



## **From Fort to Village**

*A Vision for Oceanport's Fort Monmouth*

March 2008

**Clarke Caton Hintz**

Architecture

Planning

Landscape Architecture









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## What is Happening to Fort Monmouth?

Originally known as Camp Little Silver after its creation in June 1917, Fort Monmouth has been a well recognized local and regional presence for 90 years. As a communications hub, it has served as the home of the United States Army Communications and Electronics Command (CECOM). However, the army has determined that Fort Monmouth is no longer a necessary part of their infrastructure and the Fort was slated for closure as part of the 2005 Base Realignment and Closure Commission recommendations. On November 9th 2005, those recommendations became law, requiring that the process of closing Fort Monmouth shall be completed by September 15, 2011.

In order to facilitate this process, NJ Governor Jon S. Corzine created the Fort Monmouth Economic Revitalization Planning Authority (FMERPA) on April 28, 2006. FMERPA is a local redevelopment authority comprised of a group of elected officials and citizens designated by the State of New Jersey and recognized by the Secretary of Defense that will develop a reuse plan for Fort Monmouth when it closes in 2011. Among the purposes of FMERPA (pursuant to P.L.2006, c.16 C.52:27I-1 et seq.) is:

*...to develop a comprehensive conversion and revitalization plan for the territory encompassed by Fort Monmouth in a manner that will promote, develop, encourage, and maintain employment, commerce, economic development, and the public welfare; conserve the natural resources of the State; and advance the general prosperity and economic*



*welfare of the people in the affected communities 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.*

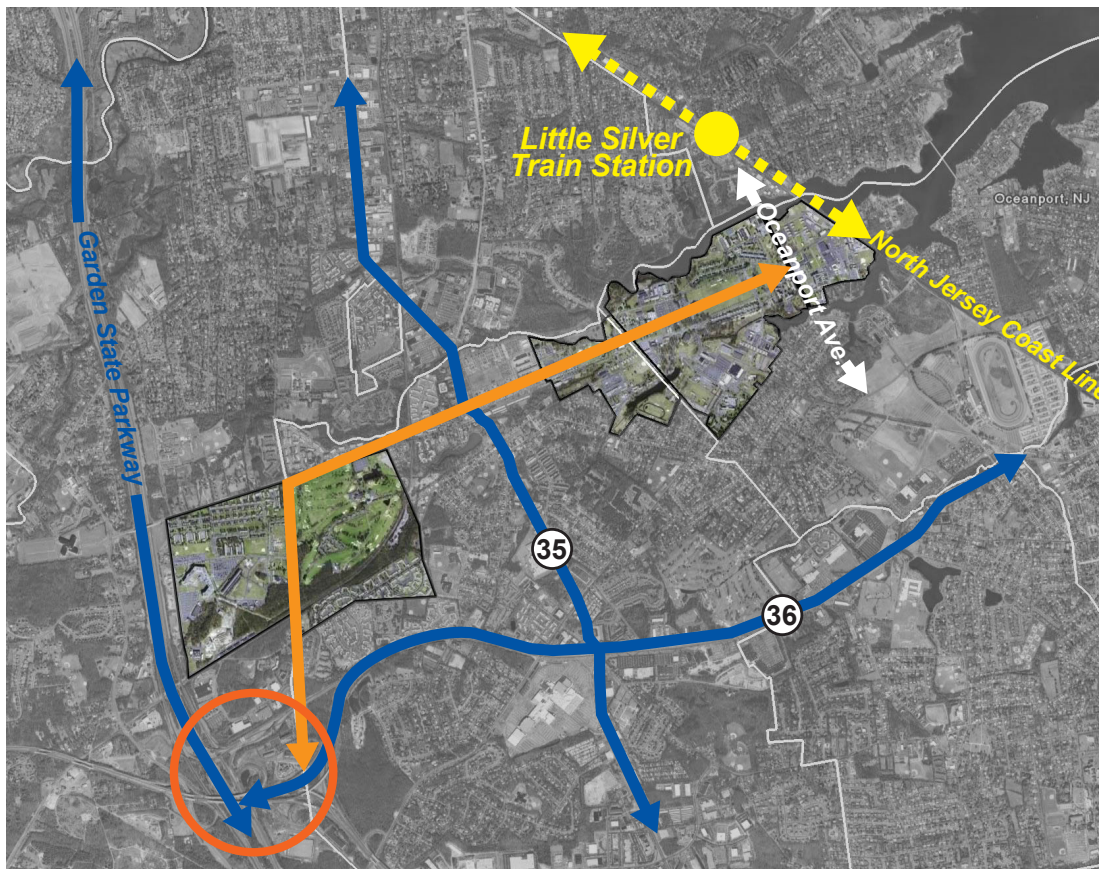
Additionally, FMERPA's plan

*...shall supersede applicable provisions of the development regulations of the constituent municipalities or constitute an overlay district within the project area.*

Thus, the State of New Jersey has given FMERPA the power to comprehensively plan, create zoning and author development regulations for the lands within Fort Monmouth. Developing a plan for the reuse of Fort Monmouth is a complex undertaking, in part, because the Fort is not a municipality. The land which comprises Fort Monmouth lies within three (3) municipalities – Eatontown, Tinton Falls and Oceanport – each of whom have a large stake in the FMERPA plan.



## How is Oceanport Responding to the Closure of Fort Monmouth?



Connections

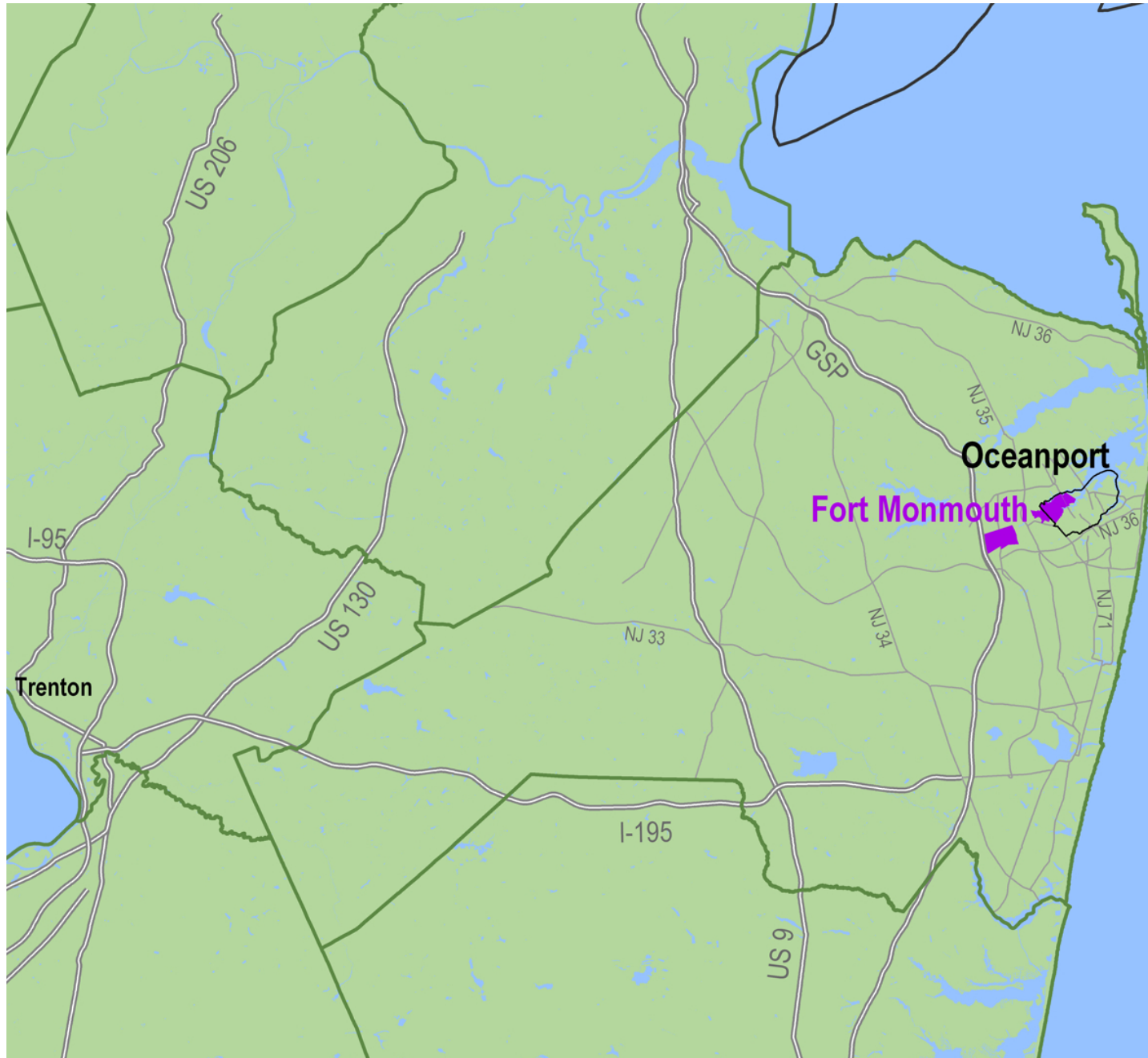
Fort Monmouth is comprised of 452 acres in Eatontown, 254 acres in Tinton Falls, and 419 acres in Oceanport. The Borough of Oceanport recognizes that there is the potential for tremendous impacts resonating from the regulations contained within the FMERPA plan. While FMERPA will undertake the development of the re-use plan on behalf of the Department of Defense and the State, Oceanport is taking the initiative at the local level in the creation of a vision plan for the re-use of the 419 acres of the Fort that lies within its boundaries. This process, which is being lead by the Borough's Economic Development Committee, has resulted in this plan that represents a community vision that is based on a consensus of Borough stakeholders and is intended to be used to advocate Oceanport's position as FMERPA develops its own.

The vision plan explores the current condition of the base properties within and around Oceanport, identifies opportunities and constraints to redevelopment, and articulates a vision for the former Army base that represents a feasible redevelopment concept.

### From Fort to Village

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Regional Context





## Existing Character of Fort Monmouth

The 419 acres of Fort Monmouth in Oceanport exhibit a wide range of character. The easternmost area between Oceanport Avenue and the NJ Transit tracks, known as the 400 Area, was formerly occupied by barracks. Over time the barracks have been removed and replaced with a collection of uses that include base security check point, Fort Monmouth Credit Union, fueling station, marina, modular home sites, equipment storage and a homeless shelter.

The 100 acres in the center of the Fort Monmouth property in Oceanport is occupied by the base's historic district. It is characterized by early 20th century residential and non-residential structures organized around the former parade grounds. Mature trees provide shade and structure to the streets.

The Patterson Army Clinic is located on the south side of the property along Main Street. The site itself resembles many smaller hospital facilities and is somewhat “campus-like”, in that it has areas of mature trees and lawn, particularly along Main Street.

In general, the remaining lands are characterized by myriad buildings and facilities organized with no apparent comprehensive rationale for their placement or design. Roads of varying widths run in many directions, then bleed into parking lots and back into roadways.



Chapel



Patterson Medical Clinic



Historic District Housing



McAfee Center



CECOM Building



Street trees are sparse. The design of many buildings reflects strictly utilitarian aesthetics that would render them ill-suited for incorporation within a comprehensive redevelopment scenario.

There are certain existing buildings such as the McAfee Center, Patterson Clinic, chapel, library, and recreation building which can be reused as part of redevelopment of the base and need to be incorporated into an overall site plan.



Existing Fort Conditions

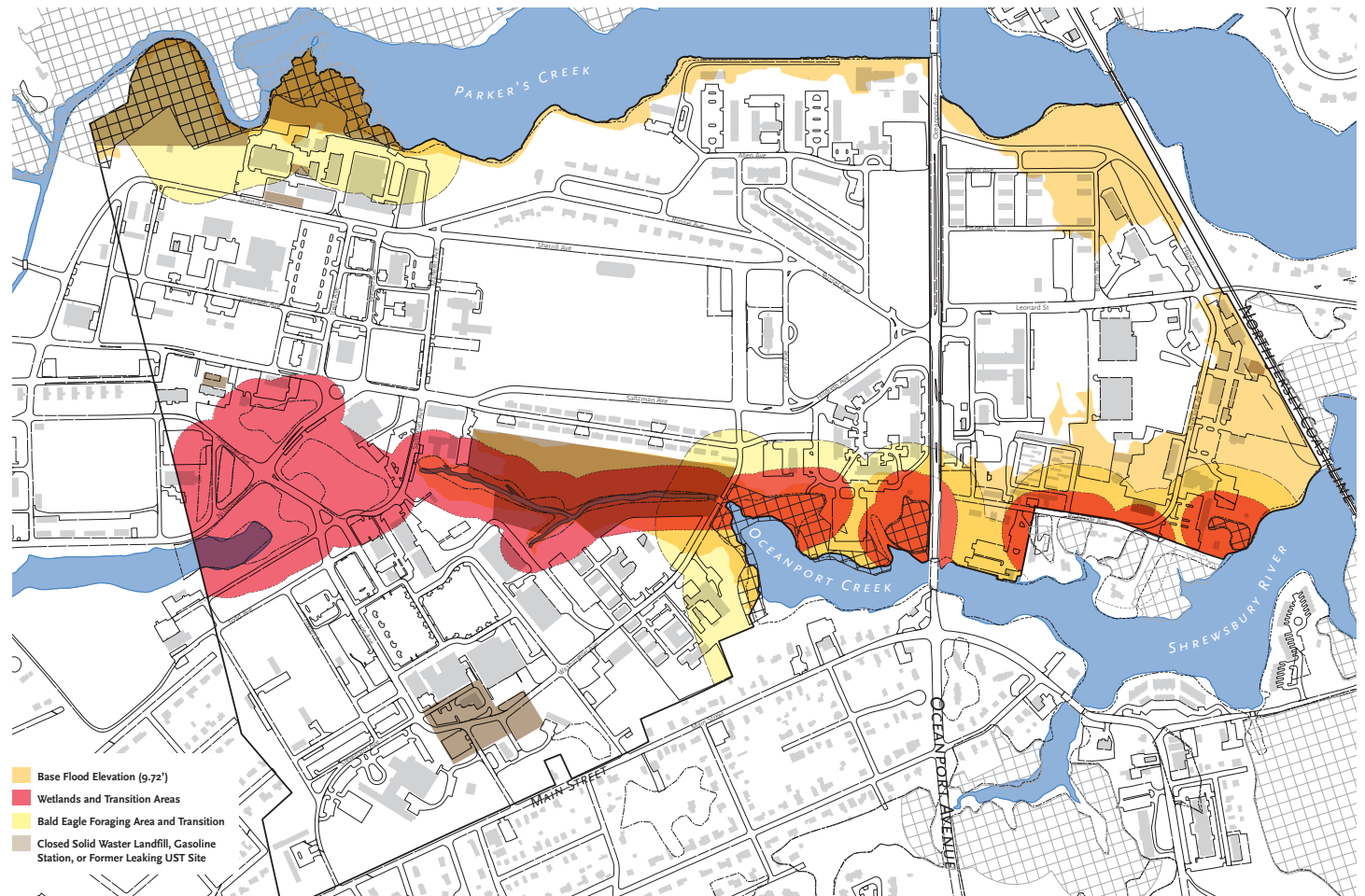
## Environmental Characteristics

Despite Fort Monmouth's legacy of intense ad hoc facility development, the natural context within which it lies is quite striking. This includes coastal fringes, freshwater wetlands and stream corridors associated with Parker's and Oceanport Creeks, each being branches of the Shrewsbury River. These riverfront areas also include bald eagle habitat. Existing ponds also provide some relief to the built environment.

On the not-so-striking side, Fort Monmouth also contains areas of former contaminated landfills and areas where underground storage tanks have leaked

This plan will utilize the natural elements, along with the contaminated lands, to create open spaces that will enhance the overall character of the Fort Monmouth Redevelopment.

At this time there are no category I waters impacting the properties.



Environmental Constraints

However, should reclassification of waterways occur, then the extent of redevelopment described herein should be

reviewed and reconfigured, where necessary, to better protect such surface water resources.



## Public Benefit Requests

As part of the BRAC process, approved recipients may be granted land or facilities from Fort Monmouth at a discount of up to 100% of market value. As of this report, there are several entities that have requested such conveyances, including FEMA, Monmouth County Parks, Oceanport Police Department, Brookdale Community College, Oceanport Public Schools and several not-for-profit entities.

This plan seeks to incorporate the lands and facilities requested by Monmouth County and by FEMA, where it would be consistent with the overall design principles. Where a public benefit conveyance would be inconsistent with this plan, it is envisioned that a location will be identified for the public use which is consistent with the overall plan.



Public Benefit Requests





Charrette #2



Charrette #1

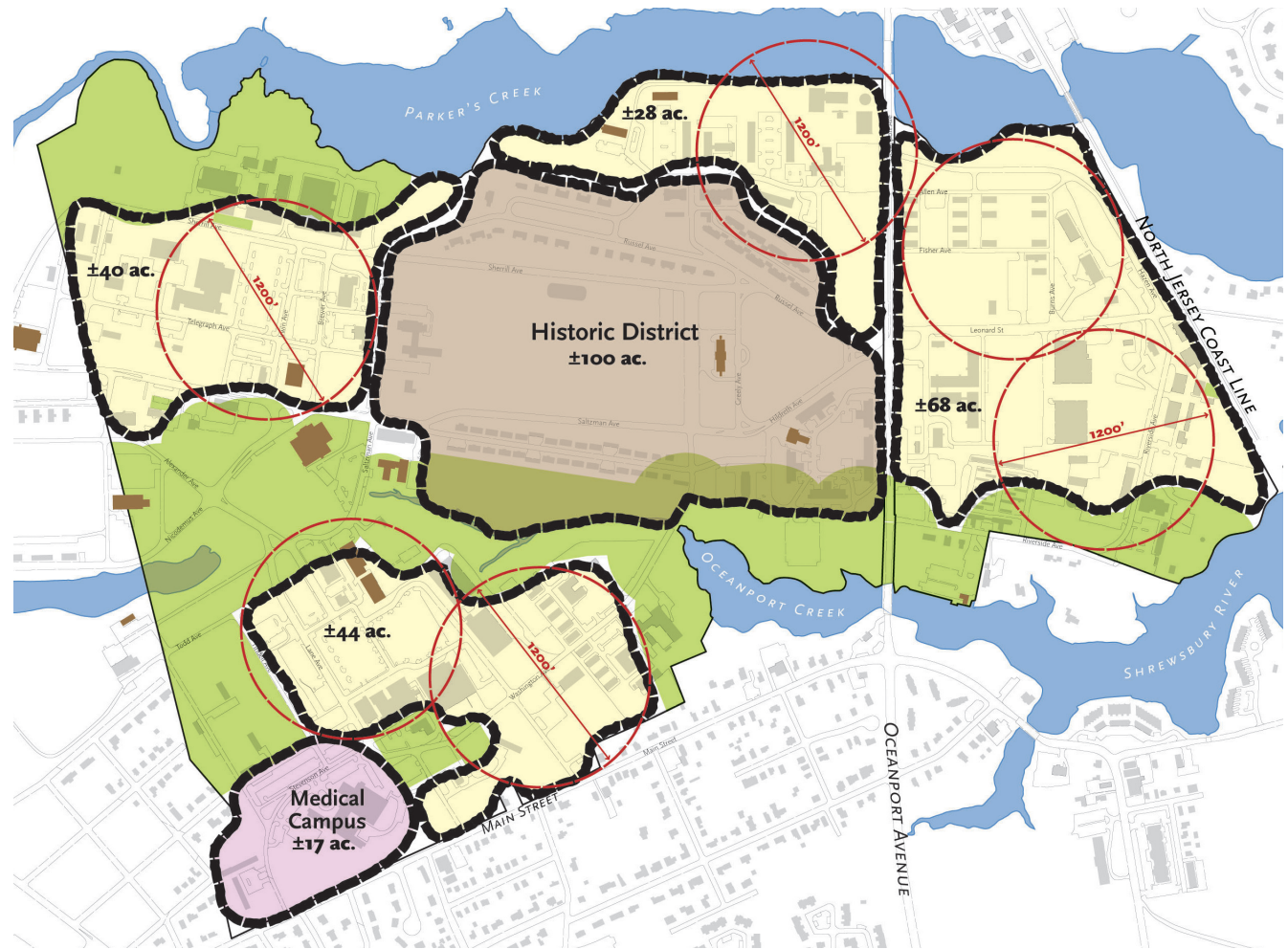
## Community Involvement

The development of this plan was undertaken using public outreach and participation. Oceanport's Economic Development Committee (EDC) served as the steering committee for the project. The EDC, which is comprised of representatives from the Borough Council, Planning Board, business community, residents and Board of Education, also functioned as the primary stakeholder group.

During the course of the project, a series of public "charrettes" were conducted whereby the analyses, design principles and concepts were presented, publicly, and participants were able to provide direction to the design team through comments, sketches and testing of ideas. Through this process, the public was able to shape the plan into a representation of Oceanport's comprehensive vision for Fort Monmouth.

A few comments that were derived from the charrettes are listed on the following page.

- Preserve character of Oceanport and Horseneck Point
- Preserve Patterson clinic
- Reuse Chapel
- Keep 117 residences in historic district
- Use existing recreation facilities
- High quality development
- Address Oceanport's share of COAH requirements
- Create high tech research area
- Create a mixed-use transit oriented "town center"
- Make it look like Red Bank, but with sufficient parking
- Use Smart Growth principles
- Capitalize on existing infrastructure
- Ensure public access to waterfront
- Create Hotel or resort facility
- Explore age-restricted, resort style housing
- Provide better access to Rt.35

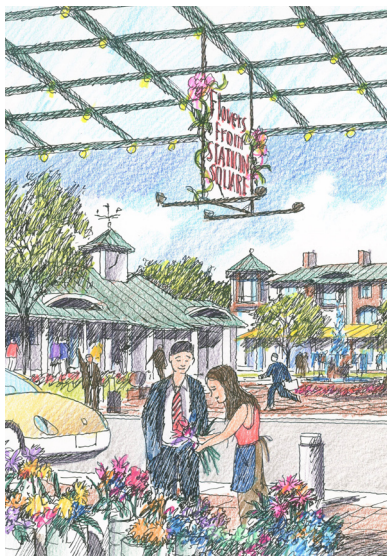


Redevelopment District Boundaries





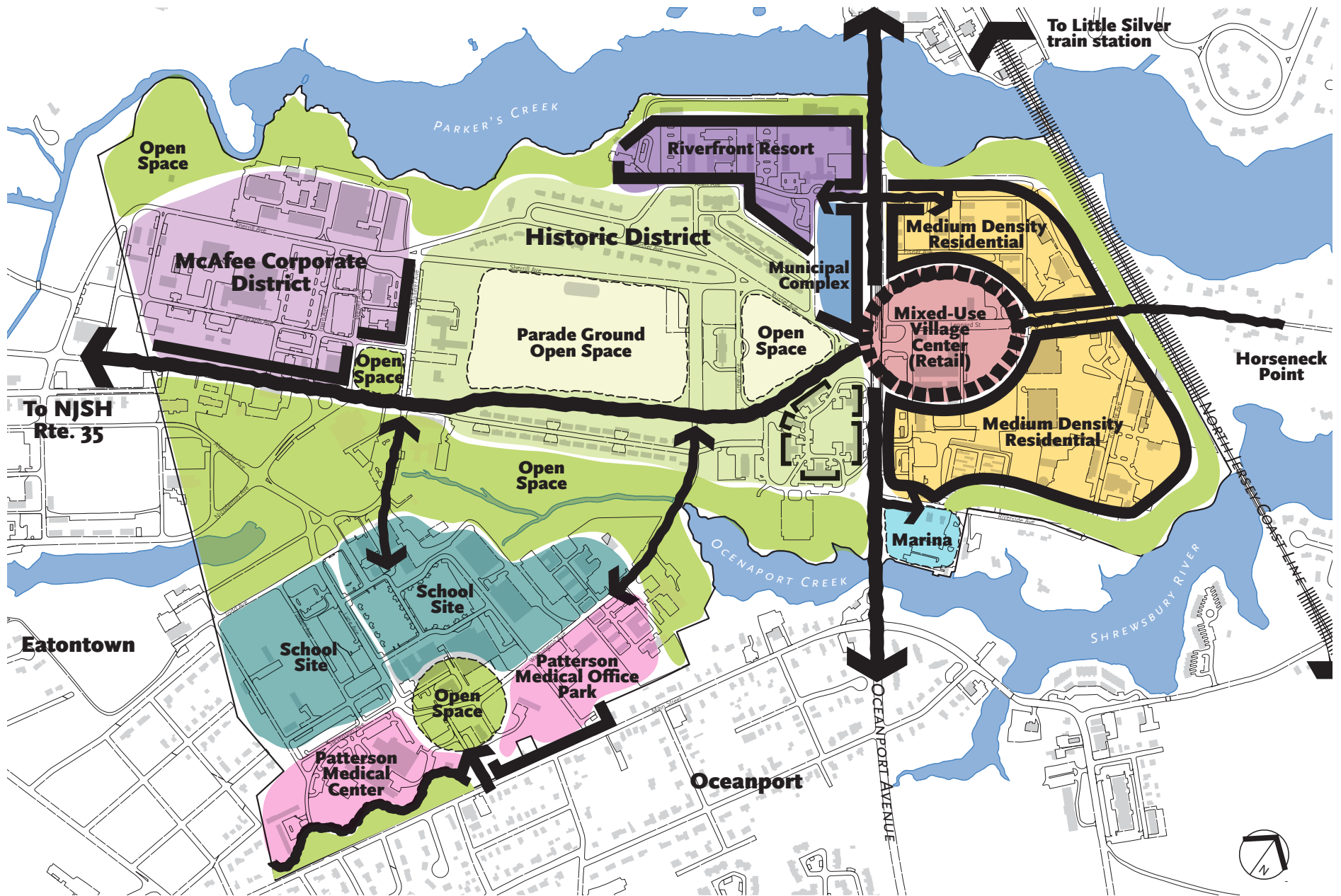
## Development Concept



Redevelopment of the Ft. Monmouth property in Oceanport will be a demonstration of the principles of smart growth set forth in the New Jersey Development Plan. New development will be compact and accessible to pedestrians and bike riders. Natural features of the site including wetlands and waterfronts will be preserved and upgraded. The new development will conserve energy by being designed in accordance with the LEED standards for neighborhood development.

Specific elements of the development concept are outlined below:

1. The open space requested by the Monmouth County Parks Department including the historic parade ground and the environmentally sensitive land along Oceanport Creek and Parker's Creek will become dedicated public property. This land will serve as open space for both the fort development and surrounding neighborhoods.
2. The Ft. Monmouth Historic District will be preserved and structures within the district will be restored and reused in accordance with the Secretary of the Interior Standards.
3. The 98 acres between Oceanport Avenue and the NJ Transit tracks will be developed as a mixed-use, small scale, walkable village. Oceanport Avenue will be developed as a boulevard and provide the major North-South traffic route for Oceanport development.
4. The Patterson Medical Center will be maintained as a veteran health facility and develop the land close to the Center will be developed with a mix of health care providers and professional offices. This area would also provide sites for an elementary and a middle school located next to County open space.
5. The Oceanport Board of Education has requested the McAfee Center to be conveyed. If it is not used by the B.O.E., then the McAfee Center and the surrounding property are well suited to be developed as an office campus.
6. The 28 acres along Parker's Creek is a prime waterfront development site which must be developed to the highest design standards. The proposal is to use this property for a unique resort hotel, spa and/or conference facility.
7. Redevelopment of Ft. Monmouth will require the creation of an east-west arterial street in order to connect the proposed development areas with Rt. 35 and the regional highway system. The new east-west street should be designed to be compatible with the historic district and connect with Oceanport Avenue.



Redevelopment Principles



## Village Center Development Concept



The Village Center will be located between Oceanport Avenue and the NJ Transit rail line as an attractive, walkable, mixed-use, transit-oriented village. Vehicular access to the village will be provided by Oceanport Avenue, which would be redesigned as a boulevard with central island. A “village main street” will be developed.

The plan is based upon the creation of significant places around which development is organized. A plaza surrounded with retail and housing at the intersection of Oceanport and the Village Main Street will create a gateway to the development. A new, consolidated municipal complex will be established at this prominent gateway. A new east-west Main Street leads to a second plaza area in front of the jitney stop. Ground floor commercial uses including shops, restaurants and service outlets would be located along Oceanport Avenue and Main Street.



Two residential squares are located within the development grid to provide formal open space amenities for the residential blocks. These parks will provide an address and design character for the surrounding condominium structures.



Access to the waterfront is an important consideration in the village design. The land areas along Oceanport Creek and Parker’s Creek will be developed as natural open spaces with pathways and native vegetation. Monmouth County has requested that the marina be assigned to their Parks Department. In turn, it is suggested the Monmouth Parks Department consider leasing the facility to a private developer who would commit to improve the marina’s boating accommodations and construct a water related restaurant, and/or retail structure.

Of the total 98.8 acres in the Village Center approximately 25 acres (25%) is devoted to parks/open space and the 17 development blocks cover approximately 49 acres (50%). Residential structures would be predominately 2-3 story buildings with an occasional 4 -story building located to add architectural emphasis to certain places. Mixed-use buildings would contain retail space on the ground floor with residences above. All parking would be contained within the development blocks and not be visible from the public streets.

The village will be designed to be attractive to younger singles and couples without children and older people looking for smaller housing units with convenient access to mass transit and community facilities. Some percentage of the housing would be age-restricted. It is anticipated that there will be approximately 600-700 housing units in the village at full buildout.

A major objective is to create lively streets which encourage residents to walk to shops, restaurants and parks. The plan calls for the construction of approximately 115,000 – 135,000 sf ground floor commercial space along Oceanport Avenue and the main east-west village street. In addition to housing and retail uses the plan for the Village would encourage the construction of office, civic and cultural facilities. These uses would be located along Oceanport Avenue, Village Main Street and around the two key plazas areas. It is expected that construction of the village housing and commercial facilities will take 10-15 years after final plans are approved.



Village Center Concept Plan



Key Map

- Jitney service
- 600 - 700 condominiums
- 115,000-135,000 sf retail/commercial
- 10,000-15,000 sf marina related commercial
- 27-32 acres open space
- Include affordable housing obligation in development
- Affordable housing obligations not generated within Oceanport, shall not be located within Oceanport

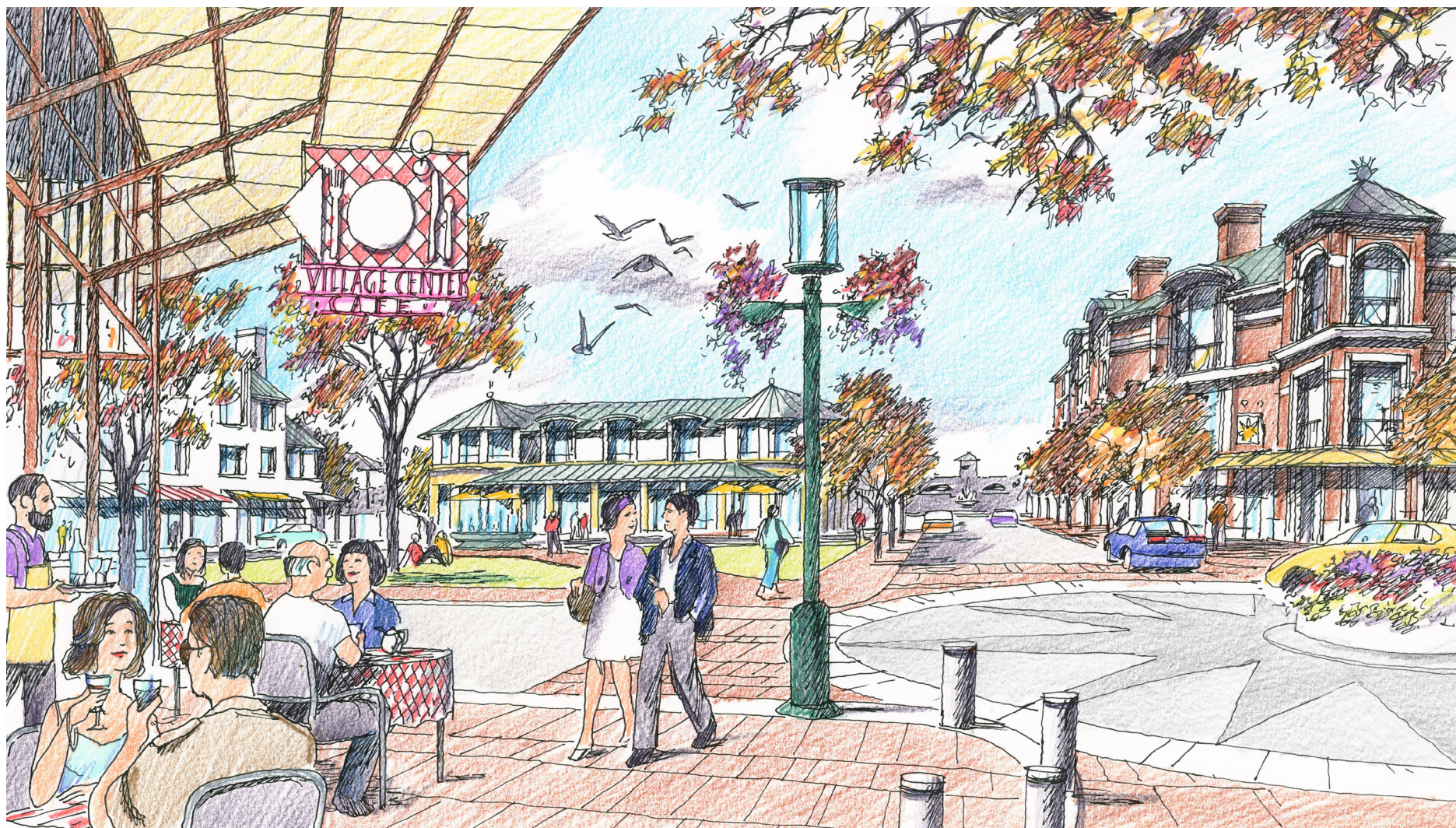






Village Square





Village Gateway at Oceanport Avenue



## Transit Options



Jitney Shuttle Bus



Atlantic City Jitney Bus

Global warming and energy conservation have become significant issues to all of us. One of the ways to reduce energy consumption is to develop communities where residents have access to regional mass transit and thereby reduce dependence on the automobile. The proposed Village at Oceanport can be such a place.

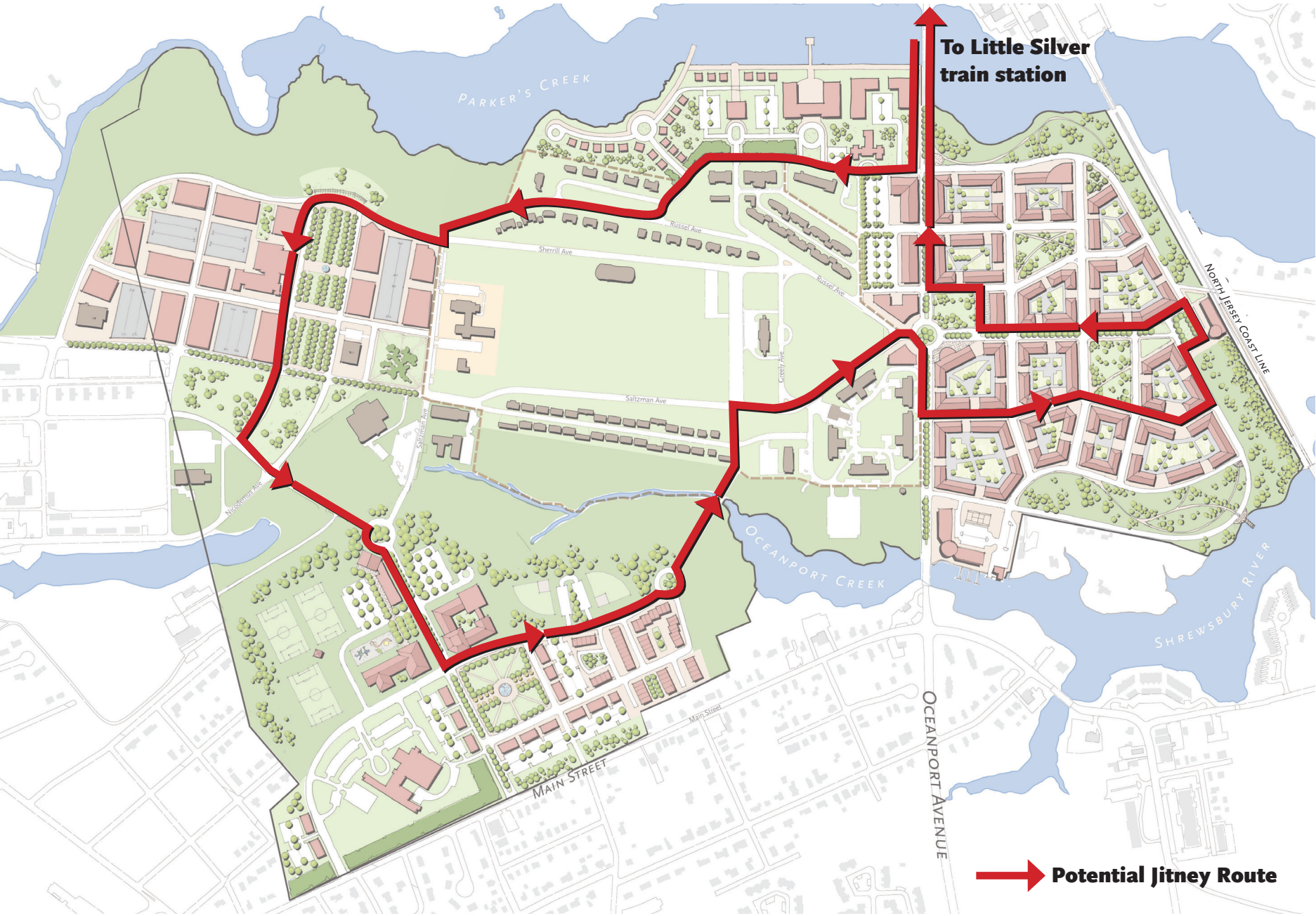
The borough considered the relocation of the NJ Transit station in Little Silver to a site 4,000 feet south in Oceanport. Positive impacts of such a location could include:

- Having the train station within walking distance of the village residential units will assist in marketing the development to younger professionals and older people, which are two groups Oceanport wants to attract to the development.
- Traffic congestion of local roads resulting from intersection blockage by train would be eliminated.
- Moving the station south would allow NJ Transit to build passenger platforms which are barrier-free and reduce passenger loading and unloading timers.
- Placing the station within walking distance of resi-

dential units, increased parking capacity and better bus connections will increase ridership on NJ Transit and contribute to energy conservation by reducing dependence on auto travel.

After careful consideration the concept of relocating the station was discarded. Residents of Horseneck Point have expressed concern about the proposed station impact on emergency access to the peninsula and about the visual impact of the station on their neighborhood. These and other valid concerns regarding the protection of the existing borough character demand a different transit solution.

The plan envisions that there will be a jitney or small bus system which will connect the various development centers in the Fort with the Little Silver train station. A jitney is generally a small-capacity vehicle that follows a rough service route, but can go slightly out of its way to pick up and drop off passengers. The jitney will serve as an important link to the NJ Transit rail system. Such a system will allow commuters from outside the area to access jobs located within the redevelopment area.







## Patterson Medical Office Park Development Concept

Many of the citizens expressed a strong desire to see the existing Patterson Medical Center remain as a veteran hospital and/or health facility. This plan assumes that a way will be found to maintain the operation of the Patterson Medical Center, and the surrounding property will be developed in a manner which supports this important activity.

The Patterson Medical Center would become the focus of a mixed-use medical office park comprised of small scale professional buildings which would be suitable for a wide variety of out patient health care providers. These buildings would be organized around a passive park area which will be an amenity for both workers and patients.

Even without the Fort redevelopment, Oceanport is approaching the point where there will be a need for another elementary school. It is estimated that the proposed residential development on the Oceanport section of the Fort will produce between 70-80 public school



children over the next 10-15 years. To address the need for another elementary and middle school the plan identifies approximately 20 acres adjacent to the open space and stream corridor requested by Monmouth County. Much needed new playfields are planned along with the school facilities. The concept is that the developer(s) of the Fort property in Oceanport will be required to donate the school sites to the municipality as part of the plan approval.

The balance of the Patterson Medical Office park site would be filled out with townhouses. If the market for professional office space proves to be stronger than anticipated at that time, the housing listed for this area may be reduced and the office accommodations increased.

This plan maintains the existing character of Main Street by organizing the new development around a new internal park and the open space corridor along Oceanport Creek. Landscape buffers would block the view of parking areas from Main Street.





Patterson Medical Office Park Concept Plan



Key Map

- Patterson Clinic (remains)
- New Elementary School and Athletic fields
- 90,000- 130,000 sf office (10,000 sf, 2-story modules w/ surface parking)
- 60 - 70 3-sty, single-family attached townhomes
- 25-35 acres open space



## McAfee Corporate Campus Development Concept



Creating employment opportunities and commercial ratables is one of Oceanport's major objectives. The existing McAfee Center is one of the most modern office space structures on the base and it appears the building would lend itself to the conversion to commercial office space. It is anticipated that Eatontown may want to see their area of the fort adjoining Oceanport near the McAfee Center developed with office and civic uses.

The McAfee Center has been requested for conveyance by the Board of Education. Should the Board of Education not utilize McAfee, then it should be retained and converted to private office and/or research use. The land around the center would be developed as a corporate office campus closely tied to the adjoining property in Eatontown. To make this site work for private office tenants, the internal street network through Eatontown to Route 35 will need to be improved.

The open space along Parker's Creek would be extended into the McAfee Corporate Campus and create a central park feature for the development. In order to maximize office development, parking for employees and visitors would be located in 2 or 3 level parking structures located in the center of blocks. Jitney bus service would be provided between the McAfee Center and the existing Little Silver rail station to reduce, to the extent possible, the amount of parking which must be provided on the McAfee site.



McAfee Corporate Campus Concept Plan



Key Map

- McAfee Center remains
- 500,000-750,000 sf Office, 20,000-30,000 sf floor modules, w/ structured parking
- 40-50 acres open space



## Riverfront Resort Development Concept



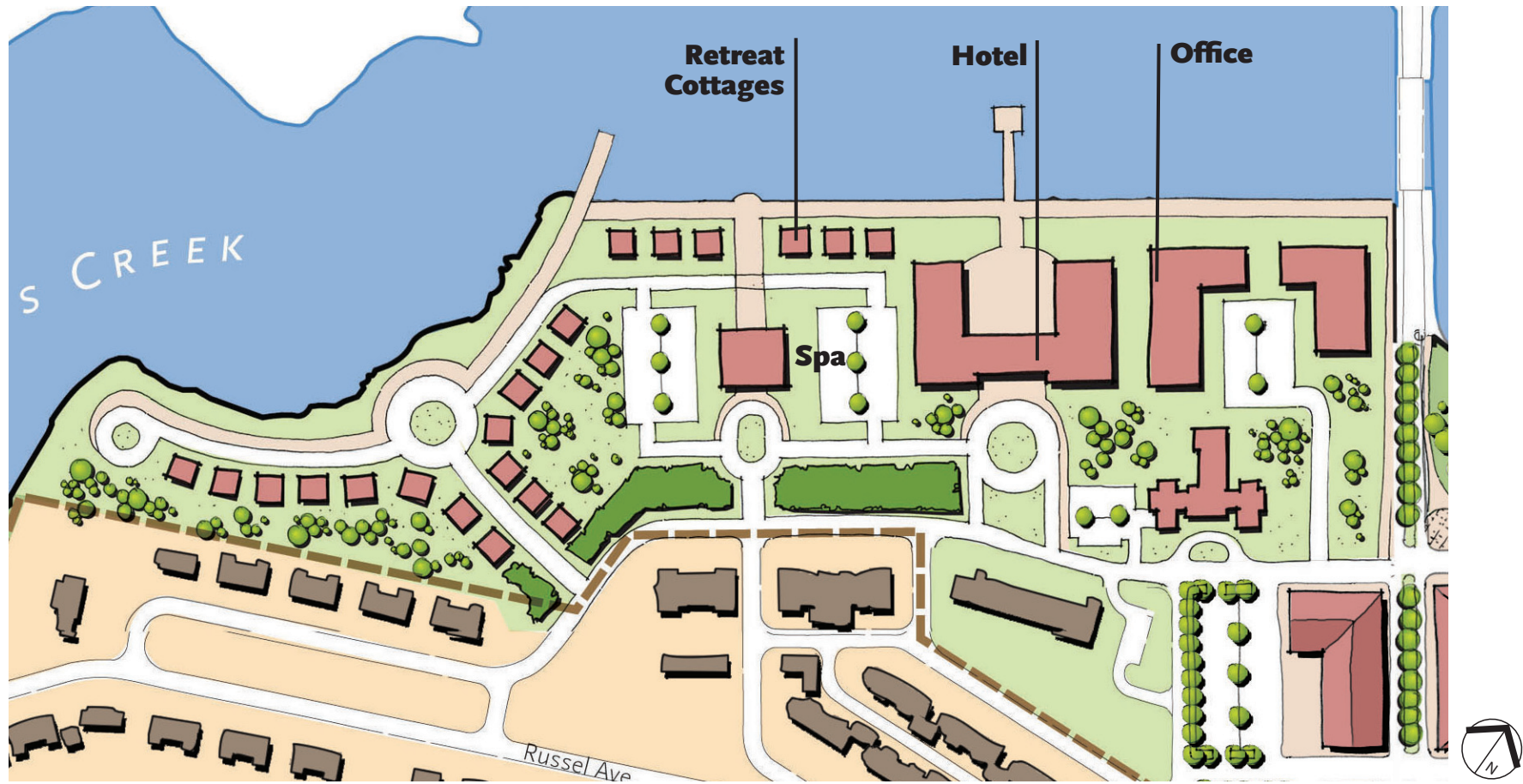
In our time, waterfront sites have become very attractive for development. The 20 acre site north of the Historic District which fronts on Parker's Creek has significant development potential. Oceanport's goal for this site are to (1) utilize existing buildings in the Historic District, (2) maintain public access to the waterfront and (3) support the proposed retail development in the Village area.

In one of the community charrettes it was suggested that the site be used for a resort hotel. The concept is to identify an operator who has experience developing a boutique hotel-conference center with a regional and/or national draw. In addition to the typical hotel facilities such as conference rooms and banquet hall this report might provide special spaces such as spa, retreat cottages, and/or health facilities.



The water depth in Parker's Creek is shallow but the river can be used for kayaking and other small boat activity. The bulkhead along the river's edge will provide the opportunity to get people close to the water's edge. Dredging may be warranted to improve water character and expand water use.

Examples of this type of resort are 1000 Waves in Santa Fe New Mexico and Wauwinet in Nantucket.



Riverfront Resort Concept Plan



Key Map

- 100-150 room boutique hotel
- 7,500- 10,000 sf spa
- 15-21 retreat cottages @1,600 sf each
- 50,000-70,000 sf office
- 3-4 acres open space



## Historic District Development Concept



The 100 acres in the center of the Ft. Monmouth property in Oceanport is the historic core of the military base. Located in this area are the commanding officer's quarters, officer's housing, bachelor quarters, Barker Circle Barracks and other support structures. The buildings in the historic district are organized around a large lawn parade which is a significant feature of this area.



As a result of a Historic Properties Report for Fort Monmouth New Jersey and Subinstallations Charles Wood Area and Evens Area prepared in July 1984, the Fort Monmouth Historic District was officially designated eligible for the National Register of Historic Places. Due to this designation, there are limits on the type of alterations or renovations which can be made to the buildings within the historic district. Changes or improvements to the buildings must be carried out in accordance with the Secretary of the Interior Standards for Historic Structures and be approved by the NJ State Historic Office for Preservation. Therefore, the plan for this area is to identify new uses which can be located comfortably in the historic structures.



Due to the Fort's frontage on Parker's Creek and the Shrewsbury River, the project will be required to apply for a New Jersey Department of Environmental Protection Coastal Area Facility Review Act (CAFRA) permit. The preservation of structures eligible for the National Register will be reviewed by NJ DEP as part of the CAFRA permit process. Therefore, the plan for this area is to identify new uses which can be located comfortably

in the historic structures.

Under the Federal Base Realignment and Closure (BRAC) process federal and local government and non-profit organization can request that they receive buildings on the base. The Federal Emergency Management Agency (FEMA) has requested that they take over the Garrison Command Building and 8 acres surrounding the structure. It is anticipated that the FEMA request will be granted.

The Commanding Officers Quarters and the Officer's housing are handsome brick structures built during 1927-1937. These buildings can be renovated into attractive single family housing.

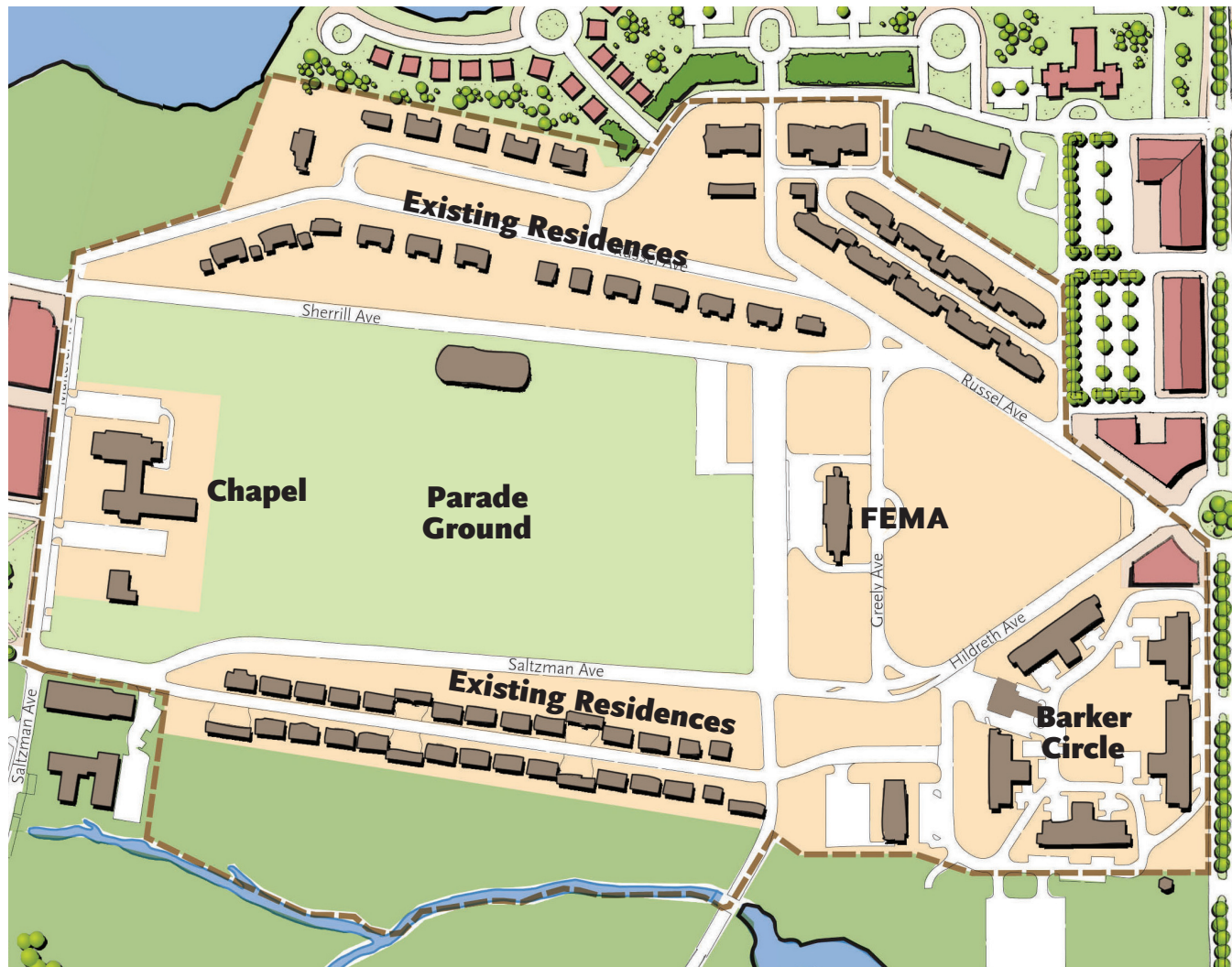
The 4 story Barker Circle Barracks located along Oceanport Avenue are unique due to their narrow building width and grouping around a central courtyard. These structures may be suited to be converted to some type of institutional housing, such as college dormitories. Students living in the Barker Circle buildings would be within walking distance of the shops and restaurants in the Village and have easy access to the jitney. The Village retail operators would benefit from having the students as customers.

As an alternative to a new municipal complex, Barker Circle buildings may be adapted to municipal functions.

Monmouth County Park Department has requested that they receive the parade ground and it is expected that this area will remain a public open space.

### From Fort to Village

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Historic District Concept Plan



Key Map

- Renovation and reuse of historic structures
- 117 residences (existing)
- FEMA offices
- Barker Circle: University residences and fire station or municipal uses
- Renovation and dedication of public open space
- Parade ground



## Summary of Development



This plan strikes a balance between the preservation of the character of Oceanport as it is today and the need to acknowledge some level of development must occur as a result of the sale of the Fort property to private owners. To the extent possible, Oceanport wants to encourage the development of job opportunities to replace those jobs lost by the base closing.

The demand for the construction of new office and/or research space in Monmouth County is limited. The section of the Fort which is in Oceanport does not have great access to the regional highway system. Consequently, there are limits to the amount of office and research space one can expect to see built in Oceanport.

In a similar way there are limits to the amount of retail facilities one can expect to see developed in Oceanport. The area is already served by a number of significant regional shopping centers, including the Monmouth Mall, the Grove at Shrewsbury and Red Bank, all of which

are on the regional highway network. Due to the limited highway access, retail development in Oceanport needs to be sized to service the Oceanport community and nearby towns.

There is a significant demand for housing, particularly for younger people who can not afford the cost of single family detached units in Monmouth County and older people who no longer want or need the typical single family house.

Due to the potential of easy access of regional mass transit, the proposed Village development will be particularly attractive to these two demographic groups. It is anticipated that Village housing will be predominantly one and two bedroom condominium units which will generate a relatively low number of school children while creating a large ratable for the municipality. As baby boomers look for small housing units, it is anticipated that there will be a significant market for age targeted/age restricted units which also help minimize the impact of new school age children on municipal finances.



	Housing Units	Retail sf.	Office sf.	Hotel Rooms	Civic/Cultural sf.
Village Center	600 - 700	125,000 - 150,000	25,000 - 35,000	-	20,000 - 25,000
Patterson Medical Area	60 - 70	-	90,000 - 130,000	-	-
McAfee Office Park	-	-	500,000 - 750,000	-	-
Riverfront Resort	-	-	50,000 - 70,000	100 - 150	-
Historic District	117 (existing)	-	-	-	-
Estimated Total	777 - 887 un.	125,000 - 150,000 sf.	665,000 - 985,000 sf.	100 - 150 rooms	20,000 - 25,000 sf.

### From Fort to Village

*A Vision for Oceanport's Fort Monmouth*



Overall Concept Plan



## Green Infrastructure: Open Space within Fort Monmouth



Green infrastructure within Fort Monmouth includes open space, recreation, stormwater management and wildlife habitat areas. The plan objectives include the creation of a series of public spaces that integrate all of these elements together in order to produce a community framework that embodies sustainable principles of community development. These components will be comprised of existing natural areas as well as built areas.



The open spaces within Fort Monmouth are largely based on the existing unique natural attributes. These include the coastal fringes, freshwater wetlands and stream corridors associated with Parker's and Oceanport Creeks, branches of the Shrewsbury River. Areas identified as bald eagle habitat and the existing marina are integral to this network. It also includes the existing ponds and recreational lands, as well as those open lands identified for public benefit conveyance by Monmouth County Parks. This plan envisions the integration of existing contaminated lands within the open space network, where they may be contained while contributing to the framework of open spaces.



The distribution of the various open spaces within the plan will create a series of open spaces that will form a framework within which redevelopment may occur. This framework will provide for continuous pedestrian

access around and through the development so that a variety of experiences, from the naturalistic and coastal to formal and urban, are achieved.

### Coastal Meadows and Stream Corridors

Fort Monmouth is a peninsula at a fork in the Shrewsbury River. The plan will incorporate the wetlands and coastal fringe areas as the open space within the network of green infrastructure. The edges of the Fort that abut the two arms of the Shrewsbury-Oceanport and Parker's Creeks- will form strong open space elements that will serve multiple functions. Within these meadows, the vision plan is able to promote several of the objectives of sustainability. The coastal meadows will be located adjacent to the village center district as dramatic community open space. Pedestrian paths will be woven through the edges of this open space, connecting to the larger path system, the street network and engaging the water's edge. The plan envisions the incorporation of stormwater management elements within the meadows to capture runoff from adjacent streets and development sites. Native plantings of trees, shrubs and grasses will be utilized to blend the landforms into a series of rational elements. As the plantings mature, they will blend with the existing vegetation of the coastal fringe to create a substantial stretch of wildlife habitat which will buffer the river itself and also facilitate wildlife retention within the site.



Open Space Framework



### **Village Square**

Two public squares will be developed as bipolar focal points of the village center redevelopment district. A village square will be developed at the mixed-use hub of the Village Center district at its intersection with Oceanport Avenue.

### **Neighborhood Parks**

Formal, neighborhood parks will be developed in close proximity to development within each of the redevelopment districts. These will be integrated within each district so that they are fronted by active uses. The design of these formal open spaces should incorporate high quality, durable materials that will stand up to generations of users. Designs should rely on basic principles of urban park design, including providing ample shade and opportunities for a plethora of passive pursuits.

### **Waterfront Walkway**

An existing bulkhead along Parker's Creek may be developed with a more formal waterfront walkway. This area does not exhibit the softer, coastal fringe character as is evident on the eastern end of the Fort. The waterfront walkway should be wide enough to facilitate continuous pedestrian access and to permit maintenance and emergency vehicle access.

### **Urban Forest**

The primary component of the open space is the public street system. Streets will serve as routes for vehicles, pedestrians and cyclists, accommodating these modes within roadways and sidewalks. The dimensions of streets may vary

based on traffic demands, hierarchy and overall function. Regardless of the street type, the plan for the Fort Monmouth envisions the establishment of an urban forest within new public streets and the retention of existing mature trees associated with existing development that will remain, such as the historic district.

The urban forest will be comprised of allee's of shade trees that will create a somewhat continuous canopy of deciduous foliage along these linear open spaces. Shade trees will be placed between the vehicular roadway and the pedestrian sidewalks in order to create a separation between the two modes.

Street tree will be comprised of those species that are tolerant of conditions typically found in urbanized areas: low soil moisture, high soil compaction and pollutant-rich. The tree species will also exhibit growth characteristics that will result in a dense canopy and large spread, ensuring that the streets within the redevelopment area maintain a character of a linear park.

### **Active Recreation**

Active recreation will be provided within those lands identified by the Monmouth County Parks Department within the public benefit conveyance request, as appropriate. This includes lands that may be used within the suggested school location. Recreational fields associated with a new school may also be used by the community. It also includes the existing marina, located on the Oceanport Creek.





Open Space Meadow Along the Shrewsbury River



## Infrastructure: Water and Sewer

### Sanitary Sewers

The portion of the Fort Monmouth base in Oceanport is served by a collection system owned and operated by the base, which then discharges into the Two Rivers Water Reclamation Authority system, and is treated at the Two Rivers Treatment plant. Two Rivers Treatment Plant is located on Raccoon Island in Monmouth Beach and serves member communities: Fair Haven, Little Silver, Monmouth Beach, Oceanport, Shrewsbury, and West Long Branch, as well as Fort Monmouth. Additionally, Eatontown, Red Bank, Rumson, Sea Bright, Shrewsbury Township, and Tinton Falls are customers, sending some sanitary sewer flows to TRWRA.

There are multiple existing pump stations in the Oceanport section of Fort Monmouth that the base operates and maintains. There are no known problems with the existing collection system or pump stations.

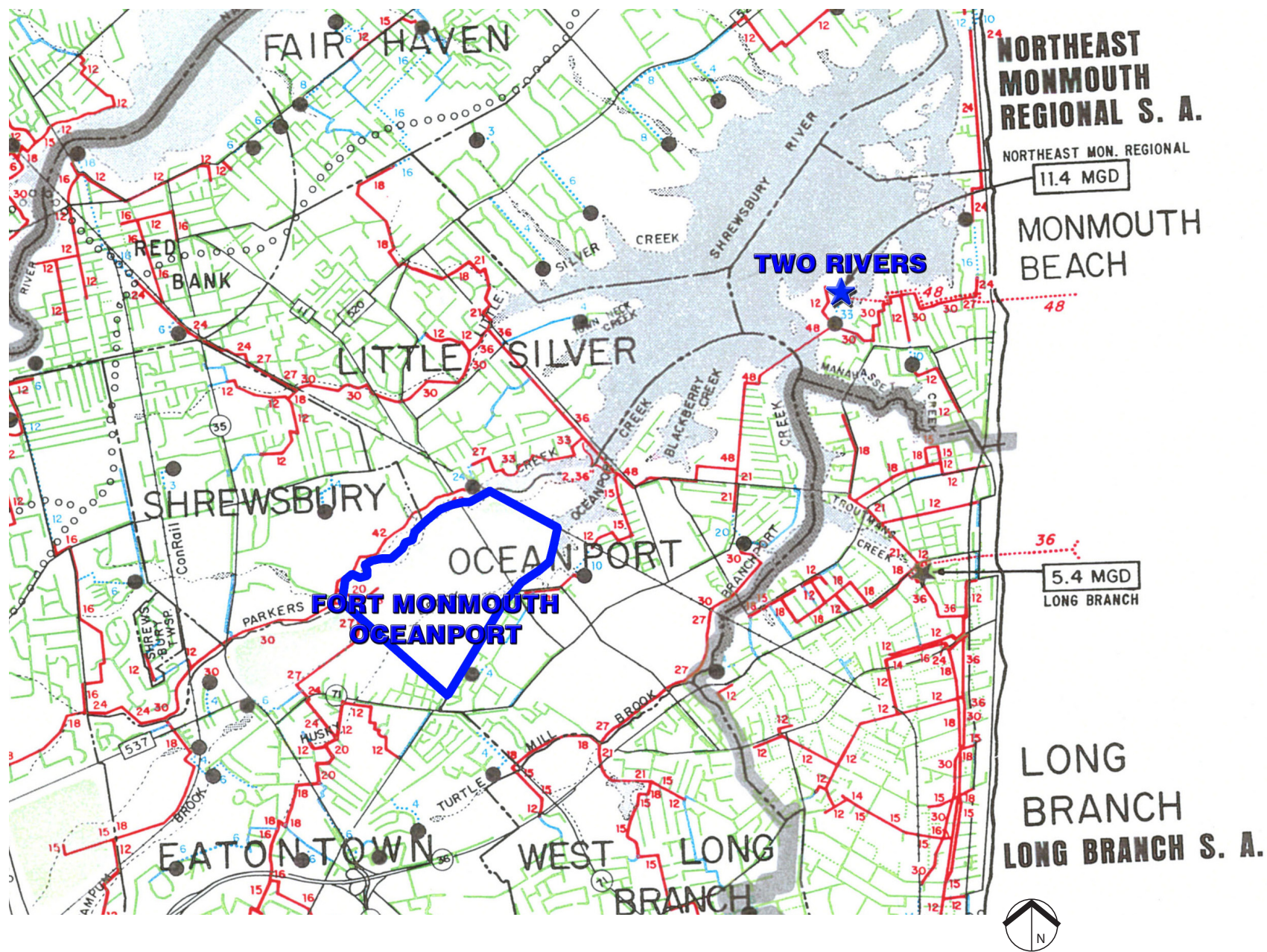
The main base area of Fort Monmouth, located in both Eatontown and Oceanport, is currently charged for a minimum monthly flow of 9.5 million gallons, while the actual flows are much lower than the contracted amounts. For the period November 2004 through October 2005, flow averaged 8.1 MGM. The highest historical flow based on available data provided by Two Rivers Water Reclamation Authority was 11.0 MGM in 1991. Two Rivers Water Reclamation Authority was unable to provide data prior to 1991.

Two Rivers has a limited maximum operational capacity and is currently operating near capacity. It is reasonably assumed that all available excess capacity will be allocated to other users by the time that the Fort Monmouth base is redeveloped. Therefore, proposed redevelopment should assume that Two Rivers Treatment Plant will only be able to accept the currently allocated 9.5 MGM from the base. There is no land available at the Two Rivers Treatment facility for expansion. Based on the Summary of Development located on page 28 of this report, estimated sewer flows will be approximately 17.4 MGM to 18.5 MGM for full build out.

### Potable Water Supply

Potable Water Supply is provided by New Jersey American Water Co (NJAWC Monmouth System PWSID #1345001). The water supply lines on the base are owned and maintained by the Army, including 6" to 12" diameter water mains with 30 to 60 psi pressure. There is one elevated water tank on the main base, which has a capacity of 250,000 gallons, was constructed in 1943 and refurbished in 1984. This tank is currently only utilized by the Fort's fire department, not the potable distribution system.

Several existing wells do exist on site, which may or may not be sealed. No treatment facilities for these wells are readily available for use, although chlorination facilities previously existed and were used on the base. The total metered,





purchased volume for the months of October, November and December, 2006 (the only records readily available) is: 6.269 MG, 6.665 MG and 6.914 MG, respectively. There are approximately 1,500 service connections on the entire base, serving approximately 600 residents and 5,000 daily employees.

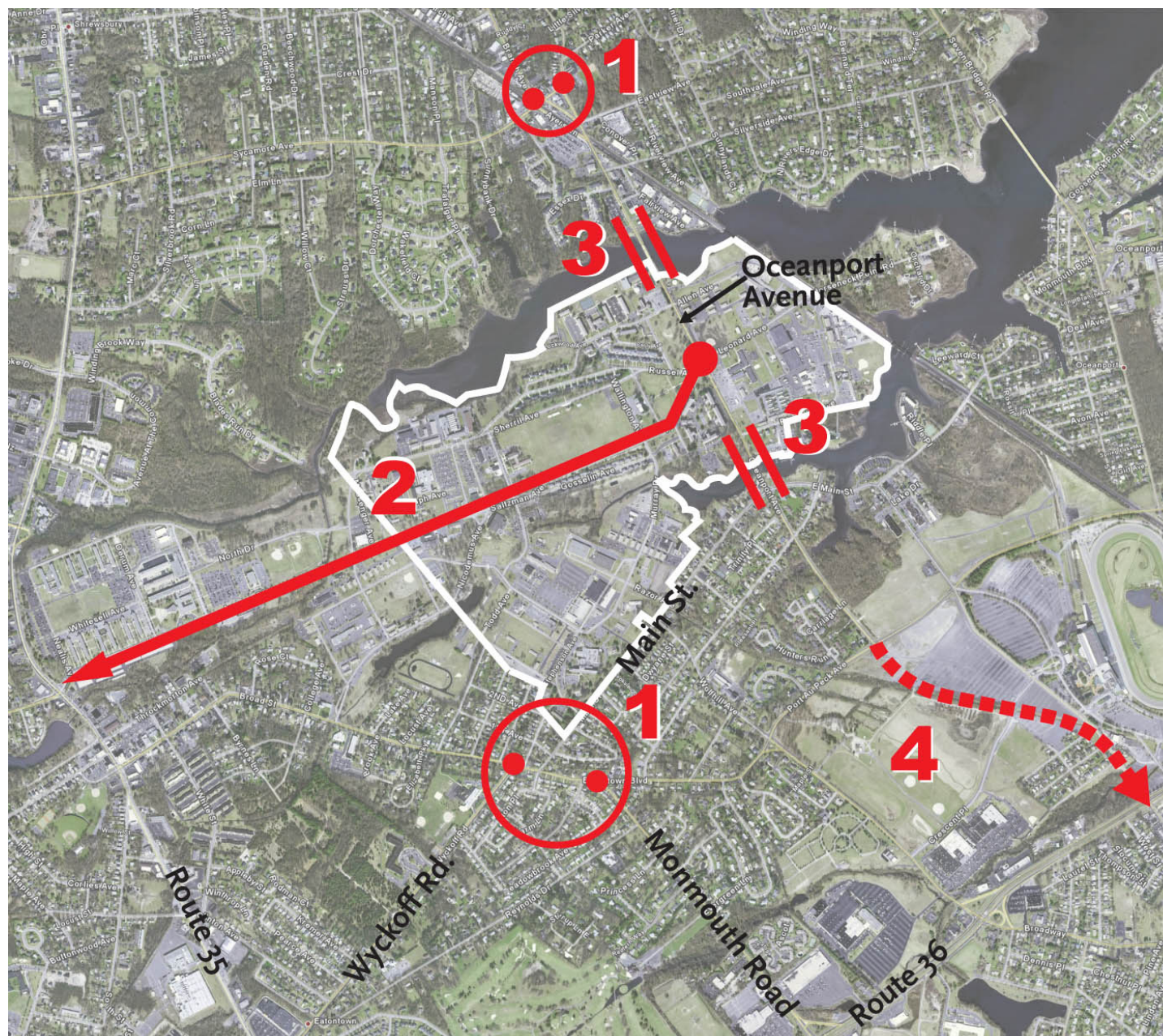
New Jersey American Water Company does not have any capacity restrictions at this point and would be able to increase supply and treatment facilities as needed throughout their water distribution systems in various interconnected municipalities. Based on the Summary of Development located on page 28 of this report, estimated water supply will be approximately 13.4 MGM to 16.8 MGM for full build out.

## **Infrastructure: Vehicular Circulation**

Overall, the roadway network surrounding Fort Monmouth can accommodate the existing traffic with the exception of the intersection of Sycamore Ave and Branch Ave/Oceanport Ave located in Little Silver, but will not be sufficient as volumes increase. The proposed redevelopment will require improvements or upgrades to circulation elements surrounding the base and the requirements will be increasingly necessary as the

intensity of development increases. It should be noted that different types of users, such as shopping traffic created by retail development, and commuters created by residential development, affect traffic flows at different times. Therefore, detailed recommendations of proposed improvements must ultimately be based on a traffic needs assessment of actual proposed uses. However, the following key elements must be addressed in some manner with increased development:

- **Intersection Improvements:** Key intersections will need improvements with any redevelopment or new development. The most critical intersections will be Sycamore Ave and Branch Ave/Oceanport Ave located in Little Silver and Main Street and Eatontown Boulevard.
- **East – West Connector Road:** With any significant retail, commercial, or residential development on the base, a new east-west route through the base will be necessary. Currently no good means of traveling east-west exists in this area.
- **Bridge Reconstruction:** As any redevelopment would occur along Oceanport Avenue, the road should be modified into a boulevard which may contain traffic calming elements. Oceanport Avenue should be designed to facilitate local traffic, but not become a high speed thruway. Eventually, the two bridges on Oceanport Avenue will become constriction points. Widening of these two bridges will ultimately be necessary once new traffic volumes reach a certain level.



## Infrastructure: Analysis

- 1) Upgrade at intersections: Main Street and Eaton-town Boulevard, Sycamore and Oceanport Avenue, Route 35 access to base
- 2) Creation of an east-west route that connects Oceanport Avenue to Route 35 through Ft. Monmouth land
- 3) Upgrades to the Oceanport Avenue bridges
- 4) Extension of Oceanport Avenue to Route 36 through Monmouth Park lands





## Development Impact : “400 Area”

This section analyzes the fiscal impacts of potential development programs for the reuse of the section of Fort Monmouth located in the Borough of Oceanport. It should be noted that these types of analyses project future conditions using information from the present time. The final numbers depend on the inputs that are used, and can vary depending on what assumptions are made. Fiscal impact analyses for development projects also are intended to calculate costs and revenues when the project is complete, which is often years in the future. Therefore, projections of this type should be considered in their proper context.

However, even though it is difficult to come up with exact numbers, fiscal impact projections serve a useful purpose by providing a means for evaluating the effects of a proposed development. Such projections also allow for the comparison of multiple development scenarios to

determine their relative impacts utilizing the same assumptions. In this case, a comparison has been made between two possible development options for the “400 Area” of Fort Monmouth, which is located on the east side of Oceanport Avenue adjacent to New Jersey Transit’s North Jersey Coast Line railroad tracks.

One development scenario is a single-family residential neighborhood with 365 dwelling units (225 detached homes with four bedrooms each and 140 three-bedroom townhouses) as well as 150,000 square feet of non-residential (retail) space located on its fringes. The other is a mixed-use transit village with 700 multi-family dwelling units (each with two bedrooms) and 185,000 square feet of non-residential space – 150,000 square feet of retail and 35,000 square feet of office. Figure 1 compares these two developments and their associated socioeconomic impacts.

Figure 1: Comparison of Development Scenarios for the “400 Area”

	Single-Family Residential	Mixed-Use Development	Difference
<b>Residential Units</b>	365	700	335
<b>Non-Residential Floor Area (sf.)</b>	150,000	185,000	35,000
<b>Total Residents</b>	1,221	1,386	165
<b>Public School Children</b>	235	63	-172
<b>Employees of New Businesses</b>	375	480	105
<b>Assessed Value</b>	\$370,000,000	\$450,000,000	\$80,000,000
<b>Annual Fiscal Impacts</b>			
Borough of Oceanport	\$120,000	\$220,000	\$100,000
Public Schools	\$60,000	\$2,630,000	\$2,570,000
<b>Combined Annual Surplus</b>	<b>\$180,000</b>	<b>\$2,850,000</b>	<b>\$2,670,000</b>

Note: dollar values have been rounded

Sources: New Jersey Department of Labor, Monmouth County Board of Taxation, Rutgers University Center for Urban Policy and Research, Phillips Preiss Shapiro Associates calculations



Single Family Detached Comparison



Village Concept





The projections in Figure 1 have been calculated using standard multipliers for determining development impacts. The numbers of projected new residents and public school children are based upon numbers generated by the Center for Urban Policy Research at Rutgers University for the 2006 publication *Who Lives in New Jersey Housing? A Quick Guide to New Jersey Residential Demographic Multipliers*. This reference guide incorporates demographic data from 2000 United States Census figures for New Jersey broken out by housing type, tenure and value to determine average numbers of people, school-age children and public school children that live in different types of housing. The number of projected public school children per unit of each development type varies greatly, from 0.090 per two-bedroom apartment to 0.872 per four-bedroom single-family detached dwelling. To put these figures in context, a development comprised entirely of single-family homes would be projected to have nearly ten times as many public school children as a development with the same number of two-bedroom apartments.

It is projected that there would be more than 150 additional residents in the mixed-use center than in the single-family residential development. Yet the mixed-use scenario would have just over one-quarter the number of public school children, and it would also have an assessed value over 20 percent greater than the other option. After accounting for the need to provide services for new residents and workers generated by the development, both types of development would have modest positive impacts on municipal finances. However, the single-family scenario would result in a very minimal surplus for the local school districts, while the mixed-use project would result in a very significant annual surplus for the public schools.

Therefore, a mixed-use development would have a substantially greater positive fiscal impact on local finances

(the municipality and schools combined) than a single-family development. Put another way, even with nearly twice as many dwelling units and slightly more residents than a detached single-family residential development, the mixed-use development scenario using the same amount of land area would have one-fourth as many public school children – and would result in an annual surplus of nearly \$2.9 million for local coffers.

With regard to the full development of the entire section of Fort Monmouth located in Oceanport, the proposed range of development that has been projected includes between 660 and 770 new dwelling units and 880,000 to 1,270,000 square feet of non-residential space. Using the same assumptions that were used for the “400 Area” comparisons, these amounts of development are projected to generate roughly 1,300 to 1,550 residents, including 70 to 80 public school children, and approximately 2,350 to 3,400 employees of businesses in the non-residential space. However, the anticipated assessed value of these amounts of development is between approximately \$570 million and \$710 million. This development scenario for the entirety of Oceanport’s section of Fort Monmouth also would have substantial positive local fiscal impacts, with projected annual surpluses for the Borough and public schools ranging from \$3.5 million to nearly \$4.4 million.

It is noted that there will likely be a need for new school facilities due to the large scale of development on this property. The costs of such facilities are not directly included in the costs needed to educate the public school children that would live in new housing that is built on the Oceanport portion of Fort Monmouth. However, it is assumed that provision of land for and construction of new school facilities would be the responsibility of those redeveloping Oceanport’s section of the base.





## Market Potential for Proposed Uses

The reuse of Fort Monmouth presents an opportunity to provide space for a variety of uses. While parks and community facilities will take up a certain amount of land area of Oceanport's section of the base, the remainder of the area will likely be developed with revenue-generating land uses. This section evaluates the market viability of four such use categories: residential, retail, office and industrial.

In determining the market potential for these land uses, it is necessary to analyze demographic and economic data and trends. Other factors that influence marketability include transportation access, visibility and the land use context. The Oceanport section of Fort Monmouth has some limitations in this regard, as it has limited highway and transit access at present. However, the base benefits from its location in the heart of Monmouth County a short distance from the Atlantic Ocean, the affluent population in its vicinity and its proximity to a skilled workforce.

### Residential

With regard to specific land uses, residential is currently driving the development market in Monmouth County. Other land uses may be viable, but they are generally dependent upon residential growth, such as increased retail demand in order to serve new residents and office or industrial space needing to be accessible to potential employees. Increased residential demand has resulted in dramatic increases in housing prices in Monmouth County in recent years. The median price of a new single-family home in Monmouth County (excluding age-restricted units) was \$752,500 in 2005, which represented an increase of seven percent over the previous year and 34 percent over the previous two years.

The median price for a new multi-family home increased substantially during those time periods as well, to \$550,000 in 2005.

Another residential trend has been the rapid growth of age-restricted housing, which is generally limited to residents age 55 and over. In Monmouth County, the number of new age-restricted housing units grew from 1,728 in 2003 to 3,227 in 2005 – an increase of 87 percent. This growth has been driven in large part by the aging populations of New Jersey and nearby states. An additional factor is the rapid rise in the cost of non-age-restricted multi-family housing in Monmouth County. Other demographic trends affect future housing development. For example, since 1990, Oceanport, Monmouth County and New Jersey have all experienced continued decreases in average household size, which means that the demand for housing will continue to grow more quickly than the population. Oceanport has not been able to accommodate much new housing in recent years due the lack of available land for development in the Borough. The reuse of Fort Monmouth will allow Oceanport to capture some of the development demand that is now being met in other municipalities.

The trends noted above point to viable markets for a diversity of housing types. In particular, changing population dynamics, decreasing housing affordability (and relative affordability in Oceanport compared to the rest of the County) and the need to provide Oceanport's fair share of affordable housing per New Jersey Council on Affordable Housing (COAH) mandates make it logical

to promote multiple housing types on the Oceanport section of Fort Monmouth. It is reasonable to assume that the real estate market could easily accommodate 750 new dwelling units or more on the Oceanport portion of the base by the time it is fully redeveloped, which will likely take 20 years or more. To allow for changing market preferences, it would be prudent to consider multiple housing types such as townhouses, apartment buildings, flats above retail stores and age-restricted housing, as well as single-family detached dwellings.

### **Retail**

The abundant supply of retail space within a five-mile radius of the Oceanport section of Fort Monmouth has left very little unmet demand for retail goods and services at the present time. As residents of Oceanport and Monmouth County as a whole have above average incomes, retailers have flocked to the surrounding area, filling up nearby shopping centers and highway frontages with a plethora of shopping options. Monmouth County ranked eighth out of 236 counties nationwide with at least 250,000 persons with a median household income of \$77,223 in 2004, and Oceanport had a higher median household income (\$71,868) in 2000 than the County or State. About a third of Oceanport's households in 2000 had annual incomes of \$100,000 or greater – compared to less than a quarter of New Jersey's households.

According to analysis of spending and sales figures for Oceanport and its immediate vicinity, there are a few retail and other commercial categories that could be supported. These include eating places and stores selling items such as furniture, electronics, appliances, build-

ing materials, lawn equipment and supplies, office supplies, stationary and jewelry. However, until there is an increase in the resident and worker populations in and around the Oceanport portion of Fort Monmouth, the unmet demand for these uses could not support large retail spaces. Most likely, new retail would have to be subsidized by other uses – for example, by the residential portion of a mixed-use development. The inclusion of transit would make a larger retail component more viable.

### **Office**

There also appears to be somewhat limited demand for new office space at present. Monmouth County has a larger percentage of small establishments compared to New Jersey and national averages, and consequently the growth of small businesses has propelled a good percentage of Monmouth County's economy in recent years. There may be some demand for office space to accommodate small companies that are growing and looking to move to larger spaces. Therefore, new office space on the Oceanport section of Fort Monmouth could be targeted for the incubation and recruitment of smaller professional firms. Any larger office space will likely need to be close to Route 35 and/or a transit stop in order to be viable due to the need for access by large numbers of employees.

Another option for office, retail and service commercial development is to focus on medical-related uses. Assuming the Patterson Clinic on the base will be retained or reused for health care purposes, it can serve as an anchor for associated uses. The wellness-oriented niche ties into the growth in the older population of Monmouth County and the increasing market for health care-related uses. This site does not have



prime visibility or access, so potential retail uses would have to draw patrons from the facility itself and nearby residents who utilize Main Street. Particular uses could include a pharmacy, newsstand, florist, coffee shop/café, medical spa or wellness center. Uses that could draw from a larger trade area include medical offices or outpatient surgical care facilities.

### **Industrial**

While the Monmouth County market for industrial space has become more competitive due to increased demand and decreased vacancy rates, this type of space is generally only viable in limited locations (e.g., large sites with easy truck access to major highways). The industrial market in Monmouth County is relatively small, as the County does not have significant manufacturing or distribution sectors. There does not appear to be any type of demand for traditional large-scale industrial or distribution space on the Fort Monmouth property. However, there may be limited demand for smaller scale, non-traditional uses reoccupying existing industrial or warehouse space. Examples of such uses include artist and artisan space, music studios, contractors' offices and other services that do not require modern retail, office or industrial amenities. These types of uses should be considered interim uses that could fill existing spaces while they await demolition and replacement.

### **Other Uses**

In summary, retail and office development will be viable uses as part of the redevelopment of the Oceanport section of Fort Monmouth, but their feasibility will only increase in tandem with growth in nearby population. Demographic and market trends suggest that residential-driven mixed-use development will improve the marketability of the Oceanport section of the base. While there is ample room and market demand to allow for some single-use residential development, and possibly office uses as well, promoting a mixed-use component will allow for synergies between different uses, which will enhance one another. Promoting a variety of uses provides the ability to tap several different markets, while also providing for flexibility in the redevelopment process, which is important as market preferences will likely shift in the years that it takes for the property to be redeveloped. Housing in mixed-use developments also tends to attract fewer school-age children than typical residential development, and locating various uses in proximity to one another can reduce the amount of vehicle trips.

## Environmental Permitting and Stewardship

The redevelopment / re-use of the base will require permitting through various agencies. The key components of this effort should be seen as the following:

- **CAFRA:** Due to the Fort's proximity to the coastline, any redevelopment on Fort Monmouth will fall under the purview of New Jersey's Coastal Area Facilities Review Act (CAFRA). This regulation will affect all aspects of proposed development. One key element will be to guide development so that public access to the waterfront is maintained and typically public waterfront walkways are required, wherever feasible.
- **NJDEP Waterfront Development Permit:** NJDEP regulates development within 500 feet of tidal waterways. Waterfront Development permits guide use of existing and new marinas, piers, docks, boat ramps, bulkheads, etc. The provisions of Waterfront Development should not impose any upland criteria above and beyond that required under CAFRA.
- **Threatened and Endangered Species:** NJDEP establishes development criteria in areas of known habitat for threatened and endangered species. The treed waterfront areas of the base are listed as Bald Eagle Foraging Habitat. Under current requirements, all treed areas are to be maintained, up to a maximum of 300' from the treed water's edge. In certain circumstances, additional tree plantings can be required.
- **Freshwater Wetlands and Coastal Wetlands:** NJDEP regulates development in and around wetlands. The base contains various areas of known wetlands. These wetlands will need to be delineated in the field and Transition Area buffers will be set ranging from 50' to 150' surrounding all wetlands. There are specific General Permits that allow specific encroachments into these wetlands and transition areas for efforts such as stormwater discharges, boardwalks and trails, road and or utility crossings, etc. Certain criteria must be met to facilitate each of these general permits.
- **Environmental Remediation:** There are known areas of contamination on the base for areas such as former landfills. Depending on future studies of these areas and the locations of proposed development, these areas will need to be addressed. Effort could range from capping contaminated areas with clean fill or pavement to extensive ground and groundwater remediation.



## Affordable Housing

Regardless of the ultimate plan FMERPA develops for Fort Monmouth, the obligation to provide for affordable housing remains with the constituent municipalities. The Council on Affordable Housing's (COAH's) previously adopted Third Round "growth share" procedures (2004) marked a significant departure from COAH's prior two rounds of affordable housing methodology. This Third Round methodology implemented a "growth share" approach that linked the production of affordable housing with future residential and non-residential development and growth in a municipality. In response to the Appellate court's 2007 decision that found flaws in COAH's 2004 third round methodology and negotiations, COAH proposed new third round regulations in January 2008 that, generally, continue the new growth share approach. For the Third Round growth share component, COAH has proposed a substantial increase in the new affordable housing ratios for residential development (one affordable unit for every four market-rate units instead of one for every eight) and for non-residential development (one affordable unit for every 16 jobs instead of one for every 25 jobs).

At this time, COAH anticipates adopting these new third round regulations in June 2008. Currently, there is no way to fully understand the implications with respect to affordable housing that will result from the Fort Monmouth redevelopment. Nevertheless, this plan recommends that any affordable housing obligations generated by the redevelopment of Fort Monmouth should be accommodated on the Fort Monmouth lands, with all costs associated with such obligations borne by the redeveloper(s). It is also conceivable that a portion of Oceanport's growth share from outside of the Fort Monmouth property could be accommodated within the Fort Monmouth property. This should be considered as the new Housing Plan and Fair Share Plan are updated.

## Next Steps

With the completion of this document, Oceanport has articulated its vision for the redevelopment of the 419 acres of Fort Monmouth that lies within its boundaries. However, this plan does not represent the end of the process. As FMERPA proceeds through the development of their plan for the Fort, this document may be used by Oceanport to inform the FMERPA plan process, which is slated to be completed by the end of 2007, and other regional and state planning initiatives.

### Master Plan

The FMERPA plan development process will include public meetings with Oceanport, which will provide a forum for communicating Oceanport's position on the base redevelopment. However, a more formal procedure is mandated toward the end of the FMERPA planning process, which requires a review of the draft FMERPA plan by Oceanport's Planning Board with respect to the municipal Master Plan:

*C.52:27l-15 Submission of proposed plan to constituent municipalities.*

*15. Prior to the adoption of the plan, or revision or amendment thereto, the authority shall transmit a copy of the proposed plan to the planning board of each constituent municipality. Within 45 days after referral, each planning board shall transmit to the authority a report containing its recommendation concerning the plan. This report shall include an identification of any provisions in the proposed plan that are inconsistent with the master plan and recommendations concerning these inconsistencies and any other matters as the board deems appropriate.*

It is recommended that the Oceanport vision plan be appended to the Borough's Master Plan so that the required referral and review by the Planning Board will capture the principles and concepts contained herein. Ultimately, the entire master plan should be updated to reflect the vision for Fort Monmouth.

### **Coastal Monmouth Plan**

The Coastal Monmouth Plan (CMP) is a two-year regional planning effort initiated by the Monmouth County Planning Board that will outline a vision for the future of the Monmouth County's NJ Atlantic coastal region, which spans over 27 miles of the New Jersey shore. Covering the region as a whole as well as each of the 30 municipalities within the study area, the plan is intended to help the communities prepare, collectively and individually, for sustainable growth, while protecting environmental resources and maintaining their unique coastal character. Its purposes include:

- To establish a set of planning alternatives to help coastal municipalities manage their remaining development potential, conserve open space, explore redevelopment opportunities, and address the impacts of future growth on infrastructure, the natural environment and the overall quality of life.

- To formulate a plan that will be adopted as an element for the Monmouth County Growth Management Guide.
- The ultimate objective: to formulate a regional plan suitable for endorsement from the New Jersey State Planning Commission.

This planning initiative began in the fall 2006 and will be completed in March 2008. With linkages to the Monmouth County Growth Management Guide and the State Plan, the CMP has the potential for significant influence over the development within the region and within Oceanport, particularly through the targeted funding of infrastructure to support future development and redevelopment. The vision of Fort Monmouth articulated herein is dependent on substantial investments in new and expanded infrastructure. Therefore, it is recommended that Oceanport use the Fort Monmouth Vision Plan to inform the Coastal Monmouth Plan.



# Credits

## Public Team

### Mayor and Council

Honorable Michael J. Mahon, Mayor  
Ellynn M. Kahle, *Council President*  
Gerald Briscione, *Council Member*  
Richard Gallo, *Council Member*  
Ted Ibex, *Council Member*  
William Johnson, *Council Member*  
Joseph A. Irace, *Council Member*

### Economic Development Committee

Christopher Widdis, *Chairperson*  
Andrew Judkis, *Member*  
Joseph Schiavone, *Member*  
H. Alan Schneider, *Member*  
Nancy Stokes, *Member*  
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Diane Chayes		Joe McCarthy	Adam Siegel	

\*The public participants list is not exhaustive. The participants listed were taken from the sign-in sheets at each of the public meetings and charrettes.

\*\*Executive Director of FMERPA

