consists of only those portions of the former Fort Monmouth property located in the Borough of Tinton Falls. The former fort properties in their entirety consist of a total of 1,127 acres contained within the Boroughs of Eatontown and Oceanport, in addition to Tinton Falls. Fort Monmouth was established at this location in 1917. The original name of the fort was Camp Silver, and later Camp Vail. It was initially established as a temporary facility for training troops in anticipation of the United States’ entry into World War I. However, it was granted permanent status in 1925 and was renamed Fort Monmouth.

2.3 Former Use of the Property
At the time of its closure in 2011, the primary mission of Fort Monmouth was to provide command, administrative, and logistical support for Headquarters, United States Army, Communications-Electronics Command (CECOM). CECOM is a major subordinate command of the United States Army Material Command (AMC). Fort Monmouth served as the center for the development of the Army’s Command and Control, Communications, Computers, Intelligence, Sensors and Reconnaissance (C4ISR) systems.

Much of the Army’s research and development of high-tech systems was done at Fort Monmouth. This includes a fire and hazardous material training center located in the southwestern area of the property.
Figure 1: Study Area Location
Figure 2: Study Area Context
There were also facilities for the families of service members including residences, community centers, and daycare facilities. As a result, various specialized facilities are located throughout the fort generally and in Tinton Falls particularly. Additional activities that occurred on the Fort included the performance of research, development, procurement, and production of electronic material for use by the United States Armed Forces. Other missions included the provision of administrative training and logistical and related support necessary to transition selected reserve component units into the active force structure in the event of a natural emergency.

The extant structures in the study area site include 49 buildings from among the following types: administration/research, development, test and evaluation (Admin/RDT&E); commercial; housing; public works/supply/utilities/storage; and recreation/community facilities (see Figure 3). Some of the buildings are small and were used primarily for storage, maintenance and utilities, while others are much larger and were used for highly specialized office and laboratory operations. There is over one million square feet of floor area in total. All of the buildings are presently vacant. In addition, the study area includes open space and recreation facilities, including a softball field, surface parking, and a helipad. A summary of the use, square footage and age of the various buildings is provided in Table 1.

Within the portion of the fort located generally north of Corregidor Road and west of Guam Lane, numerous buildings were demolished between 2001 and 2003. These buildings were principally used as family housing for service members. Demolition was done to encourage development funded by the U.S. Army’s Enhanced Use Lease (EUL) Program. EUL is a method for funding construction or renovations on military lands by allowing a private developer to lease underutilized property. The only buildings in this roughly 80-acre area that are intact at this time are Buildings 2275 (a former chapel) and 2241 (a former housing location).

**TABLE 1: SUMMARY OF EXTANT FORMER FORT MONMOUTH BUILDINGS IN TINTON FALLS**

<table>
<thead>
<tr>
<th>Building Number</th>
<th>Use Type</th>
<th>Building/Property Description</th>
<th>Gross Area (square feet)</th>
<th>Year Built</th>
</tr>
</thead>
<tbody>
<tr>
<td>2231</td>
<td>Housing</td>
<td>Hemphill Housing</td>
<td>3,700</td>
<td>1955</td>
</tr>
<tr>
<td>2232</td>
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<td>1955</td>
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<td>Hemphill Housing</td>
<td>3,700</td>
<td>1955</td>
</tr>
<tr>
<td>2234</td>
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<td>1955</td>
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<td>3,700</td>
<td>1955</td>
</tr>
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<td>3,700</td>
<td>1955</td>
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<td>1955</td>
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<td>2238</td>
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<td>2240</td>
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<td>2241</td>
<td>Housing</td>
<td>Capehart Housing</td>
<td>4,692</td>
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<td>Rec./Comm.Fac.</td>
<td>Chapel</td>
<td>3,279</td>
<td>1942</td>
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<td>Building Number</td>
<td>Use Type</td>
<td>Building/Property Description</td>
<td>Gross Area (square feet)</td>
<td>Year Built</td>
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<tr>
<td>-----------------</td>
<td>----------------------</td>
<td>------------------------------------------------</td>
<td>--------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>2290</td>
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<td>Child Development Center</td>
<td>19,600</td>
<td>1996</td>
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<td>2501</td>
<td>Admin/RDT&amp;E</td>
<td>Fire Training Classroom</td>
<td>1,440</td>
<td>1942</td>
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<tr>
<td>2502</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Machine Shop</td>
<td>7,680</td>
<td>1942</td>
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<td>2503</td>
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<td>1942</td>
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<td>Machine Shop</td>
<td>7,936</td>
<td>1942</td>
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<td>Machine Shop</td>
<td>10,944</td>
<td>1942</td>
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<td>2507</td>
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<td>Storage/Integration Facility</td>
<td>8,512</td>
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<td>2508</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Toilets</td>
<td>480</td>
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<td>2525</td>
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<td>86,400</td>
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<td>Admin/RDT&amp;E</td>
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<td>2540</td>
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<td>Lab/Tst Building</td>
<td>7,920</td>
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<td>2541</td>
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<td>Storage</td>
<td>1,080</td>
<td>1997</td>
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<td>2560</td>
<td>Rec./Comm.Fac.</td>
<td>Fire Station</td>
<td>10,070</td>
<td>2001</td>
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<td>2566</td>
<td>Rec./Comm.Fac.</td>
<td>Youth and School Age Services</td>
<td>19,636</td>
<td>1993</td>
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<td>2567</td>
<td>Commercial</td>
<td>Gas Station and Shopette</td>
<td>1,335</td>
<td>1970</td>
</tr>
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<td>2569</td>
<td>Rec./Comm.Fac.</td>
<td>Outdoor Pool with Pool House</td>
<td>3,000</td>
<td>1942</td>
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<td>2625</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Class D Recycling Center</td>
<td>2,400</td>
<td>1993</td>
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<tr>
<td>2627</td>
<td>Admin/RDT&amp;E</td>
<td>Pistol Rnge</td>
<td>11,110</td>
<td>2006</td>
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<tr>
<td>2628</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Storage</td>
<td>5,000</td>
<td>N/A</td>
</tr>
<tr>
<td>2629</td>
<td>Admin/RDT&amp;E</td>
<td>Burn Building</td>
<td>200</td>
<td>1998</td>
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<td>2630</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Flammable Material Storage</td>
<td>200</td>
<td>1992</td>
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<td>2631</td>
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<td>Flammable Material Storage</td>
<td>200</td>
<td>1992</td>
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<td>2632</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Hazardous Material Storage</td>
<td>560</td>
<td>1993</td>
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<td>2700</td>
<td>Admin/RDT&amp;E</td>
<td>Myer Center</td>
<td>673,540</td>
<td>1955</td>
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<td>2704</td>
<td>Admin/RDT&amp;E</td>
<td>Lab/Tst Bldg &quot;Shake and Bake Building&quot;</td>
<td>6,226</td>
<td>1965</td>
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<td>2705</td>
<td>Admin/RDT&amp;E</td>
<td>Lab/Tst Building GP-Night Vision</td>
<td>47,592</td>
<td>1971</td>
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<td>2706</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Utility: Emergency Generator</td>
<td>6,076</td>
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<td>2707</td>
<td>Admin/RDT&amp;E</td>
<td>Pulse Power Building</td>
<td>26,476</td>
<td>1988</td>
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<td>2709</td>
<td>PW/Supply/Utilities/Storage</td>
<td>Storage</td>
<td>1,536</td>
<td>1988</td>
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<tr>
<td>Building Number</td>
<td>Use Type</td>
<td>Building/Property Description</td>
<td>Gross Area (square feet)</td>
<td>Year Built</td>
</tr>
<tr>
<td>-----------------</td>
<td>----------</td>
<td>-------------------------------</td>
<td>--------------------------</td>
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<td>2710</td>
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<td>2711</td>
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<td>500</td>
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<td>1988</td>
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<td>Storage Building</td>
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<td>PW/Supply/ Utilities/Storage</td>
<td>Storage</td>
<td>2,030</td>
<td>1991</td>
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<tr>
<td>2718</td>
<td>Admin/RDT&amp;E</td>
<td>Lab/Tst Building GP</td>
<td>2,778</td>
<td>1997</td>
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<tr>
<td>2719</td>
<td>Admin/RDT&amp;E</td>
<td>CO HQ'S BLDG-“Jiffy Lube” Building</td>
<td>9,022</td>
<td>2006</td>
</tr>
<tr>
<td></td>
<td>Total Square Footage</td>
<td></td>
<td>~1,050,000</td>
<td></td>
</tr>
</tbody>
</table>

### 2.4 Known Contamination on the Property

**Hazardous Waste Disposal Sites**

Research and development activities and associated support activities that occurred at Fort Monmouth during its more than 80 years of operation generated a number of wastes, some of which were disposed of on-site. Fort Monmouth was registered with the U.S. Environmental Protection Agency as a large quantity generator of hazardous waste. This designation allowed the U.S. Army to store waste at the site for a period of 90 days or less. The installation was also registered with the New Jersey Department of Environmental Protection (NJDEP) as a generator of medical waste and as a Class D Recycling Center (located in Tinton Falls) which allowed the U.S. Army to recycle materials such as antifreeze, batteries, latex paints, oil-based finishes, and lamps.

The Department of Defense developed the Installation Restoration Program (IRP) to comply with federal guidelines for managing and controlling past hazardous waste disposal actions. Forty-three IRP sites have been identified. The U.S. Army has indicated that 26 of the 43 IRPs, including five in Tinton Falls, are considered No Further Action (NFA) sites because investigation and/or response actions at the sites are complete. These sites include:

- FTMM-23 (former wastewater treatment lime pit) located at the northeast corner of Watson Avenue and Laboratory Road adjacent to Building 2525;
- FTMM-25 (suspected landfill) located north of Building 2707 and the hazard material training center;
- FTMM-26 (former pistol range) located on vacant land on the northern side of the intersection of Radiac Way and Laboratory Road;
- FTMM-27 (formerly wastewater treatment and hazard material storage) located in the vicinity of Building 2566, i.e., the Youth and School Age Services building; and
- FTMM-32 (former hazardous waste storage area) located to the south of the fire training facility.
Figure 3: Land Use within the Study Area
Although many of the above sites have been investigated under the Army’s IRP, prospective reuse or redevelopment within Tinton Falls may trigger any or all of the following: further sampling/analysis for additional contaminants; reassessing remedies that are currently in place that are not protective for the long term if land use changes; or requiring institutional controls. Additionally, NFA’s at a number of sites have been granted or requested because no direct contact or incidental ingestion pathways currently exist. If redevelopment occurs in these areas, additional investigation and remediation may be required.

The U.S. Army has stated that 17 of the 43 IRP sites are still active, including two in Tinton Falls:

- FTMM-22 (Wastewater Treatment Lime Pit) adjacent to the Myer Center; and
- FTMM-58 adjacent to the former gas station and shopette at the intersection of Laboratory and Hope Roads.

**Asbestos and Lead-Based Paint**

Asbestos and lead-based paint are likely present in on-site buildings. Comprehensive asbestos and lead-based paint surveys suitable for demolition purposes have not yet been performed on the majority of the buildings.

**PCB-Impacted Equipment, Storage, Spills, and Disposal Areas**

A number of sites where PCB-containing equipment was used, stored, or spilled have been identified on the fort property, including in the area north of Building 2627 in Tinton Falls.

**Landfills**

There is one documented landfill in the area, which is approximately 2.6 acres in size and located due north of Building 2707 along Pearl Harbor Avenue.
3. Fort Monmouth Reuse and Redevelopment Plan and Tinton Falls Master Plan and Zoning

3.1 Fort Monmouth Reuse and Redevelopment Plan

As a result of the BRAC decision, the Fort Monmouth Economic Revitalization Planning Authority (FMERPA) was created as the Local Redevelopment Authority in charge of coordinating the Fort’s closure and planning for its reuse pursuant to P.L.2006, c.16 (C.52:27I-1 et seq.). FMERPA’s charge was to “encourage enlightened land use and to create employment and other business opportunities” for the three host communities.

On September 4, 2008, FMERPA submitted a comprehensive conversion and revitalization plan for Fort Monmouth (i.e., “Fort Monmouth Reuse and Redevelopment Plan”) and a homeless assistance submission to the United States Department of Defense and the United States Department of Housing and Urban Development, as required under the applicable federal Base Realignment and Closure law and regulations. Both federal agencies subsequently accepted the Reuse and Redevelopment Plan. This plan represents the “Master Plan” for Fort Monmouth. To implement the plan, the State legislature, pursuant to P.L. 2010, Chapter 51, empowered an authority to replace FMERPA known as the Fort Monmouth Economic Revitalization Authority (FMERA). FMERA’s charge is to adopt any modifications or amendments to the Reuse and Redevelopment Plan and adopt development and design guidelines and land use regulations to implement the plan. Per the legislation creating FMERA, the land use regulations “shall supersede the zoning ordinances and land use regulations of the host municipalities and the county with respect to the project area.”

The Reuse and Redevelopment Plan divided the Tinton Falls Reuse Area (i.e., areas of the former fort within the boundaries of Tinton Falls) into five reuse nodes to be redeveloped as follows:

**Tinton Falls Town Center**

The major redevelopment node would be a mixed use retail town center, professional office/research and development and residential neighborhood organized around public open spaces located south of Tinton Avenue. This mixed-use town center would provide an extension of the existing Tinton Falls Municipal Center located immediately to the west and would link the employment center with the Borough’s Municipal center to the west and proposed residential neighborhood to the east. The two-block, mixed use civic square would be comprised of up to 80,000 square feet of convenience retail, shops, restaurants, and professional offices, with potential for above-retail apartments. The southwest corner of the square would be set aside for the future development of a 27,000 square foot Tinton Falls Public Library. A 2.5-acre civic square would be used for open space and community events.

**Mixed Income Residential**

The transition from the mixed use node to the adjacent residential area to the east would progress along tree lined streets reaching towards the neighborhood’s recreational area. A 12-acre park would accommodate the neighborhood’s Field House, ballfields and playgrounds. A total of 288 mixed-income
residences would surround the park and consist of new single-family homes, townhouses/row houses and 3-story apartments, as well as reuse of the remaining Hemphill residences.

**High Tech Industry**

This reuse node would serve as one of the primary economic engines for the Reuse area, generating tax revenue and employment opportunities. The central feature of the Office/High Tech Industry node would be the reused Myer Center. The business center would provide a mix of Class A general office space, high-tech research and development space, and incubator space in new and renovated buildings. A total of 839,817 gross square feet was envisioned. This reuse node would be complemented by a central green within an open courtyard. Extensive parking areas would also be provided adjacent to the Garden State Parkway.

**Fire & Police Training Center and the Fabrication Shops**

The existing fire and police training facilities would be conveyed for their continued use in training State, County and local firefighters and law enforcement officers. The metal fabrication shops, Buildings 2502 through 2507, located along the railroad right-of-way would be reused by a private sector company.

**Civic Uses and Public Open Space**

The existing civic uses along Hope Road would remain and include the Early Child Development Center, Pool and Park Complex, as well as the Teen Center, which would be converted to a community recreation center.

All development areas within the Tinton Falls Reuse area were to be connected to a continuous 99-acre greenbelt which would be part of a fort-wide “Blue-Green” belt system of parks and open space. It would further serve as a passive and active recreational amenity. Approximately 22 acres of active recreation, 77 acres of passive recreation and over 3 miles of trails would be located in the Tinton Falls Reuse area.

It should be emphasized that pursuant to P.L. 2010, c. 10 (NJS A .52:271-18 et seq.), FMERA was created to replace FMERPA and advance the *Reuse and Redevelopment Plan* for economic development, growth and planning, with a focus on technology-based industries. FMERA has been afforded a multitude of tools to revitalize and redevelop the Fort Monmouth area and implement the revitalization plan. Among them are the ability to undertake redevelopment projects and to adopt development and design guidelines and land use regulations in connection with the provision of utilities, streets, roads or other infrastructure required for the implementation of the revitalization plan.

Lastly, since the *Reuse and Redevelopment Plan* was adopted, the New Jersey Turnpike Authority announced that it will reconfigure Exit 105 on the Garden State Parkway. The improvements planned will remove traffic from the Hope Road/Route 36 intersection and provide additional access to Pearl Harbor Avenue, Tinton Avenue, and Route 18. These improvements constitute a significant change from the existing conditions under which the *Reuse and Redevelopment Plan* was prepared, particularly for Tinton Falls. The Plan placed limitations on the density and types of land uses in those areas of the fort within
Tinton Falls that would have otherwise been served by existing local and regional roads. The reconfigured Exit 105 will allow traffic to access these areas directly from the Garden State Parkway, thereby bypassing local streets. With the Exit 105 improvements in place, property within the fort area in Tinton Falls could potentially accommodate more intensive office and/or commercial uses than envisioned at the time of the plan’s adoption.

3.2 Tinton Falls Master Plan

The former fort properties in Tinton Falls 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 the most recent Master Plan for the Borough of Tinton Falls, which was adopted by the Borough Planning Board on April 25, 2007. The Plan anticipates the imminent redevelopment of Fort Monmouth, stating among its goals to “ensure the most appropriate reuse of Fort Monmouth.” In addition, the Plan asserts that “given this piece of property represents the last best opportunity to do something special for the Borough, it is appropriate that Tinton Falls advance its vision for the ultimate development of the site.” To that end, the Plan articulates a vision for the fort’s future as “a vibrant mixed-use development with commercial, residential, entertainment and public uses in a traditional main street setting.” Specifically, the Master Plan envisions the following land use designations and locations for the redeveloped fort properties:

- Public/industrial space along the southern portion of the property in the vicinity of the existing pistol range and fire and hazardous-material training center;
- Office/research development in the center portion of the site in the vicinity of the existing Myer Center, which would be surrounded by a green buffer;
- Reuse of the recreation/community center area and child development center along the site’s eastern border;
- A mixed use development north of the office/research and child development center in the vicinity of the extant Hemphill Road housing and the demolished residential neighborhoods to the west;
- Single-family residential housing along Tinton Avenue near the intersection of Park Avenue; and
- Open space/public square along Pearl Harbor Avenue across from the new Borough Hall. A library would be part of that open space/public square area.

The Plan envisions the “Mixed Use” and “Open Space/Public Square” areas as being at the core of the redevelopment stating:

The central core of the Fort Monmouth site has great potential to serve as Tinton Falls’ Town Center. It is possible to create a new “Main Street” development running westerly from Hope Road and terminating at the municipal complex adjacent to the Parkway. Along this Main Street and on the balance of the tract, a compact mixed-use, walking scale community could be developed. The Town Center should include a substantial commercial component as well as residential development, entertainment uses, and well defined public spaces including a possible new Library. Linkages to the neighborhoods of Tinton Falls should be carefully considered. The Town Center
should also accommodate affordable housing. Consideration should be given to development of a hotel. Finally, a significant open space component should be included which can also connect the activity centers within the site and preserve the site’s environmental features.

The Plan designates all of the former fort properties in a new land use category called the Open Space Government Use (OS/GU). Subsequent to adopting the Master Plan, in 2010 the Borough rezoned the former fort properties to the OS/GU District.

3.3 Tinton Falls Zoning

OS/GU Open Space/ Governmental Use District

Although the development of the former fort properties in Tinton Falls will be governed by the land use regulations and design guidelines adopted by FMERA, as a point of information, the study area lies within the OS/GU: Open Space/ Governmental Use District under the Borough’s current zone plan (see Figure 4). This designation represents a new land use category for Tinton Falls. This designation includes the County Park south of Route 33 and the County-owned parcels on the east side of Wayside Road. This category also includes large publicly-held parcels including Fort Monmouth, Naval Weapons Station Earle, and the County Reclamation Center. The intent of this designation is to allow the existing activities on the properties as a matter of right while not committing to a specific zone assuming the properties become available for development.

Permitted uses in the zone include open space and Borough and government uses. Permitted conditional uses include churches and places of religious worship, and schools. There are no bulk regulations for the OS/GU District.

IOP-10 Industrial/Office Park District and R-4 Residential district

Prior to its designation in the OS/GU District, the former fort properties were located in two zones: the IOP-10 Industrial/Office Park district and the R-4 Residential district.

The majority of the site south of Hemphill Road was in the IOP-10 district. The district permits offices, research facilities, and a variety of other commercial uses. Neither homes nor warehouses are a permitted use in the IOP-10 zone. The maximum floor area ratio was 0.10 with a maximum lot coverage of 35 percent.

The area of the site north of Hemphill Road from Pearl Harbor Avenue to Hope Road was in the R-4 Residential district. This district permits detached single-family dwellings on 8,000 square foot lots.
4. **Statutory Criteria for An Area In Need of Redevelopment and Application to the Study Area**

The laws governing redevelopment by municipalities in New Jersey are set forth in the Local Redevelopment and Housing Law, which is codified at N.J.S.A. 40A:12A et seq. This statute grants the governing body of the municipality the power to authorize the Planning Board to conduct a study to determine whether an area is in need of redevelopment, and following completion of the study, to make such a determination and then to subsequently adopt a redevelopment plan for the designated area. Such area may be determined to be in need of redevelopment only if, after an investigation by the Planning Board and a public hearing for which notice has been given, it is found to meet one or more of the following conditions:

a. The generality of buildings are substandard, unsafe, unsanitary, dilapidated or obsolescent, or possess any of such characteristics, or are so lacking in light, air or space, as to be conducive to unwholesome working or living conditions.

b. The discontinuance of the use of buildings previously used for commercial, manufacturing or industrial purposes; the abandonment of such buildings; or the same being allowed to fall into so great a state of disrepair as to be untenable.

c. Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.

d. Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals or welfare of the community.

e. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real property therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare.

f. Areas, in excess of five contiguous acres, whereon buildings or other improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the areas has been materially depreciated.

g. In any municipality in which an enterprise zone has been designated pursuant to the “New Jersey Enterprise Zones Act,” P.L. 1983, c.303 (C.52:27H-60 et seq.) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the
determination that the area is in need of redevelopment pursuant to sections 5 and 6 of P.L. 1992, c.79 (C.40A:12A-5 and 40A-12A-6) for the purpose of granting tax exemptions within the enterprise zone district pursuant to the provisions of P.L. 1991, c.431 (C.40A:20-1 et seq.) or the adoption of a tax abatement and exemption ordinance pursuant to the provisions of P.L. 1991, c.441(C.40A:21-1 et seq.). The municipality shall not utilize any other redevelopment powers within the urban enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992, c.79 (C.40A:12A-1 et al.) for determining that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.

h. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

For purposes of this particular “area in need of redevelopment” investigation, it is important to consider that the study area is unique in that it does not consist of individual properties with separate and/or disparate uses. Rather, FMERA is in the process of gaining control from the U.S. Army of the entire study area which consists of a unified former military base, which despite numerous buildings and functions, was designed to operate as an integrated whole. As a result, the only logical way to evaluate the study area and apply the statutory criteria is to consider the property in its entirety and ultimately render a determination as to whether one or more of the conditions are met. Such an analysis is provided in the ensuing chapter.
5. Study Area Evaluation

5.1 Property Overview

The study area encompasses ± 254 acres and is improved with as many as 49 buildings totaling just over one million square feet of floor area. The buildings were constructed at various times over the last 70 years. The machine shop buildings date back to 1942 while the most recent structure (i.e., Building 2627) was built in 2006. A number of buildings have undergone renovations through the years and there have been other significant modifications, as structures have been demolished and facilities relocated.

Historically, the premises were used as a military base. The primary focus of the base was research and development (R&D), specifically related to communications and electronics, with much of it taking place in laboratories and/or offices. The fort was also home to a fire and hazardous material training center. It further provided support activities for these primary uses, including vehicle maintenance and warehousing. The base also provided housing and community services to service members and their families. Fort Monmouth officially closed on September 15, 2011 and all of the buildings within Tinton Falls have been vacated.

The following provides an evaluation of the study area and considers whether it meets the statutory criteria for an “area in need of redevelopment.” The analysis was based on surveys of use and property conditions, as well as physical inspection of the exteriors and interiors of existing buildings/structures. The analysis also relied on the following building assessment reports: Existing Conditions Technical Memoranda prepared by EDAW, Inc. (September 2007); Fort Monmouth Building Assessments prepared by Matrix Design Group (November 2010); and U.S. Army BRAC 2005 Site Investigation Report prepared by Cabrera Services, Inc. (July 2008).

Photographs of the study area and facilities thereon are provided in the report Appendix.

5.2 Property Evaluation

Block 101, Lot 1

Location: Tinton Avenue

Size: ±254 acres

Owner: Fort Monmouth Economic Revitalization Authority is in the process of gaining control of the former fort properties from the U.S. Army.

Current Use: Vacated, former military base

The property consists of one tax lot under common ownership. It is rectangular in shape and is located in the northeasterly quadrant of the Borough of Tinton Falls. The property has ~3,050 feet of frontage on Tinton Avenue; ~2,650 feet of frontage on Hope Road; ~2,600 feet of frontage on Pinebrook Road; and ~3,200 feet of frontage on Pearl Harbor Avenue. There is a small ±1.13 acre parcel on Pinebrook Road that is owned by the U.S. Army Corps of Engineers but is not within the study area boundaries.
There are also three single-family residences at the intersection of Tinton Avenue and Hope Road totaling ~3 acres that are similarly outside the study area boundaries.

The area under evaluation consists of a single property, with a wide range of improvements, including office, research and laboratory space; commercial space; utilities and maintenance facilities, storage facilities; housing; and recreation and community facilities. The buildings and improvements are described in greater detail below.

**Administration/Research, Development, Test and Evaluation**

*(Buildings 2501, 2525, 2539, 2540, 2627, 2629, 2700, 2704, 2705, 2707, 2718, 2719)*

Administration/Research, Development, Test and Evaluation (Admin/RDT&E) facilities occupy approximately 110 acres of the study area. As a result of the fort’s communications mission, the post had hightech R&D facilities, including labs, specialized testing space, and office spaces. Notable buildings in this category include the Myers Center (Building 2700); Building 2705; Building 2525, and the fire training facilities (Building 2627).

**Building 2501** was constructed in 1942 and is approximately 1,440 square feet. It is located north of Pinebrook Road where Academy Avenue and Radar Avenue meet. It was used as fire training classroom space. It is in good physical condition with modern bathrooms and a kitchenette, as well as classroom space. The building exterior is similar to that of the adjacent machine shops that were built at around the same time. Historically, a motor pool existed at this location but was abandoned sometime between 1980 and 1990. This site is considered a “Recognized Environmental Condition” due to oil spillage related to the motor pool use.

**Building 2525** was constructed in 1942 and was recently renovated. It is located off Laboratory Road to the east of the Myer Center and to the west of the helipad. It is divided into six bays and was used most recently as a general purpose administrative building. It is an approximately 86,700 square foot, two-story building of wood frame construction with masonry walls. The building is heated by geothermal well fields. The building was originally part of the Eatontown Laboratory Complex and was later home to the Aviation Research Development Command Laboratory, which occupied the building until the late 1970s. The primary use of the building was for electronics laboratories, however it was subsequently used solely for administrative functions beginning in the late 1990s. Due to the recent renovations, it has state-of-the-art conference rooms outfitted with video conferencing and modern office kitchens. According to the *Fort Monmouth Building Assessments*, it has a good electric distribution system and is equipped with a credential reader and CCTV. Also, according to *Fort Monmouth Building Assessments*, it is suspected to have hazardous building materials, asbestos, lead based paint, and radon.

**Building 2539** is a single-story, concrete and cinderblock structure constructed in 1942. The building contains only administrative offices. It is approximately 7,836 square feet in size. It is located to the east of Building 2540 on Laboratory Road.
Building 2540 was the CECOM laboratory and radiological testing facility. It is located on Laboratory Road to the west of Building 2539. The western half of building was built first, and the eastern half was added, including radiological laboratories, in 1997. The building contained a gamma irradiator, radic calibrators, a storage room for low-level RAM with multiple radioactive sources from the demilitarization of commodities, a nuclear counting laboratory, and several health physics laboratories. A research lab in Building 2540 was the only site in the fort to regularly use and store RAM as part of the R&D activities performed on site. A designated storage area was set aside for drums containing material awaiting proper disposal.

Building 2627 is an indoor pistol range constructed in 2006. It is located on the east side of Academy Avenue north of Radar Avenue. It is approximately 11,110 square feet and includes classrooms, kitchenette and bathrooms, as well as the pistol range. It is a one-story structure with vinyl siding.

Building 2629 is part of the “2-acre fire training center located in the southwestern area of the site. These buildings were used by the Fort Monmouth Fire and Emergency Services. Building 2629 was known as the “Burn Building” and was used for live burn evacuations and training.

The Albert J. Myer Center (2700) is a five-story (including basement level), approximately 675,000 square foot research facility with an open hexagon plan built in 1955. It is the largest structure in all of Fort Monmouth and dominates the western section of the study area in the vicinity of Pearl Harbor Avenue. It has a masonry frame and a double loaded corridor plan in the basement and ground floors; and two parallel double-loaded corridors on floors two through four. The hallway walls are load bearing. It has a Dymaxion Deployment Unit on the roof that was designed by Richard Buckminster Fuller.

The Myer Center was formerly used for high-tech labs and research space. Lettering on the façade indicates that it was the “U.S. Army Research, Development and Engineering Command Communications-Electronics Research, Development and Engineering Center.” The space was used for a variety of administrative offices and conference rooms, as well as computer labs and highly specialized laboratory and test facilities, including audio acoustical labs (located in the basement), complete with reverberant and anechoic chambers. There were also “wet labs” for battery testing and fabrication and for handling of crystals and welding. At one time, there were three radiological labs which were later renovated into administrative space. The building also includes a variety of supporting uses such as auditoriums and a cafeteria. There is a “known environmental condition of concern” relating to a former wastewater disposal area in the building’s courtyard.

The Fort Monmouth Building Assessments rated the electrical distribution system “poor,” “original to building,” and “outdated;” and the HVAC system was characterized as being in “generally poor condition overall with most controls and units being 1950s to 1980s vintage and some systems not operational.” The report also notes there are suspected hazardous building materials, asbestos, lead based paint and radon at this location.

Building 2704 (commonly referred to as the “Shake and Bake” building) was used as an environmental test facility and was constructed in 1965. The building is located to the south of the Myer Center off of Quartz Avenue. It is approximately 6,226 square feet with a small upstairs area for offices. Built during
the Vietnam War it contains an environmental testing chamber which was originally used for a tropical forest simulation. The chamber was able to test temperatures as low as -100 degrees F up to 250 degrees F. It also includes a subfloor drainage system. The building has a drive-in tenny chamber for vehicle testing, and approximately a dozen equipment chambers. There is also a two-ton overhead crane.

**Building 2705** is a one-story, steel frame structure with corrugated metal siding. It is located to the south of the Myer Center. It was used as an army research/laboratory/technical operations center and later used for administrative offices and computer laboratories as part the PM Network Systems Integration. There are small offices off a central corridor with no windows on the ground floor and some windows on a small second story addition. The structure was built in 1971 and is approximately 47,592 square feet. Radiological sources were found in a former Night Vision Lab (Room 825) which was later renovated into office space. The *Fort Monmouth Building Assessments* reports that there are suspected hazardous building materials, asbestos, lead-based paint, and radon. *Existing Conditions Technical Memoranda* indicates that any reuse of the structure would likely be for storage purposes.

**Building 2707** was constructed in 1988 and is approximately 26,500 square feet. It is commonly referred to as the “Pulse Power” building. It is located in the southwestern corner of the study area. The building was used by the Electronics Technology Devices Laboratory (ETD&L). Activities included the R&D of high power/high voltage components and sub-systems for military applications. The building has a concrete foundation and is of steel frame construction clad with corrugated aluminum siding. There are two stories of office and administrative laboratory space and a three-storied center section that includes two high-bay laboratory areas. The east bay of the building was used for vehicle component fabrication. The west bay was used for computer research. The building also has a 3,000 pound, 20 passenger capacity elevator and steel stair with commercial rubber tread serving the upper levels. The two high-bay labs are RF shielded (i.e., blocks radio frequency electromagnetic radiation) and windowless. Each lab contains an overhead crane, painted concrete slab floor and lightning protection system on the roof. Large water cooling and ethylene glycol lines are present in the lab spaces. The lines have been drained but some residual fluid remains. The building is surrounded by an 8’ chain link fence topped with barbed wire.

According to the *U.S. Army BRAC 2005 Site Investigation Report* there were oil/water separators at Building 2707 which are considered to be a REC, i.e., “Recognized Environmental Condition.” According to *Fort Monmouth Building Assessments*, the overall condition of the facility is fair. The roof is in fair shape, with at least one area of delamination. Some of the flashing is damaged and is pulling away from the parapets. The report further notes that the electrical system is original to the building and also outdated and in poor condition. According to the *Existing Conditions Technical Memoranda*, reuse of the building would likely be for a storage unit or garage.

**Building 2718** is a single-story structure located adjacent to Building 2705. It was used as a network operation center (NOC) and also to operate SIPR (Secret Internet Protocol Router Network), a system of inter-connected computer networks used by the Department of Defense to transmit classified information in a secure environment. Due to the highly classified nature of the work that was conducted in this building, the office space has little natural light and much of the work space has no natural light.
There is one high bay for vehicles that were to be outfitted with the SIPR technology. The building is surrounded by chain-linked fencing with barbed wire at the top.

**Building 2719** was constructed in 1995 and is approximately 9,022 square feet. It is located on the west side of Satellite Road. It is a single-story, administrative building with a vehicle maintenance bay. The building was used by the Explosive Ordnance Detachment unit and has a 16’ x 20’ vault with steel door for weapons storage, as well as a conference room, classroom space, computer lab area, storage areas, kitchen with deck, and bathrooms. The building, whose utilities are in generally good condition, has a geothermal system to augment the HVAC system. According to *Fort Monmouth Building Assessments*, the overall condition of the electrical distribution system in this building is excellent. The plumbing system is in fair condition. The building is not sprinklered and has no fire service.

**Commercial**

**(Building 2567)**

**Building 2567** was a combination mini-mart and gasoline station located at the corner of Hope Road and Laboratory Road. It is an approximately 1,335 square foot, one-story building built on slab. The facility sold gasoline and other household commodities to active, reserve, and retired military personnel and their dependents. No automotive repair was conducted at this location. Three underground storage tanks and two fuel dispensing pumps were removed. Building 2567 was investigated by the military under the Installation Restoration Program (IRP) and designated as Site FTMM-58. The site was remediated, however the *U.S. Army BRAC 2005 Site Investigation Report* recommended an evaluation of indoor air quality in the building.

**Housing**

**(Buildings 2231-2241 and 2260)**

The Hemphill Housing area includes 22 duplex units (**Buildings 2231 through 2240 and Building 2260**) located along Hemphill Road on the western side of Hope Road, east of Guam Lane and north of Corregidor Road. The structures were built in 1955 and used as officer housing. Each of the two-story structures is of red brick construction with a hipped roof, asphalt shingles and copper gutters. All of the units consist of three bedrooms with three baths and no central air conditioning.

According to *Fort Monmouth Building Assessments*, each of the structures needs updating to bring its electrical system up to National Electric Code compliance. The existing service is “original and in poor condition.” In addition, each structure is suspected of having hazardous building materials, asbestos, lead-based paint, and radon. *Existing Conditions Technical Memoranda* indicates that the structures are “generally in sound condition, but have not been recently renovated and will require building systems and finishes upgrade.”

**Building 2241** is the one remaining structure of the Capehart-Wherry housing that was otherwise demolished between 2001 and 2003. It is located along Guam Lane. This housing was built in response to legislation which called for construction of military family housing in the post World War II era. The
building itself was constructed in 1960 and is approximately 4,692 square feet. It contained eight dwelling units, although most recently it was used for the offices of the Child & Youth Services program. The structure is presently boarded up.

Approximately 80 acres located north of Corregidor Road and west of Guam Lane constitute the remnant area that once accommodated the Capehart-Wherry housing described above. The buildings that were demolished 8 to 10 years ago were mostly residential in nature. Demolition was done to encourage development funded by the U.S. Army’s Enhanced Use Lease (EUL) Program. EUL allows private developers to lease underutilized military property for new construction or renovation. The roadways and tree canopy in the area still exist and to a large extent continue to define this area.

Public Works/Supply/Utilities

(Buildings 2502-2508, 2541, 2625, 2628, 2630-2632, 2706 and 2708-2713, 2715)

Buildings 2502 through 2507 are located in the southern portion of the study area just north of Pinebrook Road. These structures were originally used for warehouses and later for fabrication and integration. The five structures were constructed in 1942 and total approximately 42,752 square feet. Each is one story and of concrete construction with masonry bearing walls. Building 2502 was an integration facility used to incorporate electronics and other equipment into vehicles (usually Humvees) before sending them out to field sites for testing. Building 2503 was a fabrication and machine shop. Building 2504 was used for offices, shipping and receiving. Building 2506 was used as a paint and sign shop and installation facility (materials fabricated in Building 2502 were installed into the Humvees in this building). Building 2507 was used to park Humvees and other vehicles for outfitting. It was the final stop before vehicles were sent out for testing.

The Existing Conditions Technical Memoranda indicates that the most appropriate reuse of these structures would be “a garage and/or storage facility.” According to Fort Monmouth Building Assessments, with the exception of Building 2507 the exterior wall of each of these buildings was deemed to be in “poor” condition.

Building 2508 is a 480 square foot, single-story, men’s toilet facility constructed in 1942, i.e., at the same time as Buildings 2502 through 2507. It is located on the opposite site of Radar Avenue from Building 2504.

Building 2625 is a Class D Recycling Center facility. It is 2,400 square feet and was constructed in 1993. It was used by the Army to recycle materials such as antifreeze, batteries, latex paints, oil-based finishes, and lamps. It is located opposite Radar Avenue from Building 2503.

Buildings 2628 and 2630 through 2632 are part of the Fire and Hazardous Material Training Center located in the southwest corner of the study area north of Pinebrook Road. Building 2628 is one story and served as a storage area for Hazardous Material trucks. It is approximately 5,000 square feet. Buildings 2630 and 2631 were used for flammable material storage and are approximately 200 square feet each. Building 2632 is 560 square feet and was used for hazardous material storage.
Building 2706 was a utility building for the Myer Center. It is 6,076 square feet in size and was constructed in 1984.

Buildings 2708 through 2713 all serviced the larger 2707 “Power Pulse” building. Buildings 2709, 2710 and 2713 were used for storage. Building 2713 also has a multi-bay vehicular drive-in. Buildings 2711 and 2712 were utility buildings. Building 2708 was used as a heating plant. Most of these structures are one story and several are under 500 square feet.

Building 2715 was constructed in 1991 and is 2,030 square feet. It is located just to the north of Building 2705 and was used for storage. Building 2541 is 1,0180 square feet and was constructed in 1997. It was used as storage for Buildings 2540 and 2539.

Recreation/Community Facilities
(Buildings 2275, 2290, 2560, 2566, 2569)

Most of the civic facilities are located in the northern and eastern sections of the study area proximate to what were formerly residential neighborhoods.

Building 2290 was used as a Child Development Center. It is an “L-shaped,” one-story masonry structure with a low sloping hipped roof located south of the Hemphill Housing on Guam Lane. It was constructed in 1996 and is 19,600 square feet. It was used as a daycare facility for children under six years of age. The structure can accommodate up to 200 children. It has a double-loaded corridor with toddler classrooms and indoor playspace on one side and pre-school classrooms and indoor playspace on the other side. It has a full-service kitchen, staff lounge, and age appropriate plumbing features. There are also two playgrounds at this location.

Building 2560 was used as a fire station. It is located along Corregidor Road near the intersection of Guam Lane. It was constructed in 2001 and has three-bays and a total of 10,070 square feet. Although it is a modern, state-of-the art firehouse, due to its location, it does not meet National Fire Protection Association (NFPA) standards for response times to areas in Tinton Falls outside of the fort property.

Building 2566 was used as the Youth and School Age Services Building. It is a mostly one-story structure with a partial second story located to the west of the former gas station on Laboratory Road. It is 19,636 square feet and was constructed in 1993 and renovated in 1999. It is of masonry and brick construction and includes a gymnasium, large-multi-purpose room, kitchen, indoor arcade game area, a teen lounge, and craft-room space.

Building 2569 was used as the Charles Wood Swimming Pool. It is located just to the north of Building 2566 on Guam Lane. It includes an outdoor pool and clubhouse and was constructed in 1942. Building 2569 boasts a six-lane, 25-meter swimming pool, 3,000 square foot pool house, picnic area, and playground area.
**Building 2275** was used as a chapel. It is located along Bataan Avenue opposite the main entrance gate. It was built in 1942 according to the standardized plans designed by the Army Quartermaster Corps. The chapel, which is 3,729 square feet, was decommissioned in 2008.

### 5.3 Consideration of a Redevelopment Area Designation for the Study Area

The U.S. Army closed Fort Monmouth on September 15, 2011. The Army estimates that the base closure resulted in the loss of over 5,000 jobs on the base and 15,000 supporting jobs in the region. Many of these jobs have either been eliminated or moved elsewhere, including out-of-state.

Based on our analysis of existing conditions within the study area, it is readily apparent that the extant structures on the former fort property in Tinton Falls are now idle. Moreover, a significant number of these buildings were constructed for and outfitted with specialized military technologies that have little or no utility for civilian purposes. Much of the office space, especially in locations where it was ancillary to specialized laboratory and testing or other highly classified activities, is out-of-date and functionally obsolete by today’s standards. In particular, many of these spaces do not employ open floor plans, and they lack direct access to light and air.

Further, since the fort was designed and constructed over time, the arrangement of buildings by use/function was somewhat haphazard, as the Army built on available land as needed. The resulting layout and juxtaposition of the various buildings, which may have once worked for a fully functioning military base, presents obstacles for purposes of redevelopment. Some of these improvements and uses/functions are also strategically located in areas considered essential for the successful redevelopment of the entire tract (i.e., in a manner that would be in keeping with the Tinton Falls zoning and Master Plan designations, as well as the *Fort Monmouth Reuse and Redevelopment Plan*). In fact, even if the potential existed to retain or re-tenant certain improvements, to do so would hamper future redevelopment efforts. Finally, numerous residential structures located north of Corregidor Road have already been demolished with only a few remnant structures remaining. All of these buildings are over 50 years old, in need of updating, and no longer contextual with their surroundings.

In accordance with our physical evaluation of the entire site and all of the extant facilities, as well as our review of various documents, records and representations provided by FMERA and referred to herein, the subject property may be determined to be “an area in need of redevelopment” under criteria “b” and “d” of NJSA 40A:12A-5. This is graphically depicted in Figure 5 at the end of this chapter and discussed in greater detail below.

**Administration/Research, Development, Test and Evaluation**

*(Buildings 2501, 2525, 2539, 2540, 2627, 2629, 2700, 2704, 2705, 2707, 2718, 2719)*

Overall, these largely office and laboratory facilities are adversely impacted by the age and design of the space. Some of these spaces are over 50 years old, which does not bode well for potential users who covet more modern facilities for laboratory research or offices. Many of the structures are outfitted for specific testing or research and development uses that are so specialized that they have limited appeal in the marketplace for reuse or re-tenanting. Almost all of the buildings are utilitarian and architectural-
ly nondescript, with flat roofs and corrugated metal or vinyl siding—qualities suitable for the military but very few other prospective users. Other facilities occupy strategic locations that, if kept in situ, could adversely affect redevelopment on the balance of the tract.

Specialized facilities, such as Building 2707, with its two high-bay labs, and Building 2704, with its tenny chamber and environmental test laboratory, supported highly-specific military operations. There are also structural problems and contamination. Building 2707, as noted in Fort Monmouth Building Assessments, has a “Recognized Environmental Condition” and is in overall “fair” condition. The roof is in fair shape, with at least one area of delamination and some flashing is damaged and pulling away from the parapets. The report also notes that the electrical system is original to the building and is outdated and in poor condition. Building 2704 exhibited deteriorating tiles in the offices, cracked and stripped paint on the walls, as well as exposed wires. Building 2540, the former CECOM laboratory and radiological testing facility, also falls into the category of a building designed for a particular military use that now has limited or no potential for re-tenanting.

Some of the spaces in this land use category were designed for the conduct of highly classified work and do not have the amenities typical of modern offices. Office spaces are poorly laid out, with small interior rooms off long corridors that do not comport with state-of-the-art designs that call for larger floor plates and/or more flexible layouts. Building 2705 has small offices off a central corridor with no windows on the ground floor and some windows on a small second story addition. Further complicating its reuse potential is the likelihood of hazardous building materials, asbestos, lead based paint, and radon. The offices in Building 2718 offer little natural light.

Building 2539 is a single-story, concrete and cinderblock structure with a maze of smaller administrative offices. Again, such layouts run counter to the market’s preference for open floor plans. Renovation or modernization is further hampered by the fact that the building is of block wall construction, such that reconstruction/modernization costs would be expensive, if not entirely cost-prohibitive.

Building 2501 is a relatively small office/classroom space (approximately 1,440 square feet) that has been recently renovated. It is in physically good condition but is strategically located near the southwest corner of the site—one of the gateways into the study area. Given the size of this building and its highly visible location, within the larger redevelopment context it is unlikely to have any retention value. Further, this site is considered a “Recognized Environmental Condition” due to oil spillage related to the prior motor pool use.

The drawbacks associated with highly specialized laboratory uses and obsolete office layouts are perhaps most evident in The Albert J. Myer Center (Building 2700). This mammoth, 675,000 square foot structure is over 50 years old. Its sheer size and open, hexagonal design effectively limit its attractiveness in the marketplace, as acknowledged in the Existing Conditions Technical Memoranda. This is exacerbated by the fact that many large corporate office/research users are now consolidating and decentralizing rather than expanding. Moreover, there is already a glut of newer, more modern space available on the market.
Putting aside the building’s mass, the office space will be difficult to reuse and/or renovate. The structure itself has a masonry frame and a double loaded corridor plan in the basement and ground floor; and two parallel double-loaded corridors on floors two through four. The labyrinth of office and lab space does not lend itself to the demands of today’s office market, where more flexible alternatives are favored in order to accommodate the specific design needs of discrete users. It would also be difficult to renovate the space without incurring significant costs because of the load-bearing walls. Renovation of lab space is also likely to be costly given the specialized structural requirements (air handling and plumbing systems and energy and water requirements, etc.) and environmental and safety restrictions. While it may be possible to attract smaller, startup companies that can afford the cheaper, second-or-third generation lab space, the long-term utility of a facility of this magnitude remains questionable.

The Fort Monmouth Building Assessments further indicated that the building’s electrical distribution system is “poor,” “original to building,” and “outdated;” and the HVAC system is “generally poor condition overall with most controls and units being 1950s to 1980s vintage and some systems are not operational.” There is also “known environmental condition of concern” relating to a former wastewater disposal area in the building’s courtyard.

Building 2525 was recently renovated with state-of-the-art conference rooms outfitted with video conferencing and modern offices. According to the Fort Monmouth Building Assessments, it has a good electric distribution system and comes equipped with a credential reader and CCTV. Its two-story, six-bay wide layout lends itself for re-tenanting by one or more users who can expand into the existing space as the need arises. As a result, it may well be feasible to retain and re-tenant this building as part of any future redevelopment scheme for the entire tract.

Building 2719 is in generally good condition with a secure 16’ x 20’ vault and multiple vehicle maintenance bays, as well as a modern conference room, classroom space, computer lab area, storage areas, kitchen with deck, and bathrooms. Although the structure is only about 15 years old, it is specialized in nature and probably not a good candidate for retention (i.e., given its intended function) as part of a comprehensive redevelopment scenario.

Although Building 2627 and Building 2629 were outfitted for specialized uses, there may be prospects for re-tenanting these facilities. Building 2627 is a green, indoor pistol range constructed in 2006. Building 2629 is the “Burn Building,” which was and can be used for live burn evacuations training.

Commercial

(Building 2567)

Building 2567, a combination mini-Mart and gasoline station, is in generally good condition and has prospects for re-tenanting, although there is a possibility that its reuse may not be compatible with any future redevelopment scheme, especially given the prominent location along Hope Road.
Housing

(Buildings 2231-2241 and 2260)

The Hemphill Houses (Buildings 2231 through 2240 and Building 2260) were constructed in 1955 and are now over 55 years old. Building 2241 is part of the Capehart-Wherry housing constructed in 1960 and it is over 50 years old. The structure has been boarded up. These remnant buildings were once part of the larger residential area that was located in the northerly section of the study area. The buildings which were demolished were mostly family houses for service members. They were removed between 2001 and 2003 to encourage development funded by the U.S. Army’s Enhanced Use Lease (EUL) Program. Historic site plans indicate that over 60 buildings were demolished over an expansive area comprising approximately 80 acres.

The Hemphill Houses are in generally sound condition, but are in need of updating. Despite their age, they have not been identified by the State Historic Preservation Office as worthy of listing on the State or National Registers of Historic Places. There are also only eleven buildings remaining in what is a very strategic location (i.e., Hope Road viewshed) within the larger redevelopment context. A critical mass of residential dwellings is also lacking, which may not justify the retention of these units even assuming they were deemed worthy of rehabilitation. In that regard, the dwellings exhibit at least some degree of functional obsolescence (e.g., small kitchens, no garages). According to Fort Monmouth Building Assessments, service to each building is “original and in poor condition,” and all of the structures need updating to bring the electrical systems up to National Electric Code compliance. In addition, each structure is suspected of having hazardous building materials, asbestos, lead-based paint, and radon. The Existing Conditions Technical Memoranda further noted that building systems and finishes require upgrades to be reusable for market-rate housing.

Public Works/Supply/Utilities

(Buildings 2502 through 2508, 2541, 2625, 2628, 2630-2632, 2706, 2708 through 2713, 2715)

Scattered throughout the study area are numerous buildings used as support, utility, and maintenance for the larger laboratory and office buildings (i.e., Buildings 2502, 2508, 2541, 2625, 2630-2632, 2706, 2708-2713 and 2715). With the closing of the military base, most of these structures, and particularly those used for storage, have little or no reuse potential. Meanwhile, some of the buildings used for utilities, such as Building 2706 and the utility buildings serving Building 2707, are largely obsolete as well.

Building 2628 is a one-story storage structure for Hazardous Material trucks. It is approximately 5,000 square feet and in good condition. Due to its proximity to other facilities where there may be some reuse potential (i.e., pistol range, burn building, etc.), the possibility exists to re-tenant this building as well.

Buildings 2502 through 2507 are close to 60 years old. According to Fort Monmouth Building Assessments, the exterior wall condition of each of these buildings was “poor,” with the exception of Building 2507. These structures, which were originally used for warehouses and later for fabrication and integra-
tion by the military, are now mostly obsolete. The *Existing Conditions Technical Memoranda* indicates that the most appropriate reuse of these structures would be as “a garage and/or storage facility.” As such, within the context of any future redevelopment scheme, these buildings have little or no value or utility.

Recreation/Community Facilities

(Buildings 2275, 2290, 2560, 2566, 2569)

Most of the civic facilities are located in the northern and eastern sections of the study area. For the most part, they are in good condition and could continue to function for their intended use. This would include Building 2290, the Child Development Center; Building 2566, the Youth and School Age Services Building; and Building 2569, the Charles Wood Swimming Pool. These buildings are all strong candidates for retention within any broader redevelopment scheme. Moreover, FMERA has indicated that there has been interest expressed in each of these facilities.

Building 2560 is a relatively new fire station that is now functionally obsolete because it does not meet the National Fire Protection Association standards for response times to areas within Tinton Falls.

Building 2275 was used as a chapel. The structure is now partially boarded up and probably obsolete, given the fact that the community it once served no longer exists. The family housing north of Corregidor Road is demolished and there are no longer any parishioners on base to attend the church, which was decommissioned in 2008.

Summary

The facilities within Fort Monmouth generally and those within Tinton Falls specifically were built for mostly utilitarian purposes on an “as needed” basis to meet the discrete needs of a specialized user. The use of the buildings has been discontinued and all of the facilities have been vacated. Most of the structures were constructed and outfitted for specialized use by the military such that they are unlikely to have much appeal in the private marketplace. Other buildings exhibit outdated layouts and designs, and still others suffer from some level of functional obsolescence. Much of the utility and mechanical infrastructure is also old and inefficient. Physical improvement and modernization of the buildings and/or infrastructure pose a challenge from both a market and cost standpoint. The majority of the improvements have probably reached the end of their useful life and the prospects for re-tenanting are poor or nonexistent. Some of the facilities and lands will also have to undergo environmental remediation.

Clearly, in its present condition the study area is failing to satisfy the land use policy objectives advanced by FMERA and Tinton Falls alike. Further, while the fort only closed this past September, several studies projected negative impacts from the fort’s closure, recognizing that when it was fully operational Fort Monmouth had a total economic impact of $2.5 billion\(^1\). If the present conditions are allowed to persist

\(^1\) *Rethinking Fort Monmouth: Prospects and Opportunities* (2008) prepared by Division of Labor Market and Demographic Research, New Jersey Department of Labor and Workforce Development.
and the land and buildings continue to stay unproductive, it will hasten a process of economic decline in the fort communities (Tinton Falls, Eatontown and Oceanport) and surrounding municipalities, to the detriment of the public health, safety and general welfare of the community.

For example, the *Smart Growth Study: Evaluation of the Impact of Fort Monmouth on the Host Communities of Eatontown, Little Silver, Oceanport, Shrewsbury and Tinton Falls* (July 2005), prepared by Jeffrey Donohoe Associates LLC, concluded that the fort’s closing would have the following impacts on the surrounding area:

- **Tax Revenues.** The host communities, including Tinton Falls, rely on taxation for the largest portion of their municipal revenues. The report projects that the fort’s closure would result in commercial and industrial vacancies in buildings leased to Defense contractors, as well as residential vacancies due to employees at the fort relocating outside of the region. Since the fort closed only this past September, it is difficult to assess the impacts of its closure on local tax revenues. However, the report notes that in 2005, the three host communities (as well as Shrewsbury and Little Silver) had an equalized assessed valuation of approximately $9 billion of which almost five percent, or $430 million, was at risk if the fort closed. The report notes that Tinton Falls had the highest potential exposure with $160 million of tax base at-risk. Within the seven “impacted communities”, (i.e., Fair Haven, Long Branch, Middletown, Monmouth Beach, Ocean Township, Red Bank, Rumson, Sea Bright and West Long Branch), the equalized assessed valuation was $27.3 billion, and the tax base at-risk due to the closure of the fort was projected to be $259 million. The report also predicts that given the predominance of residential properties in these communities, declines in non-residential tax collections would result in the shift of some additional tax burden to residential properties.

- **Unemployment Rate.** Fort Monmouth directly employed more than 5,000 people including 4,652 civilians and 620 military personnel. Of these, more than 1,300 resided in the host communities (as well as Shrewsbury and Little Silver), and an additional 787 resided in the “impacted communities”. The report predicts that the closure of Fort Monmouth would result in some of these workers being unemployed for some period of time. Although labor statistics by municipality are currently not available for 2011, the year of the fort’s closure, the New Jersey Department of Labor and Workforce Development reported that in 2010, as operations at the fort were winding down, the annual average unemployment rate for Tinton Falls and Eatontown were 8.1 and 7.9, respectively. Red Bank had an unemployment rate of 10.7 and Long Branch had an unemployment rate of 9.5 percent.

- **Regional Economy.** The report notes that the closure of Fort Monmouth would impact the regional economy, as employee wages are taken out of the economic picture, reducing overall trade in the region. The report predicts that removing the fort’s 4,652 civilian employees from the regional economy would potentially take more than $260 million from the economy, or about 4.6 percent of the local trade potential. Furthermore, the report notes that in 2003, firms in Monmouth County received almost 25 percent of the $3.7 billion in Department of Defense contracts awarded in the State of New Jersey. In addition, in 2003, companies in the host com-
placements (as well as Shrewsbury and Little Silver) received 95 percent of the contracts awarded by Fort Monmouth, or $321 million of the $335 million that the fort awarded.

Another study, *Rethinking Fort Monmouth: Prospects and Opportunities* (2008), prepared by Division of Labor Market and Demographic Research, New Jersey Department of Labor and Workforce Development, affirms much of *The Smart Growth Study*’s conclusions. In addition, the study notes that in 2008, the area within 20 miles of Fort Monmouth had the capacity to absorb less than one-third the base’s civilian workforce. This number is reduced even further when contract workers are taken into consideration. The report notes that more than 10,000 jobs will be lost across the state from the fort’s closure resulting in a statewide total loss in earnings of $900 million. The *Economic Development Conveyance Application* (2011) prepared by HR&A Advisors and Matrix Design Group affirmed the conclusions of these earlier studies.

As outlined above, if the unused and, in many cases, obsolete facilities located within the study area (i.e., Tinton Falls portion of the former fort properties) remain fallow and economically unproductive, and there is no intervention in the immediate future, such conditions will result in even greater deterioration to the overall health, safety and welfare of the community.

As a result of the conditions and circumstances described above, and as depicted in Figure 5, there is a legitimate basis to declare the study area in its entirety as an “area in need of redevelopment” in accordance with the “b” and “d” criteria as set forth in the Local Redevelopment and Housing Law.
Figure 5: Application of Area in Need of Redevelopment Criteria

Phillips Preiss Grygiel LLC | 2011 | Source: google.com Sept 2010
6. Conclusion
The foregoing study, which was prepared for submission to the Borough of Tinton Falls Planning Board, sought to determine whether an area within the municipality that was formerly part of Fort Monmouth qualifies as “an area in need of redevelopment” in accordance with NJSA 40:12A-5. Based on the analysis provided herein, the referenced area meets the statutory criteria for designation as “an area in need of redevelopment” in accordance with NJSA 40:12A-5(b) and (d).
7. APPENDIX: STUDY AREA IMAGES
Buildings 2630 and 2631 were used for flammable material storage; and Building 2632 was used for hazardous material storage.

Building 2715 was used for storage.

Building 2541 was used for storage.
Buildings 2709 and 2710 were used for utilities and storage for Building 2707.

Building 2508 was used for men’s’ toilets.

Building 2704: a former environmental testing facility.
Tenny chamber in Building 2704.

Environmental testing chamber in Building 2704.

Building 2704 administrative space.
Building 2705 had administrative offices and computer laboratories as part of the PM Network Systems.

The small, second-story office addition on Building 2705 with the only windows in the 47,592 square foot building.

Building 2718 was a network operation center with few windows and a high bay for vehicles to be outfitted with internet technology.
Western façade of Building 2707: “Pulse Power” building.

Interior of one of the two high-bay laboratory areas of Building 2707 showing large cooling water and ethylene glycol lines.

Building 2713 was used as storage for Building 2707.
Building 2700: Albert J. Myer Center.

One of the two parallel, interior double-loaded corridors of Building 2700.

Former laboratory area in Building 2700.
Former laboratory area in Building 2700.

Former laboratory area in Building 2700.

Former office space in Building 2700.
Building 2502: a former integration facility.

Building 2507 was used to park vehicles for outfitting electronics and other equipment into cars.

Building 2539 was used for administrative purposes.
Building 2241 is the one remaining structure of the 8-unit, Capehart housing.

Hemphill housing along Hemphill Road.

Building 2239 of the Hemphill housing along Hemphill Road.
Buildings 2233 and 2232 of the Hemphill housing facing Hope Road.

Building 2275: the former chapel.
Building 2629: “The Burn Building.”

Building 2627: a “green” pistol range.

Building 2628 was used to store hazardous material trucks.
Building 2525 was used as an administrative building.

Video conference room at Building 2525.

Conference room at Building 2525.
Building 2566: Youth and School Age Services building.

“Game Area” and teen lounge in Building 2566.

Kitchen facilities in Building 2566.
Building 2567: gas station and shopette.

Building 2290: Child Development Center classroom space.

Building 2290: Child Development Center classroom space.
Kitchen facilities in Building 2290.