

# BOROUGH OF RED BANK

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## MASTER PLAN

***Prepared by:***

BFJ Planning  
115 5th Avenue  
New York, NY 10003

***With the assistance of:***

FHI Studio  
Urbanomics

**ADOPTED** | February 6, 2023





# Borough of Red Bank Master Plan

Red Bank, NJ

Prepared for:

The Borough of Red Bank

Prepared by:

The Red Bank Master Plan Committee

With:

BFJ Planning

115 Fifth Avenue

New York, NY 10003

ADOPTED | February 6, 2023





# Borough of Red Bank Master Plan

## Acknowledgements

### ***Red Bank Mayor and Borough Council***

William Portman, Mayor  
Michael Ballard, Councilman  
John Jackson, Councilman  
Angela Mirandi, Councilwoman  
Jacqueline Sturdivant, Councilwoman  
Kate L. Triggiano, Councilwoman  
Edward Zipprich, Councilman

### ***Master Plan Committee***

Pasquale Menna, Former Mayor  
Dan Mancuso, Planning Board Chairman  
Darren McConnell, Chief of Police & Interim Business Administrator  
Shawna Ebanks, Director of Community Development  
Dave Cassidy, Planning Board Member  
Kristina Bonatakis, Planning Board Member & Environmental Commission Member

### ***Borough Staff***

Darren McConnell, Interim Business Administrator, Chief of Police  
Daniel Antonelli, Borough Attorney  
Laura Reinertsen, Borough Clerk  
Bonnie Thomas, Deputy Clerk  
Shawna Ebanks, Director of Community Development  
Anthony Neibert, Construction Official  
Edward Herrman, Borough Engineering Consultant

Thomas Welsh, Code Enforcement Supervisor, Emergency Management Coordinator, Second Deputy Fire Chief, Fire Marshal  
Nick Ferraro, Fire Chief  
Thomas Doremus, Jr., First Deputy Fire Chief  
Clifford M. Keen, Director of Public Utilities  
Oscar Salinas, Director of Recreation

### ***Planning Consultants***

#### ***BFJ Planning***

Susan Favate, AICP, PP, Principal  
Georges Jacquemart, AICP, PP, Principal, Transportation  
Peter Van den Kooy, AICP, PP, Associate Principal  
Christine Jimenez, LEED AP ND, Senior Planner  
Mark Freker, Transportation Senior Planner

#### ***FHI Studio***

Ryan Walsh, AICP, PP, Community Engagement Manager  
Adam Tecza, AICP, PP, Urban Designer & Project Manager  
Kelsey Kahn, Senior Planner

#### ***Urbanomics***

Tina Lund, AICP, Principal  
Peter Furst, AICP, Senior Associate







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# 1

# SECTION I: INTRODUCTION AND PROCESS

## OVERVIEW

The Red Bank Master Plan is a “blueprint” for the Borough. It outlines Red Bank’s vision for the future and provides community-established goals, objectives, and strategies for the orderly and balanced future physical, economic, social, and fiscal development. This document is not a law or regulation, but it provides guidance to elected officials and decision-makers as they take land use, zoning, transportation, and capital investment actions. The Master Plan relies on community outreach, stakeholder interviews, data analysis, and existing plans and studies completed by the Borough and other agencies.

The basic purpose of a master plan, as stated by New Jersey statute within the “Municipal Land Use Law” (MLUL), is “to guide the use of lands within the municipality in a manner which protects the public health and safety and promotes the general welfare.” The Borough last undertook a comprehensive master planning effort in 1995, and since then, has completed periodic reexamination reports, in accordance with the MLUL, to review the Master Plan and reconsider goals in the context of changes to the community. Reexamination reports are required to be prepared by the Planning Board at least once every 10 years. Since its last full master plan, the Borough has completed four re-examinations in 2002, 2008, 2009, and 2019.

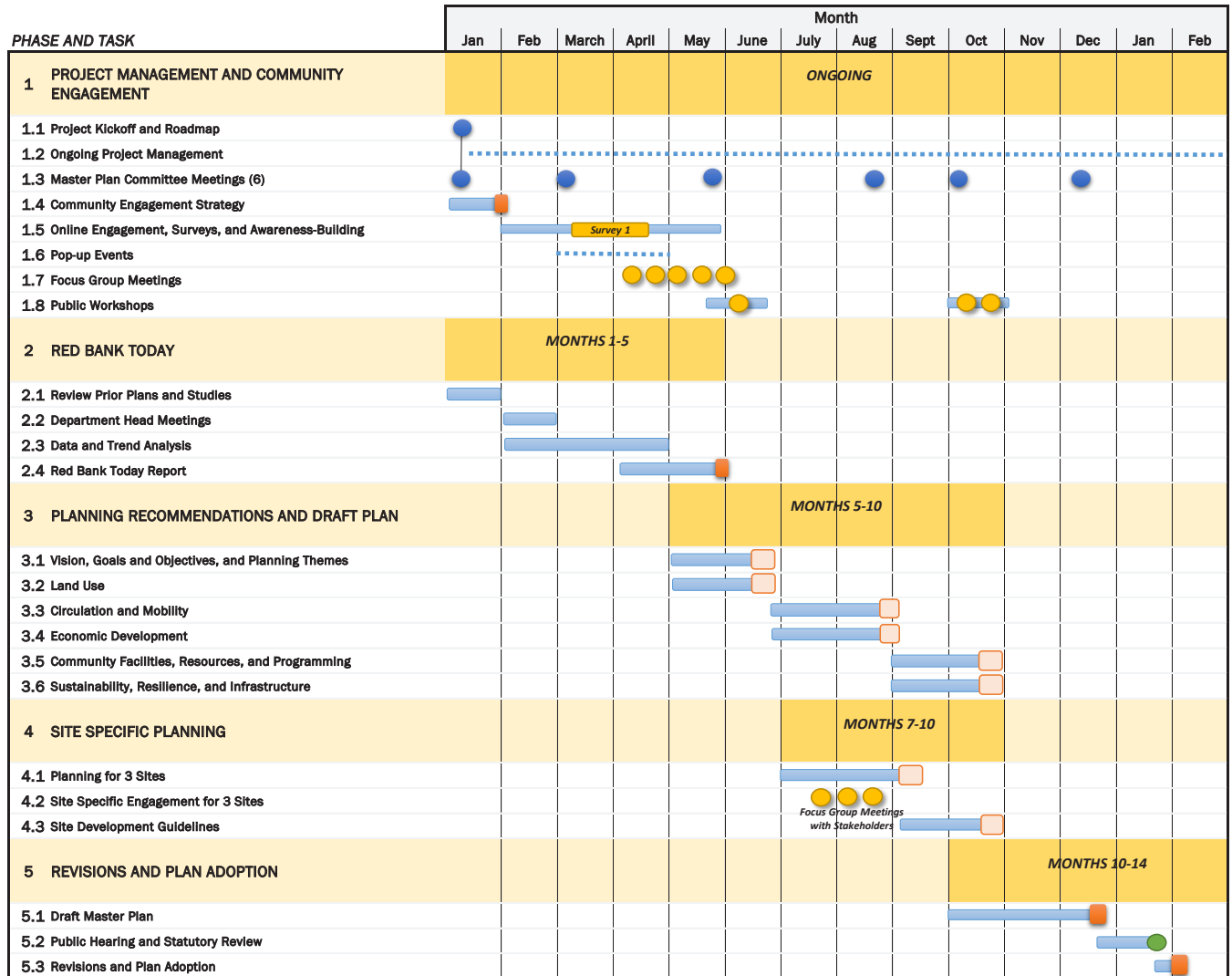
In 2022, Red Bank embarked on an approximately year-long planning process to develop a full new Master Plan. The Borough retained a consultant team led by BFJ Planning to assist in this effort. The 2023 Master Plan represents Red Bank’s continuing effort to ensure that its planning policies and land use goals and objectives remain current, effectively respond to the issues facing the Borough, and reflect the community’s long-term vision for the future.

## PROJECT LEADERSHIP

The Master Plan process was led by a steering committee including members of the Planning Board as well as the Mayor, Interim Business Administrator, and Director of Community Development. The committee met regularly with the consultant team to review project deliverables, discuss issues and recommendations, and plan for public engagement. In addition, the committee periodically briefed the full Planning Board, to keep them apprised of progress. The Master Plan Committee members are as follows:

- **Dan Mancuso**, Planning Board Chairman
- **Dave Cassidy**, Planning Board member
- **Kristina Bonatakis**, Planning Board and Environmental Commission member
- **Pasquale Menna**, Former Mayor of Red Bank
- **Darren McConnell**, Interim Business Administrator and Police Chief
- **Shawna Ebanks**, Director of Community Development

Legend		
Interim Deliverable	Steering Committee	●
Major Deliverable	Public Outreach Event	●
	Planning Board Meeting	●



Red Bank Master Plan Timeline

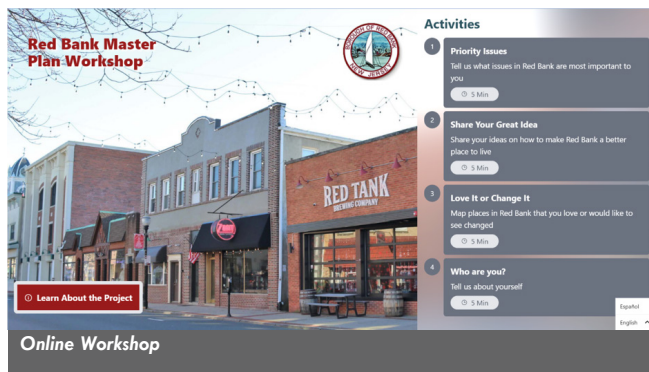




## PUBLIC OUTREACH

Public engagement was a critical component of the Master Plan process, to assure that the recommendations were derived from, and supported by, Red Bank's residents, workers, property owners, and the Borough itself. There were numerous opportunities for public input, including virtual and in-person meetings, an online workshop/survey, focus group meetings, and interviews with key stakeholders. The outreach methods were designed to maximize the number of stakeholders who could participate in the process, particularly in light of ongoing impacts of the pandemic, to ensure that people had a range of opportunities to provide input in a way that felt safe and comfortable for them.

As background information was being gathered, the consultant team worked closely with the Master Plan steering committee to design and implement an extensive public engagement process. The following section describes the various components and outcomes of this process.



## Online Workshop

As the first round of community engagement, the consultant team developed a virtual workshop/survey, available in late March 2022 through late May 2022. The workshop was available in English and Spanish and designed to be used on desktops, laptops, tablets, and mobile devices. The workshop consisted of three activities:

- **Activity 1: Priority Issues**
  - Tell us what issues in Red Bank are most important to you
- **Activity 2: Share Your Great Idea**
  - Share your ideas on how to make Red Bank a better place to live
- **Activity 3: Love It or Change It**
  - Map places in Red Bank that you love or would like to see changed, and tell us why

Community members were able to participate in all three activities, or pick and choose which they wanted to complete. In addition, the workshop gathered demographic information from participants to ensure that the full community was being represented.

The workshop was promoted a variety of means to ensure maximum participation. Initial promotional outreach included local media coverage by Tap Into Red Bank and Red Bank Green, e-blasts to project stakeholders, workshop flyers posted to the Red Bank Public Schools website, outreach to local places of worship, and a “pop-up” event at the Red Bank Craft Fair. To increase the diverse representation of input, the consultant team also distributed flyers at the Parker Health Clinic, attended pop-up events at Lunch Break and the Red Bank senior center, and sent an e-blast to the Red Bank Public Schools Latinex Parent group.

Collectively, these efforts helped to attract more than 950 people in visiting the virtual workshop platform, with more than 530 activities completed and more than 1,000 individual comments provided.

## Borough-Wide Public Meetings

A total of three public meetings/workshops of the entire community were held, to provide space for participants to learn about the planning process, share their concerns and priorities, and provide feedback on draft recommendations for topics covered in the plan. The first meeting was held virtually via the Zoom platform on June 9, 2022. A total of 58 people attended the session, in which the consultant team presented an overview of the process, the key takeaways from the analysis of existing conditions, and the results of the online workshop. A series of real-time polls were incorporated in the presentation, allowing participants to indicate whether the online workshop feedback reflected their priorities and concerns. This feature of the workshop was helpful in illustrating general agreement between the meeting attendees and the online workshop respondents. At the conclusion of the Zoom session, the consultant team facilitated an open question-and-answer session.

The remaining two public workshops were held in-person over two nights, with the same content and format covered at two locations to maximize participation. The first meeting was held on October 13, 2022, at Red Bank Middle Schools, while the second was held on October 24, 2022, at Pilgrim Baptist Church. A total of about 70 people combined attended the meetings, including Red Bank residents, local stakeholders, Planning Board members, Borough staff, representatives of Borough boards and commissions, and Borough Council members. At each workshop, the consultant team presented high-level findings and the planning vision, goals, and objectives. Attendees then participated in an open house session to review and provide feedback on the draft strategies and recommendations. A series of “stations” were set up for the open house, each allowing attendees to speak with a moderator from either the consultant team or Master Plan Committee, and to write comments or place color-coded stickers indicating their level of support, directly onto a presentation board. While this “Dot Point Exercise” is not a scientific survey, it was helpful to get a general idea of which issues were most important to participants, which had consensus, and which needed further investigation. At the conclusion of each workshop, the consultant facilitated a “report back” session, where comments were summarized and presented back to the attendees.



Public Workshop at Red Bank Middle School



Public Workshop at Red Bank Middle School



Public Workshop at Pilgrim Baptist Church



Public Workshop at Pilgrim Baptist Church



## Focus Group and Stakeholder Meetings

A series of small virtual meetings were organized with Borough staff, members of boards and committees, local organizations, and community members with a particular focus on key issues. The meetings were intended to hear from these stakeholders about their current initiatives, issues, and priorities, as well as inform them of the planning process to ensure their participation in future engagement so that the Master Plan recommendations captured their identified needs and goals. These meetings were grouped into the following categories:

- **Public Works and Engineering:** The consultant team met with Red Bank's Director of Public Utilities, as well as the Supervisor of Water and Sewer and the Borough's consulting engineer, on February 22, 2022.
- **Public Safety:** A meeting was held on February 22, 2022, with the Police Chief and Fire Marshal/Emergency Management Coordinator to understand issues surrounding police, fire, and emergency management. A follow-up call was held on October 19, 2022, with the Red Bank Fire Chief.
- **Parks, Recreation, and Conservation:** The team held a meeting on February 24, 2022, with representatives from the Borough's Parks and Recreation Department, the Environmental Commission, the public library, the Red Bank senior center, and the Shade Tree Committee, as well as the Director of Public Utilities and Supervisor of Public Works.
- **Zoning and Development:** The team met with representatives of the Borough's planning and zoning boards, Monmouth County Planning Department, and NJ TRANSIT, as well as the Director of Community Development, on February 24, 2022. A follow-up meeting was held with NJ TRANSIT and its designated developer on July 19, 2022, to understand the agency's vision for the area around the train station.
- **Cultural and Historical Resources:** An initial meeting was held April 28, 2022, with representatives of the Historic Preservation Commission, the library, the school district, and Monmouth Arts, as well as members of the consultant team and the Borough's Director of Community Development. A follow-up

meeting was held on May 13 with representatives of the Count Basie Center of the Arts and the Two River Theater.

- **Downtown Red Bank:** An initial meeting was held on April 28, 2022, with representatives from the Red Bank Visitors Center and the Business Alliance. Additional follow-up calls were held with River Center representatives on May 11, September 15, and October 10, 2022.
- **Community Institutions:** Several individual meetings were held with representatives of non-profits and community organizations: Red Bank Affordable Housing Corporation (RBAHC) on May 10, 2022; Red Bank Housing Authority on May 19, 2022; Red Bank Family YMCA on May 20, 2022; and Lunch Break on May 23, 2022. In addition, a follow-up call was held with Lunch Break on December 7, 2022, to discuss public-private affordable housing initiatives.
- **Red Bank Youth:** The consultant team met with a group of students from Red Bank Middle School on June 1, 2022, to gain the perspective of young Borough residents. Efforts to schedule a similar meeting with Red Bank Regional High School students who are residents of the Borough were not successful during the Master Plan timeline.

In addition to the above, the team met with each Borough Council member in August 2022 to brief them on the project status, vision and goals and objectives, results of community engagement, and initial planning strategies. Borough Council members offered feedback on the initial plan vision, goals, and objectives, which was incorporated into the final plan. The team also briefed the full Planning Board on September 19, 2022, in preparation for October in-person public workshops.

## PRECEDENT STUDIES AND REPORTS

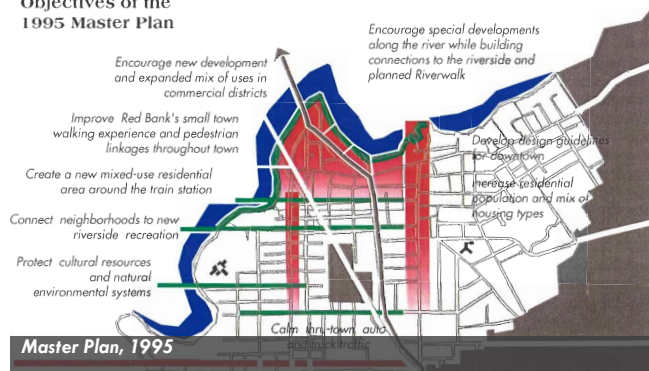
### Red Bank Master Planning

#### Master Plan, 1995

The Borough's current Master Plan was adopted in 1995, using a 1994 Vision Plan as a foundation for the community's vision and objectives. The Plan has six chapters organized by the following topic areas: Land Use, Housing, Circulation, Community Facilities, Public Infrastructure, and Conservation. The key objectives of the 1995 Master Plan are listed below:

- Encourage special developments along the river while building connections to the riverside and planned Riverwalk.
- Develop design guidelines for the downtown.
- Increase residential population and mix of housing types.
- Calm thru-town auto and truck traffic.
- Protect cultural resources and natural environmental systems.
- Connect neighborhoods to new riverside recreation.
- Create a new mixed-use residential area around the train station.
- Improve Red Bank's small town walking experience and pedestrian linkages throughout the town.
- Encourage new development and expanded mix of uses in commercial districts.

Composite Diagram:  
Objectives of the  
1995 Master Plan



#### Master Plan Reexamination Report, 2019

Since the 1995 Master Plan, there have been subsequent reexamination reports, most recently in 2019. The 2019 Reexamination report provides a glimpse into previous issues and objectives related to development noted in the previous (2009) Reexamination Report. Most of the 2009 report objectives were largely addressed. The 2019 report indicates that a new master plan would be beneficial, as more than 20 years had passed since the last master plan. Below are the recommended changes to the municipal development regulations as outlined in the 2019 report:

- Add a 10-foot height limit for storage sheds.
- In the CCD-1 and CCD-2 zones, the permitted use "dwelling apartment uses on floors above the street level floor" clarify that at least 50% of the street level floor needs to be commercial floor space and that the parking, square footage requirement and bedroom restriction are standard bulk variances, not conditional uses subject to conditional use requirements.
- Reduce (to approximately 600 SF) the square footage requirements for apartments in the CCD-1 and CCD-2 Zone.
- Allow and establish an approval process for murals within certain standards.
- Eliminate the distinction between professional and business offices in the PO Zone.
- Allow front yard setbacks for new infill single-family dwellings to be moved forward if consistent with other surrounding single-family dwellings.
- Update the Housing Element/Fair Share Plan and the municipal affordable housing regulations to implement the recent settlement agreement.



### **Municipal Stormwater Management Plan – Master Plan Element, 2007**

As a requirement of the New Jersey Department of Environmental Protection (NJDEP) municipal stormwater regulations, the Borough developed and adopted the Municipal Stormwater Management Plan (MSWMP) as an amendment to the Master Plan in 2007. The MSWMP aims to guide the Borough on how to approach stormwater runoff for both current and future developments Borough-wide. The plan concludes with five recommendations:

- A: Encourage the Planning Board and Council to review, discuss, and amend the existing development ordinances to comply with the design, performance and safety standards outlined in the MSWMP and in the NJDEP stormwater regulations. Additionally, encourage adoption of a Stormwater Management Control Ordinance.
- B: Educate residents on the impact of overuse of fertilizers and pesticides and good fertilizer maintenance practices.
- C: Ensure inspection, monitoring, and maintenance of stormwater management facilities and develop strategies for maintenance and improvements.
- D: Investigate the creation of a Stream Corridor Buffer Protection Ordinance.
- E: Evaluate the use of multi-level parking decks as a means to reduce impervious coverage.

### **Historic Preservation Plan Element, 2009**

Pursuant to the MLUL, the Historic Preservation Commission developed the Historic Preservation Plan Element, which the Planning Board adopted as part of the Master Plan in 2009. Currently, the Borough has the following historic resources:

- National Historic Landmark – T. Thomas Fortune House
- National Register of Historic Places – six properties
- New Jersey Register of Historic Places – six properties
- Locally Designated Historic Districts – two historic districts (Broad Street Historic District and Washington Street Historic District)
- Red Bank Inventory of Historic Resources – 204 designated historic sites and historic districts

The plan seeks to balance the need to preserve historic resources and adapt to the community's current needs in the form of land use changes. Recommendations are organized based on four categories: survey and designation, educating local citizens, advisory and technical assistance, and control mechanisms. A list of the historic resources can be found in the plan's appendix.

### **Housing Plan Element and Fair Share Plan, 2019**

The MLUL and the New Jersey Fair Housing Act require each municipal Planning Board to adopt a Housing Plan Element to its Master Plan, and each municipal governing body to adopt a Fair Share Plan. The Borough retained CME Associates to develop both plans to fulfill State requirements and in response to the New Jersey Supreme Court's March 2015 Decision on Fair Share Housing and the March 2019 Settlement Agreement with the Fair Share Housing Center. The Housing Plan Element summarizes the current and future housing needs that consider low- and moderate-income households. The Fair Share Plan concludes that the Borough has addressed the 92-unit Realistic Development Potential (RDP) obligation for the Third Round period between 1999 and 2025. It was noted that additional projects and affordable housing mechanisms are underway seeking to address the unmet obligations for the Prior and Third Round periods.

## **Monmouth County**

### **Monmouth County Master Plan, 2016**

The Monmouth County Master Plan, adopted in 2016, provides municipalities with a guide to focusing on planning efforts that strive to make a "strong, stable, and sustainable" Monmouth County. A total of 13 elements comprise the plan: (1) Land Use, (2) Natural Resources, (3) Open Space, (4) Farmland Preservation, (5) Arts, Historic, and Cultural

Resources, (6) Utilities, (7) Transportation and Mobility, (8) Agricultural and Economic Development, (9) Community Development and Housing, (10) Healthy Communities, (11) Community Resiliency, (12) Sustainable Places, and (13) Planning Services, Outreach, and Coordination. Each element has recommendations and stakeholder strategies. The plan highlights the municipalities that serve as destinations based on their defining characteristics. The Borough of Red Bank is noted as an Urban and Regional Center as well as an Arts, Culture, and Entertainment Hub.

### Monmouth County Aging Population Study, 2017

In this study, the Monmouth County Division of Planning assessed the County's growing aging population (65+) and recommendations to support its housing and transportation needs. The study notes that Red Bank is a very walkable community for three different types of age-restricted communities: age-restricted affordable housing, age-restricted community, and continued care retirement community. There is access to transportation alternatives such as Access Link, municipal shuttle service, and NJTransit bus and rail services. As a result of the Borough's walkability and transit accessibility, the study found that its aging population is at less risk of isolation from daily needs.

### Monmouth Within Reach, 2021

The Monmouth County Tourism and Events Travel Demand Management (TDM) Study, also known as Monmouth Within Reach, analyzed travel related to events and tourism and provided strategies and best practices to manage travel demand. The County has various municipalities that are popular destinations for residents and visitors, but the study found that traffic congestion has caused adverse impacts to travel experience, quality-of-life, and other sectors unrelated to tourism.

Red Bank was selected as one of the five focus areas of the study. There is a summary of key findings and recommended TDM strategies to assist Red Bank with alleviating traffic congestion during peak events and tourism periods. A summary matrix of the strategies provides an implementation timeline and cost implication.

### Monmouth County Hazard Mitigation Plan, 2021

The County first developed a Hazard Mitigation Plan in 2009, with updates in 2015 and 2021. A hazard mitigation plan approved by the Federal Emergency Management Agency (FEMA) and adopted by the jurisdiction makes the jurisdiction eligible for Federal disaster assistance and grant funds. The plan must be updated every five years. It identifies the latest risks and vulnerabilities to natural and human-made resources along with suggested actions (i.e., Action Status, Action Category, and Priority Level). Appendix Volume I includes a detailed snapshot of each municipality in Monmouth County with specific mitigation actions, capability assessment, flood vulnerability maps, and meeting materials. Below is the summary of hazard mitigation action items for Red Bank, found in the plan's Mitigation Strategy:

- Acquire, elevate, or relocate buildings and infrastructure in flood prone areas, with a focus on Repetitive Loss (RL) and Severe Repetitive Loss (SRL) properties – Status: Ongoing
- Construct Flood Measures (e.g. floodwalls or bulkhead) along the Navesink River – Status: New
- Implement Stormwater Management Maintenance Plan – Status: Ongoing
- Evaluate Water and Sewer Infrastructure and Make Improvements as Needed – Status: Ongoing
- Coordinate with Red Bank Primary School on Flood Mitigation Strategies – Status: New
- Coordinate with Chapin Hill Nursing Home on Mitigation Strategies to Address Flooding, including partnering with the Salvation Army – Status: New
- Implement Impervious Cover Reduction Action Plan – Status: New
- Establish a Tree Trimming Program and Create a Wind Shield Survey – Status: New
- New Communication Tower at Tower Hill Water Plant – Status: Completed
- Drainage Improvements in Marine Park – Status: Completed



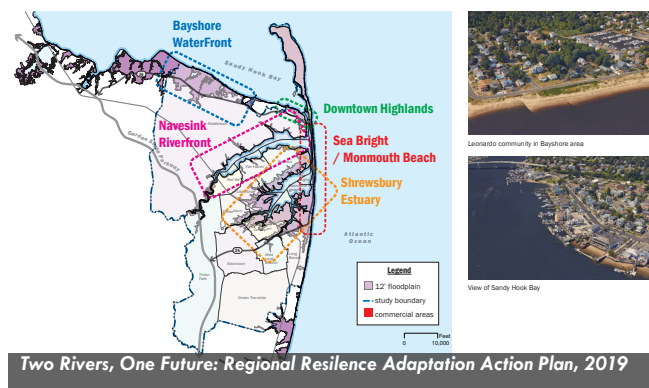
## Environmental Resources

### Impervious Cover Reduction Action Plan, 2017

The Borough retained the Rutgers Cooperative Extension Water Resources Program to assist with preparing this plan, which provides a guide on potential locations to implement green infrastructure practices to reduce stormwater runoff. The plan identifies 17 potential sites where green infrastructure could be implemented. Each includes a detailed site analysis with recommended green infrastructure practices. One key recommendation is to consider converting the plan into a stormwater mitigation plan that could be incorporated into the municipal stormwater control ordinance.

### Two Rivers, One Future: Regional Resilience Adaptation Action Plan, 2019

The Two Rivers Regional Resilience Adaptation Action Plan was developed by a multidisciplinary team of experts in architecture, data analysts, engineering, planning, and researchers over a three-year timeframe. The plan provides municipalities in the Two Rivers Region, including Red Bank, with six strategies to achieve resiliency from future coastal and tidal flooding as well as permanent inundation. The strategies are: (1) New coastal protection infrastructure (i.e., Red Bank Primary School), (2) Protect critical facilities (i.e., Riverview Medical Center), (3) Harden and plan for the future of water-dependent assets (i.e., private marinas and boat launches), (4) Neighborhood-level adaptation measures (i.e., home raisings in Red Bank may be necessary after 2050), (5) Long-term vision and master planning for permanent inundation strategy, and (6) Development of the Monmouth County Coastal Resilience Committee.



### Marine Park Master Plan Report, 2019

Marine Park was significantly affected by Hurricane Sandy, requiring in a phased approach to restore and improve the park for the community's use. Phase 1 consisted of flood mitigation as well as improvements to the bulkhead and walkway. Phase 2 consisted of a conceptual park master plan, which is the crux of this report. The Borough hired Kimley Horn to create the Marine Park Master Plan based on the community's input. Key park features that the community envisioned were a children's play area, lawn areas, passive recreational opportunities, stormwater capture, waterfront access, and welcome plaza.

### Red Bank Community Forestry Management Plan, 2016 – 2020

The plan, prepared by the Red Bank Shade Tree Committee (STC), provides recommendations for maintaining and promoting the Borough's existing and future shade tree resources for a five-year period. It outlines goals, objectives, budget, yearly implementable action items, and previous achievements. The STC recommends that the Planning Board consider incorporating the plan into the new Master Plan and Open Space Plan. The key goals include:

- Increase the tree canopy coverage in the Borough.
- Continue the maintenance program for the trees along municipal rights-of-way to reduce liability to the Borough and enhance the quality-of-life for residents.
- Educate the public about trees and their importance to the entire community.
- Expand the training opportunities available to Shade Tree Committee members and Borough employees.



## Other Plans and Resources

### Red Bank RiverCenter Vision Plan, 2019

In 2018, the Red Bank RiverCenter (RBRC) embarked on a community visioning process to learn how residents would like to see the Borough and its business district. Through various public workshops, focus group meetings, and stakeholder meetings, the planning process culminated with a vision statement for Red Bank's future. The vision highlights Red Bank as a year-round waterfront destination known for the arts, dining, financial services, health and wellness, shopping, and transit village. The Borough, RBRC, the Red Bank Visitors Center, and allied organizations are committed to carrying out the community's vision for Red Bank. The plan concludes with action items for four topic areas: (1) RiverCenter Team Organization, (2) Economic Vitality, (3) Promotion, and (4) Design. Each topic area has goals, objectives, and implementation benchmarks from 2019 to 2024.

### Threshold Conformance Analysis, Local Redevelopment & Housing Law, 2020

The Red Bank Redevelopment Agency retained ARH Associates to conduct a threshold conformance analysis to review areas in the Borough eligible for designation as Areas in Need of Redevelopment or Rehabilitation. This study was intended to assist policymakers when deciding whether to proceed with a formal investigation process for any area by the Redevelopment Law. It found a few scattered properties eligible to be determined Areas in Need of Redevelopment, while almost the entire Borough was found to be eligible to be Areas in Need of Rehabilitation. Concluding recommendations indicated eight areas with the potential to become Redevelopment or Rehabilitation Areas. Additional recommendations were provided for the relocation of municipal facilities summarized below:

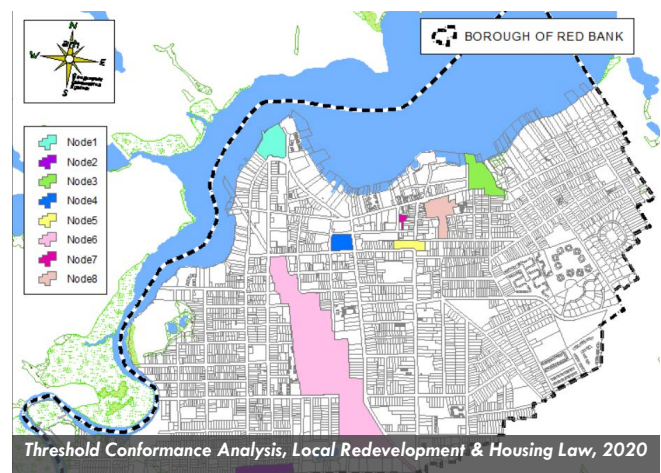
- Department of Public Works – Expand facility at existing location
- Community Center – Relocate near Count Basie Fields
- Borough Hall – Relocate to the southeast corner of Broad Street and East Bergen Place

### Library Strategic Plan, 2021 – 2025

The Red Bank Public Library Board of Trustees adopted its current strategic plan in the summer of 2020. The Strategic Planning Committee worked with the community to identify current and future needs from the library. The plan provides a revised library mission, vision, value statements, and key target areas for focus over the next five years. Four target areas include the need to (1) Ensure school success, (2) Connect with underserved residents, (3) Access to computers and technology, and (4) Highlight cultural activities. An Action Plan for 2021 is found at the end of the plan. Every year, the Action Plan will be reviewed and modified to reflect current community needs and priorities from the library.

### Municipal Facility Study, 2021

In 2021, the Red Bank Redevelopment Agency hired Maser Consulting and DMR Architects to review potential site locations for municipal facilities from a site development/engineering perspective. The study determined that three buildings would be needed to meet the Borough's needs: Borough Hall (Municipal Offices), a Department of Public Works (DPW) facility, and a combined senior center and recreation facility (Community Center). Based on a hierarchy for site selection and potentially available properties, the study identified several potential locations for each facility. These potential locations included the ones identified in the Threshold Conformance Analysis study as well as additional options.



2

## SECTION 2: RED BANK VISION, GOALS, AND OBJECTIVES

### VISION

Red Bank blends the best aspects of small-town life with world-class cultural amenities, an extensive and beautiful waterfront, shopping and dining opportunities, a diversity of community and non-profit organizations, distinctive architecture, and important historical resources.

Our vision is that Red Bank continues to evolve as a diverse, inclusive, and vibrant place for people of all ages and walks of life to call home as well as visit, embracing creativity and innovation while treasuring the elements that make it such a special and attractive community.

## GOALS AND OBJECTIVES

The Borough of Red Bank proposes the following planning goals and objectives to advance the overarching vision for the Master Plan:



### Red Bank is: **Connected**

With excellent access to the regional highway network and the NJ Transit rail system, Red Bank has become a major destination for jobs, arts and entertainment, and shopping and dining. However, within the Borough itself, geography and physical limitations serve to disconnect the eastern and western sides of Red Bank, making mobility difficult for pedestrians and cyclists as well as drivers. The Borough's two primary downtown business areas – the traditional core along Broad and West Front Streets and the Shrewsbury Avenue corridor – lack cohesion and are separate by railroad infrastructure and large surface parking areas. Meanwhile, Red Bank boasts approximately 4 miles of waterfront along the Navesink and Swimming Rivers, but minimal portions are accessible by the public.

1. Enhance mobility for all users: pedestrians, bicyclists, and transit riders, as well as those who drive.
2. Facilitate meaningful public access to Red Bank's two rivers.
3. Establish a strong, cohesive downtown area that preserves the distinct character of individual business districts.



### Red Bank is: **Balanced**

The same qualities that make Red Bank a great place to live, start a business, and visit, fuel significant interest in new development, which can raise concerns about weakening the very attributes that make the Borough attractive. Negative impacts on residential quality-of-life and the loss of historic assets are real issues. At the same time, continued reinvestment in Red Bank is a critical part of maintaining a thriving local economy, and smart development can provide opportunities to revitalize underutilized and unattractive properties – and in some cases undo poor planning decisions of the past. Through the use of thoughtful public-private partnerships, new development can also help the Borough achieve goals such as streetscape enhancements, waterfront access, affordable housing, and improvements to municipal facilities.

1. Embrace a smart growth mentality with targeted infill development that minimizes unwanted negative impacts.
2. Preserve residential quality-of-life by addressing nuisance issues and preventing incompatible development in adjacent areas.
3. Recognize and protect Red Bank's historic and cultural resources so that they remain a vital part of the community for years to come.



### Red Bank is: **Equitable**

Red Bank's diversity, reflected in the multicultural nature of its residents and the breadth of community organizations and businesses, is a core strength and a crucial aspect of its identity. Ensuring that residents representing a wide range of incomes, ages, and households can continue to live and thrive in the Borough is of paramount importance to its well-being. This means that everyone who lives in Red Bank should have strong access to high-quality and affordable housing, jobs, and municipal services; and that land use decisions should be carefully considered so as not to disadvantage any one area or neighborhood.

1. Preserve and create affordable housing opportunities for residents across the economic spectrum, ages, and family types with a comparable level of quality and amenities as market-rate options.
2. Ensure that all residents can readily access the Borough's parks, waterfront, transit, and municipal services.
3. Strengthen existing neighborhoods to enhance safety and community pride.



### Red Bank is: **Prepared**

Red Bank is fortunate to have been spared from the worst impacts of recent natural disasters such as Hurricane Sandy, and its geography makes it less vulnerable to sea level rise than many of its neighbors. Nevertheless, the Borough must take active steps to mitigate and adapt to the effects of climate change and embrace opportunities to show leadership in environmental sustainability efforts. As a largely built-out community, Red Bank must also plan for the efficient and effective use of its most limited resource – land – in the provision of high-quality public facilities and services.

1. Take steps to mitigate and adapt to the impacts of climate change and enhance long-term environmental sustainability.
2. Explore creative and cost-effective approaches to upgrade municipal and school facilities, including through the use of well-planned public-private partnerships.

3

## SECTION 3: RED BANK TODAY

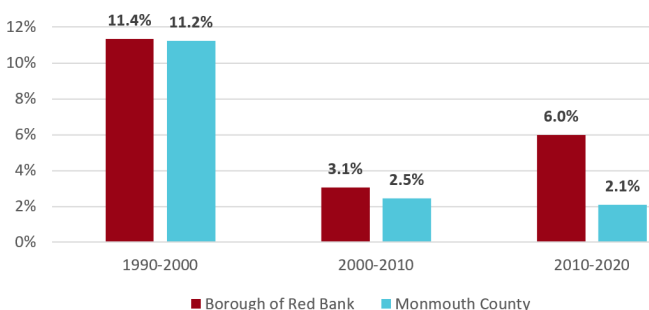
### DEMOGRAPHIC AND ECONOMIC TRENDS

#### Population Overview

Since 1990, which represents the decennial Census reflected in Red Bank's last full Master Plan (1995), the Borough's population has increased nearly 22%, from 10,636 residents to 12,939 residents, with the pace of growth accelerating over the past decade. From 1990 to 2010, on a percentage basis, Red Bank's population growth slightly outpaced that of Monmouth County, but over the past decade, the Borough saw strong growth of 6%, far exceeding the County's moderate growth of 2.1% from 2010 to 2020.

**Chart 1: Total Population, Percentage Gain: Red Bank and Monmouth County, 1990-2020**

Source: U.S. Census Bureau, Decennial Censuses, 1990-2020.



On an average annual basis, the 1990 to 2020 time period saw a growth rate of 0.65% in Red Bank, higher than the County's annualized rate of 0.51% for the same span.

Population projections from the North Jersey Transportation Planning Authority (NJTPA) estimate that growth in Red Bank and Monmouth County will slow in parallel through 2050, with projected annualized growth of 0.2% for the Borough and 0.18% for the County, for the period from 2015-2050.<sup>1</sup>

#### Age Composition

Red Bank differs from the County in that its youth population (under age 18) saw robust population growth of 8% from 2010 to 2019 (the most recent year for which age data are available). In contrast, that age group population declined in the County by about 11% for the same period.

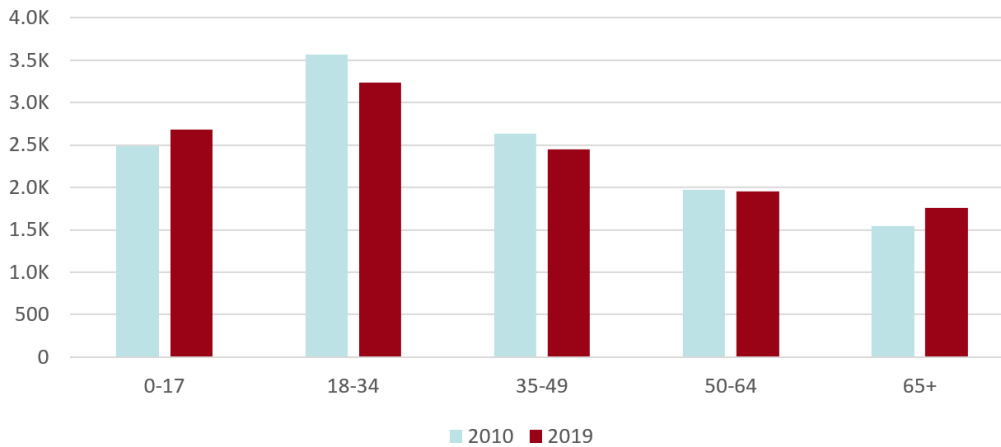
Overall, the Borough saw population loss across the working-age adult population, with particularly strong declines among adults ages 18 to 34 (-9.3%) and ages 35 to 49 (-7%). Among adults, only seniors age 65 and older expanded (+13.4%). The picture in Monmouth County was quite different, with a significant decline of 19% in the population aged 35-49 but population gains in all other adult age groups, and particular strength in the senior population (+23%).

<sup>1</sup> Source: NJTPA 2015-2050 socioeconomic forecasts and NYTMTC 2015-2055 SED Forecasts.

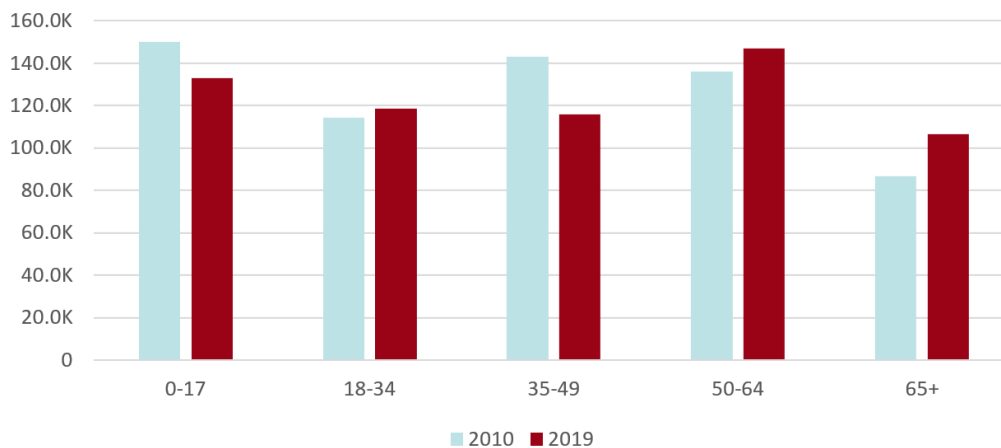


**Chart 2: Population Change by Age Cohort: Red Bank, 2010-2019**

Source: U.S. Census Bureau, 2010 Decennial Census and American Community Survey 2014-2019 5-Year Estimates.

**Chart 3: Population Change by Age Cohort: Monmouth County, 2010-2019**

Source: U.S. Census Bureau, 2010 Decennial Census and American Community Survey 2014-2019 5-Year Estimates.



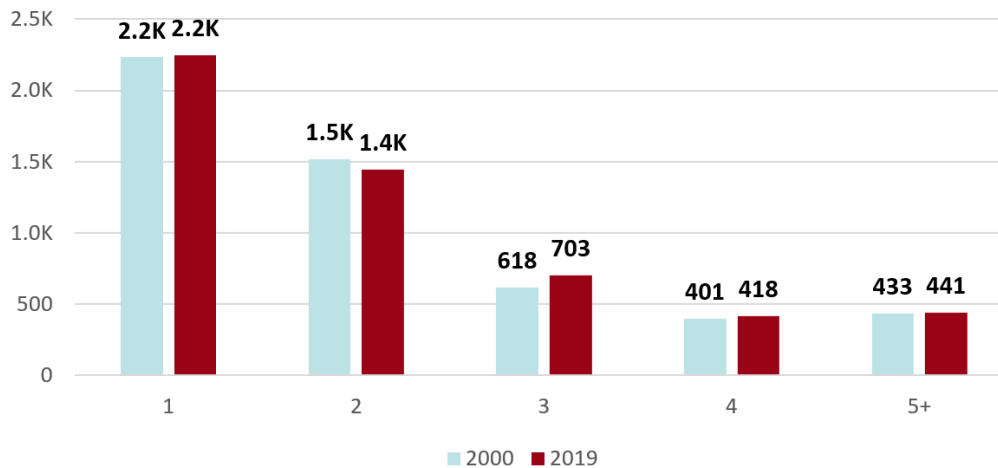
Within these broad age groups, some nuances are evident. Among the youth population, Red Bank only saw growth among those aged 5-9 (+27%), followed by those aged 15-19 (+2%) while all other youth age groups decreased in size from 2010 to 2019. Among young adults, growth only occurred among those ages 30-34 (+23.9%) while declines were most substantial among those aged 20-24 (-34.0%). Both Red Bank and Monmouth County had substantial population losses among those aged 35-54 and gains among empty nesters and retirees 55-74 and 85+. Red Bank also had losses among seniors aged 75-84.

These age composition trends appear to highlight Red Bank's strength in attracting young families, but not necessarily retaining these residents as they age, grow, and become more economically well-established. At the older end, the Borough appears to be attractive to empty-nesters and retirees, but not to the extent as is Monmouth County as a whole.

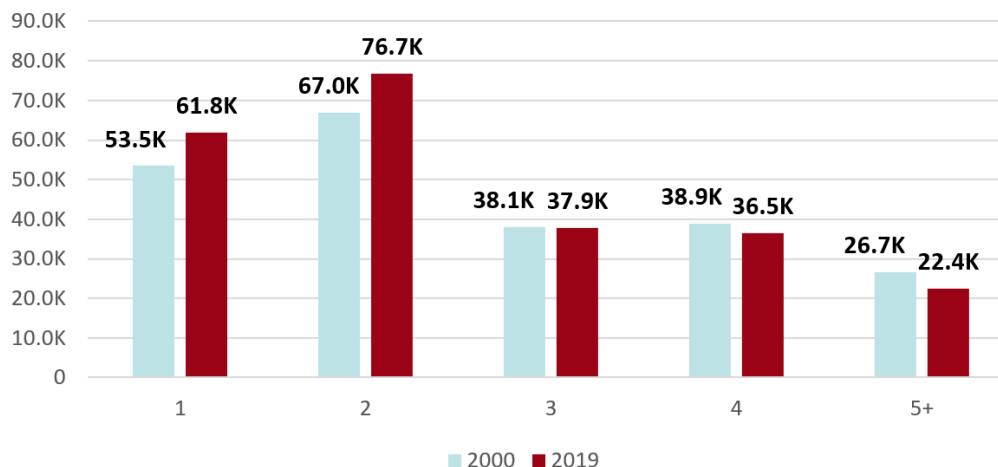


**Chart 4: Number of Persons in Household: Red Bank, 2000-2019**

Source: U.S. Census Bureau, 2000 Decennial Census, American Community Survey 2015-2019 5-Year Estimates.

**Chart 5: Number of Persons in Household: Monmouth County, 2000-2019**

Source: U.S. Census Bureau, 2000 Decennial Census, American Community Survey 2015-2019 5-Year Estimates.



## Households

From 1990 to 2019, Red Bank's household growth, in percentage terms, was lower than that of Monmouth County (12% for the Borough vs. 19% for the County), although the Borough's household growth picked up in the most recent decade, while moderating for the County. Average household size in Red Bank remained largely unchanged over the period, but increased somewhat, from 2.27 to 2.3, reflecting growth in the youth population. In the County, household size has steadily fallen since 1990.

Looking at current household composition, Red Bank had roughly double the share of householders aged 15-34 (22%) in 2019 compared with the County (11%). These young householders were more likely to be single persons living alone in the Borough than in the County; 43% of Red Bank households were single persons living along in 2019, vs. just 26% in the County. In addition, single-person households in the Borough are more likely to be under age 65, and renter households, than in the County.

# Race and Ethnicity

From 2010 to 2019, Red Bank saw strong growth among white non-Hispanics (7.2%), as its share of people of color (identifying as non-white/non-Hispanic) dropped from about 50% of the population to 45%. This decline was led by a substantial decrease of 24% in the African American population. The reverse trend occurred in the County as a whole, with its share of people of color increasing by 1.4 percentage points. It is notable that, among people of color in Red Bank, only the Asian-Other group<sup>2</sup> added population over this time period, but this growth was extremely small (18 persons), whereas the Borough added 445 white non-Hispanics. Meanwhile, the Hispanic population in Red Bank declined by 202 residents from 2010 to 2019 (-4.8%), as the County added 6,200 residents (growth of over 10%).

Nevertheless, Red Bank remains a diverse place, with nearly 3,000 Borough residents, or one-quarter of the total population, who were born outside of the U.S. Top places of birth after the U.S. include Mexico (54% of foreign-born residents), El Salvador (9.1%), Columbia (6.7%), and Italy (3.4%). The share of Red Bank residents who spoke only English at home dropped slightly from 67% in 2010 to 65% in 2019. After English, Spanish is the most common language spoken, at 30% of the total population.

**Table 1: Total Housing Units, 1990-2020, Red Bank and Monmouth County**

Source: U.S. Census Bureau, Decennial Censuses, 1990-2020.

	Borough of Red Bank	Percent Change	Monmouth County	Percent Change
<b>1990</b>	5,112		218,408	
<b>2000</b>	5,450	6.6%	240,884	10.3%
<b>2010</b>	5,381	-1.3%	258,410	7.3%
<b>2020</b>	5,863	9.0%	268,912	4.1%
<b>1990-2020</b>				
<b>Numeric Change</b>	751		50,504	
<b>Percent Change</b>	14.7%		23.1%	
<b>Annual Average Change</b>	0.49%		0.75%	

2 Asian-Other includes the population self-identifying as American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander and Some Other Race.

# Housing

From 1990 to 2020, Red Bank's housing unit growth was significantly lower than that of Monmouth County (15% for the Borough vs. 23% for the County). However, the pace of the Borough's growth has expanded since 2010, offsetting a slight decline in housing units from 2000-2010, while the County's housing unit growth moderated throughout the period. In fact, over the past decade, housing unit growth in Red Bank outpaced population growth, a notable change from earlier decades where population growth exceeded housing unit gains.

Homeowner households in Red Bank have historically accounted for a slight minority of households over the past 50 years, but the proportion has been slowly growing. The share of homeowner households in the Borough has increased from 47.5% of households in 1990 to 48.6% in 2019, continuing a trend going as far back as the 1970s.

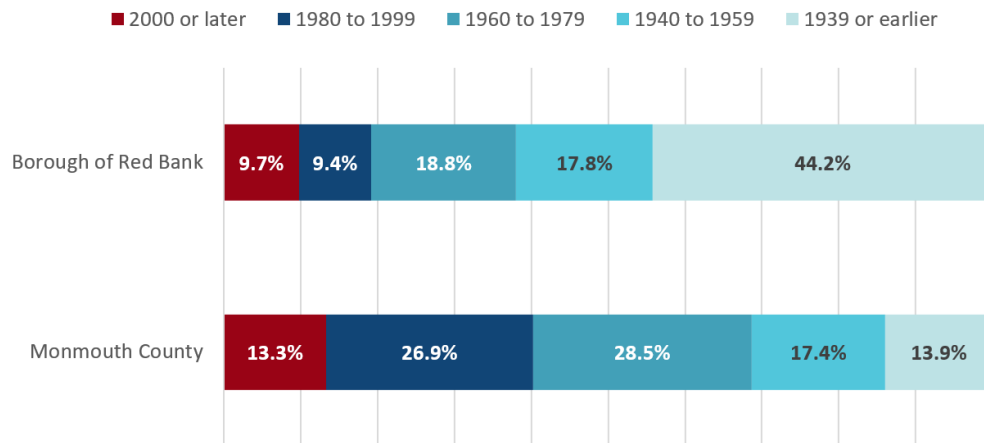
Whereas Red Bank has a relatively even mix of housing units by tenure (owner vs. renter), its distribution of units by tenure and number of bedrooms is different from the County. The Borough has a comparatively higher share of one-, two-, or three-bedroom homeowner units than the County, but half the share of units of four bedrooms or more. This may help to explain the data above indicating that young families may be leaving the Borough as they age; as these families grow, there may be limited housing opportunities for them in Red Bank vs. elsewhere in the County. In contrast, the mix of rental units by number of bedrooms is similar in both the Borough and the County.

Nearly half of Red Bank's housing stock (48%) is single-family units, of which roughly two in three are rentals. This mix is unchanged from 2010. Since then, however, the Borough has increased its supply of units in buildings with 20+ units by about 19%, as the units in smaller multifamily buildings have decreased overall. The Borough is notable for its high share of units in buildings with 50 units or more, at 14% in 2019.

In addition, housing units in Red Bank are comparatively much older than the County's, with a median year of construction for the Borough of 1947, vs. 1974 for Monmouth County. However, the Borough is seeing new housing construction primarily in the form of multifamily units. One new apartment development, the 57-unit The

**Chart 6: Number of Persons in Household: Monmouth County, 2000-2019**

Source: U.S. Census Bureau, American Community Survey 2015-2019 5-Year Estimates.



Rail at Red Bank Station, has recently come online, while a 16-unit townhome development, Azalea Gardens, is under construction in downtown Red Bank. Some 455 additional units have been proposed but not yet approved in the Borough.

According to Moody's Analytics, the multifamily housing sector will continue to be one of the better performing sectors in the Central New Jersey market in the coming years, due to a combination of low vacancy rates and strong demand. Red Bank is part of the "Shore" submarket, where nearly 200 apartment units were recently completed and more than 800 units are under construction, primarily in Long Branch and Asbury Park. It is also worth noting that a significant number of multifamily units are being constructed throughout Central and Northern New Jersey as municipalities endeavor to meet their affordable housing obligations. The current round of affordable housing obligation ends in 2025, at which point it is anticipated that each municipality, including Red Bank, will be required to meet an updated obligation.

In fact, housing affordability can be an issue in Red Bank, especially for renters. Inflation-adjusted median gross rent (including rent plus utility costs) increased by 13% for the Borough from 2010 to 2019, more than twice the increase (5.8%) for the County over the same time period. Median rents in Red Bank in 2019 were \$1,012 for studio units, \$1,398 for one-bedroom units, \$1,606 for two-bedroom units, and \$2,325 for three-bedroom units.

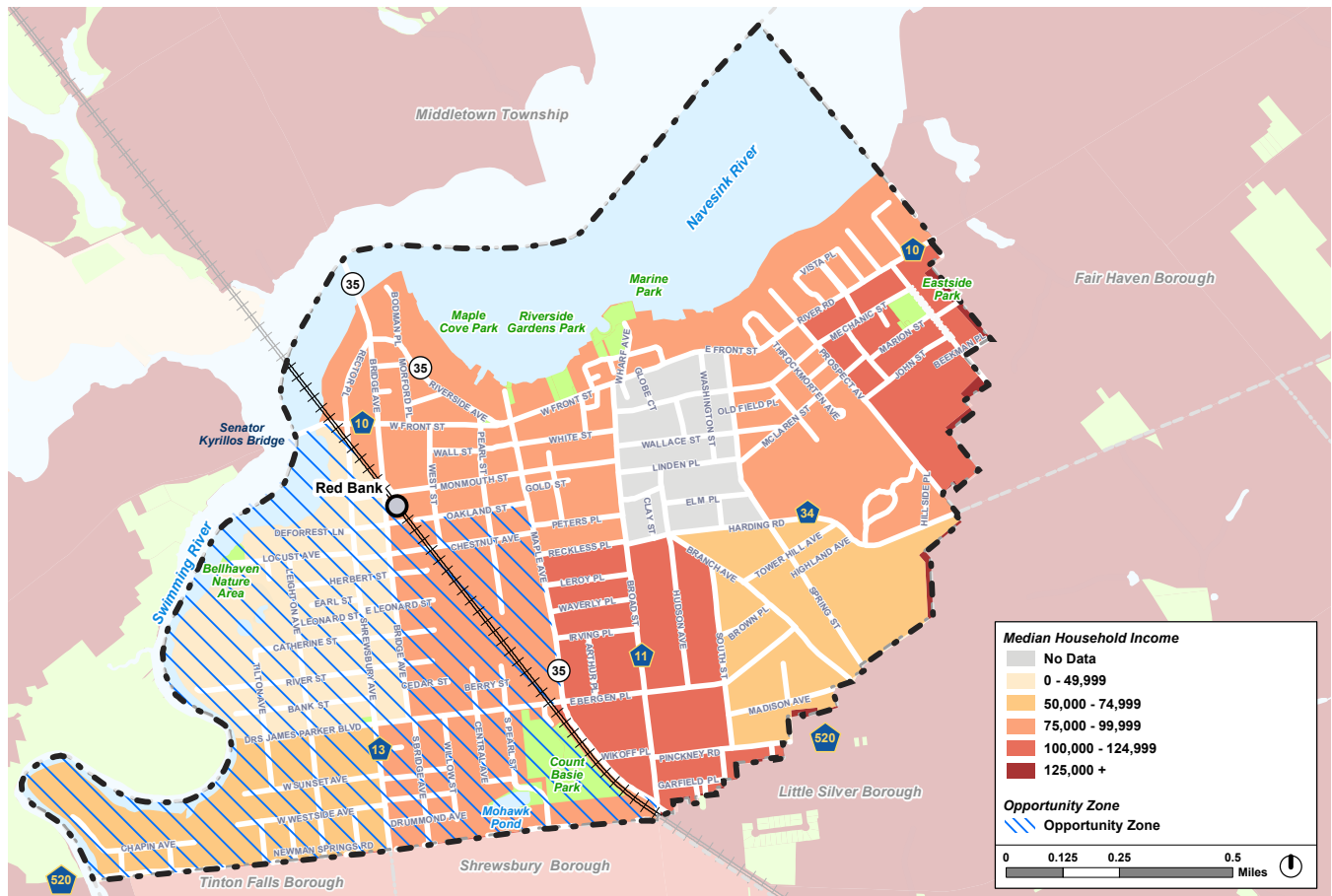
According to Zillow's Home Value Index, home values in Red Bank increased from \$355,000 in March 2012 to \$548,000 in February 2022. Single-family home values climbed from \$396,000 to \$449,000 from March 2012 to January 2020, then to \$596,000 in February 2022. Condo values have also grown significantly in the past two years, from \$287,000 in January 2020 to \$376,000 in February 2022. As of March 2022, Redfin reports that approximately one-third of homes are selling above list price, an indicator of a seller's market.

Despite rising housing costs, from 2010 to 2019, the number of housing cost-burdened homeowner households with a mortgage (defined as those spending more than 30% of their income on housing costs) actually dropped from 1,002 to 630, or more than 37%, while the number of cost-burdened rental households remained steady. However, the number of cost-burdened homeowner households without a mortgage more than doubled, from 208 households in 2020 to 426 households in 2019. This indicates that, even after paying off their mortgage, a significant portion of Red Bank homeowners may struggle to meet their housing costs.

Renters and seniors aged 65 or older were by far the most likely to be cost-burdened in Red Bank. In particular, in 2019, cost burden was very high among households earning less than \$75,000 annually.

**Figure 1: Median Household Income in Red Bank**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, US Census Bureau American Community Survey 2015-2019 5-Year Estimates (Exported from Urban Footprint), NJDCA, BFJ Planning.



## Income and Educational Attainment

Red Bank's median household income increased 26% from \$59,118 in 2010 to \$74,181 in 2019, a slightly higher rate than Monmouth County's growth from 21%, from \$82,265 to \$99,733, for the same time period.<sup>3</sup> In terms of income distribution, as of 2019, nearly 35% of Red Bank's households earned less than \$50,000 per year, while another 27% earned less than \$100,000 a year. Just 11% of Borough households earned \$200,000 or more annually. In contrast, a greater proportion of Monmouth County households were at the higher levels of income distribution and a significantly lower percentage was at the lowest end of the scale. As shown in Figure 1, the lowest-income households in Red Bank are concentrated in

the western portion of the Borough, north of James Parker Boulevard, while higher-income households are clustered in the south-central and eastern portions.

As shown in Figure 1, a portion of Red Bank was designated as a federal Opportunity zone through the Tax Cuts and Jobs Act of 2017. This program is meant to encourage investment in low-income communities by offering financial incentives to private parties who invest in properties within the zone.

Looking at the Gini Index of Inequality, a measure of statistical dispersion intended to represent the income or wealth inequality within an area, household income inequality within Red Bank has consistently risen each year since 2010 through 2019, while County-level inequality has remained largely unchanged. In Red Bank, this index increased over the time period from 46.2% to 51.7%, as the level for Monmouth County grew slightly from 46.2% to 47.6%.

<sup>3</sup> Not adjusted for inflation. Taking inflation into account using data from the Bureau of Labor Statistics (2010 and 2019 base years adjusted to 2021 annual rate), median household income increased for Red Bank from \$73,464 in 2010 to \$78,624 in 2019, and for Monmouth County from \$102,227 in 2010 to \$105,707 in 2019. These adjustments result in more modest increases of 7% for the Borough and 3.4% for the County.

**Table 2: Income Distribution, 2019: Red Bank and Monmouth County**

Source: U.S. Census Bureau, American Community Survey 2015-2019 5-Year Estimates.

Household Income	Red Bank		Monmouth County	
	Number of Households	Percent Change	Number of Households	Percent Change
<b>Less than \$50,000</b>	1,835	34.9%	61,278	26.0%
<b>\$50,000 to \$99,999</b>	1,428	27.2%	56,675	24.1%
<b>\$100,000 to \$149,000</b>	859	16.3%	44,438	18.9%
<b>\$150,000 to \$199,999</b>	541	10.3%	28,294	12.0%
<b>\$200,000 or more</b>	592	11.3%	44,677	19.0%
<b>Total</b>	<b>5,255</b>		<b>235,362</b>	

Income disparities in Red Bank are not affecting all residents equally. The share of Borough households below the poverty line grew by 5.8 percentage points from 2010 to 2019 among Black or African American family households, while the share among white and Hispanic family households decreased by 6.6 and 9.9 percentage points, respectively, for the same time period. In 2019, the share of family households living below the poverty line was highest among Hispanic households (29%), followed by female-headed households (21%), and Black/African American households (19%). These rates are substantially higher than the overall 11% of family households that are below the poverty line.

Household income is closely tied to the educational attainment of residents. Red Bank's share of residents with a four-year college degree is lower than Monmouth County, at about 25% for the Borough vs. 28% for the County, but the Borough has a slightly higher share of residents with an advanced degree (5+ years), at 19% vs. 18%. However, among residents with less than a high school degree, this group accounts for about 17% of Red Bank's population, nearly three times the County's level of 6.6%. This significant gap has implications for both income and employment for the Borough, suggesting a need for greater educational and workforce development among Red Bank residents.

## Quality of Life

For the purposes of this section, quality of life factors are portrayed by available demographic data on health, safety, and social vulnerability for Red Bank residents.

### Crime

Given the Borough's small population, crime rates vary widely from one year to the next. From 2018 to 2020, the violent crime rate (including murders, rates, robberies, and assaults) ranged from 1.1 to 2.2 per 100,000 people. The nonviolent crime rate (including larceny, motor vehicle theft, arson, domestic violence, and bias crime) ranged from 9.6 to 13.4 per 100,000 people. By 2020, violent crime had risen over the prior two years, while nonviolent crime had reached a three-year low.<sup>4</sup> This is consistent with the experience of many American cities during the COVID-19 pandemic, but Red Bank is safer than New Jersey and the U.S. overall. According to Neighborhood Scout, the chances of being victim to a crime in the Borough is 9 in 1,000 vs. 11 in 1,000 in the state and 19 in 1,000 nationally.

### Social Vulnerability Index

Varying quality-of-life conditions can be illuminated through a community resiliency framework. The Centers for Disease Control and Prevention's (CDC) Social Vulnerability Index (SVI) aggregates metrics on the resilience of communities to external stresses on human health, stresses such as natural or human-caused disasters, or disease outbreaks.<sup>5</sup> Population characteristics in this dataset include metrics such as poverty status, lack of vehicle status, crowded housing, unemployment, minority status.

This tool was established to help local officials identify communities that may need support in preparing for hazards and/or recovering from disaster. Figure 2 illustrates areas in Red Bank that experience the highest levels of CDC-defined social vulnerability.

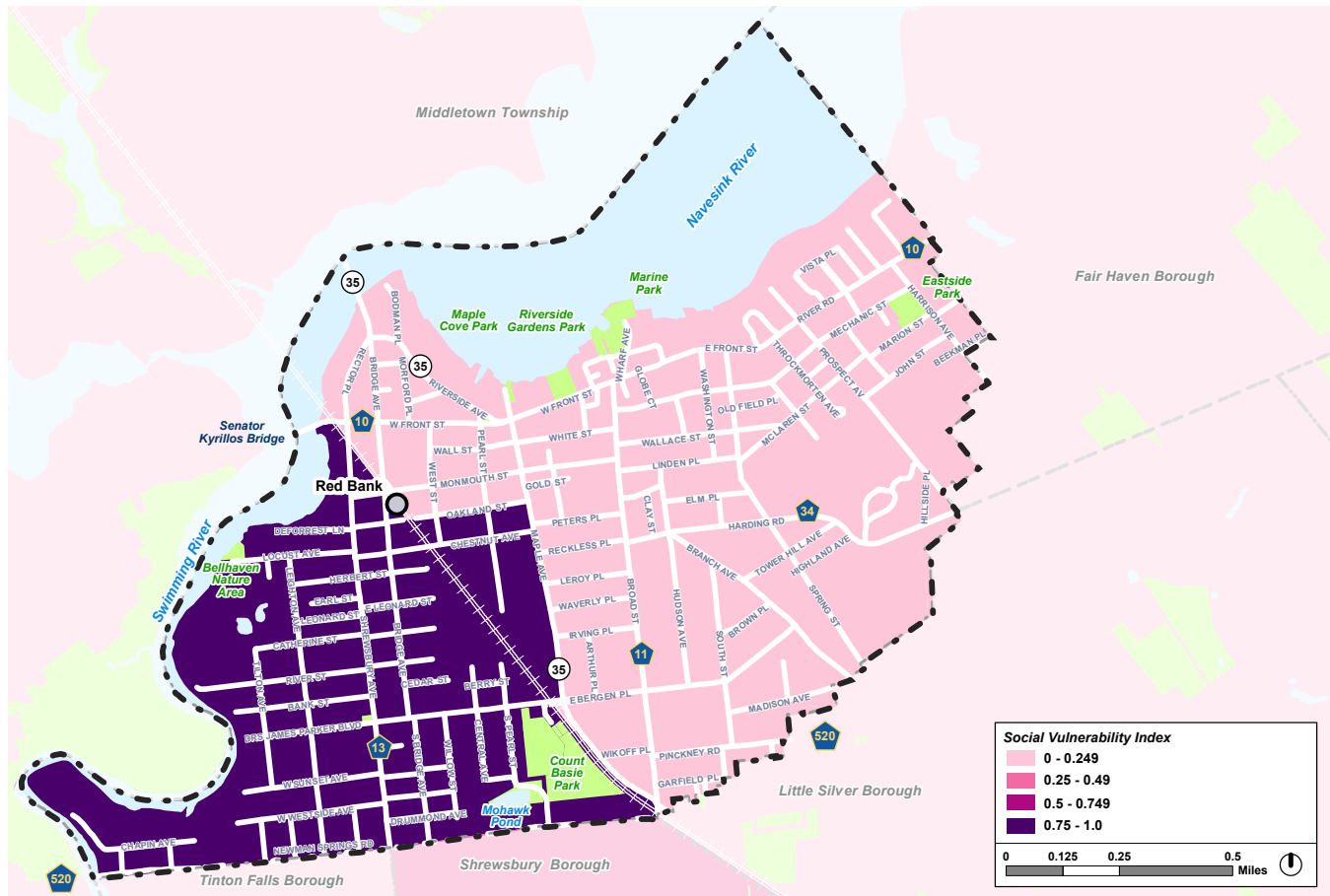
<sup>4</sup> Source: <https://nj.gov/njsp/ucr/uniform-crime-reports.shtml>. Due to changes in the methodology of assessing crime rates, it is difficult to compare past crime rates pre-2018.

<sup>5</sup> <https://svi.cdc.gov/>



**Figure 2: Social Vulnerability Index in Red Bank**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, Center for Disease Control and Prevention (Exported from Urban Footprint), BFI Planning.



### Rates of Insurance

According to the Census Bureau's ACS data, the percentage of uninsured residents in Red Bank fell from 25% in 2012 to 19% in 2019, likely due to the implementation of the Affordable Care Act.<sup>6</sup> Due to the availability of national health insurance for older residents in the form of Medicare, few, if any, seniors in the Borough lacked health insurance in 2012 or 2019. However, the share of uninsured adults in Red Bank in 2019 was highest among those aged 19-25, at 44%, followed by those aged 35-44 (34%), 26-34 (29%), and 45-54 (19%). The Borough has a very high share of uninsured adults between the ages of 19 and 64, at 26%, as compared with the County level of 8.2%. This is partly due to the large number of foreign-born adults and those without U.S. citizenship in Red Bank; uninsurance rates remain very high in these populations due to lack of access.

<sup>6</sup> Census Bureau data from 2010 did not include health insurance data; 2012 is the closest year to 2010 for which data are available.

### Employment in Red Bank

According to the U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) program, total jobs in Red Bank has fluctuated from 12,014 in 2002, to a low of 10,720 jobs in 2007, and has now settled at 11,325 jobs in 2019. Over the past 10 years, the Borough added 317 jobs, a gain of 2.9%.

However, employment levels have varied widely by sector. From 2002 to 2019, Red Bank saw losses exceeding jobs 200 each in the sectors of Retail Trade, Real Estate, and Health Care & Social Assistance, while only the Arts, Entertainment & Recreation and Accommodation & Food Services sectors added sizeable employment (+200) over the period. In the past 10 years (2009-2019), the sectors with the largest job gains were Construction (+259), Accommodation & Food Services (+275), Management of Companies & Enterprises (+112), Other Services (+114). Industries with the most losses were Administration &

Support, Waste Management, & Remediation (-330); Health Care and Social Assistance (-204); and Wholesale Trade (-68).

The Borough's largest and primary employer is Riverview Medical Center (1,450 workers), which serves as the anchor for Red Bank's large health-care sector. There are nine other large employers, with on-site staff ranging from 86 to 220. As could be expected, jobs in Red Bank are concentrated in the downtown.

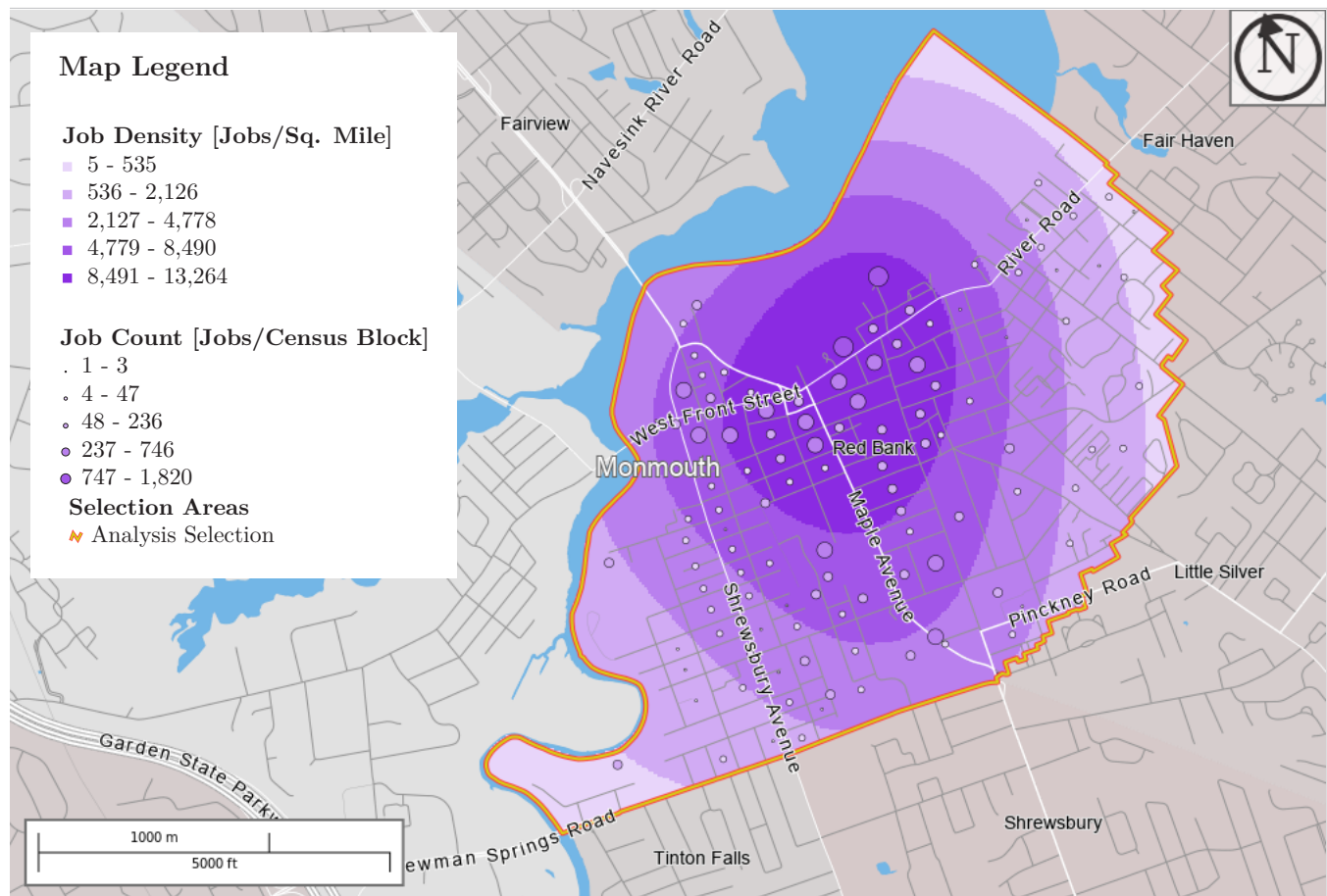
**Table 3: Major Employers in Red Bank, 2022**

Source: Dun & Bradstreet; DataAxle; AtoZDatabases.

Business Name	Staff Size	Type
Riverview Medical Center	1,450	Hospital
Super Foodtown	220	Supermarket
Colliers Engineering & Design	208	Engineering Services
Arrow Limousine Worldwide	200	Transportation Services
OceanFirst Financial Corp.	167	Bank
Torcon	150	Multifamily Construction
Seals Eastern Inc.	131	Plastics Manufacturer
Molly Pitcher Inn	125	Hotel
Giordano, Halleran & Ciesla	110	Attorneys
Red Bank Catholic High School	86	School

**Figure 3: Jobs Located in Red Bank**

Source: U.S. Census Bureau, 2019.



## Jobs Held By Red Bank Residents

According to LEHD data, job growth among Borough residents has been strong, with gains of 19% from 2009 to 2019. This increase offset relatively flat growth from 2002 to 2009, which had reflected the impact of the Great Recession. Gains over the past decade were strongest among workers aged 55+ (+63%) and young workers under age 30 (+19%), while the prime labor force-aged adults (30-54) saw the least job gains (+4.4%). Latino residents of Red Bank doubled their number of jobs, from 714 to 1,485 over the past decade, as gains on a percentage basis were particularly strong for Borough residents without a high school education (+88%) and those with only a high school degree (+42%). It is notable that those without a four-year degree or higher saw job losses of -4.4% over the past decade, a sizeable numeric

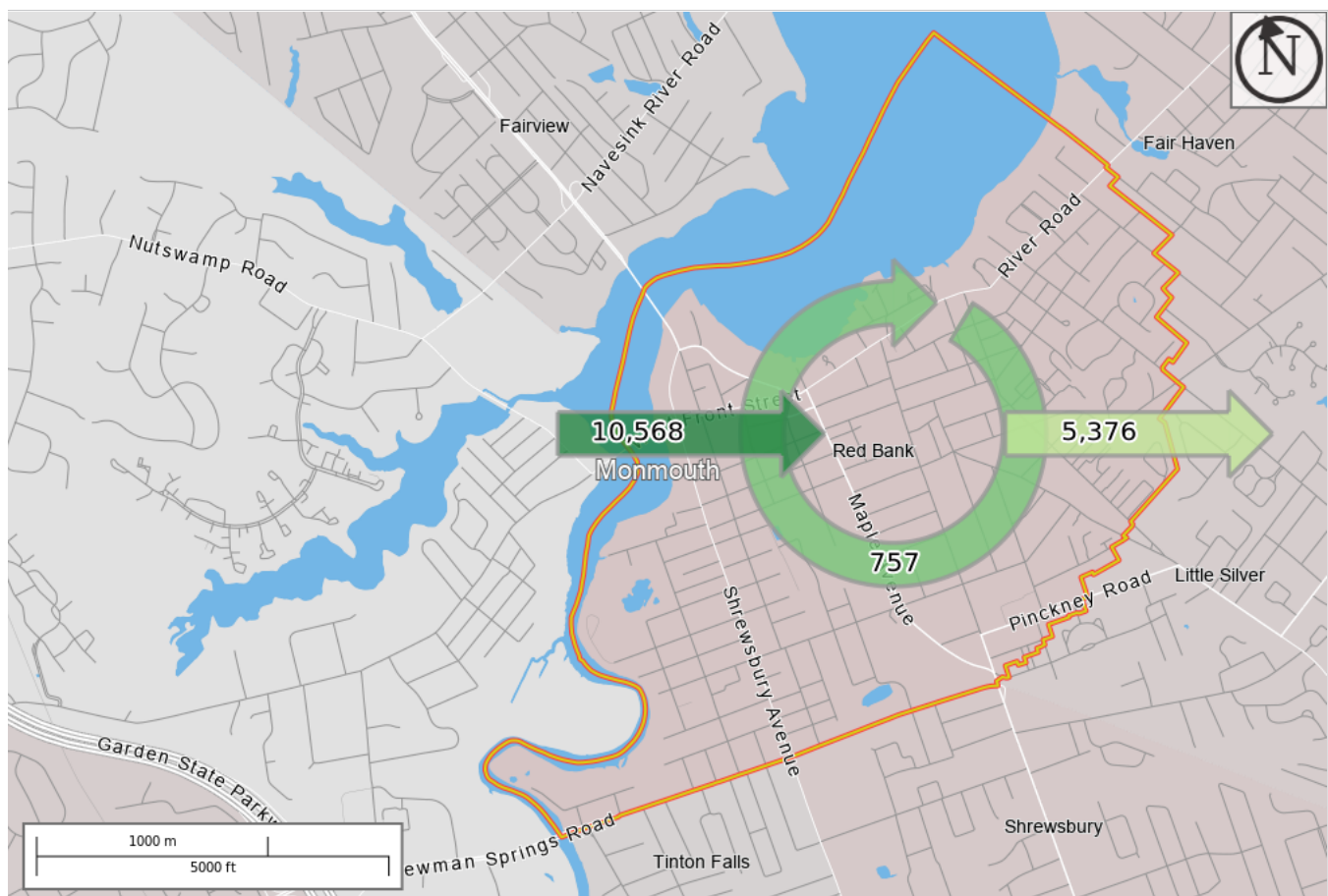
loss given that these workers account for a third of the resident workforce.

Over the past decade, only the Finance & Insurance sector saw significant job losses (-102) among resident workers. Top growth industries for Red Bank residents included Accommodation & Food Services (+239); Health Care & Social Assistance (+221); Administration & Support, Waste Management & Remediation (+119); Construction (+116); and Wholesale Trade (+96).

Of Red Bank's employed population of 6,133 people, about 12% both lived and worked in the Borough in 2019. The majority of employed residents commute elsewhere for employment, but nearly twice that number commutes into Red Bank for their job.

**Figure 4: Inflow/Outflow of Jobs for Red Bank**

Source: U.S. Census Bureau, 2019.



Among Red Bank resident workers, 83% are employed in New Jersey, with 47% working in Monmouth County, followed by New York City (13.7%, mostly in Manhattan) and Middlesex County (8.9%). Middletown, Tinton Falls, Shrewsbury, and Eatontown are all common employment destinations for Borough residents.

For non-Red Bank residents working in the Borough, 95% reside elsewhere in New Jersey, with 61% living in Monmouth County, followed by 11% in Ocean County and 7.5% in Middlesex County. Significant numbers of people working in Red Bank reside in Middletown (13%), Ocean Township (3.3%), Tinton Falls (2.8%), Neptune (2.7%), and Long Branch (2.6%).

Table 4 shows the top 10 locations of jobs held by Red Bank residents, and the top 10 locations where people working in Red Bank live.

## Commutation

Reflecting the employment destinations of Red Bank residents discussed above, from 2010 to 2019, Borough residents increasingly used personal automobiles to get to work. This mode of transportation increased from 69% of employed residents to 75% over the period. At the same time, fewer workers used public transit; that mode fell from 11% of workers to 6.9%.

It is notable that a sizeable number of Red Bank resident workers walked to work: 453 workers, or 6.7% in 2019. This share is nearly three times that of workers in Monmouth County overall who walked to work. However, the share of Red Bank residents who walk to work has fallen significantly since 2010, when nearly 12% of resident workers used that transportation mode. This metric, together with the fact that some 40% of people who both live and work in Red Bank do not walk to work, suggest that there is potential to grow the walk-to-work share through pedestrian improvements in areas where walking would be difficult. The same is likely true for bicycle infrastructure, given the small but growing share of resident workers who commute via that mode (2.4% in 2010 vs 3.9% in 2019).

Even before the pandemic, a rising share of employed Borough residents worked from home, increasing in share from 4% to 5.9% of resident workers, a trend that mirrors that of the County.

**Table 4: Travel to Work Inflow/Outflow Profile, 2019**

Source: U.S. Census Bureau, LEHD Program, 2019.

Red Bank Residents			People Working in Red Bank		
Location of Job	Number	%	Place of Residence	Number	%
New York, NY	841	13.7%	Middletown, NJ	1,416	12.5%
Red Bank, NJ	757	12.3%	Red Bank, NJ	757	6.7%
Middletown, NJ	340	5.5%	Ocean, NJ	379	3.3%
Tinton Falls, NJ	224	3.7%	Tinton Falls, NJ	317	2.8%
Shrewsbury, NJ	170	2.8%	Neptune, NJ	308	2.7%
Eatontown, NJ	148	2.4%	Long Branch, NJ	300	2.6%
Long Branch, NJ	133	2.2%	Howell, NJ	264	2.3%
Newark, NJ	116	1.9%	Eatontown, NJ	222	2.0%
Neptune, NJ	104	1.7%	New York, NY	219	1.9%
Woodbridge, NJ	102	1.7%	Old Bridge, NJ	203	1.8%



## Retail and Office Market

Red Bank's retail market is part of the East Monmouth submarket, according to Moody's Analytics, which has a total area of 5.9 million square feet of retail space. In this submarket, retail vacancy rates have been on the rise since 2007, increasing from 6.2% in 2007 to 12% in 2019 and 14% in 2021. However, Moody's forecasts that vacancy rates will decline in the years ahead, falling to 8.7% by 2027.

With relatively low demand, retail rents in the submarket have remained largely unchanged over the past decade, rising from \$23.92 per square foot in 2011 to \$24.87 per square foot in 2021. But the forecast for increased demand for retail space will contribute to rising rents, projected to reach \$28.92 per square foot according to Moody's. Just 22,000 square feet of retail space is planned for completion through 2026.

Red Bank's office market is sizeable and part of the North Garden State Parkway submarket, which contains 6.4 million square feet of space, according to Moody's. This submarket has seen its vacancy rate climb in recent years from 15.4% in 2007 to 22.1% in 2019, before moderating down to 21.2% in 2021. As office demand remains weak, asking rents edged upward from \$20.85 per square foot in 2007 to \$21.78 in 2019 and then down to \$21.56 in 2022. Moody's forecasts vacancy rates to drop to 16.4% by 2027, while asking rents are projected to increase to \$23.81 per square foot.

It is notable that the average asking rent in Red Bank is \$28.04, while the average vacancy rate is 8%, suggesting that the Borough's office market is stronger than the submarket overall. This could reflect the influence of the hospital, which generates demand for medical office space that typically needs to be located near a health-care facility. There are no notable office projects under construction in Red Bank, although 109,000 square feet of office space is planned in the submarket through 2027.

Both the retail and office markets in Central New Jersey have rebounded somewhat from the pandemic shutdowns, but negative net-migration is expected to continue dragging regional growth over the next few years. Continued job growth in office-using industry sectors is a positive sign,

particularly among the Professional, Scientific & Technical Services sector and the Finance and Insurance sector, which posted job gains exceeding pre-pandemic levels in the first quarter of 2022 within the Middlesex-Monmouth-Ocean County region.

## Summary

Since the 1995 Master Plan, population and socioeconomic changes in Red Bank are indicative of a growing community that is attractive to young adults, young families, and empty nesters. Home values have risen significantly, the housing cost burden picture for mortgage holders has markedly improved, household incomes have grown, and the Borough remains overall a safer place than much of the rest of the state and country.

However, a closer look at the data tells a different story for some in Red Bank. More than a third of residents earn less than \$50,000 annually, and for residents who rent or do not hold a mortgage (typically seniors), affordability remains a major concern. The Borough has a relatively high proportion of residents who do not have either a high school or college degree. Large shares of family households headed by persons of color are living below the poverty line, and that share is growing for African American households. Ensuring that economic and quality-of-life gains are shared equitably by Red Bank residents is a concern that will be considered throughout the Master Plan process.

Red Bank's retail and office markets, despite recent weaknesses stemming from macro impacts such as online shopping and the pandemic, represent core strengths and areas of opportunity. Together with the hospital, these sectors are major drivers of employment that can serve a wide range of educational levels. Although a significant portion of the Borough's residents both live and work in Red Bank, there is potential to increase this share by providing diverse housing opportunities and by investing in infrastructure that makes it easier to access employment in the Borough without a car. Leveraging this potential can create quality-of-life gains for those Red Bank resident workers, while generating broader benefits (such as reduced traffic congestion) for Borough residents overall.



## LAND USE AND BUILT ENVIRONMENT

### Introduction

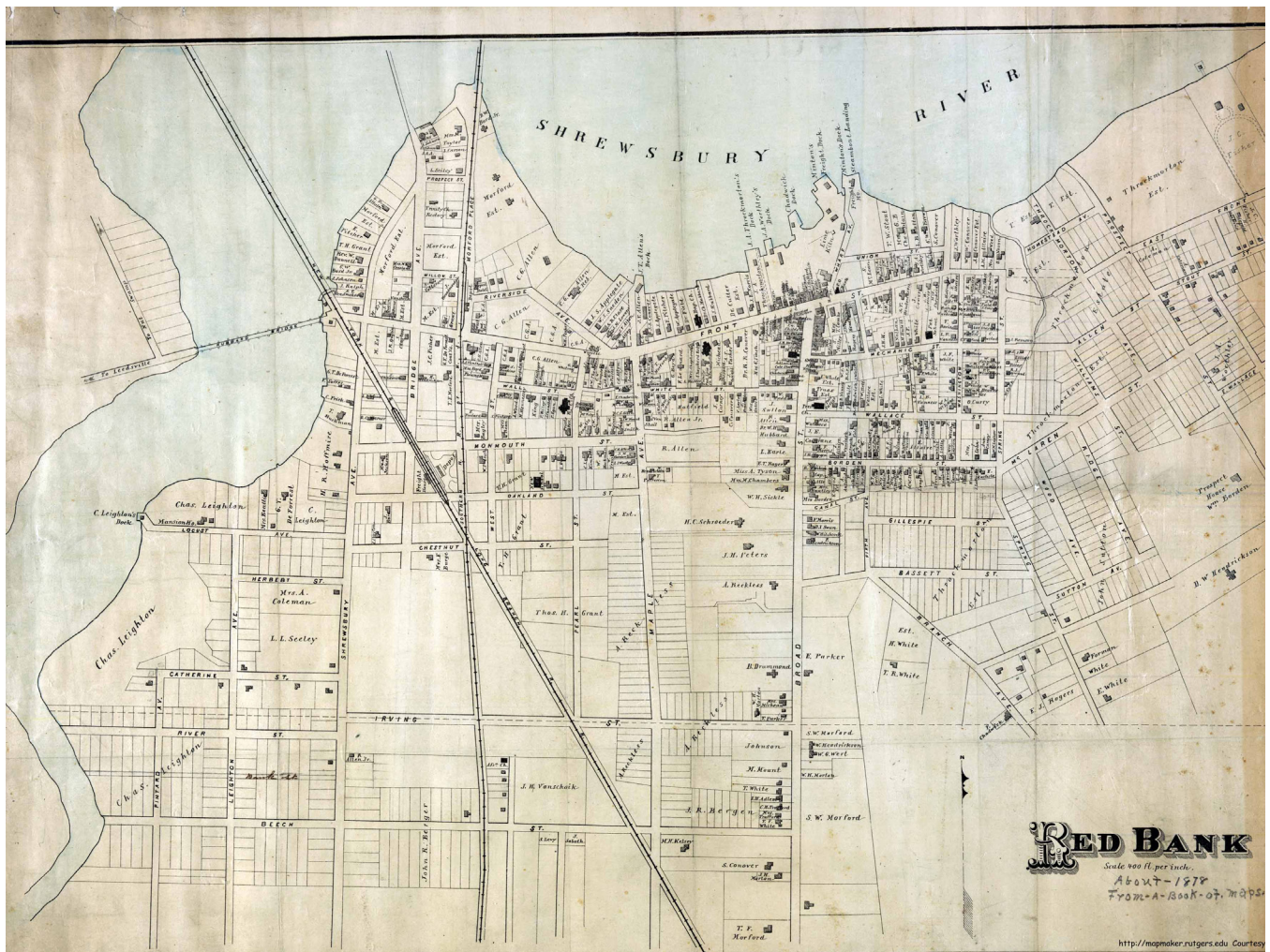
Due to Red Bank's geographic location, shape, and historical transportation as well as development patterns, the Borough's built environment organically developed near the Marine Park waterfront south down to Broad Street and surrounding the train station. While the station's rail access is a major asset, the railroad tracks split the Borough in half, creating a physical barrier between the west and east sides. This separation is discussed throughout the Red Bank Today report, but has clear implications for land use and development that are noted in this section.

Key land use objectives from the 1995 Master Plan appear to remain priorities:

- Encourage special developments along the river while building connections to the riverside and planned Riverwalk.
- Develop design guidelines for downtown.
- Increase residential population and mix of housing types.
- Calm thru-town auto and truck traffic.
- Protect cultural resources and natural environmental systems.
- Connect neighborhoods to new riverside recreation.
- Create a new, well-planned mixed-use residential area around the train station.
- Improve Red Bank's small town walking experience and pedestrian linkages throughout the town.
- Encourage new, thoughtful development and expanded mix of uses in commercial districts.

### Historical Development

Red Bank first developed with the opening of Joseph Price's Bank Tavern located in today's Marine Park area in the 1600s. This area became the heart of the community, where farmers would transport goods such as wheat and produce to New York City. With the invention of the steamboat, the Red Bank riverfront became a bustling port with accelerated methods of transporting goods and passengers. The central core expanded directly south of Marine Park with businesses constructed along Broad Street in the 1800s. Business owners built their homes in close proximity, just east of Broad Street along Mechanic, Mount, Spring, Wallace, and Washington Streets. The end of the 19th century brought the development of the railroad. In 1875, the New York and Long Branch Railroad built the Red Bank station, later purchased by the Central Railroad of New Jersey, followed by the NJ Transit. Regional connections to Red Bank expanded from New York City to Long Branch, New Jersey. To better connect northern and southern New Jersey, the Garden State Parkway was built between 1946 and 1957. The parkway exits into the Township of Middletown along Newman Springs Road (County Route 520), which leads into Red Bank traveling east. Due to its strategic location as the "Gateway to the Two River Peninsula," Red Bank experiences additional traffic circulation and congestion from visitors as well as drivers to other regional destinations.



Rutgers University Special Collections and Archives, 1878.



View of Monmouth St, Stratz Photo Collection, 1914.



Red Bank Train Station Area, Foxwell Photo, Date Unknown.



## Land Use

Red Bank has a long history serving greater Monmouth County and the surrounding region, once as an active trading and port community and more recently as an arts and cultural, commercial, and residential center. The Borough's existing land use pattern, shown in Figure 5, reflects its historical background along with current development trends. Red Bank has a total land area of approximately 1,120 acres, excluding underwater lands. Below is a summary of each of the Borough's land use categories.

### Land Use Types

#### *Residential*

The vast majority of land in Red Bank is dedicated to residential use. With its historical development patterns, residences were constructed on the far west and east portions of the Borough along with a residential pocket at the center. Single-family residences make up the largest percentage of residential land area. These properties tend to have a narrow lot width and deep lot length. Multi-family residences are located throughout Red Bank. In the train station area, there are some mixed-use developments with ground-floor commercial space and upper-floor residential units.

#### *Commercial, Retail, and Office*

The historic commercial center of Red Bank lies along Broad Street, between Front Street and Harding Road, where businesses first settled in the 1800s. This segment of the corridor serves residents and visitors with bakeries, gyms, restaurants, and shopping. Monmouth Street and Shrewsbury Avenue act as major commercial corridors with neighborhood-oriented retail uses to serve the community's everyday needs. Primary uses are comprised of barber shops, clothing stores, delis, grocery stores, laundromats, and restaurants. The train station area is transitioning into a mixed-use environment where everyday needs are within walking distance. At the southern end of Red Bank, Newman Springs Road (County Route 520) is characterized by highway commercial uses such as auto body shops, car dealers, and gas stations with larger building footprints and surface parking lots. Offices are generally located along the previously mentioned commercial corridors.





### ***Industrial***

Remnants of industrial manufacturing facilities and warehouses are limited to few properties such as Globe Petroleum at the northern end of Central Avenue, Seals Eastern at the southern end of Pearl Street, and the JCP&L Red Bank Electrical Substation at the southern end of Central Avenue. The Borough has seen successful examples of the adaptive reuse of former factories and warehouses. These include the transformation of The Galleria from a textile factory to multi-use spaces for offices, restaurants, and retail shops, and the Anderson Building, which is transitioning from a vacant moving and storage warehouse to retail and office spaces.

### ***Municipal and Civic Facilities***

Community facilities, houses of worship, medical centers, municipal facilities, nonprofit organizations, and schools are located throughout Red Bank. These facilities are primarily situated along the commercial corridors with the exception of the Red Bank Primary and Middle Schools and numerous houses of worship, among others. The Borough is home to two nonprofit performing arts organizations, Count Basie Center for the Arts and Two River Theater, which attract residents and regional visitors into the downtown.

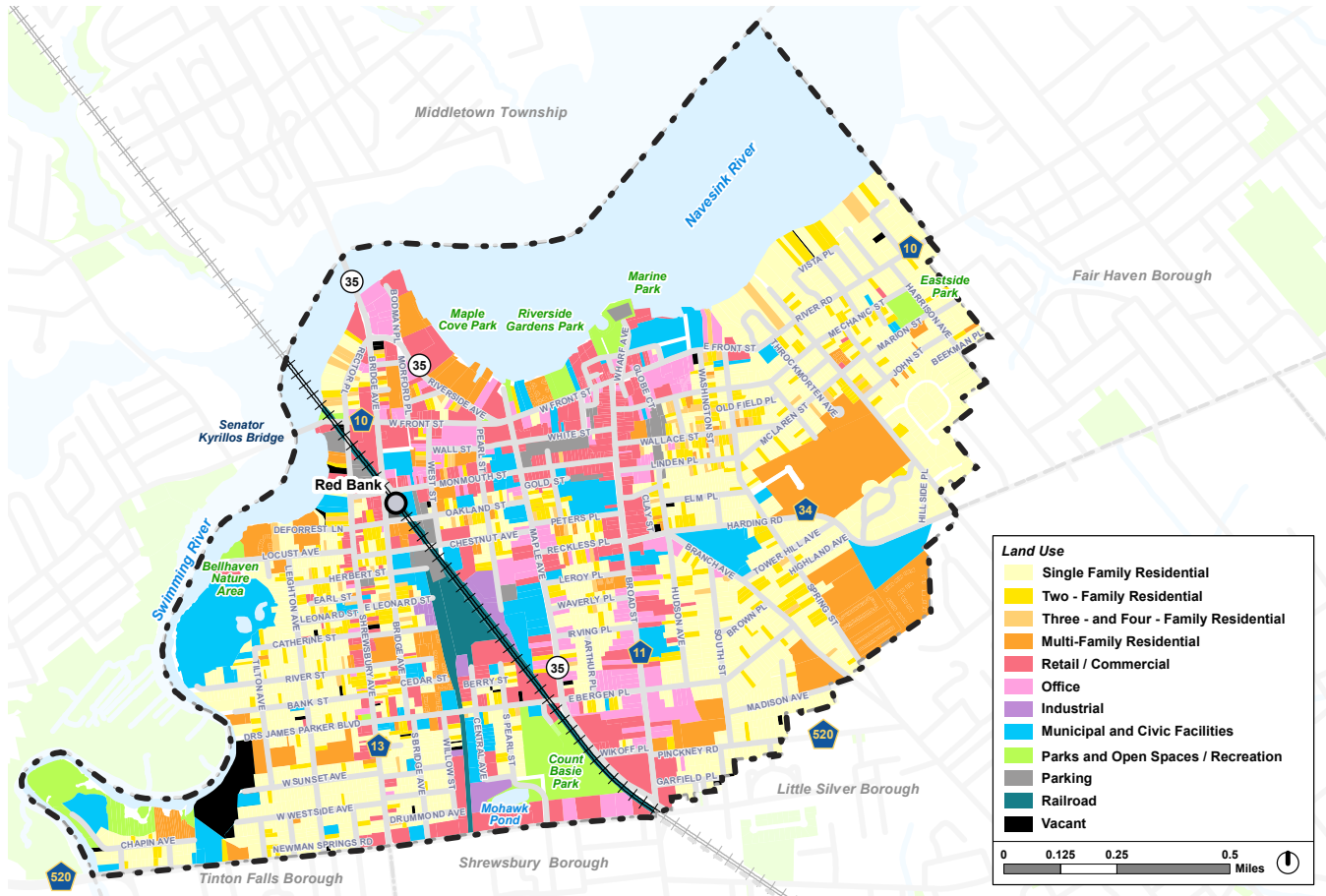
### ***Parks and Open Spaces***

With the Borough mostly developed, there are limited amounts of parks and open spaces available. Johnny Jazz Park and the waterfront parks along the Navesink and Swimming Rivers are smaller parks with programming for passive recreation. Meanwhile, Count Basie Park and East Side Park provide active recreational opportunities for all ages. Count Basie Park has facilities for baseball, football, soccer, and tennis, while East Side Park provides baseball, basketball, soccer, and tennis facilities. Additional parks and open spaces could be prioritized to ensure all Red Bank residents have equitable access to this recreational amenity.



**Figure 5: Land Use**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, CoreLogic (Exported from Urban Footprint), BFI Planning.



### Parking, Railroad, and Vacant Land

Parking, railroad, and vacant land make up the smallest percentage of land area in Red Bank. Parking comprises the surface parking lots managed by the Borough, NJ Transit, and private property owners. Railroad-dedicated uses are found along the railroad tracks. The NJ Transit Red Bank Yard, located west of the railroad tracks from Herbert Street to Newman Springs Road, has a railyard storage area and a railroad track that continues south into the Borough of Shrewsbury. Lastly, vacant land makes up a small portion as Red Bank is largely fully developed. The Borough has been working to remediate the vacant property located along the waterfront at the end of West Sunset Avenue into a park.

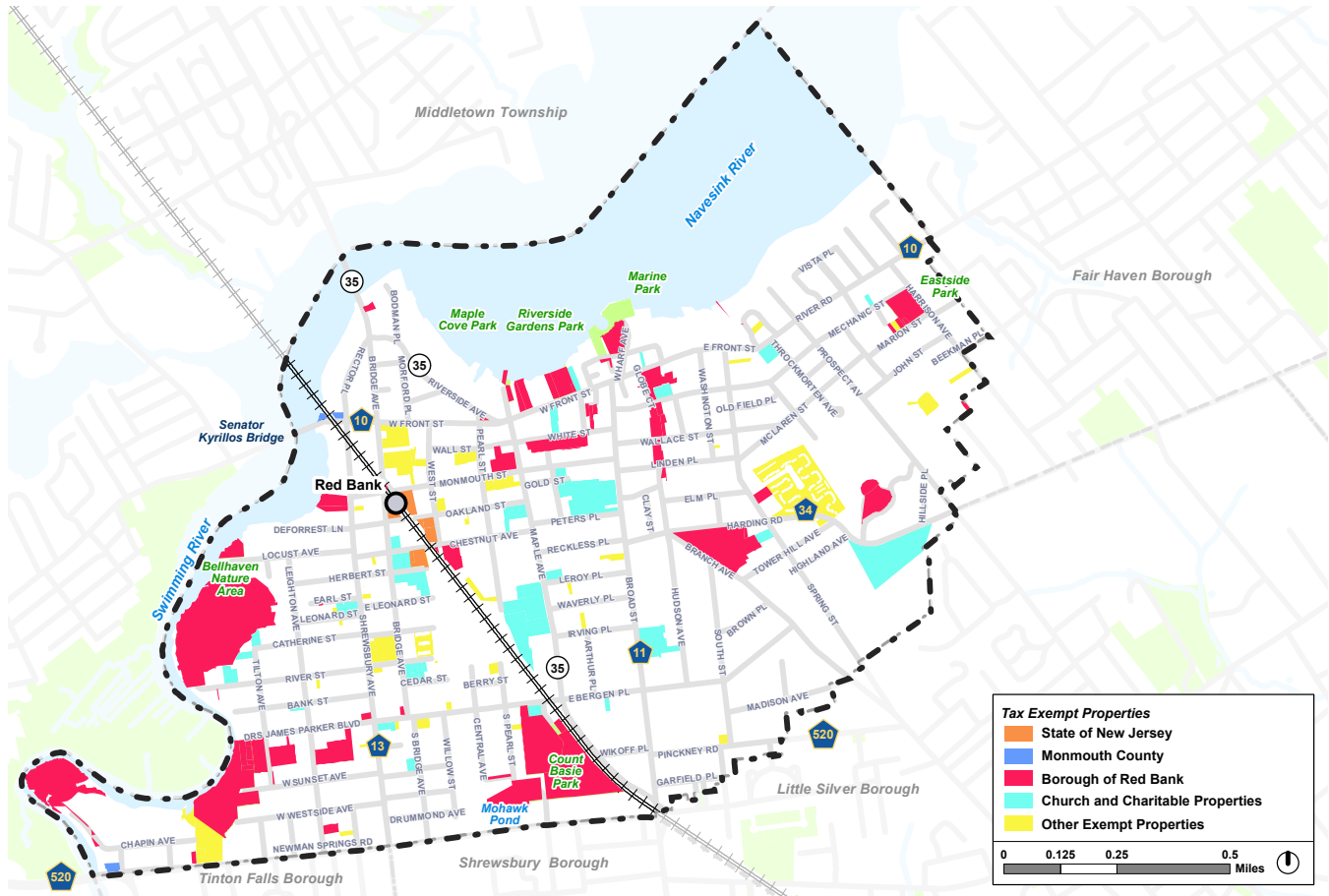
### Tax-Exempt Properties

Figure 6 illustrates the locations of tax-exempt properties in Red Bank. Tax-exempt properties, which are scattered throughout the Borough, make up approximately 111 acres, which is about 10% of its total land area. The properties include those owned by the State of New Jersey, Monmouth County, Borough of Red Bank, church and charitable properties, and other exempt properties such as nonprofit organizations. Key Borough-owned municipal facilities, such as Borough Hall, Red Bank Public Library, and Red Bank Senior Center are located in the north-central portion of Red Bank. The State properties are NJ Transit surface parking lots adjacent to the Red Bank station. The County-owned properties are vacant and environmentally constrained lands located along County Routes 10 and 520. Red Bank has approximately 17 churches. There are a wealth of nonprofit organizations that provide the community with various goods and services. For example, the Boys & Girls Club of Monmouth County provides afterschool programs,



**Figure 6: Tax-Exempt Properties**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, BfJ Planning.



while Lunch Break provides those who are underemployed in Monmouth County with the basic life necessities of food, clothing, life skills, mentoring, and social service programs.

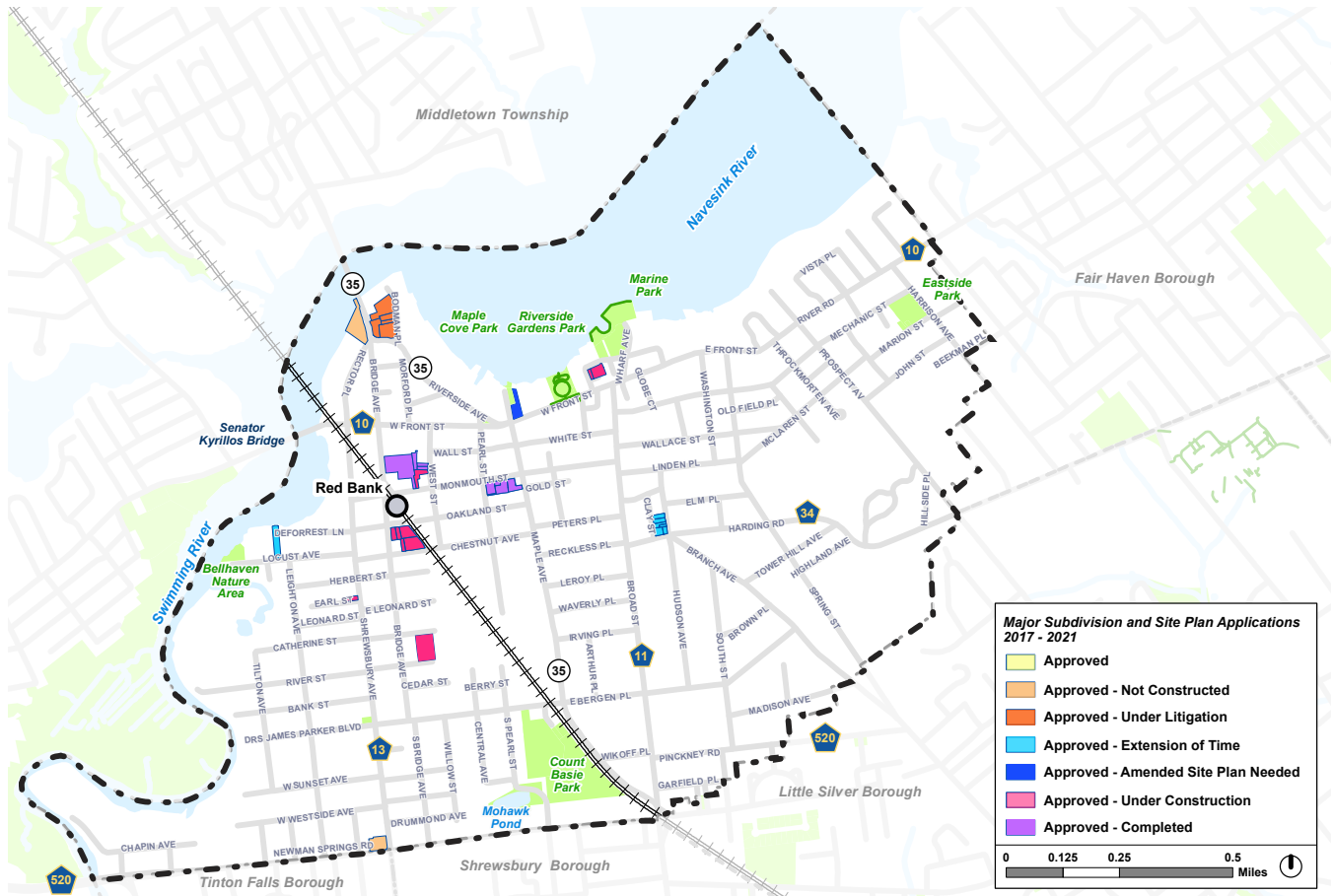
### Recent Development Activity

Based on discussions with Borough staff, Red Bank has little to no vacant land available to develop future residential or nonresidential structures. Thus, future development will primarily occur through infill redevelopment, such as has occurred in recent years around the train station. This development pattern is reflected in Red Bank's history of building permits for all housing units by type, seen in Chart 7. From 2004 – 2020, the building permit trend reflects a fluctuating pattern where building permits rise every two or three years. Significant increases likely coincide with specific large multi-family developments. In 2020, Red Bank saw 11 building permits for all housing units by type, while Middletown saw 130 and Little Silver saw four

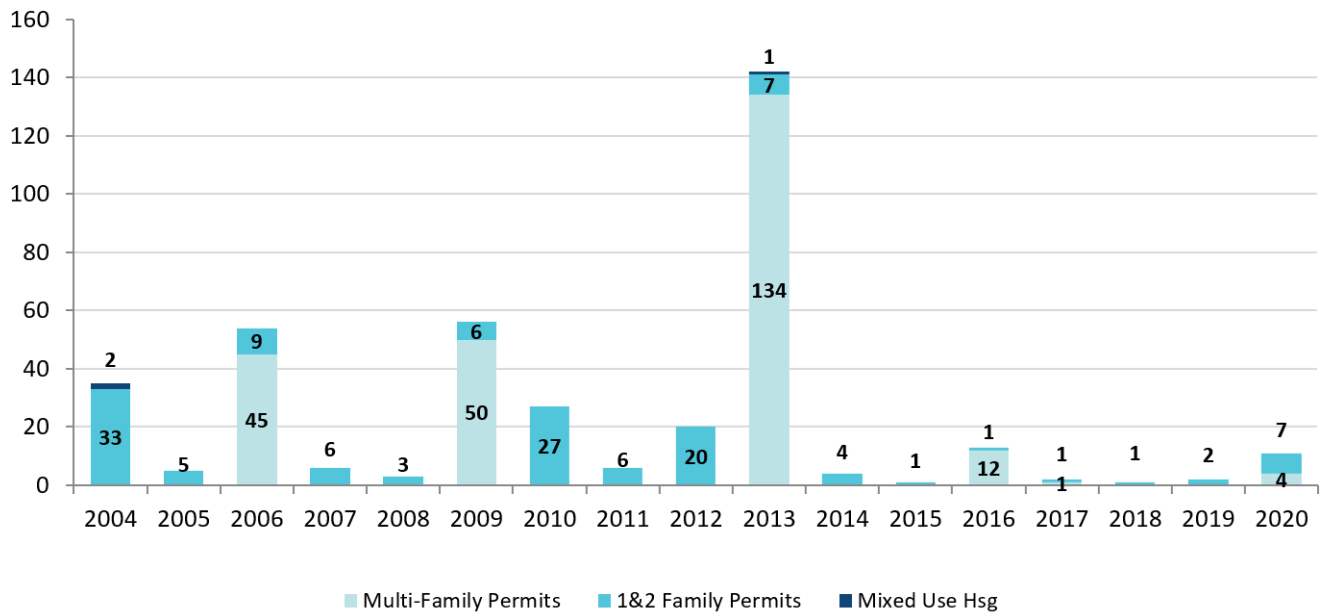
building permits the same year. Overall, Red Bank housing units made up 0.7% of Monmouth County's total housing unit building permits for 2020, while Middletown made up 7.9% and Little Silver made up 0.2%. For this same period, nonresidential building permits saw a similar trend. Figure 7 shows that major subdivision and site plan applications are concentrated around the train station area.

**Figure 7: Recent Development Activity**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Borough of Red Bank, BFJ Planning.

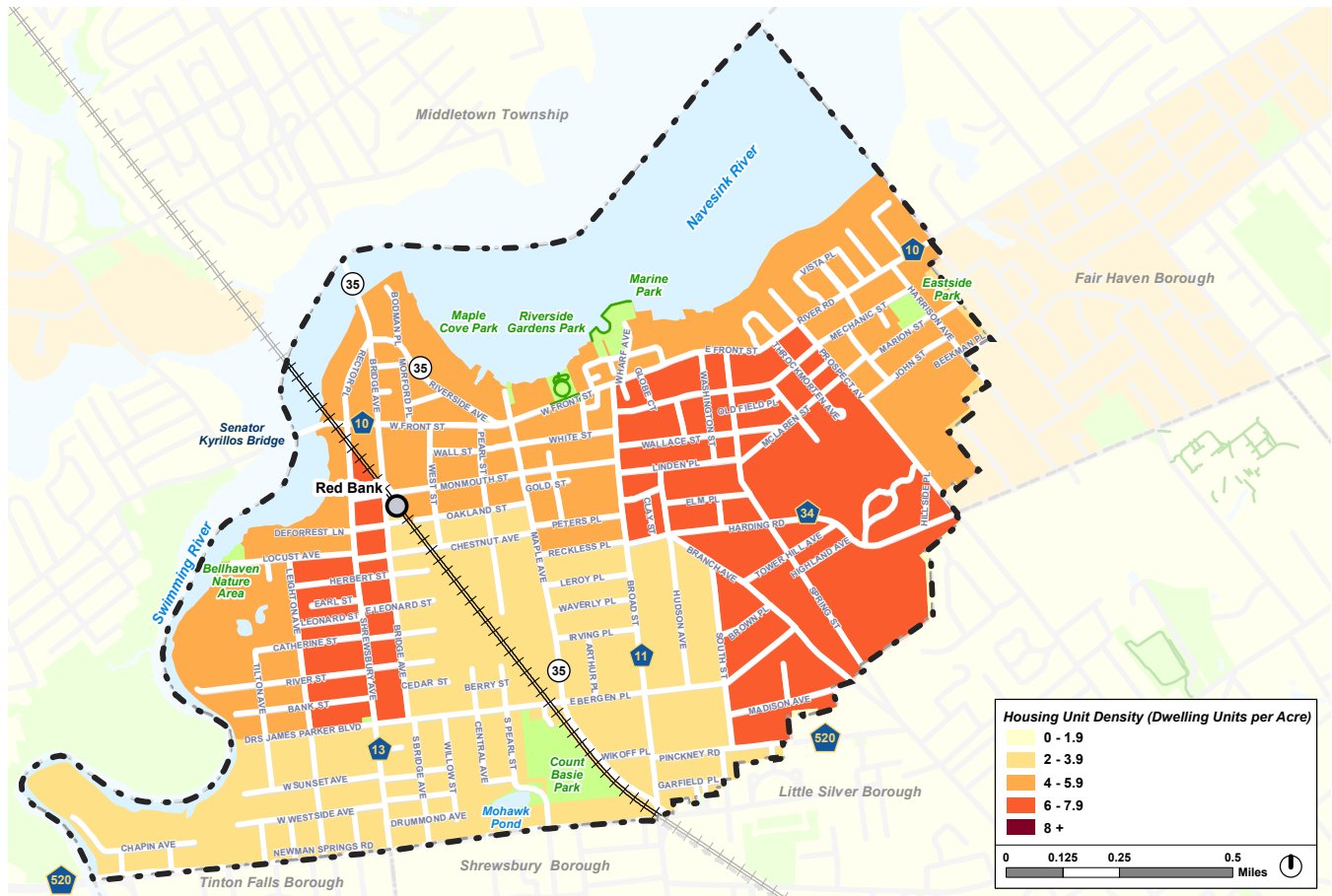
**Chart 7: Red Bank Housing Units - Building Permits by Type, 2004-2020**

Source: NJ Department of Community Affairs: Certified Housing Unit Data for years 2004-2020.



### Figure 8: Housing Unit Density

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, Environmental Protection Agency Smart Location Database (Exported from Urban Footprint), BFJ Planning.



### Development Intensity

Figure 8 illustrates Red Bank's housing unit density, which is reflective of its history as a port community that first developed along the commercial corridors of Broad Street and Shrewsbury Avenue. Similar to other commercial corridors in Red Bank, these two streets have taller building heights as they accommodate mixed-use developments that contribute to pedestrian foot traffic and downtown activity. Adjacent to these key commercial streets are residential areas with the highest housing unit density at 6 to 7.9 dwelling units per acre. For reference, these residential areas have some existing apartments and townhouses that are slightly taller than the single-family residences. The dense existing development provides for an increased amount of housing units per acre, which allows more residents to live in Red Bank. Along the waterfront, the housing unit density lessens to medium density, with 4

to 5.9 dwelling units per acre. The remaining area, shown in the light orange color, depicts low housing unit density with 2 to 3.9 dwelling units per acre. This reflects the fact that commercial and industrial areas, community facilities, offices, parks, and railroad-related properties are located along this area; thus housing units would not regularly exist in such locations.

## Zoning

Zoning sets the parameters to control development and redevelopment of land in a municipality. The Borough's basic zoning requirements are summarized in Table 5 and mapped in Figure 9. Red Bank has 16 zoning districts. There are three single-family residential districts, two multi-family residential districts, nine office/business districts, two industrial districts, and three overlay districts. Below are brief descriptions of each zoning districts.

### Residential

The three single-family residential districts are RA, RB, and RB-1. All zones all allow for single-family residences and essential services as the primary permitted use, with minimum lot area ranging from 3,500 square feet to 40,000 square feet. There are two multi-family residential districts, R-B2 and RD, which zones allow for single-family residences, two-family residences, and essential services. In addition, the RD zone allows multi-family residences such as garden apartments, apartment houses, and townhouses.

### Business

Red Bank's seven zoning districts are aimed at several intensities of development ranging from neighborhood business to highway commercial, and are differentiated mainly by the development bulk regulations. The BR-1 and BR-2 zones allow a range of uses including single-family residences, mixed-use developments, multi-family dwellings, offices, supermarkets, art studios, banks, and theaters. In addition, the BR-1 allows for cannabis delivery services. The HB zone is a highway business zone that allows offices, retail commercial, theaters, hotels, and funeral homes. The NB zone is dedicated to neighborhood-associated businesses such as offices, retail commercial, primary food establishment, mixed-use developments, and commercial recreational uses. Along the Navesink River lies the WD zone, allowing for single-family residences, multi-family residences, offices, hotels, and essential services. The CCD-1 and CC-2 zones permit the same uses. In addition, the CCD-1 zone allows for hotels and commercial parking facilities, while the CCD-2 allows government offices.

### Office

Red Bank has one zoning district dedicated to office uses: the Professional Office (PO) Zone District. The PO zone allows for single-family residences, home professional offices, professional offices, and business offices. Properties located along Maple Avenue and Broad Street are allowed professional and business offices, banks, government offices, and essential services.

### Medical

There is only one zoning district for the purposes of medical related facilities: Medical Services (MS) Zone. This zone allows for a healthcare facilities, hospitals, health clinics, community health facilities, nursing homes as well as educational and occupational training facilities.

### Industrial

Two zoning districts relate to industrial uses: Industrial (I) Zone and Light Industrial (LI) Zone. Both zones have the same development bulk regulations. These zones both permit a range of uses including offices, laboratories, manufacturing, warehouses, government offices, and cannabis businesses. In addition, the I zone allows for storage yards, dry-cleaning plants, and truck terminals.

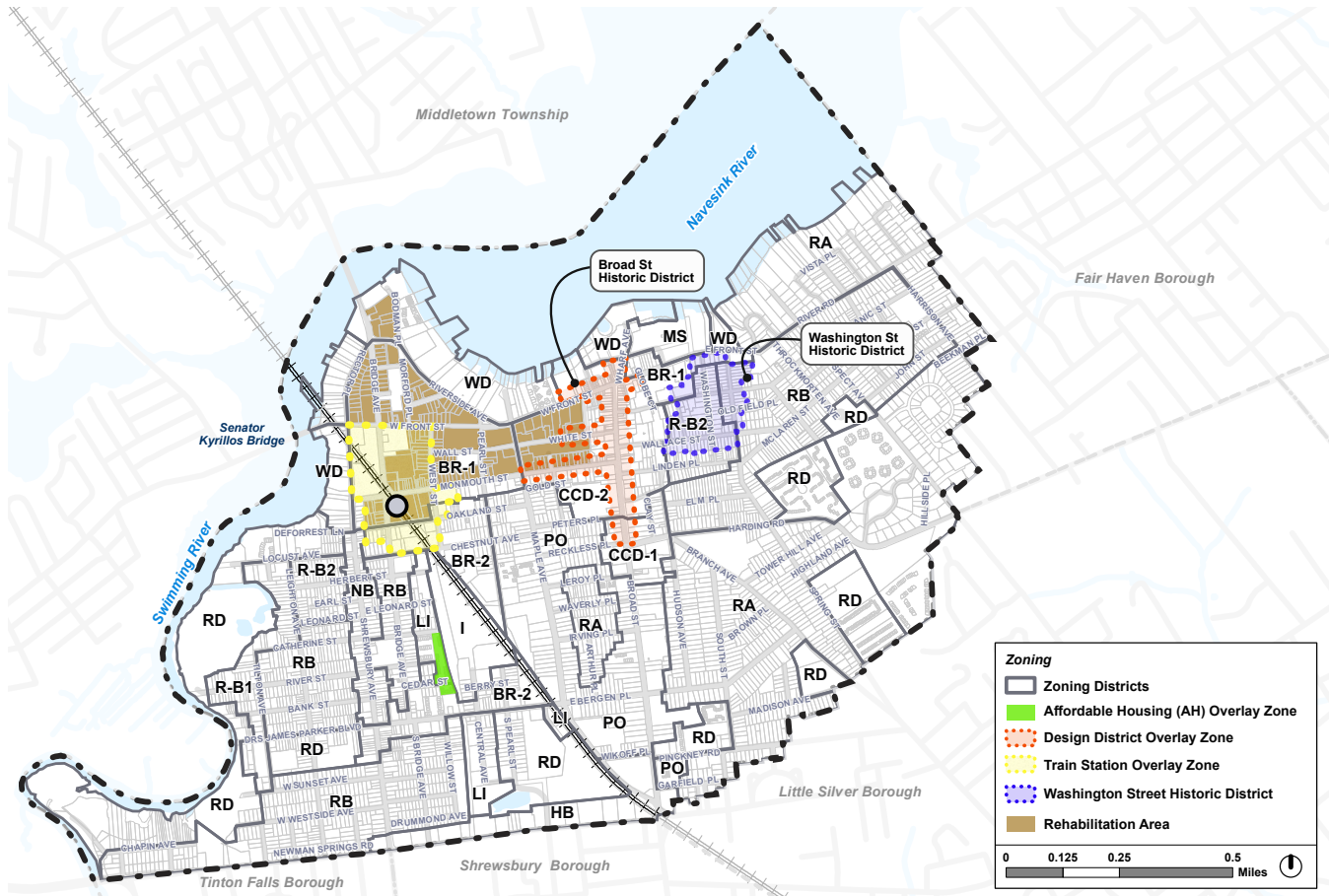
### Overlay Districts

In addition to the zoning districts above, there are three overlay zones meant to encourage specific types and mixes of uses. These zones apply only to limited locations, shown on Figure 9 and described below.

- Affordable Housing Overlay (AH) Zone – The AH zone is dedicated to creating affordable housing that meets the need for the low- and moderate-income housing. This zone allows for townhouses or multi-family residences, which may be owner-occupied, age restricted, or rental.
- Design District Overlay (DDO) Zone – The DDO overlaps with the Broad Street Historic District. The Historic Preservation Commission reviews projects in this zone following design guidelines and general design standards.

**Figure 9: Zoning**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), CME Associates, BFJ Planning.



- **Train Station (TS) Overlay Zone** – The TS zone is dedicated to creating mixed-use developments with a variety of commercial uses, increased residential density on the upper floors, and close proximity to public transportation. Permitted uses in the BR-1 and BR-2 zones are allowed in the TS zone. Parking requirements are identified based on the permitted use.

### Redevelopment Areas

The New Jersey Local Redevelopment and Housing Law (LRHL) authorizes municipalities to designate properties as an “Area in Need of Redevelopment” or and “Area in Need of Rehabilitation” to facilitate development. In order to be designated, a study must be prepared that determines whether the area meets specific statutory criteria as provided for in the LRHL. Once an area has been designated as either a Rehabilitation Area or a Redevelopment Area, the municipal governing body may adopt a Redevelopment Plan that governs development in that area. The area surrounding the train station area is noted as a Rehabilitation Area. In Red Bank, there are three Redevelopment Plans: the VNA Redevelopment, White Street Municipal Parking Lot Redevelopment, and 55 West Front Street Redevelopment.



**Table 5: Summary of Existing Zoning Districts**

Source: The Borough of Red Bank, 2022.

District	Minimum Lot Area	Required Yards (in feet)			Building Height	Maximum Lot Coverage
		Front	Side (one)	Rear		
RA	6,500 sf; For lots abutting the Navesink River: 40,000 sf	30	12	25	2 1/2 stories / 35 ft	35%
RB	3,500 sf	30	10	25	2 1/2 stories / 35 ft	40%
R-B1	4,500 sf	30	10	25	2 1/2 stories / 35 ft	–
R-B2	3,500 sf (Single-family); 7,000 sf (Two-family)	30	10	25	2 1/2 stories / 35 ft	40%
RD	3,500 sf (Single-family); For lots fronting on the river, 5,000 sf; 7,000 sf (Two-family); 120,000 sf (Garden apartments or townhouses)	30	4 – 20, varies by use	25	2 1/2 stories / 35 ft	30 – 40%, varies by use
NB	–	–	–	25	2 1/2 stories / 35 ft	60%
BR-1	4,500 sf (Single-family and home professional offices); 45,000 sf (Garden apartments and apartment houses); 25,000 sf (Townhouses)	25	10 – 15, varies by use	25	2 1/2 stories / 35 ft (Single-family); Other Uses: 40 ft	35% – 50%, varies by use
BR-2	4,500 sf (Single-family and home professional offices); 45,000 sf (Garden apartments and apartment houses); 25,000 sf (Townhouses); 10,000 sf (Other Uses)	25	10 – 15, varies by use	25	2 1/2 stories / 35 ft (Single-family)	–
HB	10,000 sf	50	15	20	Other Uses: 3 stories / 40 ft	35% – 50%, varies by use
CCD-1	–	10	–	10	40 ft	40%
CCD-2	–	–	–	10	4 stories / 40 ft	65%
PO	7,500 sf (Home, business, and professional offices); 11,000 sf (Business and professional offices with apartments); 30,000 sf (All Other Uses)	30 – 40, varies by use	10 – 20, varies by use	25	4 stories / 40 ft	65%
WD	30,000 sf (Single-family, home professional offices, and other uses); 45,000 sf (Garden apartments, apartment houses, and townhouses)	30 – 50, varies by use	10 – 15, varies by use	25	75 ft	25% – 40%, varies by use
MS	20,000 sf	25	5	15	45 ft	60%
LI	–	–	–	10	3 stories / 50 ft	65%
I	–	–	–	10	3 stories / 50 ft	65%
AH	–	20	7.5	7.5	3 stories / 50 ft	65%
DDO	–	–	–	–	–	–
TS	–	5	7.5	7.5	50 ft	75%

The RA, RB, RB-1, RB-2, RD, BR-1, BR-2, and WD zones have minimum gross habitable floor requirements ranging from 800 sf to 1,500 sf, and the WD, AH, and TS zones have additional requirements depending on use.



Affordable Housing

The recent increase in housing prices and rent, the prevalence of housing cost burden on homeowners and renters, and the increased risk of homelessness for those that can’t endure cost burden underscore the need for additional affordable housing in Red Bank. The Borough has been proactive in seeking to establish additional affordable housing units through inclusionary zoning and other initiatives, which are described in more detail below. Red Bank has also implemented a Housing Rehabilitation Program to rehabilitate existing housing stock by renovating older units owned by low- and moderate-income households to create a higher-quality housing stock and improved living conditions within the rehabilitated units.

In its efforts to provide additional affordable housing and address its court mandated affordable housing obligations Red Bank reached a Settlement Agreement in March 2019 with Fair Share Housing Center (“Settlement Agreement”) regarding its Prior Round and Third Round affordable housing obligations. The Settlement Agreement established the following affordable housing obligations that the Borough must address by July 1, 2025:

Table 6: Cumulative 1987-2025 Affordable Housing Obligations

Source: Red Bank Housing Element & Fair Share Plan, April 2019.

Obligation Type	Obligation
Prior Round Realistic Development Potential	0
Prior Round Unmet Need	427
Third Round Realistic Development Potential	92
Third Round Unmet Need	221
Present Need (Rehabilitation Obligation)	129

After the Settlement Agreement, Red Bank adopted a Housing Plan Element and Fair Share Plan on April 15, 2019, which the court approved together with implementing ordinances and other compliance documents on September 9, 2019, when it issued a Final Judgment of Compliance and Repose (“Final Judgment”).

As part of the Settlement Agreement, the Borough was able to obtain a Vacant Land Adjustment (VLA), which is a housing-focused build-out analysis that identifies

available land that may be suitable for development with affordable housing. As a result of the court approval of the VLA, the Borough was required to identify specific projects for the 92-unit Third Round Realistic Development Potential obligation shown above. In addition, Red Bank was required to provide overlay zoning and similar mechanisms to address the 427-unit Prior Round Unmet Need and the 221-unit Third Round Unmet Need obligations. The project types and mechanisms are described below, and detailed descriptions of each project and mechanism are found in the 2019 Housing Plan Element and Fair Share Plan.

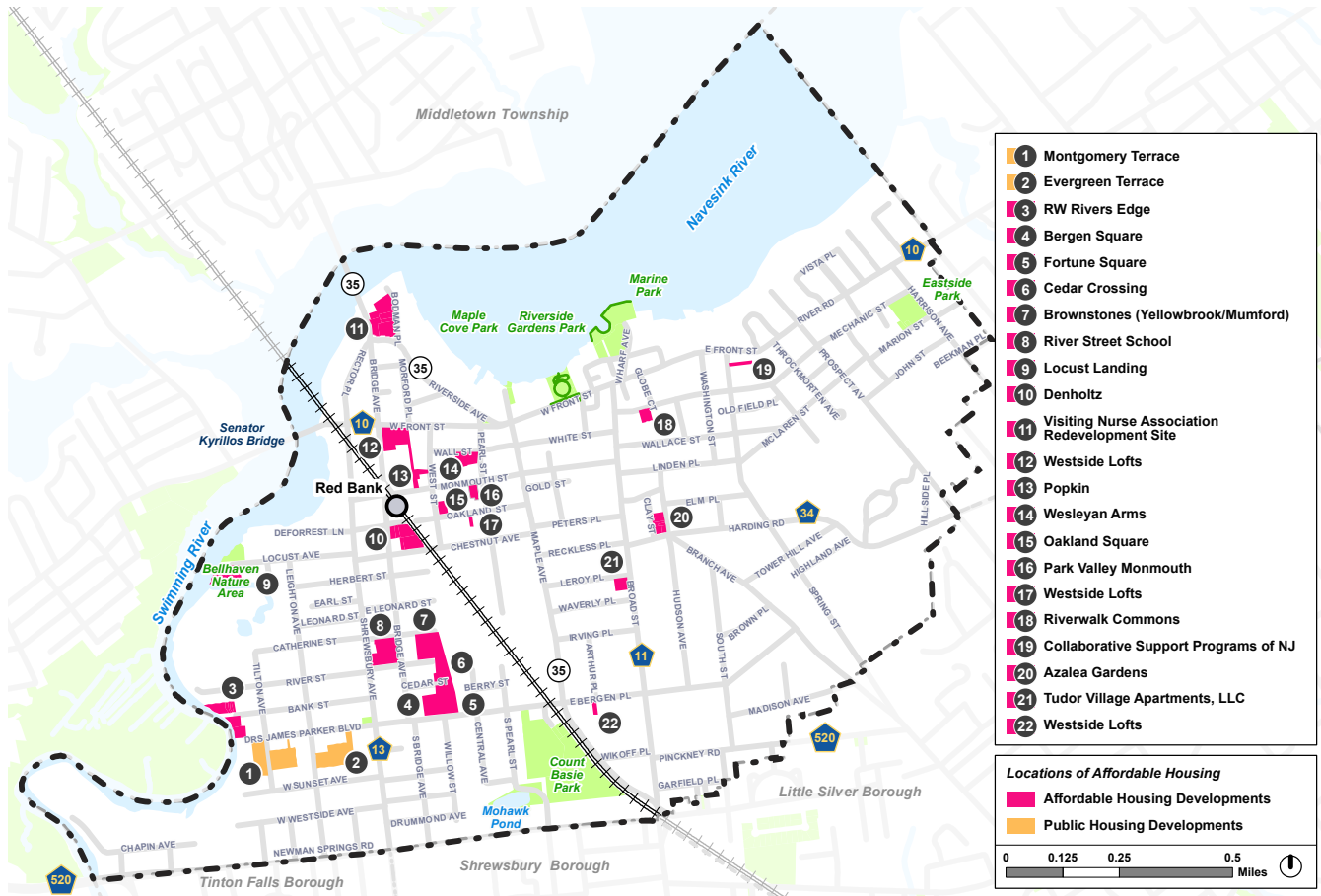
As of February 2022, a total of 208 creditworthy affordable housing units have been either built or are under construction, and an additional 35 affordable housing units have existing approvals from the Borough. This represents a total of 243 existing and approved affordable units. The existing and approved affordable housing developments in the Borough are depicted in Figure 10. Detailed information for most of these 18 affordable housing developments and how they have been credited toward the Borough’s Prior Round and Third Obligations can be found in the 2019 Housing Plan Element and Fair Share Plan.

The types of affordable housing units approved, under construction or built and occupied include 52 owner-occupied units, 181 rental units, and 15 special needs bedrooms. About 61% of the rental units, are age-restricted; these age-restricted units represent approximately 45% of the total affordable units. Because the Borough maintains a substantial number of age-restricted affordable housing units relative to family units, for the purposes of meeting the needs of low- and moderate-income families and for the purposes of generating additional affordable housing credit (only 25% of the Borough’s affordable housing obligation is permitted to be addressed with age-restricted units) the development of additional family affordable housing units would be beneficial.

In addition to the 18 affordable housing developments that contribute toward the Prior Round and Third Round affordable housing obligations, the Borough has produced seven rehabilitation units, which may be credited toward its 129-unit Present Need obligation. Six of these units have been rehabilitated by the Borough and one has been rehabilitated by Monmouth County.

**Figure 10: Location of Affordable Housing Developments**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Red Bank 2019 Housing Plan Element and Fair Share Plan, BfJ Planning.



The Red Bank Housing Authority may rehabilitate 90 affordable housing units that exist within the Montgomery Terrace and Evergreen Terrace developments. If these units are rehabilitated by July 1, 2025, the Borough can claim affordable housing credit for these units toward its Present Need obligation.

As part of the Settlement Agreement, the Borough agreed to require that 13% of all affordable units, except for those constructed or having received preliminary or final site plan approval before July 1, 2008, be affordable to households earning 30% or less of area median income. The affordable housing units that satisfy this requirement are known as very low-income units. As of 2019, a total of 63 very low-income units have been constructed or approved in the Borough.

The Housing Plan Element and Fair Share Plan indicates that the Borough will also continue to explore properties that may be eligible for area in need of rehabilitation and/

or redevelopment designation. In addition, an evaluation of designated sites and existing redevelopment and/or rehabilitation areas that do not yet have an approved Redevelopment Plan are envisioned to be examined for suitability for residential development. If these sites are found to be suitable, affordable housing will be required in accordance with the Borough's Sliding Scale Ordinance.

In order to generate additional affordable housing units, the Borough enacted certain ordinances, including a Borough-wide Sliding Scale Ordinance. As shown in the table below, this ordinance requires a set-aside of affordable housing units that changes depending on the number of total residential units proposed in a project. For projects of 10 units or fewer, no set-aside is required; however, a residential development fee is required to be paid by the developer. For projects of 11 or more units, the corresponding percentage of units shown in the table below are required to be provided.



**Table 7: Sliding Scale Ordinance**

Source: Red Bank Housing Element &amp; Fair Share Plan, April 2019.

Total Number of Units	Minimum Percentage of Affordable Units
10 and under	None
11-25	10%
26-150	15%
151-215	17.5%
216 and over	20%

Other Overlay Ordinances enacted by Red Bank include the Design District Overlay and Train Station Overlay. The Borough also adopted an Updated Development Fee Ordinance to capture development fees from projects that do not fall under the purview of the Borough's Sliding Scale and Overlay Ordinances.

In addition, the Borough has implemented a First-Time Homebuyers Program, as the Settlement Agreement requires that a minimum of 50 low- and moderate-income households be provided with First-Time Homebuyers assistance prior to the end of the Third Round on July 1, 2025. The Program provides a loan of up to \$10,000 at closing to assist with the purchase of a home. A mortgage and mortgage note along with a deed restriction with a 30-year control period are also required to be executed at closing. As of February 23, 2022, no applications have been received for the Borough's Program.

The Borough has also implemented an Extension of Controls program where funding is set-aside to incentivize owners of affordable housing units that have controls that are scheduled to expire prior to July 1, 2025, to extend their control via a new 30-year deed restriction for affordability. In addition, an Affordability Assistance Program has been implemented, designed to provide modest funding amounts to assist low- and moderate-income households with certain housing expenses.

Lastly, Red Bank maintains an Affordable Housing Trust Fund (AHTF) that is primarily funded by residential and non-residential developer fees. The balance in the AHTF as of February 23, 2022, was \$484,428.07. These funds are utilized to fund the Borough's Housing Rehabilitation, First Time Home Buyer, Extension of Controls, and Affordability Assistance Programs, and cover program administration expenses.



## CIRCULATION AND MOBILITY

### Introduction

Situated in northeastern Monmouth County along the NJ Route 35 corridor, Red Bank is a popular destination from visitors throughout the region, with strong highway access via the Garden State Parkway as well as train and bus connections to the local and state transit network. However, its location on the Navesink River restricts vehicular access from the north, while the largely at-grade railroad tracks bisect the Borough, interrupting the local street grid and disrupting traffic. Meanwhile, during the summer months, Red Bank experiences traffic impacts through its function as a “pass-through” by drivers on their way to Jersey Shore locations.

Balancing the mobility needs of visitors and local users, while improving non-vehicular transportation options (transit, bike, and pedestrian resources), remain ongoing challenges for the Borough and should be part of its overall quality-of-life and economic development strategies.

### Public Transportation

#### Passenger Rail

Access to New Jersey’s passenger rail network is provided via the North Jersey Coast Line Station at Red Bank, with northbound service to New York Penn Station, Hoboken, and Newark Penn Station, and southbound service to Bay Head (see Figure 11). Parking is offered at six NJ Transit-owned surface lots, clustered on either side of the rail line between Monmouth and Herbert Streets, totaling approximately 480 spaces. The station building, constructed in 1875, is on the National Register of Historic Places.

As shown in Table 8, ridership at Red Bank station has been declining in recent years, even before the COVID-19 pandemic. Pre-pandemic, average weekday boardings fell from a high of 1,182 in the fiscal year ended June 30, 2015, to 981 for the same period in 2019, a decrease of about 17%. Fiscal 2020 saw continued decline and the impact of the pandemic-related shutdown in the spring and summer of 2020, but fiscal 2021 experienced the more prolonged effects of reduced service and ridership due

to ongoing pandemic disruptions. NJ Transit reports that ridership at Red Bank is recovering, as it is throughout the region with resumption to more normal schedules and train usage. For the fourth quarter of fiscal 2021 (March-June 2021) average weekday boardings were 364, while for the first quarter of fiscal 2022 (July-September 2021), average weekday boardings were up to 465.

**Table 8: Passenger Ridership at Red Bank Station, FY 2015- FY 2021**

Source: NJ TRANSIT, 2022.

Fiscal Year (ends June 30)	Average Weekday Boardings
2015	1,182
2016	1,155
2017	1,068
2018	1,013
2019	981
2020	726

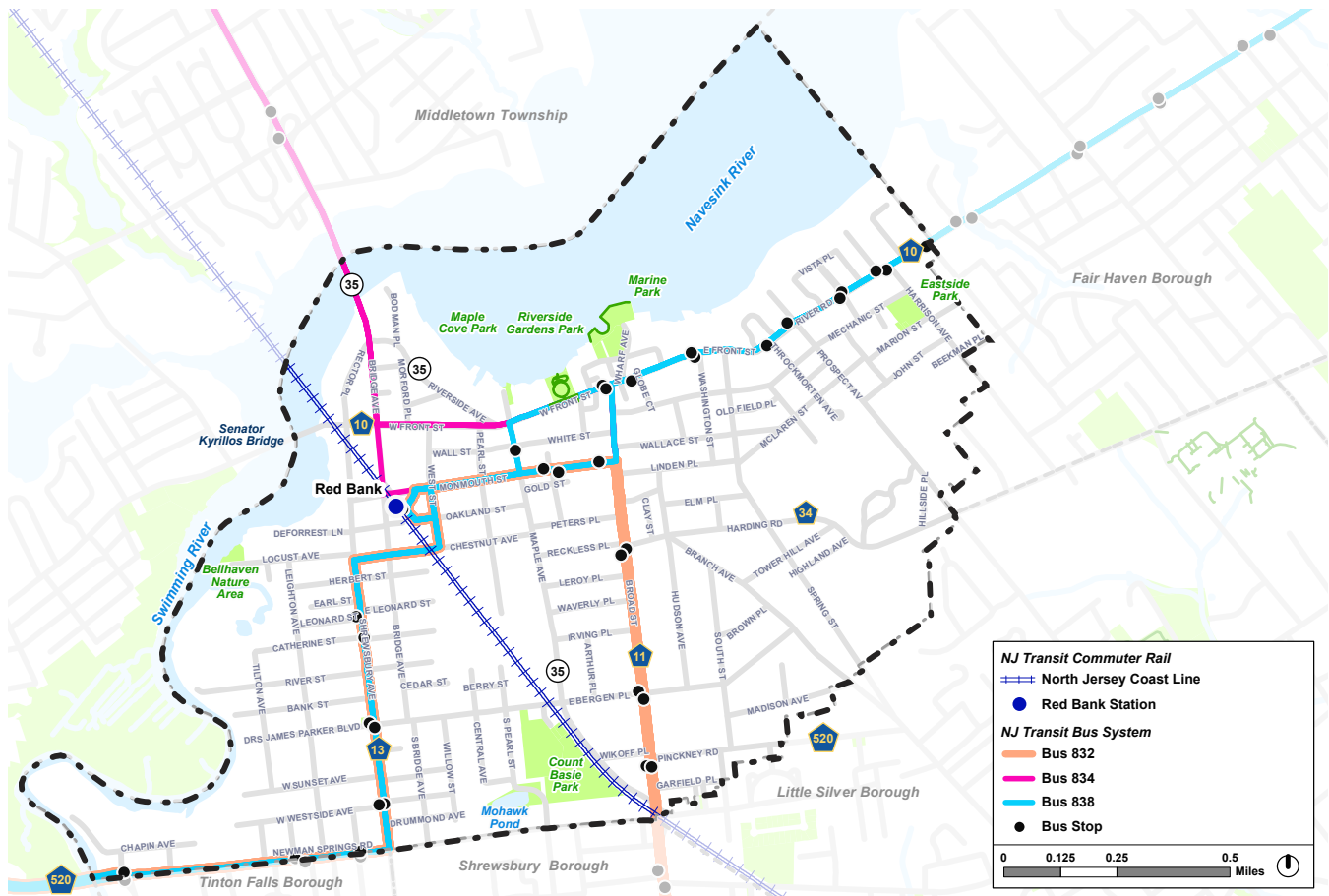
\*FY 2021 data reflect a full fiscal year of COVID-19 impacts, while FY 2020 reflects three months of pandemic impacts. NJ Transit reports that the second half of fiscal 2021 showed an upward trend in ridership, which is anticipated to continue into fiscal 2022.

NJ Transit also operates a rail yard just south of Red Bank station, generally between Herbert and River Streets. The presence of the yard, in combination with the at-grade rail tracks, serves to divide the Borough east/west, and significantly impedes vehicular traffic circulation. When trains arrive at the station, traffic throughout the downtown area can become backed up for as long as 30 minutes. The Borough is working with NJ Transit on potential changes to gate timing to address this issue.

In recent years, the area around the train station has seen significant development interest. A 57-unit rental project, branded as The Rail at Red Bank, was recently constructed on the block bounded by Chestnut, Bridge, and Oakland Streets. The developer behind that project has been working with NJ Transit on a much larger project, covering

**Figure 11: Public Transportation Network**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint) BfJ Planning.



several of the agency's parking lots as well as parcels the developer owns. This project – which is dependent upon the Borough designating the area around the station as an Area in Need of Redevelopment – would create apartments and commercial space as well as parking. Other recent development around the train station includes the adaptive reuse of the former Anderson Storage building on Monmouth Street into offices and retail, and the Station Place, Oakland Square, and West Side Lofts apartment complexes. Because these developments are still coming online, their impact on local train ridership is not yet known.

Given Red Bank's size, a significant portion of the Borough is walkable to the train station. As shown in Figure 12, the majority of Red Bank is within at least a 20-minute

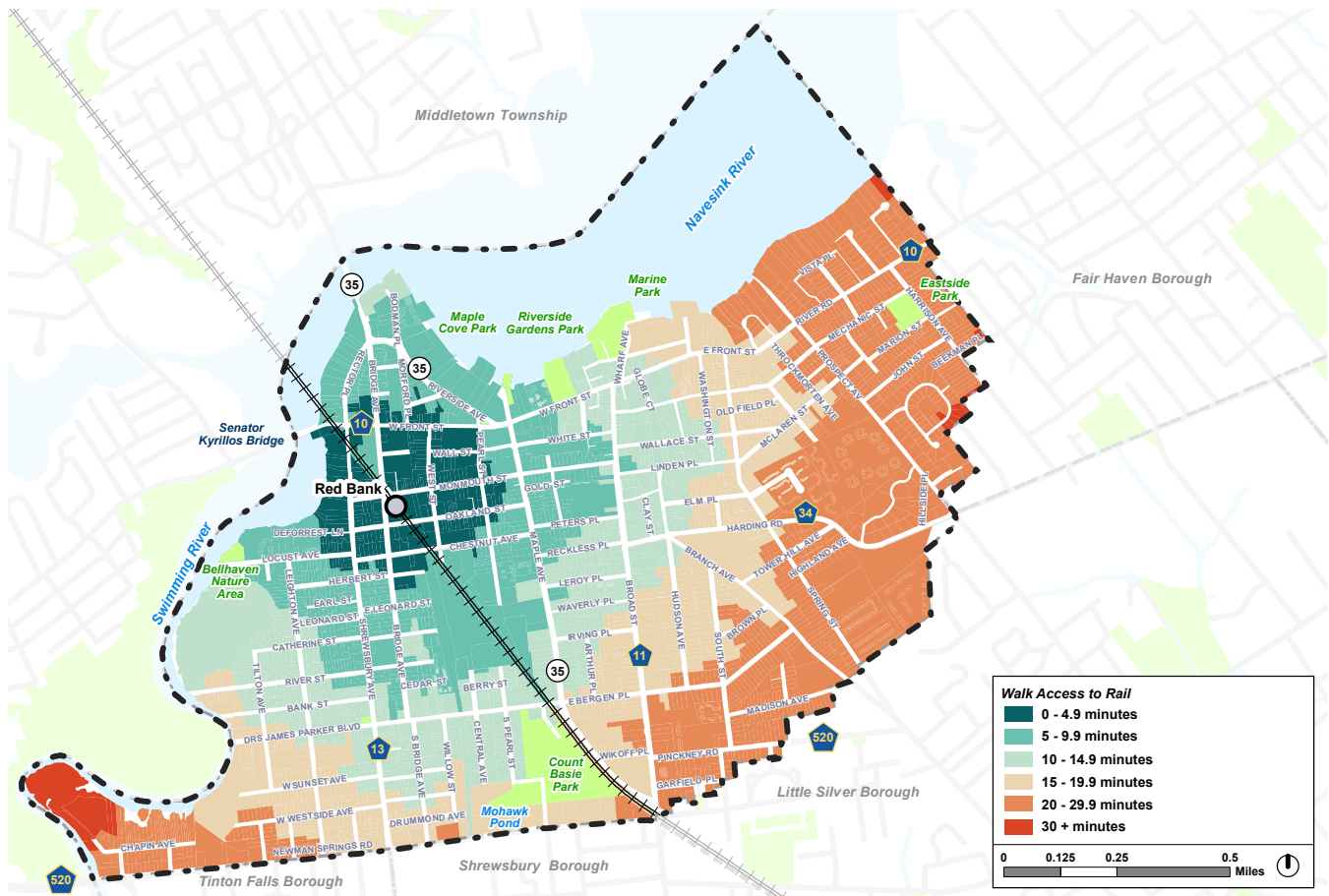
walk, with only portions of the southern and eastern areas of the Borough having longer travel times. For these areas, strengthening alternative transportation modes, particularly bike, could be prioritized.

Recognizing the value and impact of its train station, Red Bank has recently re-started the process of apply for Transit Village designation by the New Jersey Department of Transportation. This designation requires municipalities to demonstrate a commitment to revitalize and redevelop transportation hubs into mixed-use neighborhoods with a strong residential component, and carries with it eligibility for various State grants. The Borough had previously initiated this process in 2018, but it was stalled during the pandemic.



**Figure 12: Walk Access to Rail**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, Urban Footprint Walk Accessibility Module using data from the General Transit Feed Specification (GTFS), OpenStreetMap(OSM), US Census Bureau, BFJ Planning.



## Bus

As shown in Figure 11, Red Bank is served by three NJ Transit bus routes: Route 832, which provides daily service to Asbury Park; Route 834, which provides weekday and Saturday services to Highlands; and Route 838, which provides weekday and Saturday service to Freehold and Sea Bright.

## Roadway System

Regional vehicular access to Red Bank is provided via NJ Route 35 (Riverside Avenue/Maple Avenue) and the Garden State Parkway via Interchange 109 to County Road 520 (Newman Springs Road) or County Road 10 (Front Street). County Road 10 (River Road), County Road 34 (Harding Road), and County 13 (Shrewsbury Avenue) provide local connections to the downtown from nearby municipalities. County Road 11 (Broad Street) serves as Red Bank's primary downtown commercial corridor, connecting

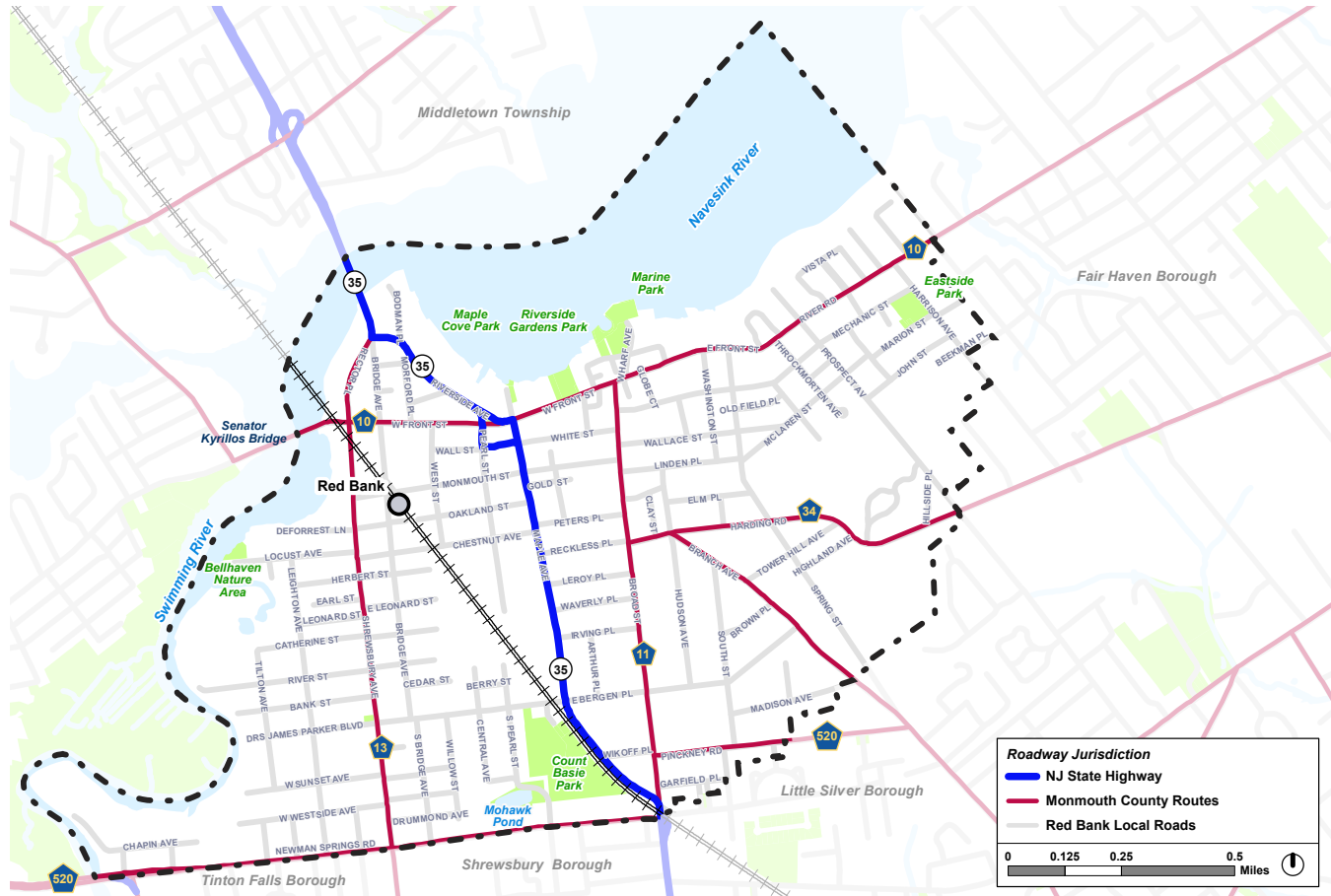
Route 35 with Front Street and the waterfront area. In addition, Route 35 and County Road 520 are designated truck routes. The jurisdiction of Red Bank's road network is shown in Figure 13; an understanding of road ownership is important, as it affects the Borough's ability to undertake improvements or changes to some of its major roadways.

## Traffic Congestion

Red Bank's popularity as a destination for arts and culture – combined with its good state and regional highway access and physical constraints from the Navesink River and railroad infrastructure – makes vehicular congestion a major issue. In fact, Downtown Red Bank was one of five focus areas examined by Monmouth County's 2021 Monmouth Within Reach Travel Demand Management Study. The study found that, in 2019, nearly 7 million people visited the Borough, with particular spikes occurring

**Figure 13: Roadway Jurisdiction**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, BfJ Planning.



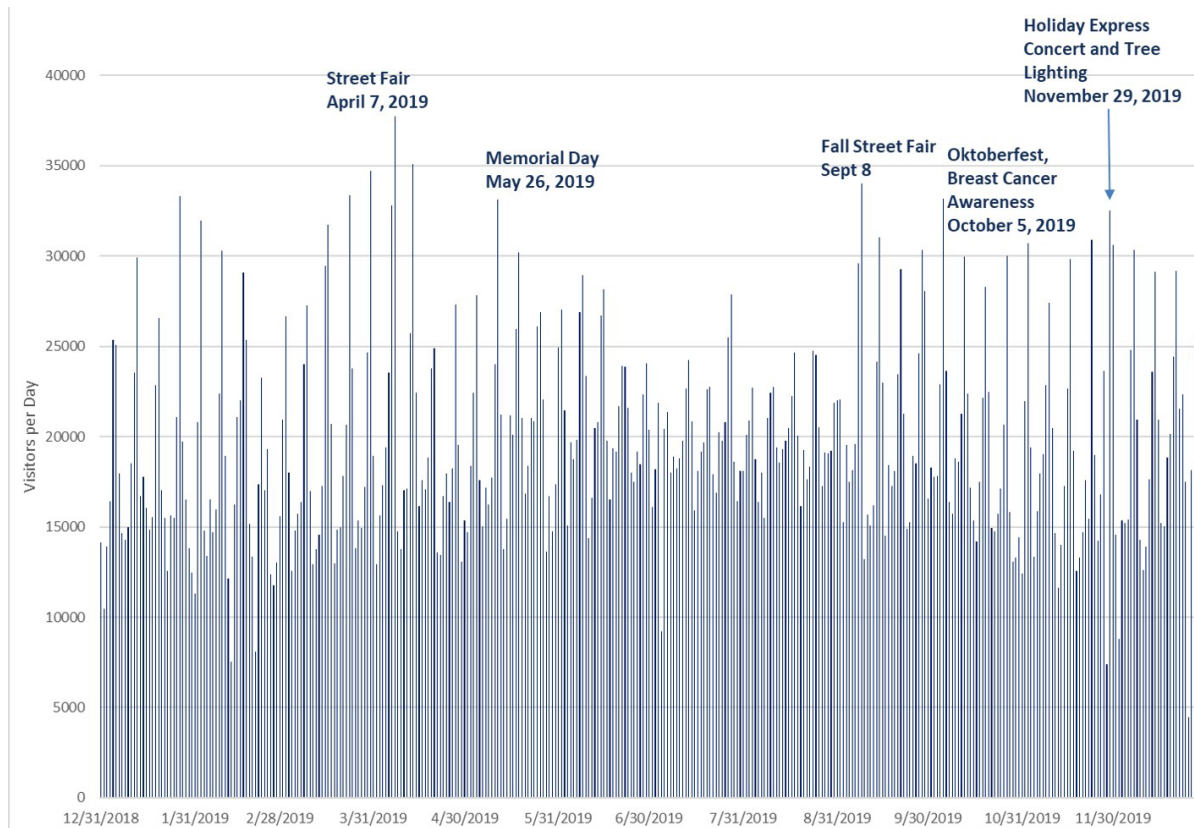
on special event days such as the spring and fall street fairs, Memorial Day, Oktoberfest, and the holiday tree lighting. The study noted that, on special event days, travel time between Red Bank and the Garden State Parkway can increase from the typical 13 minutes to 30 minutes or more. Some recommended strategies from the study include improving parking information and wayfinding for visitors, updating and implementing the 2010 Bicycle and Pedestrian Master Plan, exploring the potential for a circulator bus service, and stronger coordination with the County on traffic mitigation for construction projects.

Yet traffic congestion in Red Bank is not limited to special event days. Discussions with residents and Borough staff indicated that it is a recurring problem during peak travel periods, including school drop-off and pick-up, as well as whenever a train arrives at the station and at-grade

crossing gates are lowered. Participants in stakeholder meetings also noted the impact of truck deliveries and loading on traffic, which has increased during the pandemic with greater delivery of goods. And, not all Red Bank neighborhoods experience traffic congestion equally. The 2021 Monmouth Within Reach study noted that the cluster of low-income and minority population that resides on the west side of the railroad tracks are particularly affected by congestion associated with Red Bank visitation and events. These residents must share with visitors their primary entry corridors into the Borough – Shrewsbury Avenue and Route 35 – and lack alternative routes.

**Chart 8: Red Bank Visitation by Day, 2019**

Source: Monmouth Within Reach Travel Demand Management Study, 2021.

**Chart 9: Red Bank Visitor Trips on a Typical Summer Weekend in 2019, 2 - 3 pm**

Source: Monmouth Within Reach Travel Demand Management Study, 2021.





## Traffic Safety

Crash data were obtained from NJDOT for a three-year period between 2018 and 2020, the most recent data period available. Figure 14 shows the location of all motor vehicle crashes aggregated into clusters, with those crashes that caused injury to a bicyclist or pedestrian indicated in Figure 15. The data period includes the impact of the pandemic, which has coincided, on a national level, with a large increase in vehicle crashes and injuries. The reasons for this surge are not yet clear and need future study. This crash analysis is primarily focused on locations that have recurring issues with crashes, as opposed to the change of crash incidents over time. It is assumed that locations shown as crash clusters would have experienced these issues throughout the three-year period, even if there was a particular increase in 2020.

As shown in Figure 14, Figure 15, and Table 9, the West Front Street corridor showed a high incidence of vehicular crashes during the period, including the greatest number of injuries and crashes involving pedestrians (which are of particular concern given the likelihood of serious injury). Broad Street Maple Avenue, and Shrewsbury Avenue also demonstrated a significant number of crashes. There was one fatality during the period, at the intersection of Newman Springs Road and Shrewsbury Avenue.

Table 9 shows that the intersections of West Front Street with Maple Avenue and Shrewsbury Avenue/Rector Place, as well as the intersection of Riverside Avenue/North Bridge Avenue/Rector Place, have a disproportionately high number of crashes. The particular geometry of these intersections may be a factor.

For example, at West Front Street/Maple Avenue, the fact that Maple Avenue is one-way northbound on its northernmost block means that Route 35 southbound drivers must travel on Pearl Street to Water Street in order to continue on Route 35. This circulation is confusing and difficult for drivers and cyclists alike. The other two intersections are at entry points into Red Bank, via the Route 35 and Senator Kyrillos bridges, where the convergence of multiple roadways and the likelihood of use by visitors creates potential for crashes. The Maple Avenue/Monmouth Street intersection, while more of a typical grid, is near the Count Basie Center for the Arts, and thus may also be influenced by visitors unfamiliar with Red Bank. These intersections, and others of concern, should be studied for safety improvement.

**Table 9: Red Bank Intersections with the Highest Crash Incidents (2018-2020)**

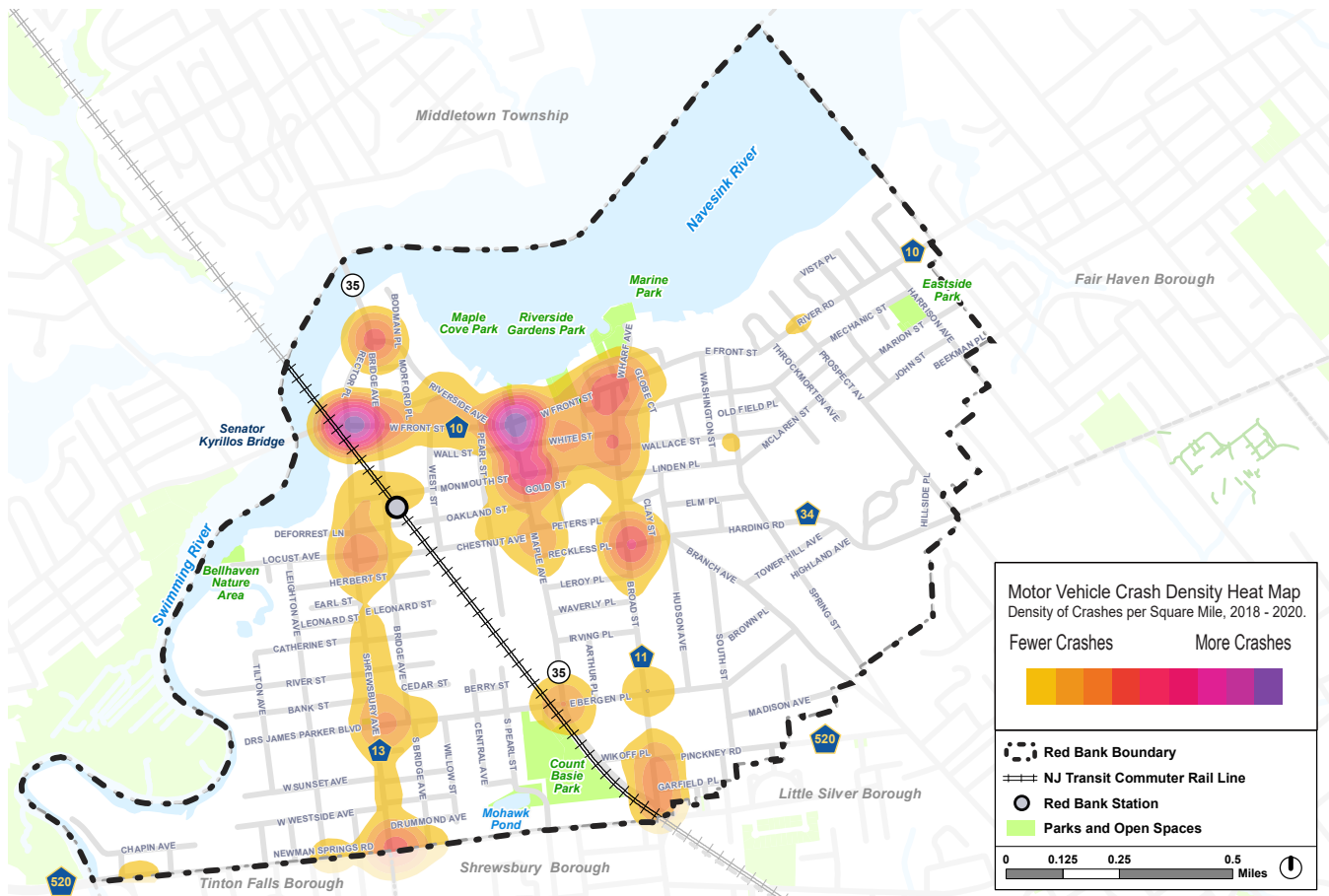
Source: New Jersey DOT Safety Voyager, 2018-2020.

Intersection	Property Damage	Injuries	Fatalities	Total
West Front St. - Maple Ave.	32	8	0	40
West Front St. - Shrewsbury Ave. / Rector Pl.	27	4	0	31
Riverside Ave. - North Bridge Ave - Rector Pl.	26	2	0	28
Maple Ave. - Monmouth St. / Gold St.	21	4	0	25
Maple Ave. - E Bergen Pl.	16	1	0	17
Broad St. – Reckless Pl. / Harding Rd.	12	5	0	17
Shrewsbury Ave. - Drs. James Parker Blvd.	13	2	0	15
West Front St. - North Bridge	14	1	0	15
Broad St. – E. Front St. – Wharf Ave.	10	5	0	15
Newman Springs Rd. - Shrewsbury Ave.	8	4	1	13
Broad St. - Pinckney Rd.	11	1	0	12

Note: Data are based on crashes that were specifically reported as having occurred at an intersection; these data exclude crashes that occurred in the vicinity of an intersection.

**Figure 14: Crash Density Map (2018-2020)**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), NJDOT Safety Voyager, BFI Planning.



### Recent and Planned Roadway Improvements

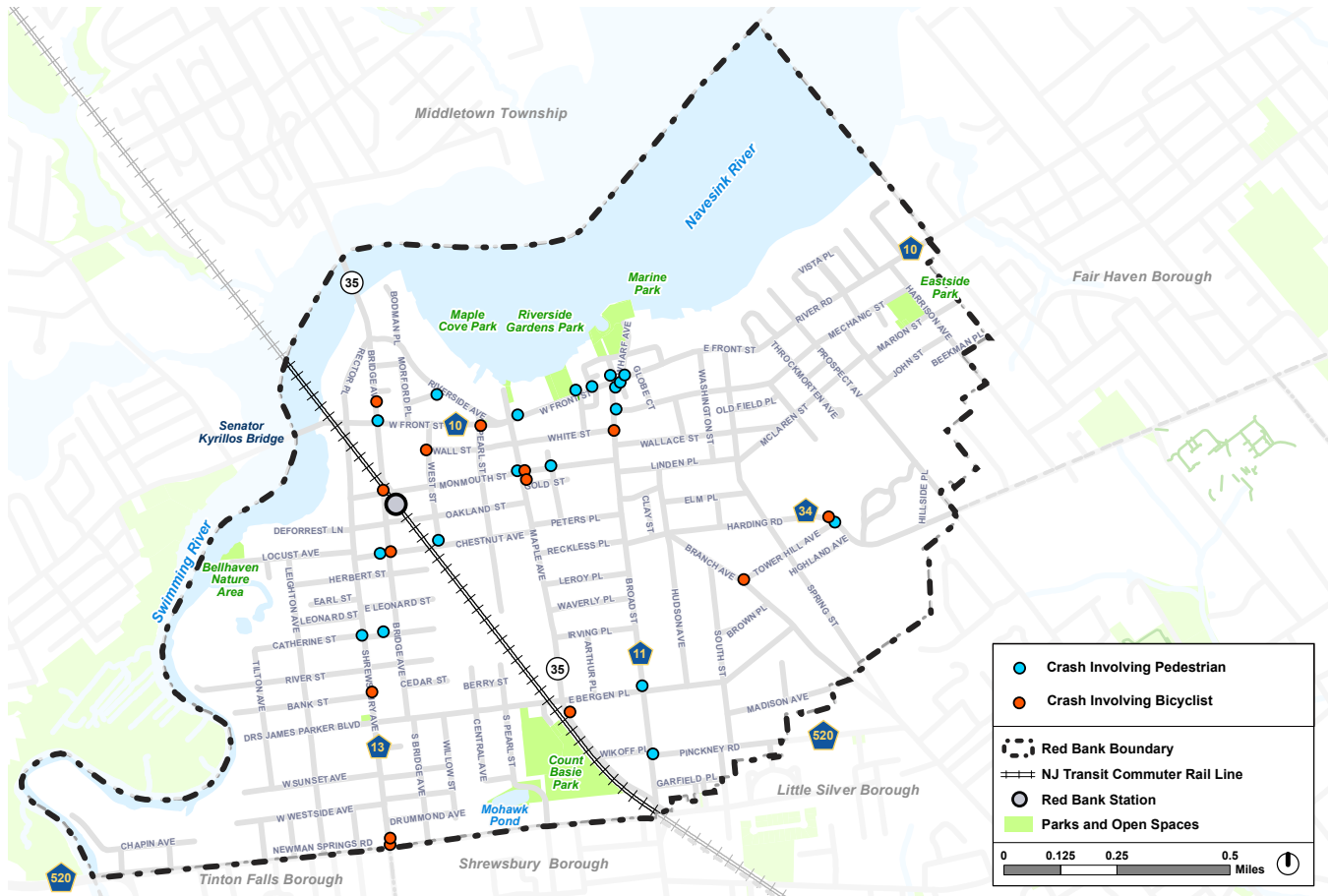
In late 2021, Red Bank launched a significant improvement project for Broad Street between Front Street and Harding Road. The impetus for the work is the need to replace a sanitary sewer line, but the project also encompasses surface road improvements including the installation of retractable hydraulic bollards at the intersections with Front, White, and Mechanic Streets. The devices will allow the Borough to easily close off Broad Street without having to place concrete barriers, which will enable permanent seasonal closures to facilitate outdoor dining. The project also includes replacement of the street lights with LED fixtures and the installation of new trash receptacles. No other significant roadway projects are known at this time, but the Borough has a regular multi-year road resurfacing program.





**Figure 15: Vehicle Crashes Involving Pedestrians & Bicyclists (2018-2020)**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), NJDOT Safety Voyager, BfJ Planning.



## Parking

### Downtown Parking

The Borough owns seven off-street parking lots, totaling 900 spaces, as indicated in the table below. The 2019 Red Bank Comprehensive Parking Study notes that these lots, while all publicly owned, exhibit a confusing mix of public, private, reserved, and shared spaces. In each of the lots, some spaces are metered, while others are indicated as permit parking and some are reserved for specific businesses. Further some spaces are restricted to permit holders at some times but accommodate transient parking in the afternoons and on Saturdays.

**Table 10: Public Off-Street Parking Lots**

Source: Red Bank Comprehensive Parking Study, 2019.

Name	Number of Spaces
Wallace-Linden Lot	79
Mechanic-Wallace Lot	230
Katherine Elkus White Circle (Marina)	85
Union Street Lot	41
English Plaza Lot	152
White Street Lot	271
Gold Street Lot	42
<b>TOTAL</b>	<b>900</b>

In addition to the Borough lots, the 2019 parking study identified 672 on-street parking spaces and 2,747 private parking spaces in the downtown. The private total includes the six lots around the train station owned by NJ Transit, about 480 spaces. Municipal parking permits are \$1,000 annually, while train station parking permits are \$480 per year and are available to non-residents.

The 2019 parking study analyzed parking occupancy for public and private spaces. For the public spaces, the study determined a peak occupancy rate of 68% on the weekday and 74% on the weekend. However, this occupancy is unevenly spread, with the English Plaza lot between East Front and White Streets seeing a peak occupancy rate of 93%, while other lots saw less than 50% peak occupancy.

In the private spaces, which makes up the majority of the downtown parking, weekday occupancy peaked at 51%, while the weekend peak occupancy was 42%. Much of this parking is specific to the attached land use and not available for general public parking. Overall, there were more than 1,400 vacant spaces in private lots during the peak weekday period.

There are also privately owned parking lots that have spaces available for public use: the West Side Lofts garage, with 112 public spaces, and the 141 West Front Street garage, with 378 spaces. Parking usage of these facilities varied, but the study noted that the 141 West Front Street garage always had at least 200 available spaces.<sup>7</sup>

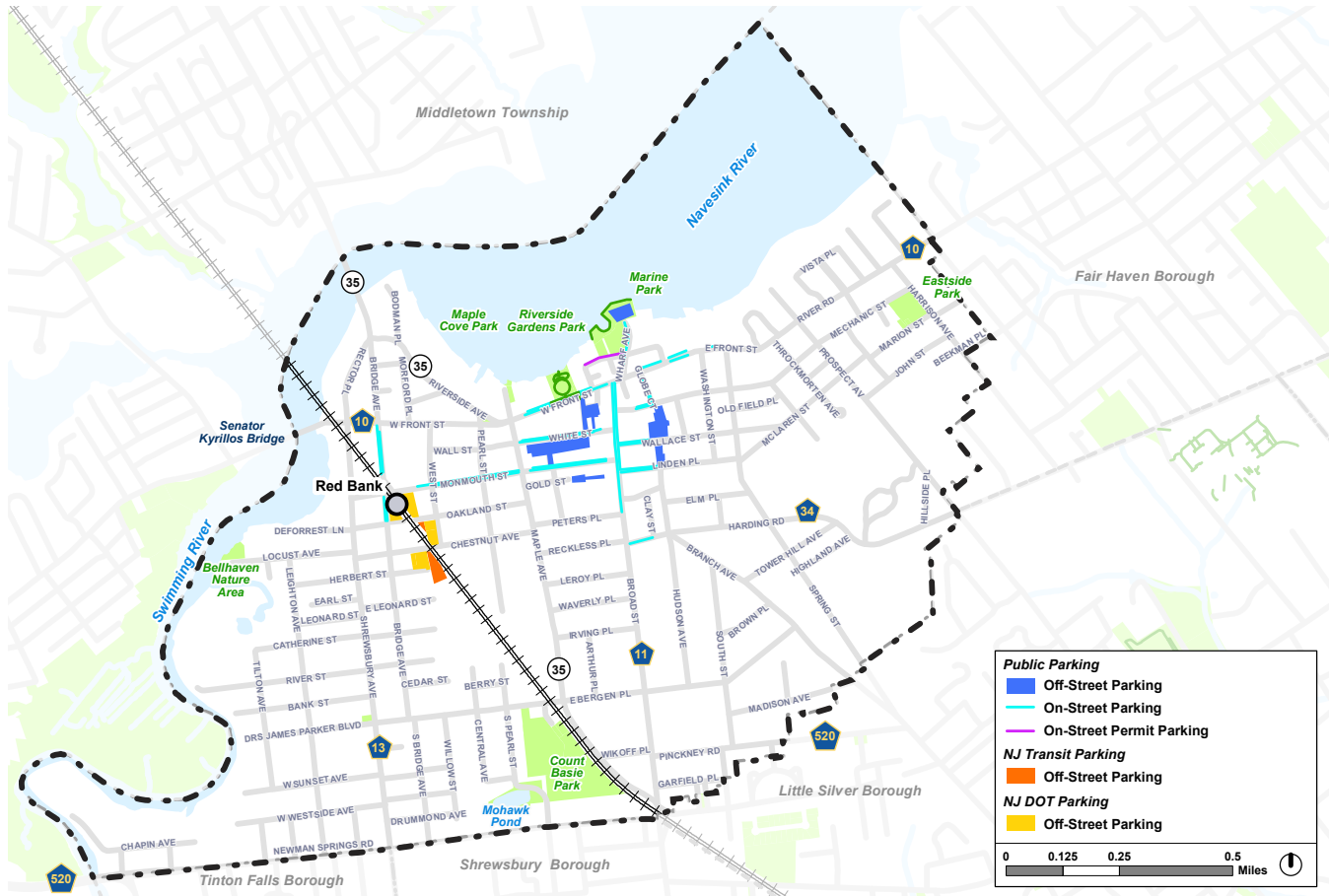
The 2019 study concluded that, even under constrained conditions for events at the Count Basie and Two Rivers theaters, downtown Red Bank has adequate parking to accommodate current demand. However, this does not mean that parking is always available where an individual wants to park, or within a preferred radius of a location. The study recommended a number of operational changes to help improve the availability of parking for visitors, so that more spaces are available closer to major destinations. In addition, the study identified opportunities for shared use of private parking facilities, particularly the 141 West Front Street garage.

Under future conditions, the study determined that, upon full lease-up of currently vacant office space and completion and full concurrent usage of expansions at both theaters, there would be a parking deficit of about 220 spaces. This calculation assumes usage of public parking facilities only and does not take into account potential sharing of privately owned parking. To alleviate this potential shortage, the study recommended hiring a parking manager to increase efficiencies by eliminating permit-only spaces as much as possible, improving enforcement to create more turnover, establishing long-term off-street parking for employees to free up on-street spaces, and undertake operational

<sup>7</sup> The study noted that the office building associated with the West Front Street garage was not yet fully leased, and projected a parking surplus of 70 spaces once a tenant was in place.

**Figure 16: Public Parking**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, Borough of Red Bank, BfJ Planning.



improvements to strengthen the financial position of the parking utility.

In the event that these parking management strategies prove insufficient to address parking capacity issues, the study recommended development of a public parking garage to expand the inventory. The White Street lot was identified as the best candidate for such a garage, which was estimated to accommodate 476 spaces.

It is noted that the parking study was conducted prior to the pandemic, and the long-term impacts on parking are not yet known. With both Red Bank residents and workers in the Borough potentially working remotely on a permanent basis at least part of the time, the parking deficit identified by the 2019 study may not come to fruition, and in fact there may be continued under-utilization of some lots. At the same time, potential development on existing surface lots (including those owned by NJ Transit) should be carefully evaluated to ensure that future development

can be accommodated while replacing existing public or commuter parking.

### Evolving Parking Regulations

The Borough has provisions to facilitate efficient use of off-street parking spaces. Off-site parking within 500 feet is allowed for non-residential uses, while shared parking is permitted among uses that have differing peak parking demands. These are positive, modern approaches that many communities of Red Bank's size have yet to implement. However, the methodology for calculating shared parking potential could be revisited to provide for greater flexibility and to address residential parking, which can often be shared with commercial uses due to differing peaks.

In addition, Red Bank has adopted regulations for electric vehicle charging stations, providing that charging stations are permitted accessory uses in all zones, except single- and two-family residential zones, and requiring a minimum



number of such stations in new parking lots greater than 20 spaces. However, these regulations do not appear to be consistent with State legislation adopted in 2021 that promoted electric vehicle charging spaces and established installation and parking requirements. In essence, Red Bank was an early actor on electric vehicle charging and now needs to revise its regulations to match the newer State model ordinance.

The Borough may also consider addressing in its parking regulations evolving drop-off and pick-up needs for technologies such as ride-sharing (e.g. Uber or Lyft) and autonomous vehicles, as well as regulations that control short-term loading needs from food and goods delivery.

## Pedestrian and Bicycle Network

### Existing Network

As shown in Figure 17, Red Bank has a fairly robust sidewalk network, with the few existing gaps primarily located along Harding Road and Prospect Avenue. Large portions of the Borough have a well-formed street grid that provides walkable block lengths, and all of Red Bank's signalized intersections provide some level of pedestrian accommodation. All signalized intersections have crosswalks, while most have push-buttons and/or pedestrian signal heads.

The bicycle network in the Borough is much more limited. Only one dedicated bike lane exists in Red Bank, along Bridge Street between Chestnut Avenue and Drs. James Parker Boulevard. Most of the local roads are compatible for share-the-road bicycling, but most of the State and County routes are comfortable for only highly experienced cyclists, due to higher vehicular speeds and traffic volumes. Red Bank does have some bicycle infrastructure, particularly associated with the train station, where there are bicycle racks and lockers and dedicated bike parking. The Borough has also installed bike racks in various locations in recent years as part of a wellness initiative. In addition, the Borough's 2019 Master Plan Reexamination Report includes an objective to require new developments to have bicycle storage and parking areas within their buildings or sites.

In terms of off-street walking trails or paths, these are generally limited to certain sites on the Navesink River waterfront, including within Marine Park and Riverside Gardens Park. There is also a short path along the Swimming River at the end of Bank Street, which was constructed as part of the approval of the River's Edge townhomes development. Red Bank has long prioritized development of a continuous waterfront walkway, and has obtained cross-access easements from various property owners. Actual development of a walkway has remained elusive due to the significant cost and coordination involved, but this remains a long-term goal. Along the Swimming River, the prevalence of publicly owned land (e.g. the potential future park at the Sunset Avenue property, Red Bank Primary School, Bellhaven Nature Area, and the senior center – as well street-ends) creates potential opportunities for trail development. Most of the Borough's existing parks are fairly small, which limits opportunities for passive trails and walkways within these facilities, but such amenities could be considered for Count Basie Park as well as the potential future park at the Sunset Avenue property.

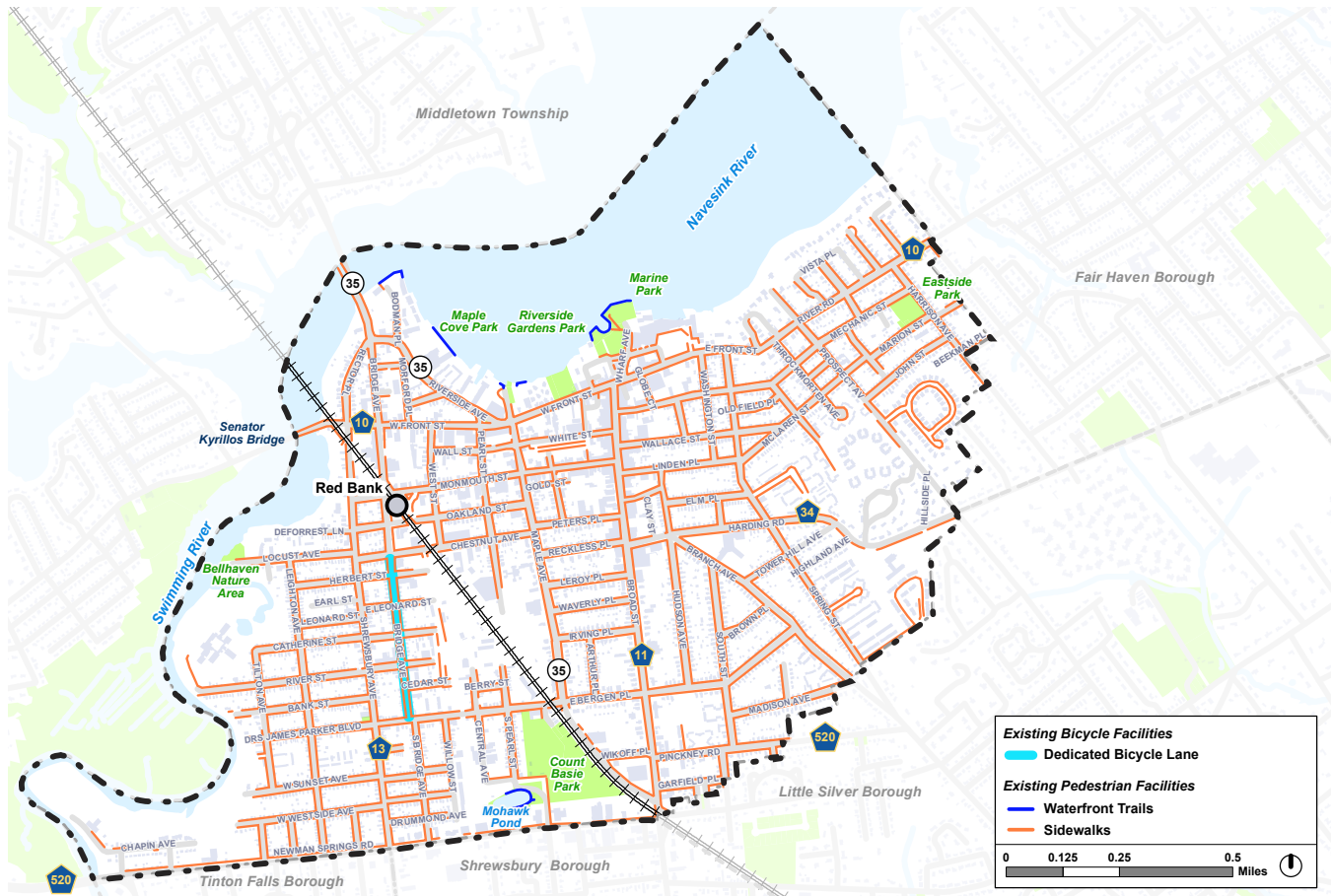
### Issues and Opportunities

A *Walkable Communities Workshop* sponsored by the North Jersey Transportation Planning Authority (NJTPA) in 2006 noted that, although Red Bank is a highly walkable community, roadways such as Shrewsbury, Bridge, and Maple Avenues carry high traffic volumes that often exceed posted speed limits. These corridors are particularly challenging to residents living in the western portion of the Borough who are seeking to access points to the east. The report also cited Front Street as a barrier to pedestrians. Some common issues identified included: on-street parking that is not demarcated, overly wide streets, faded and poorly visible crosswalks, and signage and pedestrian signal heads that are obstructed or difficult to see. In 2010, the Borough adopted a Complete Streets Policy and prepared the *Red Bank Bicycle/Pedestrian Planning Project*. The public engagement process for that study found that pedestrian crossing is difficult on major thoroughfares such as Maple Avenue (Route 35) or Front Street.



**Figure 17: Existing Bicycle and Pedestrian Facilities**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Google Maps, BFJ Planning.



Although these studies are somewhat dated and the Borough has made some improvements over the years, many of the findings are still valid. As noted above, NJDOT crash data for the most recent three-year period identified clusters of crashes that involved pedestrians along Front Street at the intersections with Shrewsbury Avenue, Bridge Street, Maple Avenue, and Broad Street, as well as along Maple Avenue to Monmouth Street. Both Front Street and Maple Avenue are challenging in that they are regional roadways under non-Borough jurisdiction, yet also serve as key downtown corridors with significant pedestrian activity. Nonetheless, coordination between the Borough and the State (for Maple Avenue) and the County (for Broad Street) is needed to identify measures that make these roads safer and more comfortable for pedestrians. Such measures could include specialized crosswalk treatments, road narrowing and/or pedestrian bump-outs at intersections, and improved signage.

A 2018 study undertaken by NJTPA further explored ways to improve pedestrian and bicycle connectivity at and around the Red Bank Train Station. Many of its conclusions echoed the earlier plans, with key identified issues including severely faded crosswalks in the immediate vicinity of the station, pedestrian ramps outside of NJ Transit's property that don't meet Americans with Disabilities Act (ADA) standards, and sidewalk breaks at the intersection of streets (e.g. Chestnut Street) with the at-grade railroad tracks and service access connected with the tracks disrupts sidewalks.

In fact, the presence of the at-grade railroad tracks and associated infrastructure significantly disrupts all modes of transportation, creating particular challenges for pedestrians and bicyclists. The Red Bank school district reports that all students in the Borough who must cross the tracks to reach their school are bused to avoid safety concerns with walking.

## Summary

Red Bank's transportation network serves multiple purposes for a variety of users. Its roads serve regional drivers who pass through to other destinations, visit to attend special events with a wide geographic draw, or commute to work. Residents of nearby towns regularly patronize downtown Red Bank and need to drive and park. Meanwhile, Borough residents must access local goods and services, schools, the train station, parks, and the waterfront, using all modes of transportation. Balancing all of these needs, given Red Bank's small land area and overlapping jurisdictions, is enormously challenging, and there may not be easy solutions. Nonetheless, the Master Plan will explore strategies that are in the Borough's control, such as measures to improve safety and bicycle and pedestrian infrastructure, while identifying paths for advocacy with the State, County, and NJ Transit on cross-jurisdictional issues.

## COMMUNITY FACILITIES, RESOURCES, AND PROGRAMS

### Parks and Open Space

Parks and open spaces are a key asset and amenity that support quality-of-life, the cohesion of the public realm, sustainability, and the coordination of resiliency efforts in light of climate change. Red Bank contains a total of nine public parks, as shown on Figure 18, Parks and Open Spaces. Parks and open spaces account for 3% of Red Bank's total land area.

The sites included on the Borough's Recreation and Open Space Inventory (ROSI) on file with NJDEP as of February 20, 2022, are listed in the table below.

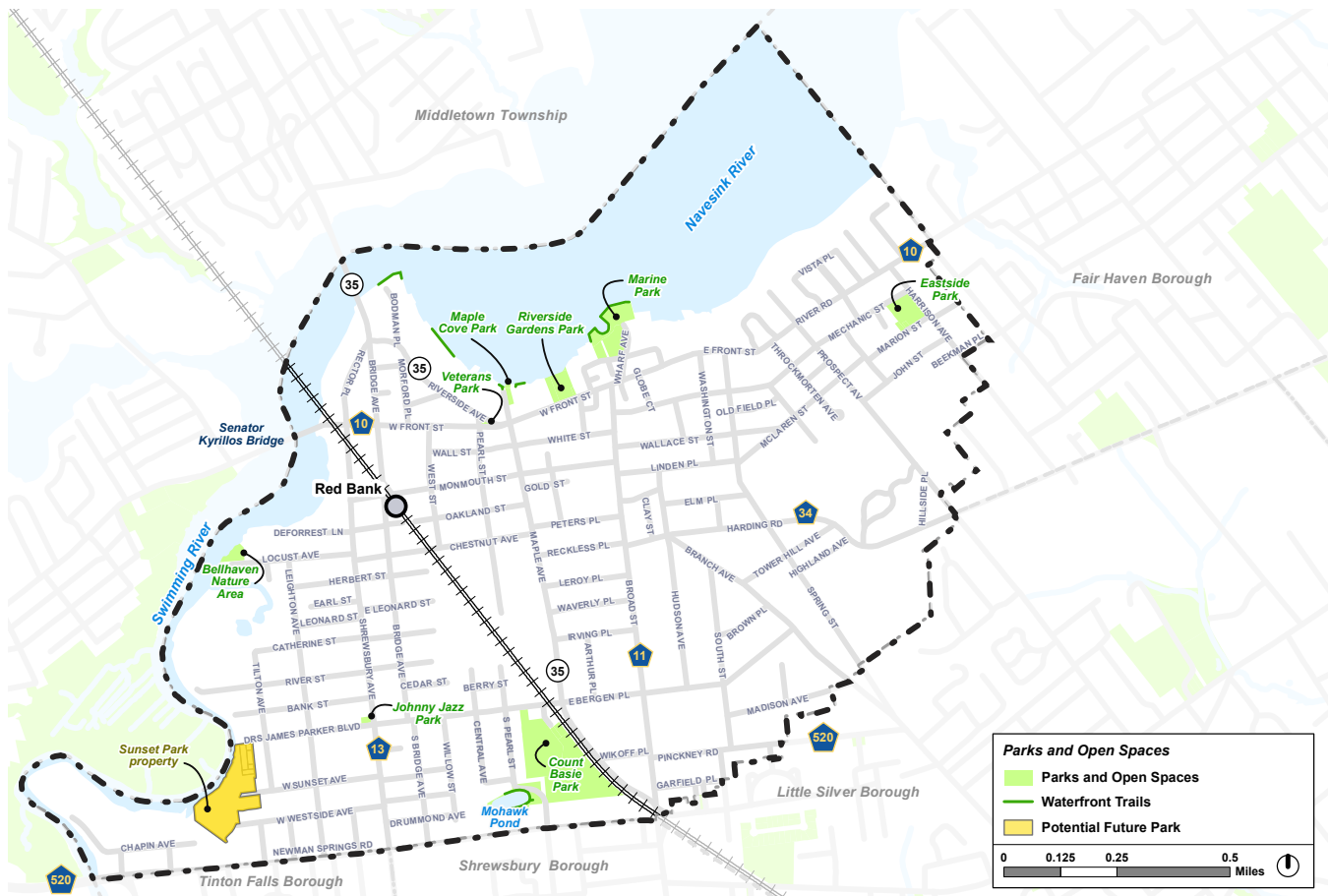
**Table 11: Red Bank Recreation and Open Space Inventory Sites**

Source: Recreation and Open Space Inventory, 2022.

Name	Block(s)	Lot(s)	Area (Acres)	Amenities
Eastside Park	15.01	15.01, 16.01, 24 & 26.01	2.5	Playground, Soccer field, Softball field, Basketball court, Tennis courts, Benches, Picnic tables, Walking paths, Lawn, Restrooms
Veterans Park	6.01	1	0.07	Lawn, Flagpole, WW2 Cannon
Johnny Jazz Park	79	23	0.18	Walking path, Benches, Lawn
Maple Cove Park	8	1, 1.01, 1.02 & 3.02	0.33	Kayak Launch, Lawn
Riverside Gardens Park	8	10, 10.01, 11, 12, 12.01	2.0	Picnic tables, benches, Boardwalk, Lawn, Restrooms, Parking Enforcement Office
Red Bank Public Library Open Space	8	4.01 & 4.02	0.62	Lawn, Flagpole
Sunset Avenue property	84	64, 66, 66.01, 66.02, 66.03 & 67	9.8	The Borough is remediating the former landfill site to create a potential park.
Marine Park	9	5, 5.01, 5.02, 5.03, & 5.04	4.3	Playground, Benches, Boat basin, Picnic tables, Lawn, Restrooms
Count Basie Park	97.01	38, 40, 41 & 57	18.5	Baseball/Softball fields, Basketball courts, Playground, Track, Pond with fountain, Restrooms
Bellhaven Nature Area	39	1.01	0.97	Turtle access point, Playground, Picnic Table, Benches, Lawn

**Figure 18: Parks and Open Spaces**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Google Maps, BFJ Planning.



The Borough contains one community garden, located at 37 Marion Street; however, it is currently closed due to soil contamination. Stakeholder input identified the need for Borough-wide community gardens, with potential locations at the schools, building rooftops, and church grounds.

While the Borough's existing Master Plan documents contain a description of existing parks and open spaces and policy related to parks and open space, no detailed vision and recommendations for these important resources appears to exist. This Master Plan will provide analyses, findings, a vision, and recommendations for parks, open spaces and Borough-wide interconnectivity.

### Waterfront Oriented Parks and Open Space

As a waterfront community, the shores and viewsheds of the Navesink and Swimming Rivers serve as valuable open space resources. The Borough contains a total of 262

acres encompassed by these waterbodies, which provide a substantial viewshed from various visual access points in Red Bank. Opportunities to activate additional visual access points are hindered to some extent by existing buildings and sloping topography near the water's edge. However, there are opportunities to activate additional visual access points, which will be discussed in detail in the full Master Plan.

These navigable waters host a variety of aquatic wildlife and birds, which comprise a rich ecosystem that is important to the Borough and the region. In addition, the waterways provide exceptional opportunities for water-oriented recreational activities such as fishing, crabbing, boating, and kayaking.





Count Basie Park



Riverside Gardens Park



Eastside Park



Public Access to Swimming River

### Recent and Planned Improvements

The Borough has pursued several recent park improvements, such as the implementation of a new system for sanitation and recycling at all Borough-owned parks; installation of dual drinking fountains in Eastside Park, Count Basie Park, Johnny Jazz Park, and Bellhaven Nature Area, and provision of Bigbelly trash compactors at Riverside Gardens Park and Bellhaven Nature Area.

Representative planned improvements to Borough-owned parks include landscape and playground upgrades; basketball and tennis court upgrades; enhancements to amenities such as restrooms, fountains, and gazebos; and installation of new turf surfaces. Major improvements are proposed to implement previous planning efforts at Marine Park and Bellhaven Nature Area. The ongoing stakeholder and public input process is anticipated to yield additional desired improvements, which will be summarized in the full Master Plan.

### Access to Parks and Open Space

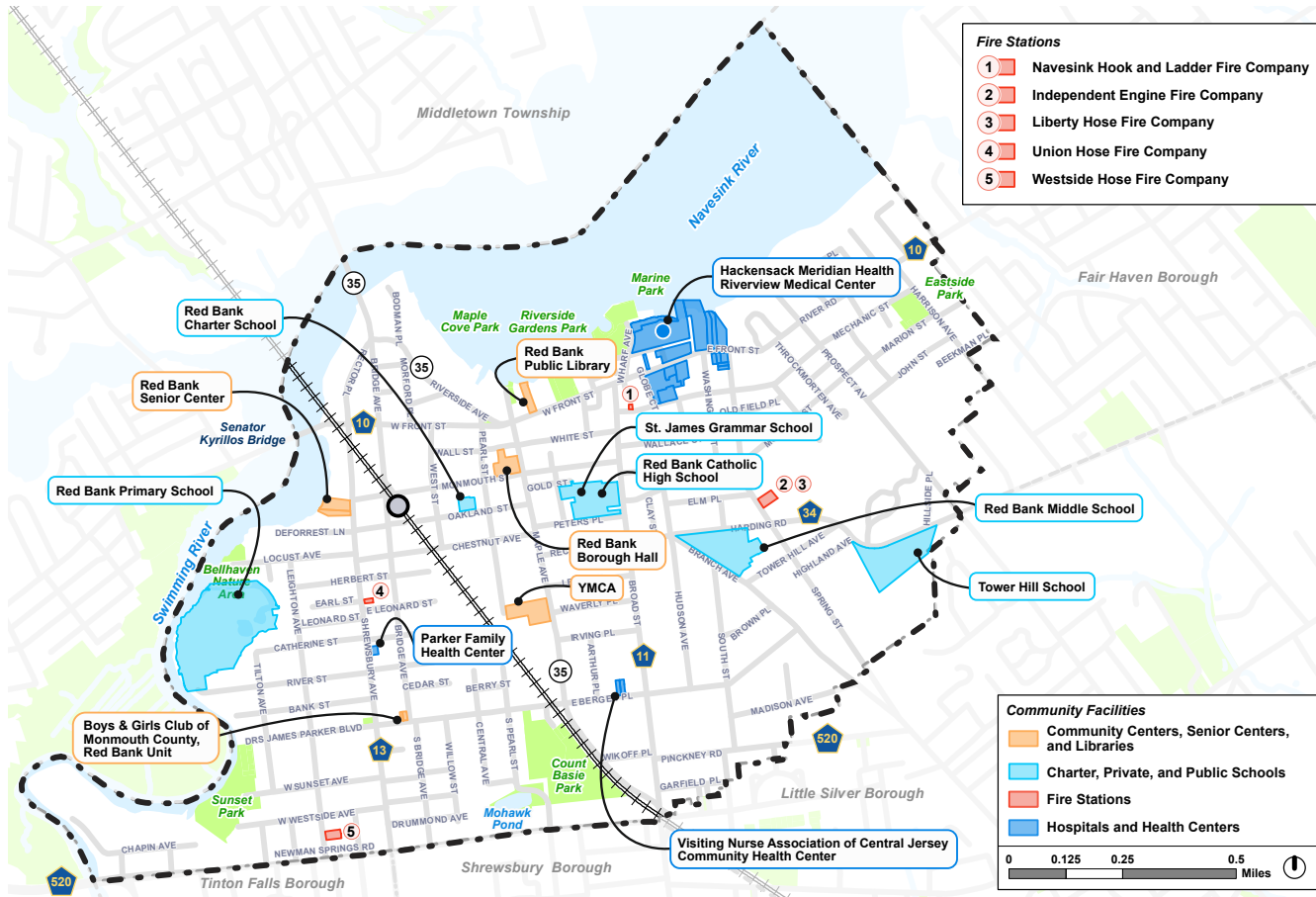
As shown in Figure 18, as the majority of parks and open space are located around the periphery of Red Bank, there is limited park access within the interior of the Borough. The level of interconnectivity among these parks is limited to streets and sidewalks without adequate wayfinding signage or other visual delineation for users to navigate from one park to another. Stakeholder input obtained as part of this Master Plan process indicates that there is a keen interest in establishing neighborhood pocket parks to enhance access and further improve quality-of-life in Red Bank.

In addition, the Borough has reportedly obtained access easements along the waterfront on most of the properties, which are envisioned to be activated and connected to form a waterfront walkway. The Borough should fully document and map these easements to further identify next steps. A common theme that derived from the stakeholder meetings was the desire to create a continuous walkway spanning from the potential future park at the Sunset Avenue property to Marine Park. There is interest to connect the residents with the waterfront through several access points.



**Figure 19: Community Facilities**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, NJ OGIS, Borough of Red Bank, BFJ Planning.



Once the interior pocket parks and parklets are delineated and the potential for interconnectivity of the waterfront parks via easements and waterfront walkways, interconnectivity of these diffuse parks and open spaces can be delineated and routes can be mapped out for use by pedestrians and bicyclists. These parks and open space opportunities will be discussed in detail within the full Master Plan.

### Open Space Programming

The Red Bank Parks and Recreation Department has programming and leagues for youth and adult for sports and activities such as soccer, basketball, track and field, baseball, and softball. Red Bank AYF offers flag football as an additional recreation sports option.

In addition, the Borough hosts the Red Bank 5K Classic Race, which is organized by the River Center and the Red Bank Business Alliance and benefits the Parks and Recreation Department and the Community YMCA. The Borough also hosts a Memorial Day Parade; Summer Series at Riverside

Gardens Park, which includes movies, fitness activities, and jazz music; a fall Halloween Parade, Easter Egg-hunt, Community Pride event and other activities, which are supplemented by private-sector programs.

An important aspect of existing conditions for parks and open spaces is maintenance and management. As is the case in many communities, ongoing challenges for the Borough include discouraging vandalism, enhancing park security, and efficient communication involving park-related issues.

### Community Facilities

Community facilities in Red Bank play an important role in providing essential services and civic spaces that can enable healthier and well-connected neighborhoods. This section highlights key public facilities and nonprofit institutions in the Borough, as shown in Figure 19. Community facility planning should actively address any existing unmet population needs while also planning for anticipated social, environmental, and technological changes.

### Borough Facilities

Red Bank maintains several public facilities, including Borough Hall (which also contains the police headquarters), the Public Library, Department of Public Utilities, Recycling Center, five fire and rescue facilities, and the Senior Center. The locations and attributes of these facilities are summarized below.

Based on input from stakeholder meetings, the Borough facilities are in need of major upgrades. Borough Hall requires improvements to plumbing, HVAC, and other building systems. In addition, it is undersized as it pertains to the needs of the Police Department.

The Library is in adequate condition; however, ADA-compliant access at the rear of the facility is desired.

The Department of Public Utilities (Public Works) property contains temporary trailer structures that were installed decades ago and not intended for permanent use. These and other structures on the property are in severe disrepair and some may need to be demolished and replaced.

The Recycling facility appears to be adequately sized; however, as the facility is located within a prime waterfront property (the former landfill and potential future park at the Sunset Avenue property), relocating the Recycling Center and replacing it with a public park may represent a better use of the property for the community.

The Borough is considering consolidation of the five fire companies into two to boost efficiency while maintaining a sound and consistent level of operation and service. During the stakeholder meetings it became clear that one of the challenges that the fire companies have faced in recent years has been getting enough volunteers to fully staff the operations and meet the needs of the Borough. Consolidation may help resolve this staffing challenge.

The Senior Center is slated to be fully renovated in 2022 through building systems and amenities upgrades at a cost of approximately \$2.1 million. The renovation includes improvements such as new flooring, windows, renovated restrooms, upgrades to plumbing and other building systems, lighting, painting, and improvements for ADA compliance.



Red Bank Public Library



Red Bank Recycling Center



Navesink Hook and Ladder Fire Company



Red Bank Senior Center

**Table 12: Borough of Red Bank Facilities**

Source: Borough of Red Bank, 2022.

Name	Location	Description of Facility and Improvements
Borough Hall and Police Headquarters	90 Monmouth St.	Municipal offices, courtroom/Council chambers, Police Department, and related uses.
Library	89 West Front St.	Books, electronic media, and other media, programming, limited waterfront access.
Department of Public Utilities (Public Works)	75 Chestnut St.	Public works buildings, trailers, accessory structures, and equipment.
Red Bank Residential Recycling Center	West Sunset Ave.	Facilities to deposit/collect recycling materials, associated trucks, storage containers and equipment.
Navesink Hook and Ladder Fire Company	7-9 Mechanic St.	Two-story, dual-bay firehouse facility. Responds to calls Borough-wide (No primary coverage area).
Independent Engine Fire Company	151 Spring St.	Primary coverage is focused on the central and eastern portions of the Borough but with the ability to respond Borough-wide.
Liberty Hose Fire Company	151 Spring St.	One-story, three-bay structure with accessory structures. Also hosts the Independent Engine Fire Company, Red Bank First Aid and Rescue, and Scuba rescue. Primary coverage is in the northern portion of the Borough.
Union Hose Fire Company	161 Shrewsbury Ave.	Primary coverage is focused on the western portion of the Borough. This facility also hosts the Red Bank Fire Police Company.
Westside Hose Fire Company	261 Leighton Ave.	Two-story, single-bay firehouse facility. Primary coverage are portions of the Borough's west side.
Senior Center	80 Shrewsbury Ave.	Multi-purpose ADA accessible activity center building, educational, recreational and fitness programming, door-to-door transportation.

## Education

Red Bank has a total of six educational facilities located throughout the Borough, shown in Figure 19 and described below.

### Red Bank Public Schools

During the 2021 - 2022 school year, the Red Bank Borough Public Schools (Red Bank Public Schools) system had an enrollment of 1,357 students. Compared with 2011,

enrollment has increased by nearly 24%. However, based on projected enrollments, it is projected that enrollment will drop to 1,173, resulting in a loss of 184 students from the 2021–2022 enrollment. The Red Bank Public Schools system portfolio includes one primary school from pre-K to 3rd grade and one middle school from 4th to 8th grades. High school students attend the Red Bank Regional High School in Little Silver.

**Table 13: Borough of Red Bank Educational Facilities**

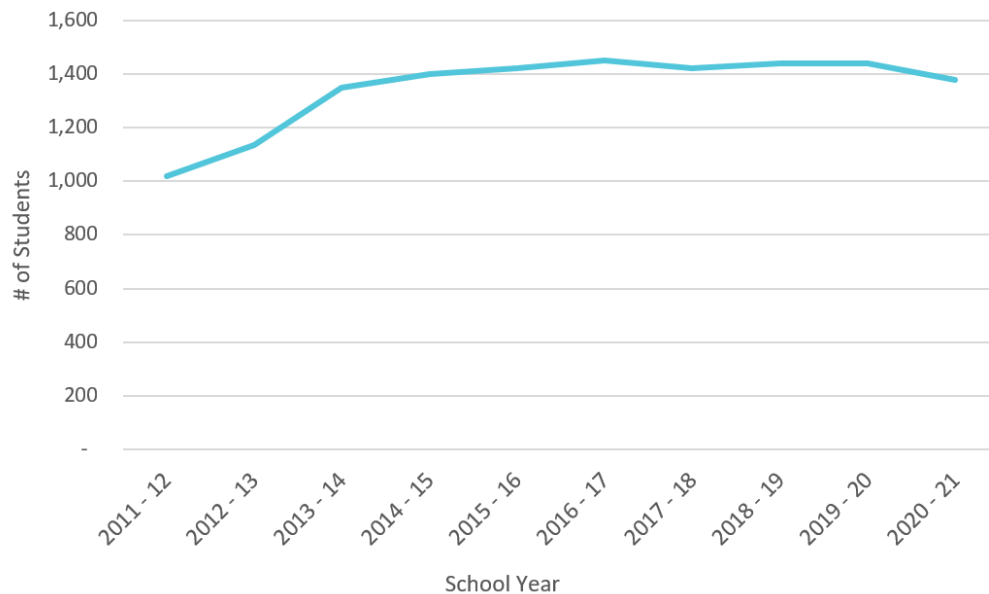
Source: Borough of Red Bank, 2022.

Name	Location	Description of Facility and Improvements
Red Bank Charter School	58 Oakland St.	Charter school for students from pre-K to 8th grade
St. James Elementary School	30 Peters Pl.	Parochial school for students from pre-K to 8th grade
Red Bank Catholic High School	112 Broad St.	Parochial school for students from 9th to 12th grades
Red Bank Primary School	222 River St.	Public school for students from pre-K to 3rd grades
Red Bank Middle School	101 Harding Rd.	Public school for students in the 4th to 8th grades
Tower Hill School	255 Harding Rd.	Parochial school for Pre-K and kindergarten students



### Chart 10: Red Bank Borough Public Schools Enrollment, 2011-2021

Source: Demographic Study for the Red Bank Borough Public Schools, Statistical Forecasting LLC, 2021.



As a mid-to-long-term goal, the Red Bank Public Schools system is considering consolidating the preschools into one location, to avoid the need to bus students to multiple locations. In addition, the primary school is located in FEMA's AE Special Flood Hazard Area (SFHA) along the Navesink River. There are conversations to fortify or move the school in the future. Since Red Bank is largely built-out, there is no identified location to build a consolidated preschool or new primary school; both are in the initial planning phase.

#### Charter Schools

Similar to regional and national trends, the presence and role of community charter schools has grown in New Jersey over the last two decades. Currently, there is one charter school in the Borough, Red Bank Charter School on Oakland Street.

#### Parochial Schools

As an alternative to public and charter schools, the major parochial schools in Red Bank include St. James Elementary School, Red Bank Catholic High School, and Tower Hill School.





## Healthcare

### ***Hackensack Meridian Health Riverview Medical Center***

Located on an 8-acre campus along Navesink River, Riverview Medical Center is a community hospital serving Red Bank and larger Monmouth County. The campus includes three main facilities: the Blaisdell, Jane H. Booker, J. Marshall Booker, and K. Hovnanian Pavilions. To the east of the main campus, the hospital owns three adjacent waterfront properties. Discussions with Borough staff indicated that the Riverview Medical Center has embarked on its strategic master plan, but future expansion plans have not yet been shared with the Borough. The properties that the hospital may use for expansion may be suitable for essential services, professional offices, and multi-family residential, with an opportunity to include affordable housing under the WD zone. The area around the hospital will be studied in further detail through the small area planning process to be undertaken as part of this Master Plan.

### ***Parker Family Health Center***

Located at the intersection of Shrewsbury Avenue and Catherine Street, the Parker Family Health Center provides Monmouth County residents who are unable to pay for healthcare with free health care services. Stakeholders stressed the importance of supporting this community anchor that serves the portion of the Red Bank community who needs these services the most. The Parker Family Health Center is in the process of expanding its facility with an approximately 1,300-square-foot, one-story addition, which will include offices, consultation rooms, restroom, and conference/multi-purpose instructional room.

## Other Community Resources

Discussions with stakeholders identified the need to support key community facilities that offer essential goods and services to those most in need. Organizations, such as Lunch Break, JBJ Soul Kitchen, and the Red Bank Family YMCA, are making lasting impacts on the Red Bank and larger Monmouth County communities to ensure basic life necessities are met.

### ***Lunch Break***

Lunch Break provides daily meals, groceries, community information, clothes, and life skills programs. The organization seeks to assist participants with learning about all aspects of life to lay a path toward generational wealth. In April 2022, Lunch Break hosted a groundbreaking ceremony to celebrate an expansion to its existing facility on Drs. James Parker Boulevard, which will bring the Life Skills program on-site.

### ***Red Bank Family YMCA***

Located on Maple Avenue, the YMCA provides Monmouth County residents with fitness and recreational opportunities for all ages. The nonprofit organization has not seen a full return of its client base due to the pandemic. The YMCA could use improvements to modernize its facility, which dates back to 1970.



***Parker Family Health Center***



***Lunch Break***

## Historic Resources

Red Bank has a historic charm that balances the preservation of historic resources and welcomes the artful design when new and old architecture coexist. Red Bank's historic resources provide glimpses into the past and continue to educate the community. Figure 20 illustrates the locally designated and State/National historic districts and sites.

### Locally Designated Historic Districts and Landmarks

The Borough has designated two local historic districts for protection from demolition. In addition, the Red Bank Inventory of Historic Resources, found in the 2009 Historic Preservation Plan Element, identifies 204 locally designated historic sites. These resources are under the jurisdiction of the Historic Preservation Ordinance and the Historic Preservation Commission, which advises the Planning Board and the Board of Adjustment on applications, advocates

for preservation activities, develops recommendations for historic preservation ordinances, and explores potential funding opportunities/incentives.

### State and National Registers of Historic Places

Beyond local historic designations, Red Bank has historic assets deemed significant by the State and National Registers. While some state and national listings are also locally designated, others are not, and therefore do not fall under the jurisdiction of the Historic Preservation Commission. The City has nine listings in the State and/or National Registers as well as one national landmark, the T. Thomas Fortune House. Table 14 provides the complete listing of all buildings and sites in the State and National Registers.

**Table 14: Locally Designated and State/National Historic Districts and Landmarks**

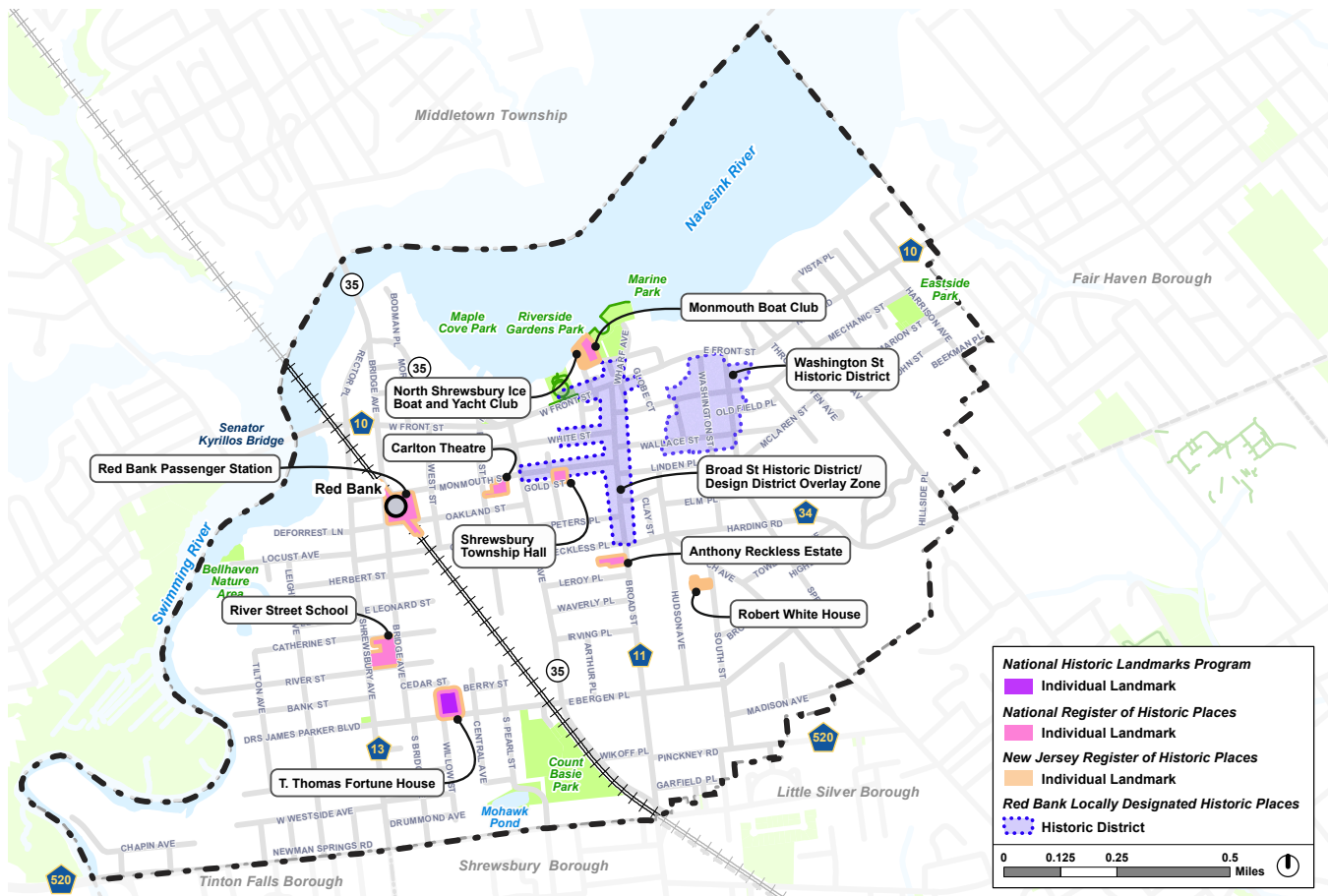
Source: Red Bank Historic Preservation Plan Element, 2019.

Locally Designated Historic Districts and Landmarks		
Name	Location	Designation
Broad Street Historic District	Broad Street between Front Street and Harding Road	TBD
Washington Street Historic District	Washington Street between Front Street and Wallace Street	TBD
State and National Registers of Historic Places		
Name	Location	Designation
Carlton Theatre	99 Monmouth Street	NR: 12/18/2009; SR: 5/20/2009
T. Thomas Fortune House	94 West Bergen Place	NHL: 12/8/1976; NR: 12/8/1976; SR: 8/16/1979
Monmouth Boat Club	Union Street	NR: 8/16/1994; SR: 5/20/1994
North Shrewsbury Ice Boat & Yacht Club	9 Union Street	NR: 10/31/2019; SR: 1/10/2008
Anthony Reckless Estate	164 Broad Street	NR: 6/3/1982; SR: 2/22/1982
Red Bank Passenger Station	Bridge and Monmouth streets	NR: 5/28/1976; SR: 1/7/1976
River Street School	60 River Street	NR: 4/14/1995; SR: 3/3/1995
Shrewsbury Township Hall	51 Monmouth Street	NR: 12/8/1980; SR: 10/10/1980
Robert White House	20 South Street	NR: 3/7/2012; SR: 10/18/2010

Note: SR= State Register; NR = National Register; NHL = National Historic Landmark

**Figure 20: Locally Designated and State/National Historic Districts and Sites**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Red Bank 2009 Historic Preservation Plan Element, BFJ Planning.



### Historic Preservation Initiatives

Since 2009, the Historic Preservation Commission has continued efforts to identify and place historic properties on the Red Bank Historic Resources Inventory list. There is an opportunity to explore the potential for additional local historic districts and designation of a few properties on Rector Place. The HPC could use an additional staff member to assist with administrative tasks and nominate historic properties for State and County level designations. Designation on the State and County levels could assist with additional funding for historic properties. Locally designated historic properties are protected from demolition but do not qualify for funding opportunities.

### Arts and Cultural Resources

Red Bank is a key arts and cultural destination in Monmouth County, attracting residents and visitors into the downtown and train station areas. All come into Red Bank to experience one of the many attractions such the art galleries, breweries, events, performances at the Count Basie Center for the Arts and the Two River Theater, restaurants, small businesses, and waterfront parks. Red Bank's River Center, Visitors Center, and Business Alliance are active organizations that partner, in collaboration with the Borough to create activities and events in the downtown area.

## SUSTAINABILITY, INFRASTRUCTURE, AND RESILIENCY

### Sustainability

Red Bank has taken several significant steps toward becoming a more sustainable community. The Borough's 2019 Master Plan Reexamination Report seeks to promote sustainability in various ways, such as by promoting complete streets and walkability; enhancing street trees and landscaping; facilitating conservation of water use to reduce the need for additional sewer and water capacity; and upgrading Marine Park, Bell Haven Park, and other parks as appropriate in a sustainable manner. In addition, the Borough participates in the Sustainable Jersey Program. These and other initiatives are discussed below.

### Overview of Existing Policy, Regulations and Conditions

The 2019 Master Plan Reexamination Report established the following objectives for conservation, which tie in with some of the key aspects of sustainability in Red Bank:

- To protect natural resources to the greatest extent feasible, including wetlands, surface water, groundwater, and habitat areas.
- To limit development on steep slopes.
- To reduce non-point source pollution in stormwater runoff.
- To promote rooftop solar energy systems, where appropriate.
- To encourage LEED buildings.
- To encourage rooftop gardens and green space.
- To encourage energy efficient building designs.
- To encourage rain gardens in new developments and within right-of-way areas.

The 2019 report also contains objectives that promote the Borough's recycling program and minimizing solid waste. In addition, Red Bank has an Impervious Cover Assessment and Reduction plan, prepared by Rutgers Cooperative Extension Water Resources Program, which provides policies and strategies for the implementation of green infrastructure.

These policy objectives are bolstered by several recently enacted ordinances that promote sustainability, including:

1. Creation of a Shade Tree Trust Fund, where development applications not satisfying shade tree requirements must pay into the Shade Tree Trust Fund based on a formula.
2. Electric vehicle charging stations are required in new parking lots with more than 20 parking spaces. (As noted, this ordinance deviates from the statewide Electric Vehicle Supply/Service Equipment & Make-Ready Parking Spaces model ordinance and is now superseded by the statewide ordinance).
3. A Green Development Checklist is now required to be included as part of all major site plan and subdivision applications.
4. Red Bank reduced the acreage requirement for what constitutes a major development for stormwater management, and requires stormwater recharge elements in parking lots.

Red Bank also has an established, active Shade Tree Committee that encourages the expansion of shade tree installation. The Borough's Community Forestry Management Plan is committed to increasing its tree canopy coverage to 25%, through planting programs and other measures. That plan also discusses tree maintenance, training for the Shade Tree Committee, public education, and other policies and initiatives.

In 1990, the Borough created an Environmental Commission, which advises the Mayor, Borough Council, Borough Administrator, and department heads on environmental issues such as sustainability, natural resources, energy conservation and renewable energy, stormwater management, recycling, and water resources. In 2017, the Commission formed a Green Team to further sustainability-related initiatives and facilitate participation in Sustainable Jersey.

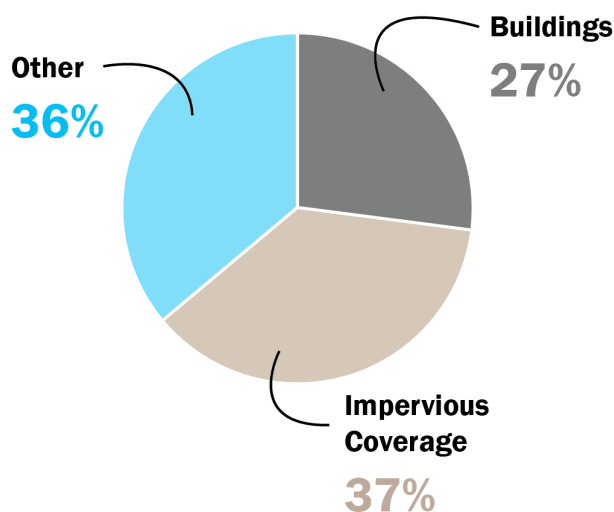


### Impervious Coverage

Approximately 64% of the Borough is developed, including about 37% in impervious coverage as seen in Figure 21. Environmental sustainability and conservation initiatives such as the installation of additional green infrastructure play a key role in trying to balance environmental considerations with existing development and quality-of-life. With a high percentage of surfaces being impermeable, Red Bank may be more prone to local flooding, insufficient water quality of stormwater run-off, and insufficient aquifer recharge, especially with more frequent intense storms and related impacts anticipated with future climate change. Green infrastructure can play a major role in mitigating the impacts of stormwater and flood waters.

**Figure 21: Breakdown of Red Bank's Total Land Area**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), Red Bank 2009 Historic Preservation Plan Element, BfJ Planning.



### Carbon Footprint

Municipal carbon footprint evaluates the carbon footprint in terms of metric tons of carbon dioxide (CO<sub>2</sub>) emissions per year. As of 2020, Red Bank calculated that its carbon footprint was 3,437.6 metric tons of CO<sub>2</sub> emissions per year, from emissions and usage impacts from buildings, vehicles, and other assets and activities. This represents a 9.7% reduction in the Borough's footprint of 3,805 metric tons of CO<sub>2</sub> emissions per year in the 2017 baseline year, or about 2.4% a year over the four-year time period.

### Green Infrastructure

Green infrastructure helps reduce the area covered by impermeable surfaces, which improves aesthetic conditions, captures carbon dioxide, decreases the amount of water entering storm sewer systems, reduces pollution in nearby waterbodies, and can mitigate local flooding. Some common types of green infrastructure include rain gardens, bioswales, urban tree canopy, and living shorelines. Also, with regard to extreme heat conditions anticipated to increase in the future, trees have the added benefit of providing residents with shade.

Representative examples of green infrastructure in the Borough include the installation of rain gardens at the renovated White Street parking lot in 2020, and at the First Aid and Rescue Squad building in 2021.

Parks and open spaces are also a type of green infrastructure that provide recreational resources as well as substantial environmental benefits to offset the negative impacts of impervious surfaces.

The non-structural stormwater management strategies in the green infrastructure examples noted above promote the objectives from the 2019 Master Plan Reexamination Report and are consistent with the Borough's Stormwater Management and Control Ordinance, most recently adopted in March 2021.

### Green Buildings and Design

The Borough has also implemented several ordinances and initiatives related to green buildings and design, including the 2019 Green Roof ordinance, which requires a green roof on any structure where the roof is 5,000 square feet or larger, and the Green Development Checklist, which includes metrics and questions to encourage green buildings and site design.

Several buildings in Red Bank have received certification under the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) program. For example, the adaptive reuse of a church at 211 Broad Street for business and office space attained LEED Silver Certification.

### Recent Sustainability Projects and Initiatives

Red Bank's most prominent sustainability initiative is its participation in the Sustainable Jersey program. As noted, the Borough maintains an active Green Team and an associated Creative Team that lends additional support to sustainability efforts. Red Bank has been participating in Sustainable Jersey since 2009. The Borough achieved and maintained bronze status in the program leading up to and including 2017, and went on to attain silver status in 2018, which it has maintained since, one of only four municipalities in Monmouth County to do so. Representative projects and initiatives that the Borough has completed under the Sustainable Jersey program include:

- **Animals in the Community Education:** The Environmental Commission partnered with the Red Bank Animal Welfare Committee and local nonprofits Project Terrapin and Clean Ocean Action to create nesting habitat for the diamondback terrapin, which is a NJDEP-designated "Species of Special Concern."
- **Brownfields Inventory and Prioritization:** The Borough used NJDEP brownfields and Known Contaminated Site data, combined with local knowledge, to compile a list of contaminated sites. The list facilitated focus and allocation of Borough resources on the highest priority sites.
- **Public Electric Vehicle Charging Infrastructure:** In 2014, the Borough installed a public electric vehicle charging station next to Borough Hall for use by residents and visitors while shopping or dining in the downtown. The hourly rate for use of the station includes both electric usage and the parking fee. This charging station is operated by the Red Bank Public Parking Utility.

Also, the Environmental Commission runs a Green Business Recognition Program, recognizing businesses that make substantive efforts to enhance the sustainability of their operations. The program is based on the state Sustainable Business Registry, aimed at waste management and reduction, reduced energy and water consumption, sustainable construction and development, and community and social responsibility.

Red Bank is also a signatory to the U.S. Conference of Mayors Climate Protection Agreement, and the Environmental Commission is a member of the Association of New Jersey Environmental Commissions (ANJEC).

### Resiliency

Red Bank seeks to maintain and enhance community resilience in terms of its ability to withstand, adapt to, and quickly recover from natural disasters and other emergency events. Resilient communities are able to better prepare for emergencies, use preparedness and mitigation strategies to reduce impacts, roll-out post-emergency services more quickly, and provide more meaningful and significant support for residents and businesses in their recovery. Collectively, these benefits enable communities to bounce back from emergency events more quickly and fully.

The Borough has taken actions to promote resiliency, such as the formation of an Emergency Management Committee, implementation of the Stormwater management Ordinance, creation of an Impervious Cover Assessment and Reduction plan, flood wall installation at Oyster Point Hotel, and other site-specific flood mitigation projects.

In addition, many of the Borough's sustainable projects and initiatives promote resiliency, such as the rain garden located at the First Aid and Rescue Squad building. Further, the 2019 Master Plan Reexamination Report has several objectives for conservation that tie in with resiliency, such as protecting natural resources to the greatest extent feasible, including wetlands, surface water, groundwater and habitat areas, and encouraging rain gardens in new developments and within right-of-way areas.

Monmouth County has also generated hazard mitigation and resiliency strategies that relate to Red Bank. In its 2021 Multi-Jurisdictional Hazard Mitigation Plan, the County analyzed threats and opportunities for enhanced resiliency in the Borough and identified 10, summarized on the following pages. Most of these strategies focus on mitigating potential impacts from anticipated future flooding events.

**Figure 22: Location of Critical Facilities**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network, U.S. Department of Justice, NJ State Police, NJOEM, NJOGIS, U.S. Office of Homeland Security, Borough of Red Bank, BFI Planning.



- 1. Acquire, elevate, or relocate buildings and infrastructure in flood prone areas, with a focus on Repetitive Loss (RL) and Severe Repetitive Loss (SRL) properties:** Potential locations include: Red Bank Board of Education and Majestic Rehab and Nursing Center at Red Bank.
- 2. Drainage Improvements in Marine Park:** Maintain integrity of existing bulkhead, as it has been replaced and structurally withheld the last three storm surges, though flooding still occurs. Also, electrical equipment needs to be relocated. Pump lift station operation for sewage was inoperative as a result of lost power and the fact that generators would be ineffective at grade due to the rise of water over the station itself. An "All Clay" public tennis court approximately 30 yards from the bulkhead has been destroyed by the rising water from Superstorm Sandy and has not yet been restored.
- 3. Implement Stormwater Management Maintenance Plan:** Perform regular sediment and debris clearance to help ensure that the system is kept unimpaired and therefore functioning properly.
- 4. Evaluate Water and Sewer Infrastructure and Make Improvements as Needed:** Maintain inadequate and decomposing materials and increase capacity where applicable.
- 5. Coordinate with Red Bank Primary School on Flood Mitigation Strategies:** Work with the Board of Education on a plan to address the flooding issues.
- 6. Coordinate with Chapin Hill Nursing Home on Mitigation Strategies to Address Flooding, including partnering with the Salvation Army:** Coordinate with the Chapin Hill Nursing Home (100 Chapin Ave.) to mitigate the facility's flooding issue. During Hurricane Irene, the Borough coordinated with the Nursing Home and the Salvation Army to partner together for evacuations and shelters.

7. **Implement Impervious Cover Reduction Action**  
**Plan:** Implement green infrastructure practices listed in Red Bank's Impervious Cover Reduction Action Plan.
8. **Establish a Tree Trimming Program and Create a Wind Shield Survey:** Through the Borough's existing Shade Tree Committee, establish a tree trimming program and create a Wind Shield Survey for public inventory.
9. **Construct Flood Measure (e.g., floodwalls or bulkhead) along the Navesink River:** Construct flood control measures (e.g. floodwalls or bulkhead) along the Navesink River, which causes repetitive flooding to critical facilities.

## Existing Community Utility Infrastructure

### Drinking Water

Clean drinking water, or potable water, is an essential resource for every community. Drinking water in Red Bank is provided by the Red Bank Water Department, which processes the water, pursuant to stringent water quality requirements, to ensure suitable water quality for human consumption and everyday use.

The age of the water system infrastructure in Red Bank varies. Water lines near the areas subject to coastal flooding and local flooding could be affected by changes in the subsurface soil characteristics due to saturation by floodwaters and subsequent shifting of soil that could strain system components. Because of these and other related factors, there is a need for upgrades to older and/or vulnerable sections of the water infrastructure in the Borough.

### Wastewater

Wastewater, or sewerage, systems in the Borough are owned and operated by Two Rivers Water Reclamation Authority. Adequate wastewater systems capacity is essential to support existing and future development. Much of the sewerage system infrastructure in Red Bank is quite old, with some portions dating back to the 1880s and others from the 1930s and 1940s. New sections have been installed in certain locations, leaving a patchwork of old and new infrastructure. While the Borough has

sufficient capacity to service new development, the aging infrastructure could impact the reliable operation of the system and pose additional risks for leakage and environmental contamination.

Similar to water lines, sewer lines near the areas subject to coastal flooding and local flooding could be affected by changes in the subsurface soil characteristics due to saturation by floodwaters and subsequent shifting of soil that could strain the lines, laterals and other system components. In addition, any resulting leakage from sanitary sewer systems could create environmental hazards related to raw effluent. As a result, there is a pressing need for upgrades to older and/or vulnerable sections of the wastewater infrastructure in Red Bank.

### Other Utilities

The electricity utility that serves Red Bank is Jersey Central Power and Light ("JCP&L"), while telephone landlines, cable and other customary services are also available in the Borough. Resiliency considerations for this infrastructure includes that electric service lines, and other service lines, such as telephone and cable, are vulnerable to tree fall during hurricanes. In addition, in some cases, flooding of electrical substations and essential equipment can cause local or regional power systems failure.

Solid waste hauling and disposal for single-family residential uses in the Borough is handled by a third-party commercial waste hauler. Commercial and multi-family uses generally contract with a commercial hauler to cart away refuse.

The Borough maintains access to the cellular network via cell towers and cellular arrays; however, data and input from stakeholder interviews indicates that publicly accessible Wi-Fi is limited to certain public buildings such as the Public Library, and some private establishments. During emergencies that require education and some jobs to be conducted remotely, low-income households may not have internet connectivity from devices other than their phones and would benefit from publicly accessible Wi-Fi. This access would also expand the ability of emergency services to provide important updates.



4

## SECTION 4: SMALL AREA PLANS SUMMARY

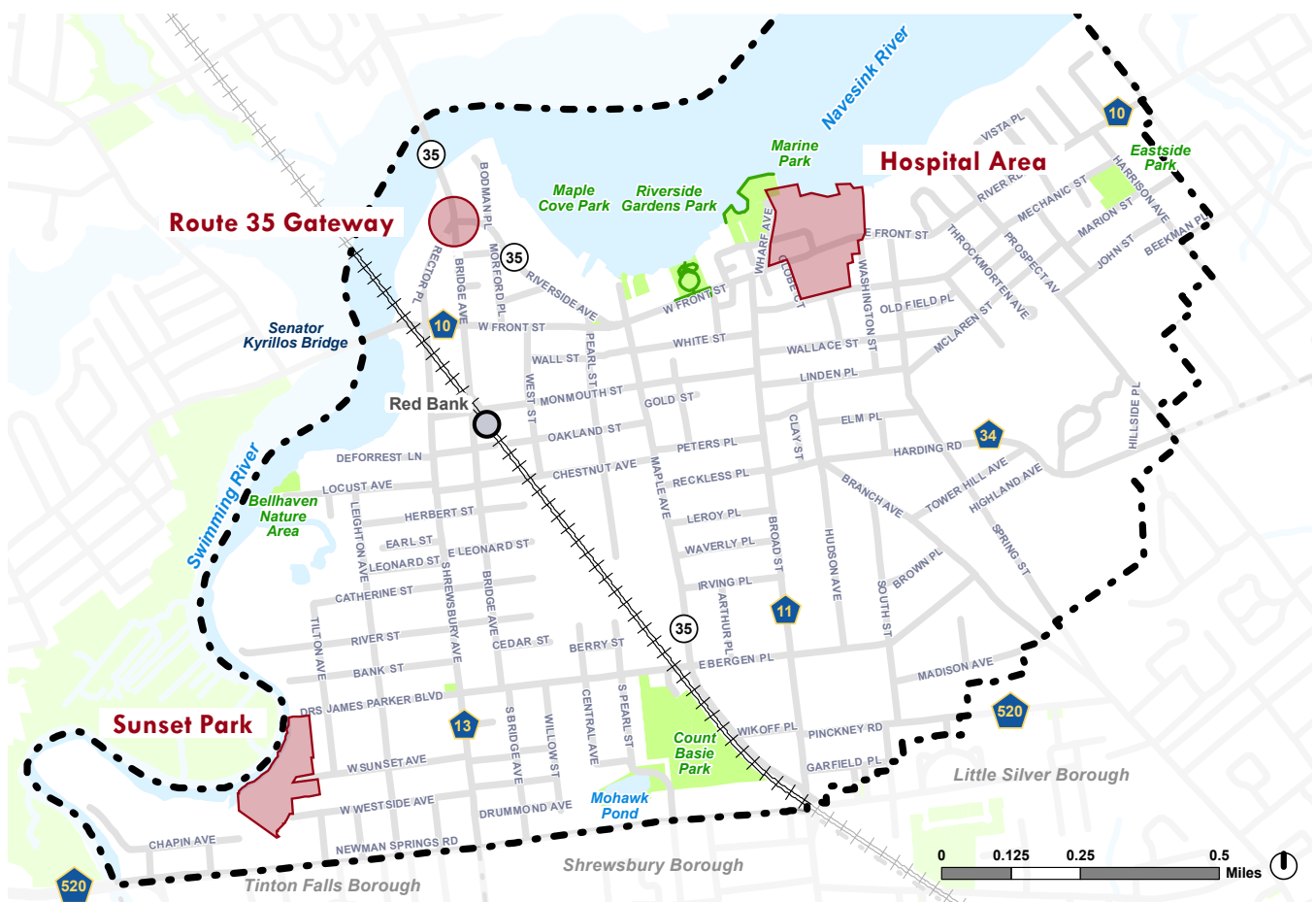
### INTRODUCTION

Small Area Plans (SAPs) identify community-driven goals for small geographies in the Borough along with specific recommendations to implement those goals. The SAPs were developed in close coordination with residents and stakeholders. SAPs included Sunset Park, Route 35 Gateway, and the Hospital area and mapped below.

Although the SAPs live within the Red Bank Master Plan, they include recommendations regarding a variety of topics that are important to residents. Areas were selected in close coordination with the Borough and the Steering Committee. They align with areas that participants in the virtual workshop identified as of particular concern.

**Figure 23: Locations of Small Area Plans**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network) Exported from Urban Footprint), BFI Planning.



## Community Engagement

Red Bank residents and stakeholders were engaged in several ways during the SAP process. Responses to the virtual workshop helped to inform which areas were selected. Once areas were selected, the project team conducted stakeholder interviews for each area. Interviews included a mix of residents, institutional representatives, and stakeholders knowledgeable about the areas.

During a virtual meeting, the public responded to survey questions regarding their top goals and strategies for each area. People were also able to share ideas and express specific concerns to the project team. All participants were invited to e-mail or call the Borough's planner for follow up.

Recommendations from the plans were presented at the two community workshops. (Figure 24) The project team brought boards illustrating the recommendations in each small area and participants were able to provide input and feedback on the recommendations. Feedback from those workshops was incorporated into the plan.

**Figure 24: Community Workshop**



## SUNSET PARK SMALL AREA PLAN

The Borough has prioritized the remediation of the former landfill site and the creation of a park on Block 84, Lot 64. The site is located on the western side of Red Bank, as illustrated in Figure 25 on the following page.

This SAP is focused on documenting the work that has been done to date to advance remediation and park planning. It also outlines the steps necessary to move the project forward and provides direction on potential funding sources.

### Background

The western side of Red Bank is defined by NJDEP as an “Overburdened Community” because of the high proportions of households in poverty (23%), linguistically isolated households (27%), and minority population (63%). These are communities that have traditionally carried a disproportionate environmental burden of public projects.

At the western edge of the community is the former Red Bank Landfill (Landfill), which was active for more than a half-century until the early 1980s. Next to the Landfill is a Red Bank Housing Authority property that serves low-income seniors, and within a half mile are an elementary school and a small nature preserve, both of which share Swimming River frontage with the Landfill.

The Borough’s preliminary investigations of the Landfill revealed heavy contamination that is typically associated with landfills and incinerators. Contamination includes the site and groundwater. These contaminants pose known adverse health effects. The Landfill and a neighboring site owned by the Salvation Army are included on the NJ Department of Environmental Protection’s (NJDEP) Known Contaminated Site list and among brownfields in the area.

### Sources

The findings in this SAP are the result of numerous conversations with:

- New Jersey Department of Environmental Protection (NJ DEP).
- New Jersey Economic Development Authority (NJ EDA).
- T&M Associates (T&M) and CME Associates (CME), the current and former consultant engineers, respectively.
- Monmouth County Planning and Parks Department.
- Monmouth Conservation Fund.

A stakeholder meeting was conducted that included members from the Shade Tree Committee, Housing Authority, Parks and Recreation Department, and Pilgrim Baptist Church.

FHI Studio also filed an OPRA request to the New Jersey Department of Environmental Protection (NJ DEP) which produced about 2,000 pages of documents and several CDs related to the project site. NJ DEP has records for the site going back to at least 1984. The most recent document on file is the Remedial Investigation Report (March 2016) which was available on CD. Copies of that report will be transmitted to the Borough at the completion of the project.



## History

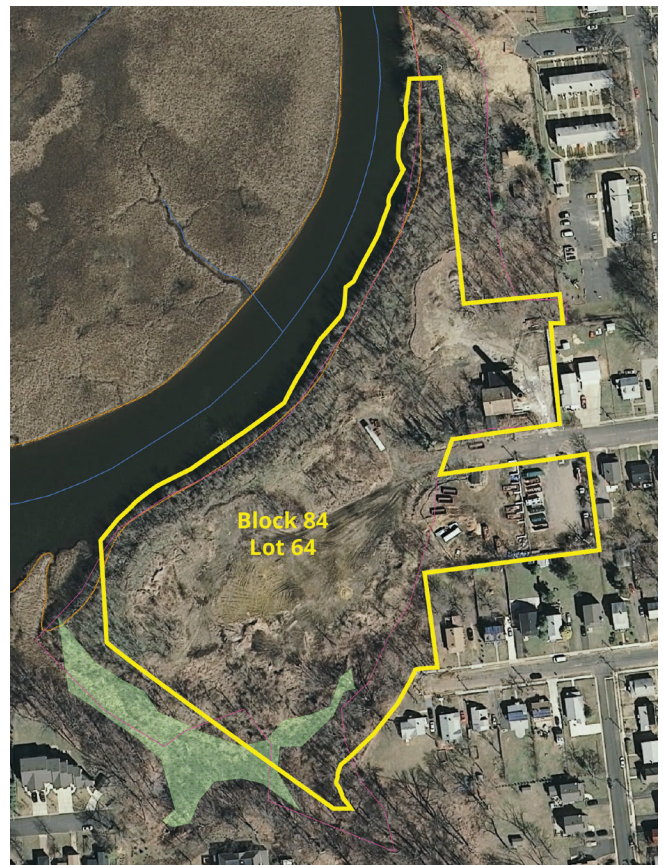
The site began being used as a garbage dump as early as 1922. It was ultimately closed as late as 1983 when it was called the “Red Bank Landfill.” (The Remedial Investigation Report - March 2016). The landfill was used to dispose of a variety of materials, including:

- **Bulky Wastes:** Large items of waste material, such as appliances and furniture. Discarded automobiles, trucks and trailers, large vehicle parts and tires.
- **Vegetative Waste:** Waste material from farms, plant nurseries, and greenhouses that are produced from the raising of plants. This waste includes such crop residues as plant stalks, hulls, leaves and tree waste processed through a woodchipper. Also included are non-crop residues such as leaves, grass clippings, tree parts, shrubbery, and garden wastes.
- **Dry Industrial Waste:** Waste materials resulting from manufacturing, industrial and research development processes and operations and which are not hazardous in accordance with the standards set forth in NJAC 7:26G. Also included are non-hazardous oil spill cleanup waste, dry non-hazardous pesticides, dry non-hazardous chemical waste and residue from the operations of a scrap metal shredding facility. Wastes were formerly incinerated in the incinerator building and the residue was deposited in the landfill.

For a period of unknown time, there was also an incinerator on site which was demolished in November 2009. Soil samples have indicated the presence of several contaminants above the NJDEP Residential Direct Contact and Non-Residential Direct Contact criteria. There are also elevated concentration of metals including antimony, arsenic, cadmium, lead mercury, and zinc.

**Figure 25: Sunset Park**

Source: FHI Studio.



On December 13, 1985, the final inspection of the “Red Bank Landfill” was completed and the facility was deemed in compliance with the closure requirements. Borough officials have indicated that the facility was closed at this time in anticipation of changes in the closure requirements at DEP. According to a previous remedial investigation report (dated November 2010), the landfill closure activities included covering the landfill with two feet of cover material as specified in the Administrative Consent Order (ACO) from the New Jersey Department of Environmental Protection (NJDEP) dated August 1984. Four ground water monitoring wells are installed on the property in accordance with landfill post closure requirements.

### Current Uses and Status

The Borough Recycling Center is located on the south side of Sunset Avenue for bulk disposal of recyclable materials. A small portion of the site located near the recycling center is used by the Borough’s Public Utilities department for storage and parking.

The property and several other adjacent properties (See Table 15) are on the New Jersey Recreation and Open Space Inventory (ROSI) database maintained by the Green Acres Program and the Office of Transactions and Public Land Administration. This database includes municipal, county, and nonprofit parkland encumbered as a condition of Green Acres funding. The inclusion of the site on the ROSI significantly limits the possibility that the site could be redeveloped for non-recreation purposes.

**Table 15: ROSI Listed Properties**

Source: Recreation and Open Space Inventory (ROSI), 2022.

Block	Lot	Name
84	64	Sunset Avenue Terminus
84	66	Drs. James Parker Boulevard
84	66.01	Sunset Avenue
84	66.02	Sunset Avenue
84	66.03	Sunset Avenue
84	67	Sunset Avenue

### Site Context

The Federal Government has recently emphasized the importance of addressing inequality through increased spending in low-income communities and those with higher concentrations of racial minorities, among others. This has been documented in Executive Order 13985 (Advancing Racial Equity and Support for Underserved Communities Through the Federal Government) and Executive Order 14008 (Tackling the Climate Crisis at Home and Abroad).

Sunset Park is located within Census Tract 8034. As shown below, its community is comprised of low-income, minority populations that are often linguistically isolated. These communities classify as Underserved Communities, as defined in EO 13985, and Disadvantaged Communities, as defined in EO 14008. As a result, projects in these areas are more likely to be awarded discretionary federal funding.

**Table 16: Underserved and Disadvantaged Community Statistics**

Source: American Community Survey, 5-Year Estimates.

	Tract 8034	Red Bank	County	Nation
<b>Household Income</b>	\$55,227	\$78,985	\$103,523	\$64,994
<b>Poverty Rate</b>	25%	14%	7%	14%
<b>Under 18</b>	30%	21%	22%	23%
<b>Minority</b>	63%	38%	18%	30%
<b>Limited English</b>	27%	10%	4%	4%
<b>Foreign Born</b>	26%	20%	14%	14%

The EPA provides data on certain health outcomes to help communities understand the impact that contaminated sites may be having in their community. This tool, called EJ Screen, reports that residents in the Target Area have a life expectancy of 78, placing it in the 58th percentile nationally. The tool does not have data for incidences of heart disease or asthma and has limited overall data available for the Census Tract.

## Remediation History

### Initial Investigations

As previously noted, the site has been studied going back to the 1980s and some efforts had been made to reduce the harm caused by the historical site uses.

### Remedial Investigations

In 2008, the Borough's consultant engineer, T&M Associates, submitted an HDSRF grant (see sidebar) application for reimbursement of costs associated with remedial investigations and monitoring at the site. Red Bank was awarded a grant in April 2009 for \$249,254 and funds were disbursed in July 2009 directly to Red Bank for Preliminary Assessment, Site Investigation and Remedial Investigation work. These are the first three phases of environmental cleanup work as per DEP requirements.

Red Bank was then awarded a supplemental grant in August 2009 in the amount of \$284,903 and funds were disbursed in January 2010. This was additional Remedial Investigation work. Finally, Red Bank was awarded a second supplemental grant in June 2013 in the amount of \$222,682 for more remediation investigation work.

### 2010 Remedial Investigation Report

In November of 2010, T&M Associates submitted a Remedial Investigation Report to the DEP. This report was based on surface soil samples that were initially collected in September 2006 in the vicinity of the incinerator building and landfill cap samples that were collected in February 2008. Additional delineation of the incinerator area began in March of 2009 and went through June 2010. Site investigation activities of the landfill were conducted in June/July 2010.

### April 2015 Remedial Investigation

T&M conducted an additional remedial investigation on the landfill in April of 2015. T&M retained the services of East Coast Drilling Inc. to advance soil borings around the edge of the landfill cap, to delineate contaminants of concern. A total of eight (8) soil borings were advanced around the perimeter of the landfill cap. Two (2) soil samples were collected from each boring, biased to the highest readings

## Hazardous Discharge Site Remediation Fund (HDSRF): An Overview

The HDSRF is administered through a partnership between the New Jersey Department of Environmental Protection (DEP) and the New Jersey Economic Development Authority (EDA). The fund provides assistance to individuals or municipalities that perform remediation and/or cleanup of contaminated and underutilized sites. The HDSRF can provide Red Bank up to \$3 million in grants per calendar year. The initial site investigation efforts are fully funded by the HDSRF. As discussed, Red Bank has substantially completed this work.

Because the Borough plans to use the site for a public space, the fund will also pay up to 75% of qualified costs to undertake the remediation, including the preparation of a Remedial Action Plan. The Borough is responsible for paying for, or securing funding for, the remaining cost. The fund does not pay for park improvements unless such improvements were directly linked to the remediation effort. For example, the fund may pay 75% of the cost to pave an area that will be used as a parking lot if the lot served as a cap. The fund would not cover striping the parking lot, meters, or other improvements.

from a field instrument (Photo Ionization Detector) or at refusal. Soil samples were submitted for Target Compound List Volatiles Organics and Base Neutral Compounds, and Target Analyte List Metals.

In 2016, T&M noted that no new potable or irrigation wells had been installed since the initiation of ground water investigation at the site. They determined that no additional well search or ground water receptor activities were required.





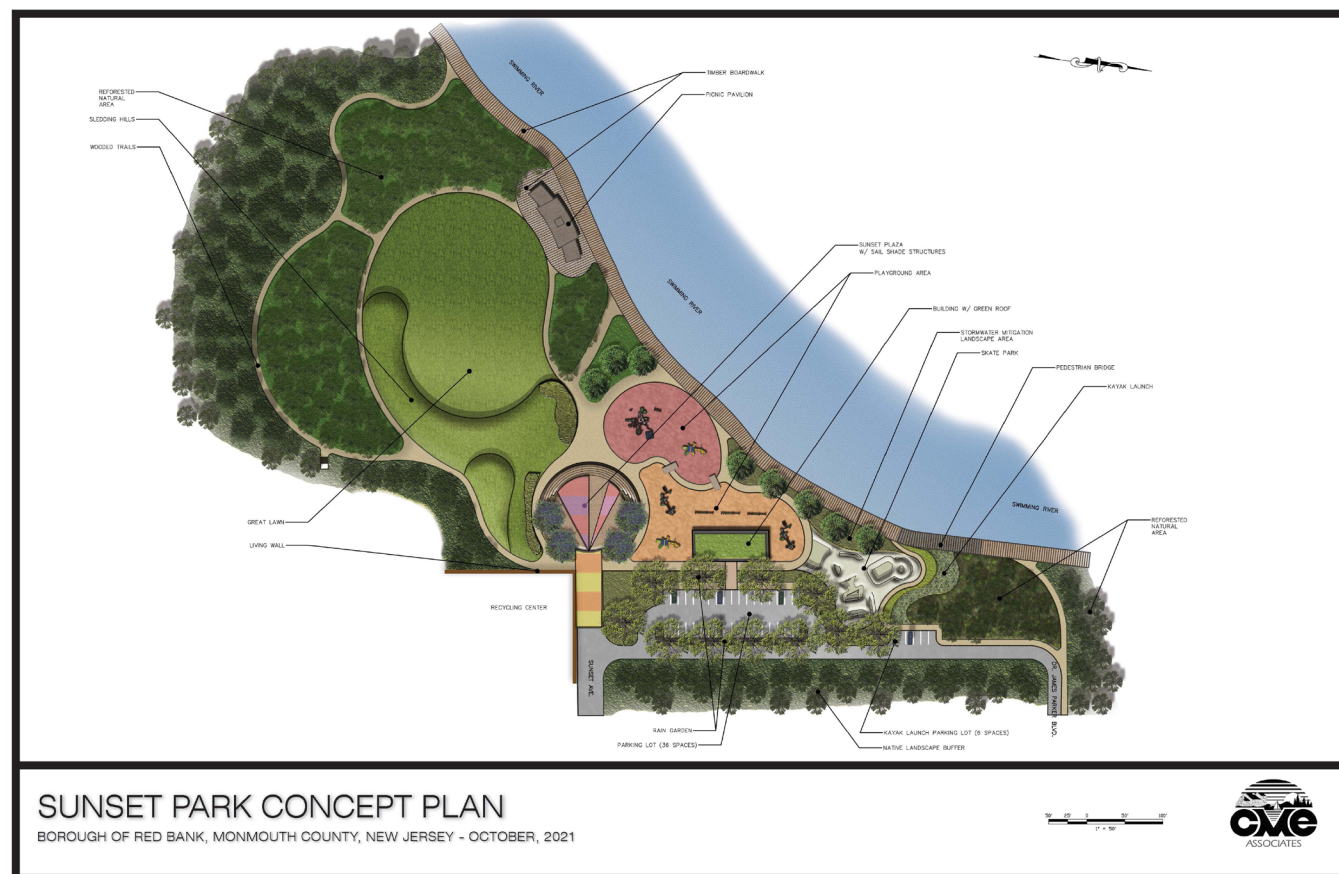
**Figure 27: 2017 Park Vision Plan**

Source: T&M Associates, 2017.



**Figure 28: 2021 Park Vision Plan**

Source: CME Associates, 2021.



## Getting to Remediation

This section outlines a strategic plan for advancing the project from its current state to a point where remediation can begin and a park can be constructed, which is summarized in Figure 29. The strategic plan was developed as part of the Master Plan and in consultation with the Borough's engineer, the DEP, and the EDA, among others.

The Borough is in an excellent position to advance this project. Considerable work has already been done to study the site and understand the issues that must be addressed. The 8-year delay since the preparation of the last remediation report opens the possibility that further investigation may be necessary to meet new standards or ensure conditions remain the same. At this time, it is not anticipated that this will be a substantial effort.

The following steps must be completed to advance the park plan. Where possible, order-of-magnitude cost estimates have been provided. However, it will be critical for the Borough to get more detailed estimates at each phase.

FHI Studio has worked with the Borough to advance two key steps in this effort, as identified in the tasks below.

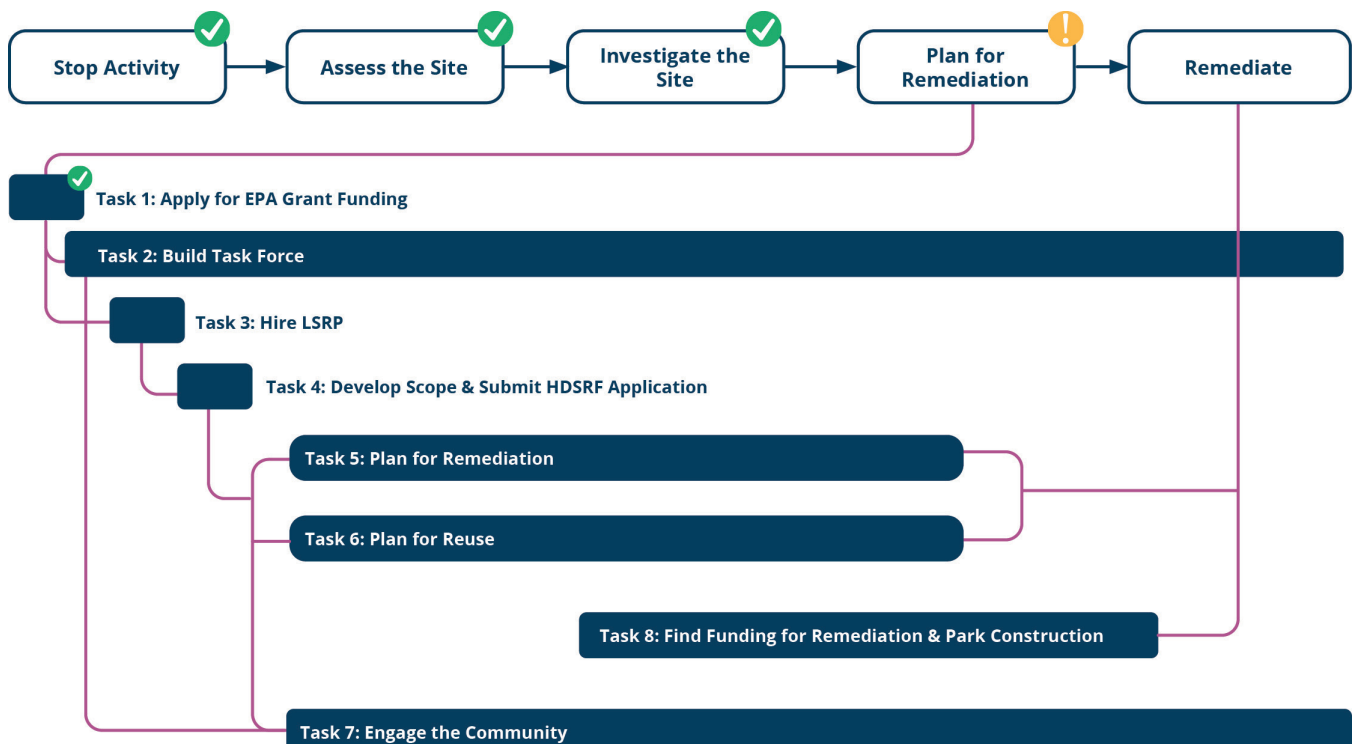
## Task 1: Apply for EPA Grant Funding

During the creation of this SAP, FHI Studio and the Borough identified the Environmental Protection Agency's (EPA) Area-Wide Assessment Grant as a potential source of funding for the project. The grant provides up to \$500,000 for the assessment of sites, preparation of plans for site redevelopment (including redevelopment into a park), and community engagement. This grant offered the opportunity to secure funding that could be used to match money available from the HDSRF.

FHI Studio and the Borough had discussions with the EPA and NJ Brownfield Assistance Center @ NJIT, which is EPA's local technical assistance partner. Based on those conversations, the Borough concluded that it would not be eligible to apply for the EPA grant because the Borough owned and operated the Landfill.

In lieu of a Borough application, the Monmouth Conservation Foundation (MCF) generously agreed to sponsor the application and administer the grant, should the EPA select the project. MCF applied for funding for assessment and planning for the Landfill site and the adjacent Salvation Army site. Because the grant is for area-wide work, MCF

Figure 29: Strategic Plan Summary



also solicited funding for assessment of other locations along the river which may be used for the riverfront boardwalk (pictured in both park plans on Figure 27 and Figure 28).

MCF submitted an application on November 22nd, 2022, and expects to hear back in the Spring of 2023. Should MCF be awarded the grant, the Borough and MCF will need to work closely together to coordinate work that is funded through HDSRF.

*Estimated Cost: \$6,000*

*HDSRF Contribution: 0%*

### **Task 2: Build a Task Force**

The project has remained dormant for almost 8 years in part to administrative, political, and consultant turnover in the Borough. The Borough is currently at the cusp of another potentially significant change in government. A task force is the best way to ensure the project moves forward despite turnover. It establishes documentation and provides a means for coordinating across agencies to surpass hurdles more effectively. The task force should include participation from multiple Borough departments, elected officials, and state officials, among others.

FHI Studio recommends that the Borough establish a task force for the project that initially meets on a semi-annual basis to review progress. The task force can include representatives from:

- Red Bank - Environmental Commission
- Red Bank - Planning & Development Department
- Red Bank - Public Works
- Red Bank - Consultant Engineer
- Monmouth County Parks Department
- The Borough Council
- Monmouth Conservation Foundation
- The New Jersey Department of Environmental Protection
- The New Jersey Economic Development Authority
- Two Residents who live within approximately 0.5 miles from the site

Moreover, we recommend that the Environmental Commission (EC) take stewardship over the project. The EC would be responsible for informing the public on a semi-annual or annual basis about the progress of the project. The Environmental Commission is the natural home for a remediation project, and the members hold substantial expertise that may assist the Borough in moving the project forward. Moreover, the Environmental Commission has public meetings which provide community members with a direct venue for engaging with the Borough.

*Estimated Cost: \$0*

*HDSRF Contribution: 0%*

### **Task 3: Hire a Licensed Site Remediation Professional**

New Jersey requires that owners designate a Licensed Site Remediation Professional (LSRP) who is responsible for oversight of environmental cleanups at contaminated sites like the Red Bank Landfill. When CME stopped being the Borough's consultant engineer, the position was left vacant.

A Licensed Site Remediation Professional (LSRP) should be hired to oversee the project. The Borough and MCF should be involved in the selection of an LSRP because both entities are likely going to be responsible for overseeing their work if EPA funding is awarded.

*Estimated Cost: Staff Time*

*(Expenses to perform work including in future tasks)*

*HDSRF Contribution: 0%*

### **Task 4: Develop a Scope and Budget; Submit HDSRF Application**

The next major step in the process will be the creation of a site remediation plan, final plan for the closure of the landfill, and design for the park. More information on this work is detailed in "Task 5: Plan for Remediation" and "Task 6: Plan for Reuse".

To begin this work, an HDSRF application must be submitted. This application must include a detailed scope and budget, which needs to be prepared by a Licensed Site Remediation Professional. This work should begin

immediately so that HDSRF funding can be available if EPA awards MCF the grant.

*Estimated Cost: \$25,000*

*HDSRF Contribution: 75%*

*EPA Contribution: 0%*

### Task 5: Plan for Remediation

The Borough will need to complete the assessment of the Landfill Site to ensure that its Remediation Investigation addresses the most up-to-date standards. It will also need to prepare a plan for the remediation of the site and final closure of the landfill (referred to as the “remediation plan” or “remediation planning” in this memo).

Assessments should include compilation and review of historic environmental and engineering documents for each parcel, review of past and present land use practices and site operations, and potential for soil, sediment, and/or groundwater contamination related to the storage, use, and/or disposal of hazardous substances at the site or from off-site sources. Findings should be presented at technical and public meetings with MCF, the Borough, Monmouth County, EPA, NJDEP, and/or other oversight agencies and should be used to prepare conceptual designs for the remedial action(s).

Assessments should be conducted in general conformance with the Phase I ESA Standard Process (ASTM E1527-13), dated November 2013, and EPA’s Standards and Practices for All Appropriate Inquiries (AAI), 40 Code of Federal Regulations (CFR) Part 312 or approved updates. Through the completion of the Phase I ESAs, recognized environmental conditions (RECs) as defined by ASTM E1527-13 should be identified. In accordance with requirements of NJDEP, the assessments should conform with the Site Remediation Reform Act (SRRRA), New Jersey Statutes Annotated (NJSA) 58:10C-1 et seq., Technical Requirements for Site Remediation, NJAC 7:26E, (Technical Requirements), NJAC 7:26B, and applicable guidance. Field personnel conducting assessments should follow a site-specific Health and Safety Plan (HASP) that meets the requirements of the OSHA HAZWOPER Standard at 29 Code of Federal Regulations (CFR) 1910.120.

A conceptual environmental remediation plan should include environmental safeguards at the Landfill to prevent, minimize, or monitor pollution or health hazards resulting from former operations while facilitating redevelopment. Environmental improvements to be evaluated include site grading, stormwater management system, and the Landfill Capping System. The plan should consider side slopes and stormwater management system including swales, channels, and stormwater detention pond. The grading plan should hydraulically isolate the Landfill from surface water drainage in a controlled manner. The surface drainage system shall be designed and constructed to protect the Landfill from run-on and control run-off.

As discussed later, the public should be engaged to discuss the conceptual design for the proposed development atop of the Landfill and provide the basis for application for Closure Plan Approval from the NJDEP to include major disruption, Flood Hazard Area, and Freshwater Wetlands permits in accordance with the applicable regulations.

*Estimated Cost: \$1,000,000*

*HDSRF Contribution: 75%*

*EPA Funding: 25%*

### Task 6: Plan for Reuse

Planning for the park and the remediation must go hand-in-hand. Some remediation strategies may end up serving as park amenities (e.g., a parking lot can serve as a cap), and the location of amenities must respond to the remediation strategy.

As such, the Borough will need to further refine the strategy for the park as the remediation strategy evolves. Consistent with federal requirements, park planning should include an Analysis of Brownfields Cleanup Alternatives (ABCA) and conceptual remedial plan for the Landfill. The ABCA will identify background and current conditions, outline applicable regulations and cleanup standards, review cleanup alternatives, and present a proposed remedial action. Remedial alternatives should be evaluated in part based on cost, feasibility, and effectiveness in protecting human health and the environment. Based on this analysis and input from the community, a Site Reuse Vision for the park.



Ultimate, the Borough will need a park design that is prepared by a Licenced Landscape Architect.

*Estimated Cost: \$150,000*

*HDSRF Contribution: 0%*

*EPA Funding: 100%*

### Task 7: Engage the Community

The Red Bank community, especially underserved and disadvantaged community members (see Site Context above), need to be engaged the project.

The Borough and its partners should hire a public engagement firm with local experience to strategize and manage community outreach. This firm should work with the Task Force, which should serve as a steering committee and liaison to the local community. The firm should develop a Public Involvement Plan (PIP) that will document the process of sharing information and seek public input on decision-making.

Community members should be able to provide input on the remediation strategy and conceptual designs via a project web page, paper and online surveys, one-on-one and group meetings, public events, and Environmental Commission meetings.

Outreach meetings should specifically targeted to non-native English speakers. Bilingual information (Spanish and English) for the project should be posted on the project website; disseminated through press releases, social media channels (Facebook, Instagram, etc.) and established e-mail/ mailing lists.

The Borough and its partners should coordinate with Red Bank Borough Public Schools to correspond with families. Door-to-door campaigns and/or direct mailers should be used to reach those not traditionally involved in civic projects. Signs should be placed near the Landfill and assessment sites to alert people to the project and its progress.

*Estimated Cost: \$100,000*

*HDSRF Contribution: 0%*

*EPA Funding: 100%*

### Task 8: Seek Funding for Remediation & Park Construction

The remediation of the site and the construction of the park will require substantial funding. To fund this effort, the Borough and its partners should consider a combination of HDSRF and EPA Clean Up Grant funding. However, the EPA Clean Up grant will have restrictions on eligible applicants, which may make the Borough ineligible. Unlike the Area-Wide Assessment Grants, Clean Up grants require full control of the property. This will complicate funding the remediation through the EPA.

Given this restriction, the Borough should explore NJDEP Office of Natural Resource Restoration (ONRR) awards as a way for funding the costs not covered by HDSRF. The awards discretionary funding to implement restoration projects to compensate NJ citizens for damages to or loss of natural resources, working to restore natural resources to their pre-discharge quality, quantity, function, and value.

For the park improvements, the Borough should explore the Monmouth County Municipal Open Space Grant Program. It funds up to 50% of eligible development costs for parks, recreation, and open space purposes. Funds may be used for acquisition, construction, demolition, and stabilization, ultimately up to \$250,000/project/year for a max of \$750,000. The County has confirmed the Borough's eligibility, project relevance, and ability to apply for the max award.

Finally, MCF currently holds a sizable donation that can be used for park improvements. This will not cover the cost of all the park improvements, but the Borough should work with MCF to continue fundraising efforts to support the project.

*Estimated Cost (Remediation): \$5 Million - \$10 Million*

*HDSRF Contribution: 75%*

*Estimated Cost (Park): \$5 Million - \$10 Million*

*HDSRF Contribution: 75%*

## ROUTE 35 GATEWAY SMALL AREA PLAN

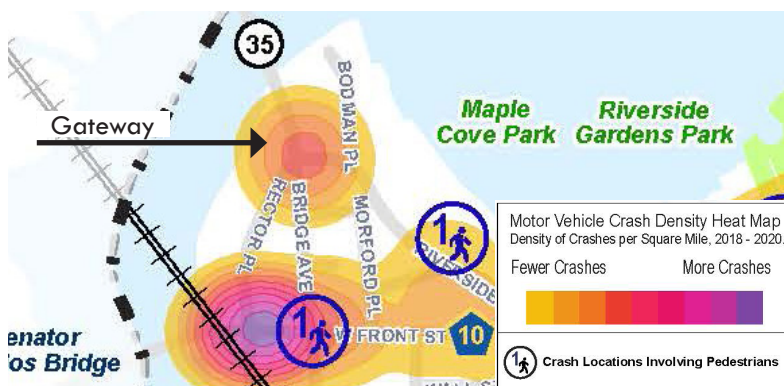
### Background

Route 35 / Riverside Avenue is a State roadway and major gateways into Red Bank. At its peak, nearly 1,000 vehicles come into Red Bank along this corridor every hour. The area was selected because participants consistently identified it as a location that is particularly unsafe for pedestrians and bicyclists. This is supported by crash data which showed the area is a hot spot for crashes. (Figure 30) At the Bodman Place - Riverside Avenue Intersection, there were four accidents Dec 1, 2019, through Dec 1, 2020. One of those was a right-angle crash, which is particularly dangerous.

The Route 35 Gateway is also an unsightly entryway into Red Bank that does a poor job of introducing visitors to the Borough. Finally, the residents who live near Bodman Place noted that it is incredibly difficult and unsafe to make a left from Bodman Place on to Riverside Avenue. For those residents, often the only option is to make a right onto Riverside Avenue and then travel across the bridge into Fairview, make a jug handle U-turn and come back into the Borough, as illustrated in Figure 31. No left can be made from Riverside eastbound onto Bridge Avenue or Rector Place.

### Figure 30: Crash Density Heat Map

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), NJDOT Safety Voyager, BFI Planning.



### Figure 31: Bodman Place Existing Circulation

Source: Google Maps and FHI Studio.





The intersection of Sunset Avenue and Bodman Place will be a larger issue when nearly 2010 units and 9,000 square feet of co-working space are constructed at 176 Riverside Avenue. Traffic from the approved project will exist onto Bodman Place and will increase the number of pedestrians in the area.

There are also two former gas station sites on the western and southern corners of the intersection (see Figure 32 below). The gas station at 80 Rector Place has an existing hotel approval on the site which will also add traffic to the area. The former owner of the site, Exxon, placed a deed restriction on the property that limits sensitive uses on the property which would restrict its uses for a park or residential uses. There is also a waterfront easement in place that would allow the Borough to construct an riverfront path in the future.

## Goals

Through a robust engagement process, the Borough has identified the following goals for the area:

- Improve pedestrian safety and access.
- Identify options for those making lefts from Bodman Place onto Riverside Avenue
- Identify aesthetic improvements to enhance the area as a gateway.
- Identity potential land use solutions.

The following section provides detailed recommendations on how to best achieve these goals.

**Figure 32: Adjacent Land Uses to Riverside Gateway**

Source: Google Maps and FHI Studio.



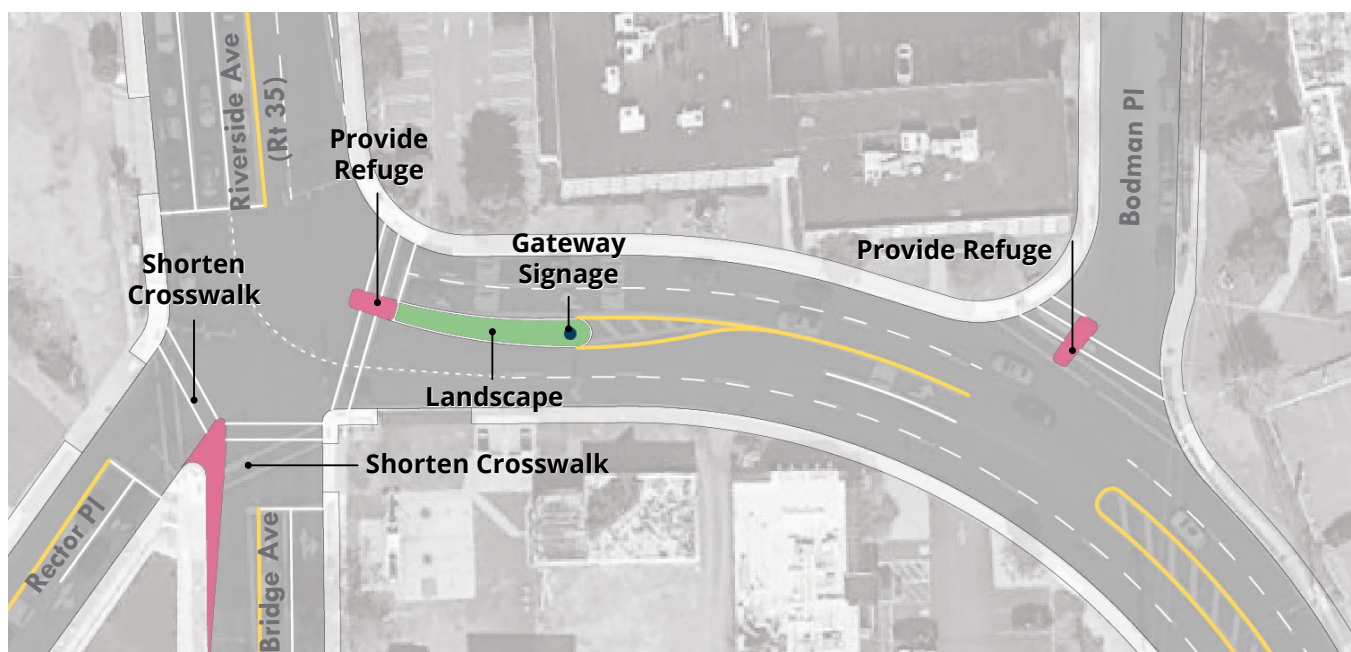
## Pedestrian Enhancements

Riverside Avenue is a high-volume aerial that services many communities in Monmouth County. In addition to heavy traffic volumes, it must also accommodate truck traffic. Because it is State owned, the Borough will have to work closely with New Jersey Department of Transportation (NJDOT) to advance improvements.

Figure 33 illustrates some key infrastructure improvements in the area that should make the area a safer, more attractive area for pedestrians. Shortened crosswalks will reduce the time that pedestrians are exposed and make it easier for older people and those with mobility limitations to cross the street. A refuge island (Figure 34) on Riverside Avenue will give pedestrians an opportunity to stop mid-crossing if they require more time to cross than the signal permits. In addition, this should help to call attention to the crosswalk and encourage drivers to be aware of pedestrians who are in the intersection. The raised refuge island also provides an opportunity to landscape the existing median and install a vertical gateway sign similar to those shown in Figure 35. A refuge island at Bodman Place would also shorten the distance where pedestrians were unprotected at that intersection.

**Figure 33: Pedestrian Enhancements**

Source: Google Maps and FHI Studio.



**Figure 34: Pedestrian Refuge Island**

Source: New York City Street Design Manual.



**Figure 35: Pedestrian Enhancements**

Source: Various Sources.





## Safety Improvements & Improved Exit from Bodman Place

At the Bodman Place - Riverside Avenue Intersection, there were four accidents from December 1, 2019, through December 1, 2020. This falls short of the number of accidents that would likely warrant a signal based on DOT guidelines. However, the projected increase in traffic volume from the new development in the area will likely substantially increase the number of accidents and therefore the DOT should consider a preemptive improvement to the area.

An analysis of traffic crash report reveals that the major safety issue arises from drivers attempting to make a left out of Bodman Place onto Riverside Avenue. The only alternative is a very circuitous route, as previously discussed.

The project team built a traffic model of the area based on a traffic study submitted for the 176 Riverside Avenue Development in 2019. The pre-pandemic study provides the most up-to-date data available. Four scenarios, illustrated in Figure 36, were then tested to understand the impact they would have on traffic flow in the area. The scenarios were also evaluated based on the following criteria:

- **Safety:** How big of an impact the improvement would have on driver and pedestrian safety.
- **Travel time:** How big of an impact the improvement would have on travel time through the intersections.
- **Costs:** The relative cost of the intervention.
- **Land Acquisition:** The extent to which land would need to be acquired from private property to facilitate the improvement.

- **Intergovernmental coordination:** The extent to which the County would need to be involved in the improvement (Rector Place is County Rt 13).

The evaluation of each alternative is provided in Table 17. The Roundabout option is the least desirable approach because of the high costs, land acquisition and coordination. The travel time impacts were not evaluated for this scenario for that reason. The addition of a new left turn lane from Riverside westbound onto Bridge Avenue and/or Rector Place would require expanding the roadway width and acquiring property. It would also add a phase to the signal which would increase travel time through the intersection. The conversion of Bridge Avenue and Rector Place into one-way pairs would solve the additional signal phase problem but be expensive and require extensive coordination with the County. Several attendees at public workshops noted that the creation of one-way pairs would have spill over benefits at Front Street, where traffic coming over the bridge backs up because there is insufficient queuing space for those making a left from Front onto Rector Place. If that left were eliminated, it would simplify that intersection and allow traffic to move more fluidly through that area.

The solution that provides the greatest benefit at the least cost is the addition of a stoplight at Bodman Place. That signal could be timed to the one at Bridge Avenue so there would be little to no impact on travel time through the intersections. This recommendation would need to be coordinated with the Riverside Avenue road diet recommendation (see Section 5, below). As Riverside Avenue/Route 35 is a State-owned roadway, DOT would have to be closely involved in recommendations along Riverside Avenue.

**Table 17: Scenario Evolution**

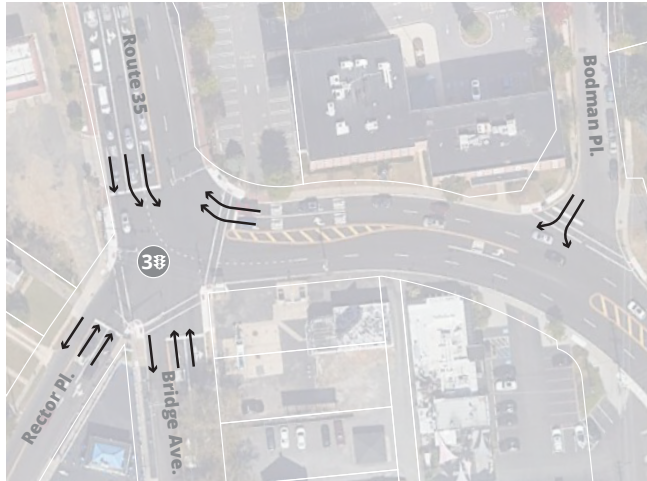
Source: FHI Studio.

	Roundabout	New Left	New Left + One Way Pair	Stoplight at Bodman Place
<b>Safety</b>	High	Modest	Modest	High
<b>Increased Travel Time</b>	Not Evaluated	High	Modest	Low
<b>Cost</b>	Very High	High	High	Modest
<b>Land Acquisition</b>	Very High	Modest	Modest	None
<b>Coordination</b>	Very High	Modest	High	Low

**Figure 36: Traffic Circulation Scenarios**

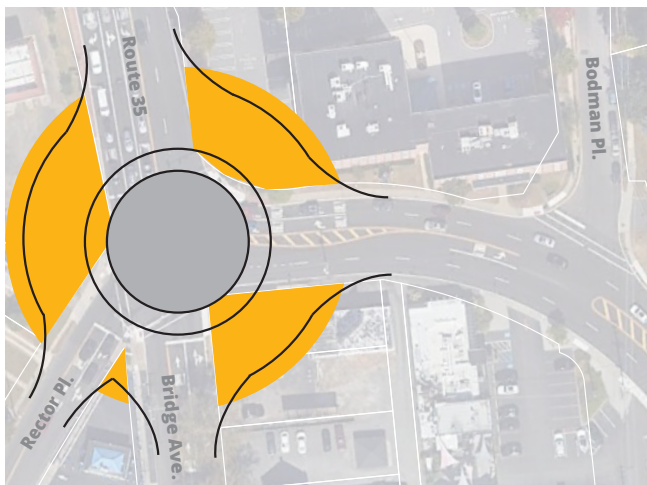
Source: FHI Studio.

**Existing Conditions**

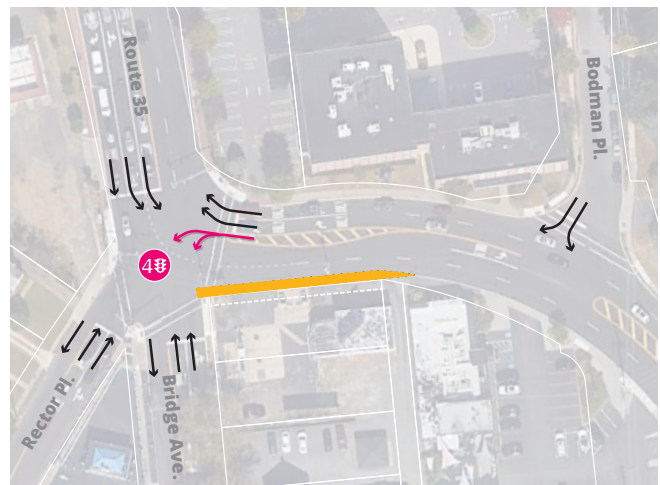


-  existing movement
-  new movement
-  property acquisition
-  number of light phases
-  new signal

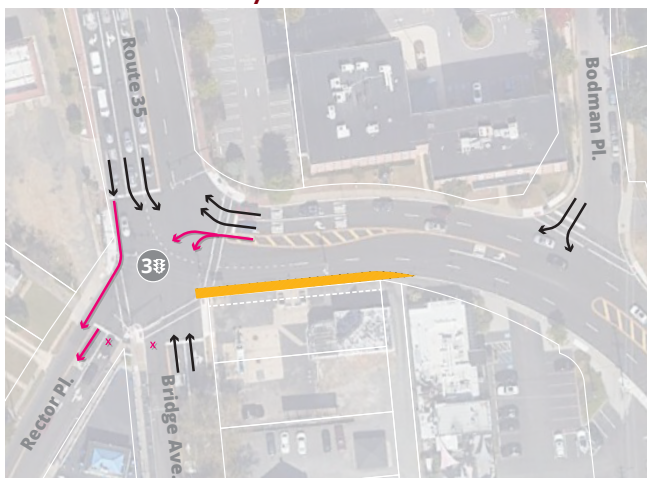
**Roundabout**



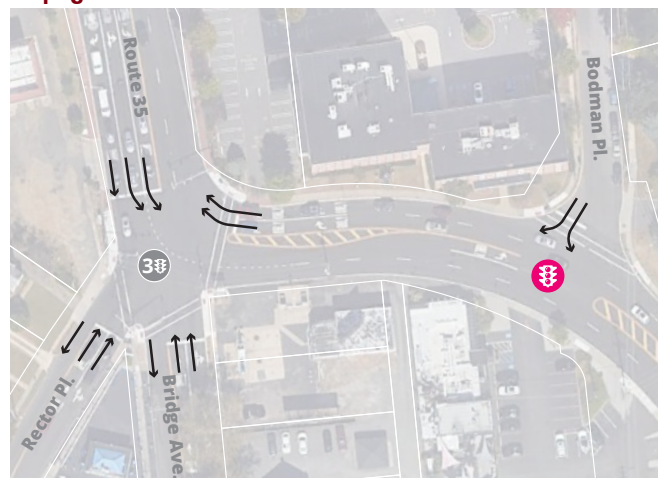
**New Left**



**New Left and One-Way Pair**



**Stoplight at Bodman Place**



## Revitalize Surrounding Land Uses

The Gateway area is posed for substantial transformation. As previously discussed, 176 Riverside Avenue has an approval for new residential and commercial development and 80 Rector Place has an approval for a hotel. The Lighthouse Italian Ice is an iconic building cherished by residents and should be preserved. This leaves only the Bridge Avenue Gas Station at 187 Riverside Avenue for consideration.

When surveyed, participants in the public meeting were largely supportive of commercial activities including restaurants, general retail, and offices. Participants expressed an interest in the area becoming a park or open space, but the environmental issues associated with the gas station likely make that use infeasible. There was limited support for housing on the site. The former gas station is located in the Business Residential - 1 Zone (BR-1), which permits both residential and commercial uses, though residential development would likely require a proposal that includes adjacent properties.

New development should support safe pedestrian movements in the area and should avoid further complicating the intersection of Bridge Avenue and Riverside Avenue. On-site parking should be provided through shared access easements from adjacent properties or by utilizing a system of ingress and egress that leverages the existing alley system, as illustrated in Figure 37.

Finally, redevelopment of the site should include:

- A pedestrian-oriented ground floor use and/or outdoor space fronting Riverside Drive.
- High quality landscaping on all street frontages.
- Architectural elements that are attractive and visible during the day and night.
- Signage and branding that is unique to the site which does not compete with proposed gateway signage.

Figure 38 is an example of an adaptive reuse of a former gas station into a restaurant. The redesign of the service bays into large windows, the strategic use of lighting, and the incorporation of landscape elements should all serve as inspiration for the redevelopment of the Bridge Avenue Gas Station.

**Figure 37: Ingress and Egress**

Source: Google Maps and FHI Studio.



**Figure 38: La Chinesca Restaurant, Philadelphia (PA)**

Source: FHI Studio.





## HOSPITAL AREA SMALL AREA PLAN

### Background

Riverview Medical Center (the “Hospital”) is a 476-bed acute care community hospital located on the east side of downtown. Riverview is located in the Medical Services zone, although the Hospital owns property outside of that area.

Across East Front Street there are two areas of concern, illustrated in Figure 39. The first is a largely underdeveloped block of commercial properties that is also home to a public parking garage. That block is zoned BR-1. To the east of that block is Washington Street Historic District, which is anchored by Washington and Spring Streets. A small stretch of two- and three-story traditional mixed-use properties lie north of E Front Street and west of the Hospital.

The area was selected for small area planning because:

- Residents were concerned that the Hospital was encroaching on the historic district.
- There was a desire to explore opportunities to increase riverfront access behind the hospital.
- Participants expressed concern regarding the impact of redevelopment south of E Front Street on surrounding residential neighborhoods.

As the project team engaged the public, it also became clear that there was a need for better understanding regarding how the hospital contributes to the fiscal stability of the Borough. Moreover, it became clear that the Borough needed a better understanding of how hospitals can be expected to evolve, so that it could update its regulations accordingly.

**Figure 39: Hospital Area**

Source: Google Maps and FHI Studio.





## Goals

Through a robust engagement process, the Borough has identified the following educational goals:

- Improve understanding of laws regarding hospitals in New Jersey.
- Improve understanding of how hospital development is changing.

The Borough has also identified the following policy goals for the area:

- Improve waterfront access.
- Reduce impacts on adjacent properties (trash, lights, noise, etc.)
- Improve the design of new construction in the area.
- Constrain hospital activities north of E Front Street.
- Ensure a high-quality design of E Front Street.
- Maintain a strong working relationship between the Borough and the Hospital.

## Increased Understanding

### Financial Support

Through the various community engagement efforts undertaken during this planning work, it became clear that there were many residents who felt that the Hospital should pay taxes. The following section provides background on why the Hospital does not pay taxes and how it is currently making community contributions to the Borough's general fund.

### Hospital Taxes

Historically, hospitals in the United States have been tax exempt. As early as 1851, New Jersey codified tax exemptions for non-profit, charitable institutions. Hospitals were included in this group.<sup>8</sup>

In 2015, a Tax Court of New Jersey judge on June 25, 2015, ruled that Morristown Medical Center was not entitled to tax exemption on nearly all of its property in Morristown.<sup>9</sup> In that case, the judge ruled that large portions of the hospital's property was taxable because non-profit and

for-profit activities were significantly commingled and conferred substantial benefits on the for-profit entities as a result. Several municipalities then initiated property tax challenges against non-profits hospitals across New Jersey.<sup>10</sup>

In 2021, Assembly Bill 1135 was passed. Under the bill, a tax-exempt hospital or satellite emergency care facility will not be subject to property tax to the extent the property is used for exempt purposes. The bill specifically exempts land and buildings that non-profits use as a hospital or satellite emergency care facility. However, any portion of the property leased to a for-profit entity or otherwise used by a for-profit medical provider for medical purposes is subject to tax.

The bill requires that each owner of property used as a tax-exempt hospital or satellite emergency care facility be annually assessed a community service contribution payable to the municipality where the hospital or facility is located. For tax year 2021, the requisite annual community service contribution was:

- \$3.00 per day for each licensed hospital bed in the prior tax year
- \$300 per day for each satellite emergency care facility in the prior tax year

Beginning with tax year 2022, each year's community service contribution will increase by 2% over the prior tax-year's amount.

### Community Service Contribution in Red Bank

In 2022, the Riverview Hospital Bed Tax contributed \$440,190 in revenue to the Borough. This new source of revenue was an important factor that limited the impact of reduced tax revenue and increased spending in 2022.

The legislation is clear that land exempt from taxation includes, "all land and buildings that are used in the delivery of health care services by such hospital and its medical providers or that are used for the management, maintenance, administration, support, and security of such hospital and its medical providers." Given this, the majority of land that the Hospital owns is tax exempt. However,

<sup>8</sup> AHS Hosp. Corp. v. Town of Morristown, Corp., DOCKET NO.: 010900-2007 (Tax Jun. 25, 2015)

<sup>9</sup> Ibid.

<sup>10</sup> [https://njnonprofits.org/propertytax\\_morristownmedical/](https://njnonprofits.org/propertytax_morristownmedical/)

there are several properties which the Hospital owns but which are not currently in use. The Hospital pays taxes on those properties.

### Changing Hospital Design

Since the core elements of the Riverview Hospital was constructed, there have been substantial changes in how healthcare is provided. Changes in technology, economic conditions, and care-delivery techniques are among many factors that are driving change. Among the biggest shifts has been the movement away from concentrating all services in a single hospital facility and towards distributing those services. Moreover, fewer patients are staying overnight in hospitals and more services are provided in an “ambulatory” setting. Ambulatory care is sometimes called outpatient care. The terms describe when a patient leaves the facility the same day as the service is performed.

Medical providers are placing services in satellite buildings near major hospitals and in satellite locations through a service region. The latter often allows hospital to place services closer to patients and/or to expand where otherwise they would face real-estate limitations. As a report by McKinsey & Company notes, “A disproportionate share of growth in the coming years will be in ambulatory settings. This includes both free-standing sites as well as hospital outpatient departments.”<sup>11</sup>

That same report noted there are four major inter-related forces that are driving this change:

- Innovation and technology: Advances in clinical approaches and technology have enabled numerous procedures (for example, knee replacements, tonsillectomies) to migrate into the ambulatory setting.
- Consumer demand: Consumers, who increasingly care about lower costs, improved access, and better experience, are choosing out-of-hospital medical care.

- Payer pressure: The growth of at-risk contracts and value-based care are creating new incentives for providers and payers to find the lowest-cost sites of care.
- Provider opportunity: Some hospitals and clinics have shared ownership models. This can incentivize doctors to channel their patients to procedures outside the hospital.

As the Borough seeks to redefine its regulatory environment for the Hospital, it is worth noting that cost savings from developing on lower-cost sites is a major reason why hospital systems are embracing this trend. Thus, the Borough should consider the impact of regulatory changes on the cost of development and how that might attract or drive away hospital expansion in the Borough.

### Regulatory Updates

The following set of regulatory updates will help the Borough advance its goals in the area.

#### Updated and New Definitions

The Borough should update the definitions in its zoning ordinance to better reflect the current state of medical service delivery. The following definitions should be updated to make clear how each is different from the other:

- Hospital
- Acute Care Facility
- Clinic
- Community Health Facility
- Outpatient Facility
- Professional Office
- Medical Office Building

#### Medical Service Zone

The Borough should update the list of permitted uses in the Medical Service (MS) Zone based on the updated definitions.

<sup>11</sup> <https://www.mckinsey.com/industries/healthcare-systems-and-services/our-insights/walking-out-of-the-hospital-the-continued-rise-of-ambulatory-care-and-how-to-take-advantage-of-it>

- Establish front yard standards that would create an appropriate setback based on building height and landscaping standards for the yard.
- Establish architectural standards, especially for the first floor, which ensure a pedestrian oriented and active frontage with high transparency along the entire street.
- Prohibit parking garages from fronting onto East Main Street. This could include the requirement that any parking structure built within 100 feet of the property line have an active “liner building” separating the street from the garage.

The Hospital has noted that it sees access to the waterfront as a long-term goal. The Borough should update regulations to ensure that any redevelopment of the property includes public accessible open space or trail. Several cities, including the City of Philadelphia, have waterfront access overlays that require property owners to set-aside land for public walkways along riverfronts.

#### Figure 40: Supportive Forms

Source: FHI Studio.



Finally, the Borough should include diagrams that illustrate the location of the different height requirements in the MS zone.

#### BR-1

The Borough should update the BR-1 Zone to prohibit outpatient facilities, hospitals, clinics, and acute care facilities. Additional uses may need to be prohibited based on how the Borough updates its definitions (see above). The Borough should make professional offices a conditional use that requires either:

- The adaptive re-use of an existing structure that preserves the exterior of the building and significant historic elements of the site. OR
- The construction of a building that meets new design standards. The new standards should require the development of buildings that are substantially



similar in character to the existing residential buildings along East Front Street. The design standards should focus on key elements (such as setbacks and key architectural elements) and avoid prescribing a particular architectural style. Figure 40 is an example of the type of form on which the Borough should base its design standards.

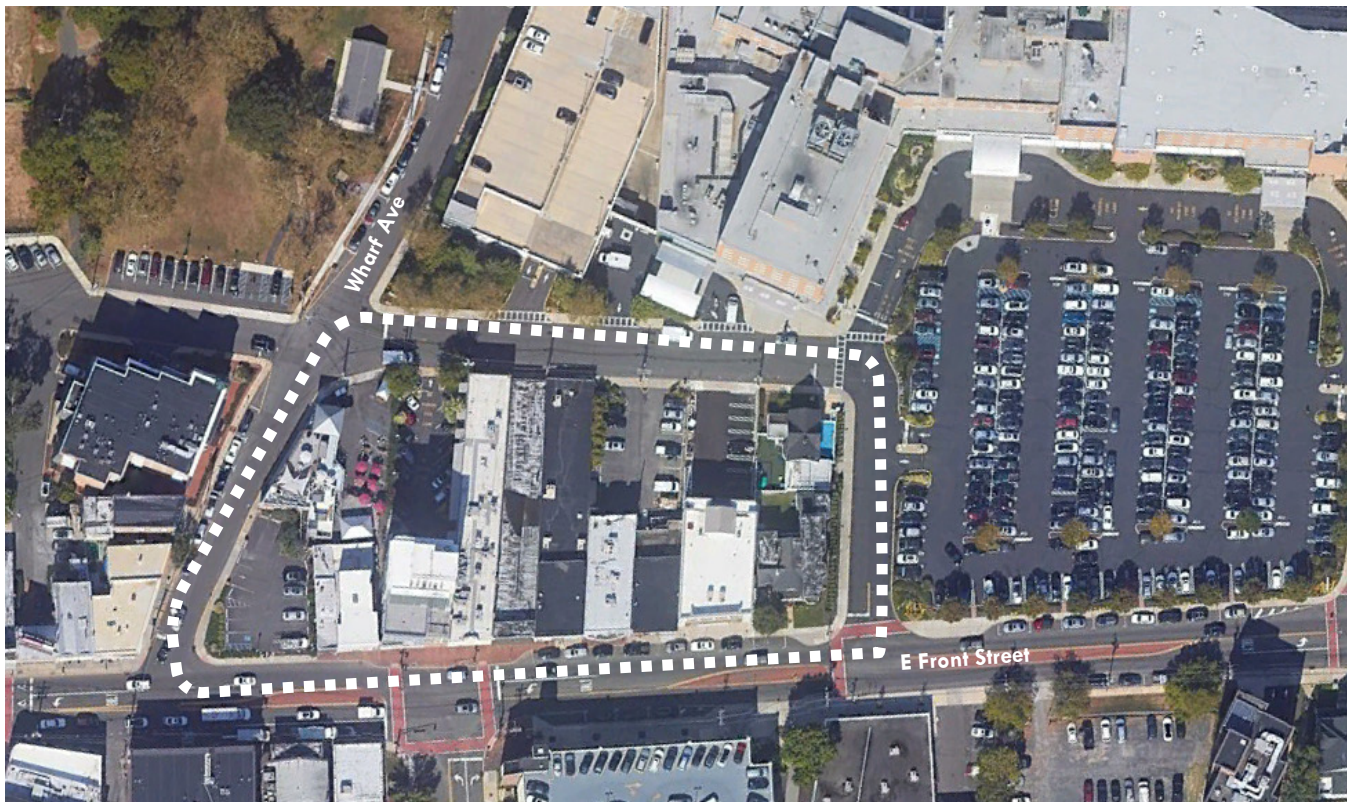
Development in the BR-1 south of East Front Street has been permitted to proceed without sufficient residential buffers. As such, the Borough should also consider a provision within the BR-1 Zone that would require more intensive buffer standards (e.g., 15 feet of buffering) along side-yards, even when properties do not abut a residential zone. This provision should be specific to this area of the BR-1 and not all properties covered by the BR-1.

### BR-1 to CCD-2 Rezoning

The Borough should consider rezoning the portion of the BR-1 that is highlighted in Figure 41. The character of development along this section of E Front Street is substantially different from the character of the rest of the BR-1 Zone in the area. It is also more consistent with the character promoted in the CCD-2 Zone. Rezoning this area will ensure that updates to the BR-1 do not adversely impact properties on this block and that this row of mixed-use properties is regulated in a manner that allows them to be rehabilitated without significant regulatory obstacles.

**Figure 41: Rezoning BR-1 to CCD-2**

Source: Google Maps and FHI Studio.





5

## SECTION 5: STRATEGIES AND RECOMMENDATIONS

### LAND USE

**Maintain a high quality-of-life in Red Bank's residential neighborhoods.**

Red Bank's neighborhoods are well-established and provide the foundation for its sense of community and its desirability as a great place to live, raise a family, and age in place. Preserving and strengthening these areas by addressing the impacts of potential nuisance issues such as noise, traffic, and lighting, is a major priority of this Master Plan. At the same time, it is important that the Borough use all available tools to ensure that its existing housing stock can evolve to meet the needs to modern tastes and that residents can undertake needed improvements without undue cost burdens.

New development within and next to established residential neighborhoods should carefully consider both the short- and long-impacts of proposed improvements, and focus on maintaining and improving aesthetics. Red Bank contains many historic homes as well as newer structures with strong aesthetic value, and appealing streetscapes that provide access to community resources such as parks and municipal facilities. New residential development within these neighborhoods should ensure overall compatibility with the scale and aesthetic of surrounding areas, while promoting environmentally sustainable design that responds to the housing needs of today's residents. Meanwhile, opportunities to improve the residential environment through upgrades to the public realm such as street trees, sidewalks, and other infrastructure should be explored.

Residential development regulations should provide clear standards for applicants and for the subdivision review process. Where variances are required, applicants should provide architectural and landscaping plans, and future development must be consistent with those plans. Applicants should be represented, at a minimum, by an attorney and professional planner. Other professionals, including professional engineers, architects, and landscape architects, may be needed as applicable. At the same time, homeowners should not face unnecessary barriers in maintaining and upgrading their properties, and the Borough should consider ways to streamline the process for facilitating minor improvements.

#### Recommendations:

**Older housing stock:** Encourage property maintenance and reinvestment in older buildings to prevent unnecessary demolition. One issue is that homeowners seeking to upgrade may need variances due to existing nonconformities. Owners should be allowed to undertake minor, "in-kind" upgrades such as stair or deck replacements without needing a variance, while small improvements such as fences and sheds should be allowable without needing an onerous approval process. In addition, front-facing garages should be allowed without a variance. The Borough could consider a provision requiring a setback for such garages, to lessen their visual impact.

**Preserve residential buffers:** Maintain residential buffers where single-family residential uses in established neighborhoods are proximate to more intensive uses, such as commercial or industrial uses or large-scale multifamily.

**Address gentrification to the greatest extent possible:**

Explore opportunities and mechanisms to mitigate gentrification in the western portion of the Borough and other areas, as appropriate. Approaches could include exploring the feasibility of incentivizing the placement of affordability controls on existing housing units through market-to-affordable, market-to-workforce, and similar programs as well as providing foreclosure prevention counseling and associated resources, and other initiatives that support the ability of existing residents to retain their residences.

**Pursue designation of a federal Quiet Zone to reduce the honking of trains at at-grade crossings:**

The Federal Railroad Administration (FRA) has instituted a process where alternative safety measures can be put into place to allow waiver of the requirement that trains blow their horns when approaching grade crossings. While this does not preclude the use of horns at times when safety requires their use, it can significantly reduce the noise impacts from the crossings. To be considered for a quiet zone designation, crossings must, at a minimum, be equipped with automatic gates and flashing lights that confirm to the applicable Federal Highway Administration standards. The municipality typically bears the cost of all improvements that would, in the FRA's opinion, make the crossing at least as safe as it would be if trains continued to sound their horns. Several other New Jersey communities, including Montclair, Westfield, Hillsborough, Somerville, and Woodbridge have successfully implemented quiet zones and have ordinances in place that could serve as models for Red Bank.

**Communication and information sharing:** Red Bank offers a wide range of municipal programs and activities that are available to residents, ranging from recreation to resources for home maintenance. However, participation in these opportunities may be uneven across neighborhoods or demographics due to a lack of knowledge, or in some cases, language or access barriers. The Borough should hire a public information officer, supported by a marketing budget, to ensure that existing municipal programs are known and fully utilized by the public. All public information documents and resources should be provided in Spanish, with targeted outreach as needed to underserved communities. The public information officer could also oversee enhanced

communications on Borough meetings, initiatives, significant development proposals, etc.

**Performance, noise and lighting standards:** The noise ordinance, lighting standards, and the provisions of the performance standards within the zoning ordinance should be reviewed for consistency with other regulations and with modern best practices, while allowing for ease of enforcement by municipal staff. Revisions to the lighting standards should embrace a "Dark Sky" strategy, to reduce light pollution generally, to minimize the amount of bright light close to residential areas, and to be wildlife-friendly when possible. In addition, the Borough should explore ways to ensure that newly constructed buildings reflect not only applicable building codes, but are constructed to standards that assure their longevity and aesthetic value.

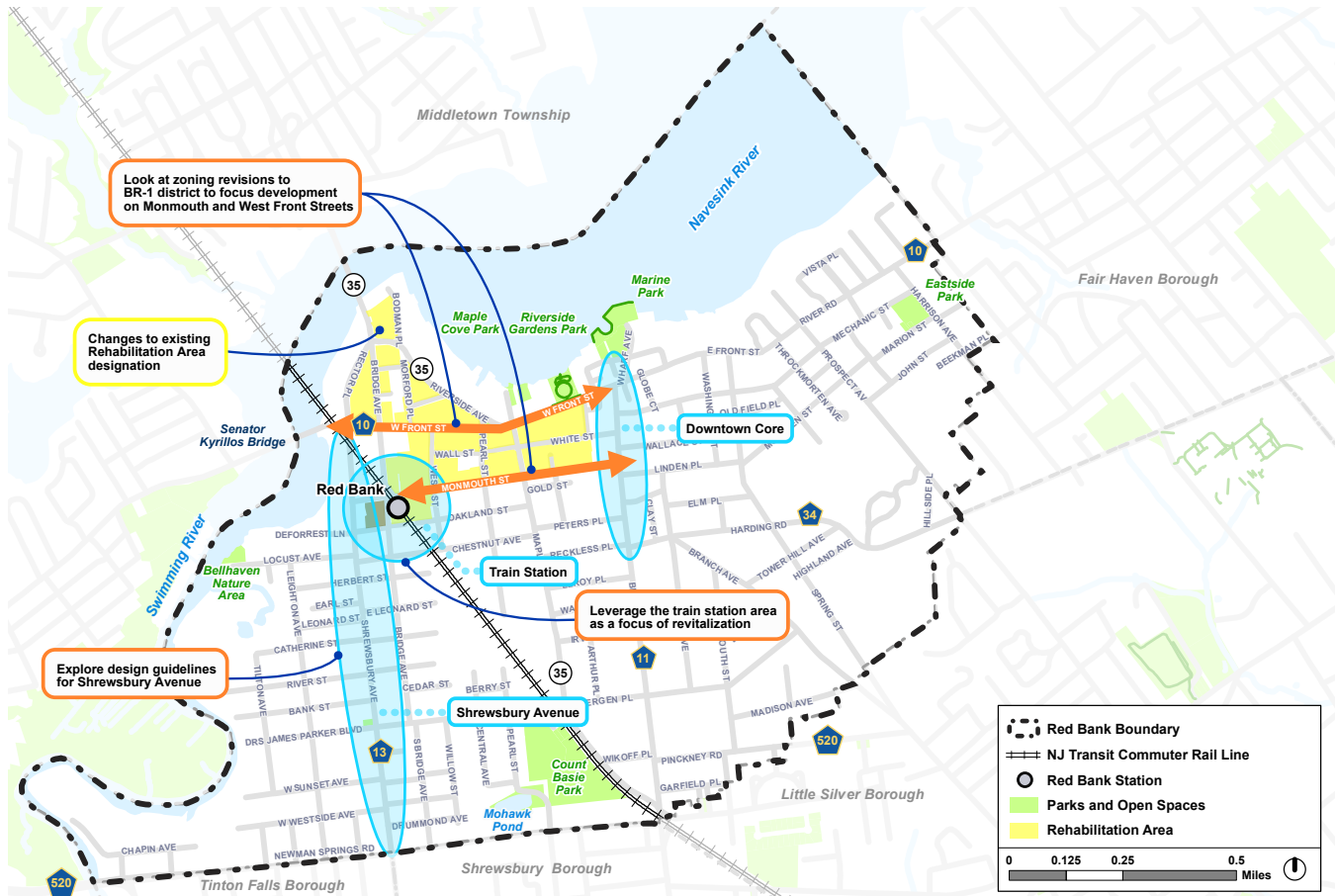
**Strengthen the connections among the traditional downtown core, the Shrewsbury Avenue corridor, and the train station area, while preserving each area as a distinct place.**

Red Bank's historic downtown core is focused east of Route 35 along Broad, Front, White, and Monmouth Streets. Meanwhile, the Shrewsbury Avenue corridor between West Front Street and Drs. James Parker Boulevard (West Bergen Place) has acted as a local commercial spine that provides goods and services to the surrounding neighborhoods on the west side of the Borough. Since the 1995 Master Plan, the traditional downtown has expanded along Monmouth Street, leading to an expansion of the River Center Special Improvement District boundary, and the train station area has seen significant residential and mixed-use development.

These changes have the potential to link Red Bank's two district business districts, but future development should be carefully planned to avoid the downtown "creeping" into the Shrewsbury Avenue corridor and altering its character. The Borough should focus new development along Monmouth Street, where it is already occurring, as an opportunity to connect the train station and Shrewsbury Avenue. In addition, a second potential connecting corridor is along West Front Street west of Route 35, where there are pockets of suburban-scaled commercial strip development

**Figure 42: Potential Recommendations for the Downtown Core, the Shrewsbury Avenue Corridor, and the Train Station Area**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), BFJ Planning.



with single-story buildings and large surface parking areas that create the possibility for targeted infill development.

Any future development along Monmouth and West Front Streets should preserve the integrity of adjacent low-density residential uses and should use the highest quality of design to maintain the feel of a traditional downtown scale, using such tools as articulated facades and upper-story setbacks to minimize the impacts of building height and bulk. Along Shrewsbury Avenue, the scale should remain neighborhood-focused to promote small, mixed-use buildings.

## Recommendations:

**Consider zoning changes along Monmouth and West Front Streets to facilitate a transition between the downtown core and the train station area/**

**Shrewsbury Avenue:** The Borough should look at revisions to the BR-1 zoning district to allow for potentially

taller buildings along these streets, with corresponding adjustments to bulk and density provisions, to focus more intensive development on the two corridors. Portions of Monmouth and West Front Streets are already in the Train Station Overlay Zone, which allows a building height of 50 feet and a density of 35 units to the acre. Up to this level of development intensity could be considered along the rest of the Monmouth and West Front Street corridors west of Route 35, but no more than 50 feet and 35 units per acre. The remaining areas of the BR-1 district outside the Train Station overlay would retain their existing area and bulk standards. It is also recommended that the required front yard setback along Monmouth and West Front Streets be 15 feet, which would provide sufficient room for a sidewalk and landscaping. Currently, the requirement is 10 feet on Monmouth Street and 25 feet elsewhere in the BR-1 district.



### Look at revisions to the existing rehabilitation designation in downtown Red Bank.

In 2017, most of the downtown west of Broad Street was designated as an Area in Need of Rehabilitation under the State's Local Housing and Redevelopment Law (LRHL). This designation allows a municipality to plan for the revitalization of a qualifying area, but unlike a redevelopment designation, does not provide for the exercise of eminent domain or the ability to grant long-term tax abatements or bond financing. However, an area designated for rehabilitation may be eligible for financial and tax incentives. Although the Borough made this designation as a way to effectuate revitalization in the downtown, it never prepared a redevelopment plan to establish the mix of uses and area and bulk standards for the area. No development appears to have occurred as a result of the designation. It is recommended that the Borough revisit the rehabilitation designation, with an eye toward reducing it to a more targeted area and preparing a plan for the area. Such a plan could include creation of sub-areas with differing use and area/bulk provisions as appropriate.

### Explore design guidelines for the Shrewsbury Avenue business corridor to preserve its distinct look and sense of place.

This business district is contained within the Neighborhood Business (NB) zoning district, which provides for a small-scale, mixed-use environment by permitting a range of uses at a maximum building height of 2 ½ stories, or 35 feet. Apartments are allowed on the upper floors, but are limited to no more than two apartments per floor, no more than four apartments per building, and no more than two bedrooms per apartment. These bulk standards are effective at retaining the existing scale of development; however, the Borough should consider creation of design guidelines that support the traditional look of the corridor and an active pedestrian environment, while maintaining the mixed-use nature (ground-floor commercial with upper-story apartments). These could be similar to the guidelines in the Design District Overlay Zone that control development within the Broad Street Historic District, except that adherence to the guidelines could be under the jurisdiction of the Planning Board as part of site plan review.

**Figure 43: Potential New Transit-Oriented Development**

Source: Nearmap, BFI Planning.



**Leverage the train station area as a focus of revitalization, while preserving its key function for Red Bank residents and its access and operational needs for NJ Transit.**

Focus new development at and near the train station, where it has limited direct impacts on established residential neighborhoods. Smart and creative infill development in this area creates an opportunity to restore aspects of the street grid that were disrupted by rail infrastructure, stitching together the east and west sides of Red Bank. The revitalization of the train station area also promotes the use of mass transit and is envisioned to serve support economic development through establishing additional commercial uses as well as providing for improved connectivity to existing commercial uses in the Borough.

## Recommendations:

**Pursue Transit Village designation.** In 2018, Red Bank initiated the process of obtaining Transit Village designation by the New Jersey Department of Transportation. This process requires municipalities to demonstrate a commitment to revitalize and redevelop transportation hubs into mixed-use neighborhoods with a strong residential component, and in return opens up the eligibility for a number of State grants. Initial guidance from the State on the Borough's application indicated that the existing Train Station Overlay District was not considered effective enough at encouraging an appropriate scale of transit-oriented development, and that zoning changes, perhaps creation of a new district, would likely be needed to achieve a Transit Village designation.

It is recommended that the Borough replace the overlay district with a new, transit-oriented development (TOD) district intended to more effectively incentivize development while achieving specific community benefits (see Figure 43). The new district would cover a more targeted area to encompass the area generally bounded by Monmouth Street to the north; West Street to the east; East Leonard Street to the south; and the surface parking lots, rail infrastructure, and recently constructed office and

residential development on the west side of the tracks. Within this area, the permitted principal uses would include retail, restaurants, residential, mixed use, office, parking, and rail-related buildings or infrastructure. The height, density, and parking provisions currently in the train station overlay district would remain, but developers would have the ability to achieve height of up to 6 stories and a density of up to 50 units per acre, on a district-wide basis and spread among at least four individual buildings (including buildings existing as of the adoption of this plan). Provisions would also be added for shared parking and maximum parking ratios. In exchange for these development incentives, the Borough could require a range of benefits discussed below, as part of the developer negotiation process.

**Work through the development negotiation process with NJ Transit and its designated developer on developing and implementing a vision for revitalization at the train station.** NJ Transit owns a significant amount of land around the Red Bank train station, including the station and parking as well as major infrastructure associated with the rail yard to the south of the station. This infrastructure, while critical to the agency's operations, disrupts the street grid in this area, while the surface parking is often underutilized. NJ Transit has designated a developer to redevelop the train station and surrounding lots with a combination of apartments, affordable senior housing, and community-based retail.

Implementing this vision will require strong coordination with the Borough and a careful planning process, including additional community engagement. The redevelopment process is likely the most appropriate tool to facilitate development that balances the Borough's goals for development and preservation of scale and visual quality. The process should facilitate development that:

- Makes more efficient use of large surface parking lots that separate the east and west sides of Red Bank and create a large heat island, by introducing mixed-use, transit-oriented development.
- Replaces any public/commuter parking lost through development.
- Includes affordable and senior housing that helps Red Bank meet its ongoing affordable housing obligation.

- Enhances pedestrian, bicycle and vehicular connectivity and circulation between the eastern and western portions of the Borough, including improving the pedestrian at-grade rail crossing at Monmouth and Bridge Streets.
- Continues to focus revitalization along the Monmouth Street and Front Street corridors as a key link between the traditional downtown core and the Shrewsbury Avenue corridor.
- Follows the highest standard of design that mitigates visual impacts on nearby lower-scale development. Design guidelines should be prepared to provide clear direction regarding the achievement of high-quality development that furthers the existing design aesthetic (i.e. red brick, historic industrial look).
- Maintains and strengthens the functionality of Red Bank's multimodal station area, including bus, bike, and pedestrian circulation as well as access to the station itself.
- Incorporates and preserves the station building for continued community use.
- Embraces opportunities to introduce tree cover, green infrastructure, and green building design.
- Creates new or enhanced public spaces to establish a stronger sense of place.

### Provide a diverse range of housing options across income, household size, and age groups.

There is an urgent need for affordable housing options in the Borough, as is the case for much of New Jersey and metropolitan areas nationwide. For Red Bank, in particular, the community has concerns about gentrification of historically affordable neighborhoods that have become increasingly attractive to new residents and investors.

Diverse housing options in terms of price ranges, number of bedrooms, and services and amenities for all age groups and those with special needs meet an essential need of the community. This range of options also helps enables existing residents to remain in Red Bank as they graduate through the various phases of life without being priced out. Maintaining a housing stock that can serve a broad

spectrum of the community helps to ensure that living in the Borough is attainable for those who are just starting out as well as seniors who have raised their families and want to stay in Red Bank.

## Recommendations:

### Continue to implement the Borough's Housing Plan Element and Fair Share Plan to increase the availability of affordable housing in the community.

Red Bank has been proactive over the years in meeting its affordable housing obligations, and has been successful in facilitating a range of housing options including apartments, townhomes, and public housing as well as single-family homes. However, the built-out nature of the Borough, as well as the increasing costs of housing development, will require a robust toolbox of housing strategies and creativity to utilize that every opportunity for create additional affordable housing. Strategies that Red Bank should explore include:

- **Accessory Dwelling Units (ADUs):** Investigate the feasibility of implementing an accessory dwelling unit program for properties that are able to accommodate the increased intensity of land use in terms of parking and light, air and open space in a manner that is compatible with surrounding land uses. Representative design typologies of ADUs that may be appropriate include accessory dwellings established through the construction or retrofitting of an additional detached structure, through an addition that is attached to an existing structure, or within a portion of an existing structure such as the upper story of a residence or commercial structure.

ADUs are most appropriate for deep lots that can accommodate a rear accessory structure and/or the off-street parking required to serve both the principal structure and ADU. In Red Bank, these larger lots tend to be on the east side of the Borough, in the RA zoning district.

State building code requirements for foundations and weatherization to convert detached garages to dwelling units can be cost prohibitive. Therefore, any ADU regulation should avoid placing undue impediments to the introduction of ADUs, such as owner occupancy requirements (which have been



held by courts as illegal in New Jersey), differential tax treatment from single-family homes, or onerous permitting or licensing requirements. The Borough may also consider ways to further incentivize ADUs, such as by relaxing selected zoning provisions to allow homeowners with a detached ADU to also have an accessory shed for storage, or by providing financial incentives from housing trust fund monies in exchange for deed-restricting the ADU as an affordable unit. At the same time, the ADU regulations should be carefully tailored to ensure that the lot does not become a de facto two-family home.

- **Market-to-Affordable Programs:** Explore offering incentives, through the Borough's affordable housing trust fund, to upgrade existing aged apartment stock in exchange for deed-restricting a portion as affordable housing.
- **Maintenance of affordable housing stock:** Seek the extension of expiring controls for all affordable housing developments as affordability controls near expiration. Representative example projects include the Locust Landing and River Street School developments, which have controls that are set to expire in 2034 and 2031, respectively.
- **Appropriate density controls:** Permit appropriate densities that balance the urgent need for affordable and workforce housing with appropriate density and height limitations that are compatible with the surrounding land uses. Currently, Red Bank has minimum habitable floor area requirements in most zones where residential uses are permitted. In some cases, these are quite high. For example, the BR-1 and BR-2 zones require 750 square feet for efficiency units, 900 square feet for one-bedrooms, 1,100 square feet for two-bedrooms, 1,250 square feet for three-bedrooms, and 1,000 square feet for garden apartments or townhomes. Not only do these requirements limit the likelihood of new mixed-use or multifamily development by minimizing the number of potential units, they are also that – if constructed – these units will be generally high-end and less affordable. Minimum habitable area requirements should be adjusted, and in some zones potentially

eliminated, to allow for the potential of small units that are both attractive and affordable to singles, young couples, and seniors.

- **Public-private partnerships:** Explore potential public-private partnerships to develop affordable and workforce housing. While there are a variety of ways that these partnerships could take shape, one option could be for the Borough to partner with a combination of nonprofit and for-profit developers. This approach would enable the project team to leverage private capital, fundraising from the nonprofit sector, and potentially also a land donation or an allocation from Red Bank's Affordable Housing Trust Fund, if appropriate and feasible. Such a strategy could be applied to developing for-sale multifamily units such as townhouse or condominium-style housing, renovation and deed restriction of single-family homes, or rental housing. In addition, if the pro forma and funding stack for the project is established in certain ways, even though the nonprofit sector would be involved, the land and improvements may be able to be taxed at the full or nearly full tax rate. Potential nonprofit partners for these or similar approaches include the hospital and Lunch Break, the latter of which has begun to explore a range of affordable housing programs and is open to working with the Borough. As well, the Borough could explore collaborating with the Red Bank Housing Authority to renovate and expand housing opportunities on their properties as well as other suitable properties. Any upgrades to Housing Authority should ensure that existing public housing units are retained.



Example of a Four-Family Residence in Red Bank, NJ



## Expand and improve access to the waterfronts of Red Bank's two rivers.

Red Bank contains approximately 4 miles of riverfront along the Navesink and Swimming Rivers, which provides beautiful views and serves as an important environmental resource. While the Borough is essentially built-out, additional opportunities for enhancing access to the waterfront do exist. The Borough has several waterfront parks and has obtained easements along the waterfront on a few additional properties that have been realized through the approval of waterfront land use applications. The riverfront area is a special resource that should be visually and physically accessible to the public to the maximum extent practicable while also respecting private property rights and incorporating environmentally friendly design within waterfront access improvements.

Achieving meaningful and continuous waterfront access in Red Bank has been a goal for much of the last 50 years. Clearly, creating this access is an enormous challenge given the Borough's fully developed waterfront (including several active marinas) and the significant funding required to construct public walkways once easements are obtained. Implementation of this long-held goal will require careful research and legal review to set priorities, and creativity in seeking available funding sources.

### Recommendations:

#### Confirm and map existing access easements:

Currently, Red Bank requires that properties abutting or contiguous with the Navesink River and which meet certain thresholds must include "maximum practical provisions" for public access to the river, including an access easement of 25 feet in width along all river frontage. These provisions have reportedly resulted in the Borough securing access easements along some waterfront properties; however, this Master Plan process was able to obtain only one waterfront access easement: the one covering the walkway at the end of Maple Avenue associated with the OceanFirst Bank building. As a first step to increasing public waterfront access, the Borough should conduct additional research to confirm and map all

existing easements and all development that has occurred along the waterfront since adoption of the easement requirements. This would identify the properties where an easement is in place but no access is currently provided, as well as any cases where a waiver was granted from the easement requirement. The research should also confirm that all easements obtained by the Borough have been legally recorded, to ensure that the public access requirements are legally enforceable. Finally, the Borough should review any site plan approvals that have occurred since the easement regulations were put in place, to identify if there are any cases where approvals were granted on the condition of constructing public access and such improvements were not completed.

#### Standardize the waterfront access easement

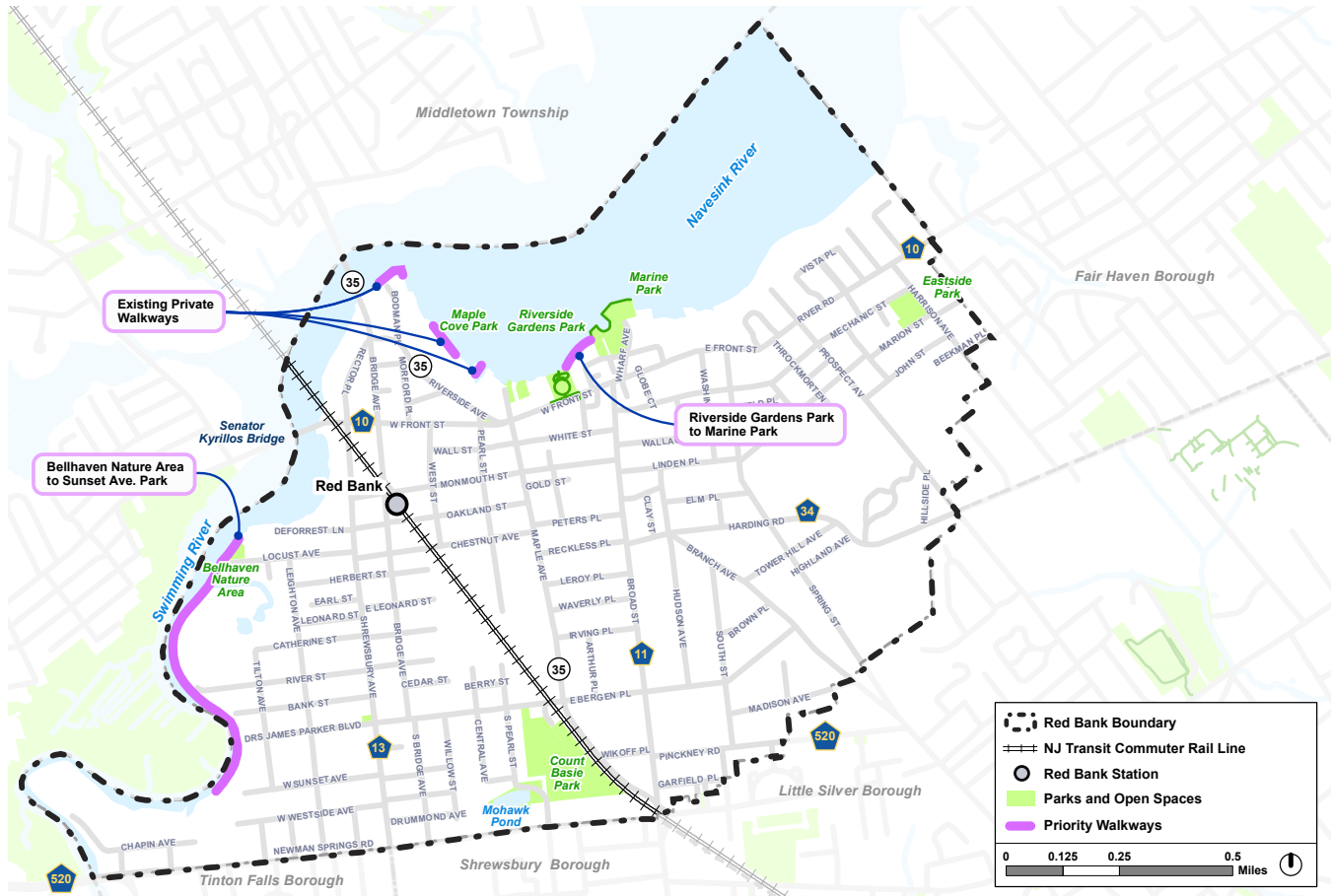
**requirements:** The easement provision is in place in the Waterfront Development (WD), RD Residential, RA Residential, and Medical Services (MS) districts. In the case of the MS and RD districts, the threshold for this requirement is any development application that requires submission of a major site plan or major subdivision. In the WD and RA districts, the threshold is only a major site plan. The provision in these zones should be changed to require an easement in the case of major subdivisions, as with the MS and RD districts. In addition, all of these zones refer to the Navesink River only, even though all of the RD district, and portions of the WD district, are found along the Swimming River. The language should be revised to make clear that the provision also applies to properties on abutting the Swimming River.



Existing Waterfront Walkway at Riverside Gardens Park

**Figure 44: Potential Priority Walkways**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), BfJ Planning.



**Set priorities for addressing gaps in the waterfront walkway:** Certain parts of the waterfront represent either the highest-priority segments or areas with the greatest short-term potential (i.e. “low hanging fruit”) and should be prioritized by the Borough as seen in Figure 44. These include:

- The connection between Marine Park and Riverside Gardens Park.** Red Bank’s two primary waterfront parks are separated by the Elks Lodge and properties associated with the Carefree Boat Club and the Monmouth Boat Club. As a nonprofit-owned site that is not water-dependent, the Elks Lodge property offers potential for the Borough to obtain an easement and continue the walkway from Riverside Gardens Park. The marina properties are more challenging, but the Borough should consult with the owners on potential options such as an inland pathway that connects with Union Street and then to Marine Park.
- The Swimming River waterfront from Bellhaven Nature Area to the southwestern edge of Red Bank.** The presence of street ends and publicly owned land creates opportunities for access along much of the Swimming River. The Borough-owned natural area already has some trails present, and a trail could be extended south from the Locust Avenue street end through the Locust Landing affordable housing development to connect to the Red Bank Primary School property. Continuing south, there is a limited amount of privately owned property between River Street and a recently constructed trail that connects the Rivers Edge townhomes at the ends of Bank Street and Drs. James Parker Boulevard. From there, the Housing Authority property, the Sunset Park site, and the Salvation Army property could be utilized to continue a walkway to the end of Chapin Avenue.

- **Existing private walkways.** In some cases, there are waterfront walkways in place on private properties, for the enjoyment of residents or users of those sites. These include the Oyster Point Hotel, Molly Pitcher Inn, and several condominium developments. While these owners may have valid concerns about opening up the walkways for public use, connecting these amenities to a larger waterfront network would significantly benefit their users. The Borough should engage with these owners about the potential to establish public access, potentially through the use of shared maintenance and liability agreements. In addition, properties with existing private walkways that seek major site plan approval for site improvements should be required to make these walkways publicly accessible. Finally, if there are cases where there are existing private waterfront walkways that are in need of repair (e.g. deteriorated bulkheads), the Borough could approach these owners and offer to share the cost of repair in exchange for the permanent granting of public access.

**Explore all available funding opportunities to develop a network of waterfront walkways:**

Given the importance of waterfront access to the community, the Borough should engage a professional grant writer to research available state, federal, and county funding sources to facilitate planning and construction of walkway elements. These sources may include initiatives and programs that deal with resiliency, infrastructure, environmental justice, open space improvements, and public health. In addition, property owners along the riverfronts should be approached by the Borough with offers to purchase easements (using Open Space Trust Funds). This could be especially attractive to nonprofits but should be offered to all private property owners.

**Reduce the permitted height in the WD district:**

Currently, the maximum allowable height in the WD district is 75 feet, the tallest allowable height in the Borough. This height maximum should be reduced to 50 feet, which would be more comparable with the nearby downtown districts and would lessen the visual impact of development along the waterfront.

**Work with the hospital as a partner to balance the future needs of this important community resource with the impacts to adjacent areas.**

The hospital is Red Bank's largest employer and generates significant revenue contributions to the Borough in the form of fees based on the number of beds (i.e. the bed tax). However, its location on a major waterfront site adjacent to established – and in some cases historic – neighborhoods has created tension as the hospital evolves and grows beyond its original footprint. For more than two decades, Red Bank has been clear in its planning policy that the hospital's growth should be well regulated and avoid encroachment into surrounding areas, particularly south of Front Street and to the east of the hospital building. This policy remains intact; however, the Borough recognizes that the financial and regulatory conditions for hospitals are changing, resulting in shifts in the amount and use of space. Red Bank will collaborate with the hospital in its long-term planning to ensure that this community resource remains in the Borough but that nearby residents and neighborhoods are protected from the intrusion of uses that may be incompatible or result in demolition of valuable historic buildings.

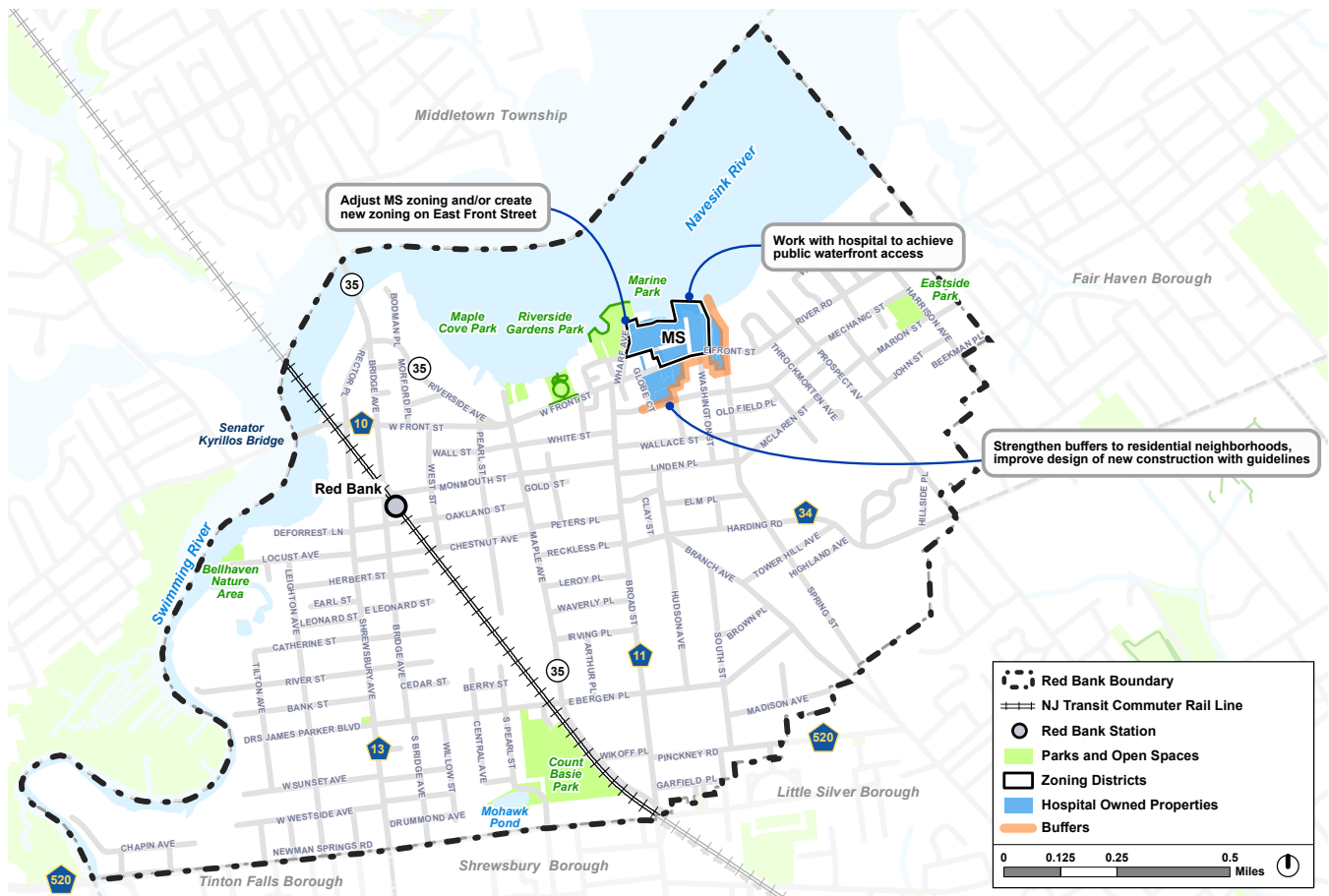
**Recommendations:**

**Implement new and updated zoning definitions for medical-related uses:** The Borough should update the following definitions in the zoning ordinance to better reflect the current state of medical service delivery, as the various types of uses can have significant differences in off-site impacts:

- Hospital
- Acute Care Facility
- Clinic
- Community Health Facility
- Outpatient Facility
- Professional Office
- Medical Office Building

**Figure 45: Potential Recommendations for the Hospital Area**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), CME Associates, BFJ Planning.



**Update the use provisions and other standards in the Medical Service (MS) zone:** The Borough should update the list of permitted uses in the MS zone based on the updated definitions above. In addition, Red Bank should develop design standards for East Front Street to ensure that any future redevelopment of the hospital's parking lot would fit in with the surrounding context. These standards could include front yard setbacks based on building height and landscaping needs, architectural standards to ensure an active pedestrian-oriented street frontage, and prohibition of parking garages fronting onto East Front Street.

**Work with the hospital and explore regulatory changes to facilitate public waterfront access:** The Borough should revise its zoning regulations to ensure that any redevelopment of the hospital site include publicly accessible open space and/or a walkway, through options such as a waterfront access overlay. Any updates to the MS zone should include diagrams that illustrate the location of the different height requirements in the zone.

**Revise use and buffer provisions in the BR-1 zone to mitigate impacts on neighboring residential properties:**

The BR-1 regulations should be updated to prohibit outpatient facilities, hospitals, clinics, and acute care facilities. Additional uses may need to be prohibited based on how the Borough updates its medical-related definitions. In addition, the Borough should make professional offices in the BR-1 district a conditional use that requires either 1) the adaptive reuse of an existing structure that preserves the exterior of the building and significant historic elements, or 2) the construction of a building that meets new design standards. These design standards should require the development of buildings that are substantially similar to existing residential buildings along East Front Street, with a focus on key architectural elements rather than a particular architectural style.

Regarding buffers, consider a provision in the BR-1 district to require more intensive buffer standards (e.g. 15 feet of buffering) along side yards, even when properties do not



about a residential zone. This provision should be specific to this area of the BR-1 zone and not all properties covered by the BR-1. In addition, the BR-1 and BR-2 districts should not allow low-rise (under three stories) garden apartments as a permitted use.

**Rezone the north side of East Front Street between Riverview Plaza and the hospital property from BR-1 to CCD-2:** The character of development along this section of East Front Street is substantially different from the rest of the BR-1 zone in this area and is more consistent with that of the CCD-2 district. A rezoning would ensure that updates to the BR-1 zone would not adversely impact properties on this block, and that the properties can be rehabilitated without significant regulatory hurdles.

### **Safeguard historic districts and sites and provide incentives for the preservation of historic and older buildings**

Red Bank has a storied history and a wealth of historic buildings, landmarks, and culturally important places. Development can place pressure on historic resources and lead to inappropriate renovations that detract from the historic value of the structure to tear down and replacement with new buildings. It is important to inventory historic resources and implement appropriate zoning controls and design guidelines to help promote preservation of the historic resources. These regulatory measures should be balanced with economic considerations and private property rights, both to facilitate preservation of historic resources and to avoid placing a cost burden on property owners to the extent that they cannot afford to maintain historic resources.

It is particularly important to protect historic resources from new development that would be implemented through demolitions rather than historic preservation. In this regard, Red Bank has been particularly successful in promoting adaptive reuse of homes in non-residential zones for uses such as offices and retail. This strategy should continue to be pursued throughout the Borough, particularly along the periphery of non-residential districts that abut established neighborhoods.

## **Recommendations:**

**Update the Historic Preservation Element of the Master Plan.** The Historic Preservation Plan Element was last updated in 2009, and since then Red Bank has experienced significant changes in its development context. In particular, there is a need to clarify what sites are subject to review by the Historic Preservation Commission and to designate these on the official zoning map. Some properties that were referenced in the 2009 document may no longer be applicable due to building demolitions, while other properties may have become newly eligible with the passage of time. A comprehensive update of the Historic Preservation Element is a needed first step to establish a baseline.

**Explore potential designation of additional sites and expansion/creation of historic districts.** With the completion of the historic preservation element, the Borough could consider the designation of additional sites or districts for historic preservation. Such designations could include the expansion or revision of Red Bank's design guidelines, which currently control the Broad Street Historic District only.

**Clarify role of Historic Preservation Commission:** In 2018, the Borough adopted an ordinance reorganizing and strengthening the authority of the Commission, making it a binding rather than advisory body. This change has been effective in enhancing preservation of Red Bank's historic assets. However, clarification is needed as to the Historic Preservation Commission's authority and the extent that other land use boards must abide by the Commission's determinations. Of note, the regulations reference design "guidelines" but also call them "standards," and also alternate between "shall" and "should." This language makes it unclear the extent to which applications may deviate from the provisions, or the extent to which other boards may allow for flexibility. Ordinance revisions should be undertaken to clarify these issues so that all land use boards are on the same page.

**Incorporate the use of the New Jersey State Rehabilitation Code for historic properties into Planning and Zoning Board considerations.** In many cases, the requirements for new structures cannot be met in existing buildings. The code establishes provisions for historic buildings and identifies building elements that may meet relaxed code requirements in order to preserve the historic value and integrity of a historic building.

**Document privately owned historic properties before they are significantly altered or demolished.** The Borough may consider adopting a demolition ordinance to require that no demolition permit be granted to a building over a certain age without review by the Historic Preservation Commission or approval by the Planning or Zoning Board. Similar provisions have been adopted in other communities throughout the state, and while they do not always prohibit demolitions, they can allow for a “pause” in the process that can improve outcomes.

**Facilitate use of the Historic Preservation Tax Credit:** Work with other like-minded organizations in Monmouth County and New Jersey to institute a Historic Preservation Tax Credit at the State, County, and local level for private owners of historic properties.

**Continue to encourage adaptive reuse of historic buildings for appropriate uses such as general office, personal-service, and retail uses rather than demolition.** Successful examples of adaptive reuse of large homes are prevalent in Red Bank, especially along Broad Street in the Professional Office (PO) district, as well as in scattered sites throughout the downtown area. The Borough should explore additional strategies to promote the reuse of these structures, particularly in commercial areas that are seeing pressure for new development, such as along Monmouth Street and around the train station.

**Promote and implement improvements and programs that support public health for the purposes of general public health, welfare, safety, wellness, and quality-of-life.**

COVID-19 has reshaped the thought process on many different land use and community development matters, which has elevated public health concerns and soundly established public health as a key aspect of design for both public- and private-sector projects. In addition, the isolation and reduced social interaction required during the pandemic has underscored the importance of promoting mental health and social connectedness through the creative use of open spaces and the public realm.

Social connectedness refers to a sense of belonging to a family, group, or community. The concept is focused on the relationships people have with each other and their engagement with the broader community. Connectedness to others and the community is a key dimension of mental health. As such, the Borough should seek to infuse all policy decisions, ordinance amendments, and program design and implementation with social connectedness in mind in order to help continue and build upon the strength of the Red Bank community.

## Recommendations:

**Ordinance updates for public health:** Review the Borough’s ordinances to ensure that the requirements align with current best practices for public health concerns and consider appropriate amendments that balance public health with economic vitality and efficient functionality. This review should include incorporating appropriate levels of flexibility to accommodate changes in operations that may be needed during public health emergencies.

**Innovative projects and programming:** Continue to support and refine innovative projects and programming that respond to public health concerns, climate change, and other large-scale issues. For example, Broadwalk was born out of innovation in an effort to adapt to COVID-19 pandemic conditions. The project balances public health concerns, economic development and quality of life, and contributes to the vitality of the downtown area. Additional projects and programming should be explored and, if viable, implemented via initial pilot tests. This effort will enable Red Bank to continue to adapt and thrive as public health concerns such as COVID, extreme heat, and other public health concerns evolve.

**Access to services:** Support public and mental health programs and ensure that residents and visitors have access to the full range of mental health and social services. This includes facilitating non-vehicular access to social services facilities and organizations so that local residents can safely reach them, and collaborating with relevant agencies on any upgrades to public infrastructure (e.g. sidewalks) that may be needed to improve access.

### Additional Recommendations.

The following recommendations are geared toward general land use planning policy and ordinance amendments as well as other land use issues not covered above. Please also note that all of the purposes of the Municipal Land Use Law (NJSA 40:55D-2 et seq.) are hereby incorporated into this Master Plan by reference as if fully set forth at length.

### Recommendations:

**Ordinance amendments:** In addition to specific ordinance amendments recommended in this Master Plan, it is recommended that the Borough review the ordinance annually to ensure that key sections such as the definitions, procedures, fees, and other sections reflect current best practices and data. For example, annual updates to definitions to reflect new uses, processes, and terminology should be completed annually.

### Update the Borough's signage and lighting provisions:

These regulations, found in Section 490-104 of the ordinance, have not been comprehensively updated in nearly 20 years. There are opportunities to incorporate modern best practices, needs, and technologies, such as the growth of light-emitting diode (LED) lighting and additional standards to control lighting glare in addition to spillage.

### Leverage new technology to further streamline Borough processes:

As new technology becomes available such as new computer applications, improved software, remote sensors, etc., explore the viability of the technology to improve physical and regulatory processes. For example, new computer applications may further boost efficiency and reduce processing times for development applications and permits for residents and business owners.

### Enhance existing gateways and establish new gateways in strategic locations:

Gateway signage and landscaping sends a welcoming message to residents and visitors and provides an opportunity to convey the unique attributes of the community. While these amenities exist at certain locations, it is recommended that the existing gateways be enhanced and additional gateways be established in key locations. For example, the gateway signage located along the southbound lanes of Route 35 when travelling into Red Bank from Middletown is appealing; however, no landscaping or other features exist that call attention to the signage or provide additional aesthetic appeal. Regarding opportunities for new gateways, the Route 520 (Newman Springs Road) corridor that enters Red Bank from the west provides an opportunity for new gateway signage and landscaping to welcome visitors and potentially also direct visitors to the various districts within the Borough.

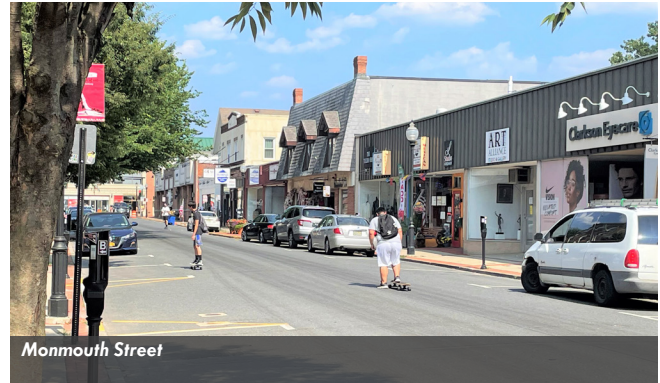
## CIRCULATION AND MOBILITY

**Plan comprehensively for a safe and functional circulation network with prioritized improvements.**

Red Bank is a small community with a significant amount of transportation infrastructure under the jurisdiction of multiple state and regional agencies. Different users of this network may have differing needs or priorities, while in some cases transportation improvements may have the potential to either advance or hinder environmental or economic development planning goals. The Borough has not undertaken a holistic analysis of its circulation system since the 1999 Circulation Element, and since that time there have been vast changes affecting transportation, including downtown residential development, the growth of the two theaters, and global technological shifts such as the emergence of smart phones that have enabled new parking management systems. A significant transportation planning effort is needed to capture these changes through a system-wide look at Red Bank's circulation network. Many of the recommendations in this section could be addressed in this effort.

### Recommendations:

**Develop a New Circulation Master Plan Element:** The Circulation Element would include a detailed study of existing and projected traffic conditions, identify priority areas for safety improvements, incorporate a sidewalk implementation plan, and provide an implementation matrix to better plan for new projects. The Plan should focus on designing streets for all users and identifying locations where traffic calming tools may be appropriate. Priority areas should be at intersections with collision hot spots. Any proposed transportation infrastructure projects should include cost estimates and designs so that they can be readily advanced by the Borough. The Circulation Element should consider the impacts of long-term street closures, such as the Broadwalk outdoor dining initiative.



**Aggressively plan for and implement Complete Streets in Red Bank, with a focus on the downtown and key nodes of activity such as schools, bus stops, and retail areas.**

Although much of Red Bank – including the entire downtown area – has a walkable sidewalk network, in most cases the overall transportation conditions are friendlier to vehicular travel rather than pedestrians, and the bicycle transportation network is minimal. Many key corridors and intersections have been designed to facilitate automobile through-traffic, resulting in very long crossing distances, multipronged intersections with excessively long pedestrian wait times, or in some cases no ability to cross at all. Meanwhile, some corridors, such as Shrewsbury Avenue, have on-street parking that is poorly delineated, making the street appear overly wide and inducing drivers to speed. In addition, there are gaps present in the Borough's sidewalk network and instances where existing sidewalks are in poor condition. Finally, there are virtually no bike lanes in place, severely limiting safe and convenient options for both recreational and commuting cyclists. Improving connectivity for walking and bicycling will help to connect neighborhoods, improve the physical health of residents, and provide an alternative means of travel for short trips.



## Recommendations:

**Improve conditions for pedestrians throughout Red Bank:** The complexity of the Borough's street and sidewalk network, including the varied road jurisdiction, requires a range of strategies to enhance safety and functionality for all users. Implementing Complete Streets measures will be a key aspect of the new Circulation Element, including targeted (and in some cases significant) changes to certain intersections and corridors, as discussed later in this section. Recommendations specific to pedestrian improvements include:

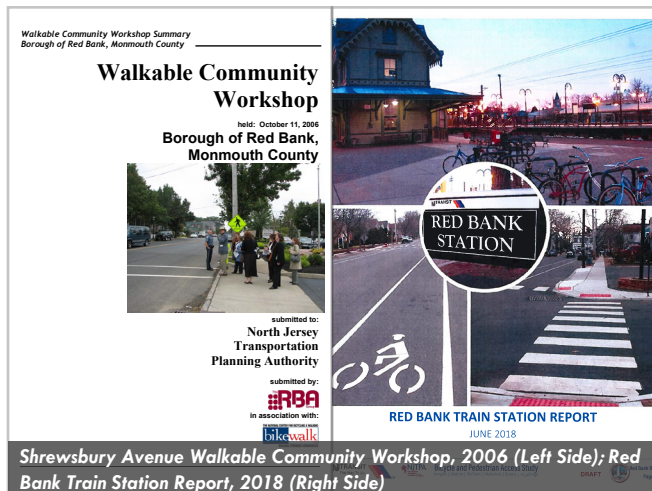
- Implement recommendations of the *Shrewsbury Avenue Walkable Community Workshop* study (2006) and *Red Bank Station Bike and Pedestrian Access Report* (2018).
- Plant more trees throughout the downtown to improve walking conditions in terms of aesthetics and providing shaded areas.
- Install sidewalks where gaps exist and upgrade segments in weak condition.
- Work with NJ Transit to improve pedestrian crossings over the rail line.
- Explore changes to traffic signal timing, including potential introduction of pedestrian-only phases.
- Implement Rectangular Rapid Flashing Beacons (RRFBs) along Front Street and other locations as needed.

**Develop a sidewalk improvement plan:** This document, which could be accomplished as a separate piece to the Circulation Element or as a combined effort, would identify priority streets for sidewalk improvement. This plan would provide a short-, medium- and long-term list of improvements, along with anticipated capital costs. The plan could also identify opportunities for funding sources, potential partnerships, agreements or easements needed for private property, and other short- and long-term maintenance needs.

**Advance efforts to fill sidewalk gaps through the land use approvals process:** In cases where a commercial development application is before either the Planning Board or the Board of Adjustment, priority should be given to filling sidewalk gaps as part of the application review process. For example, there are commercial uses on Newman Springs Road where large parking areas disrupt the sidewalk network. When these properties come in for approvals for upgrades or new uses, the opportunity should be taken to fill in these gaps.

**Use traffic calming tools to reduce speeds and improve safety in residential neighborhoods:** During the peak traffic periods, congestion on arterial roads can spill over onto local roads in residential neighborhoods as drivers try to avoid traffic. This cut-through traffic affects the safety- and quality of life in local neighborhoods, particularly near schools.

The Borough should study traffic calming measures such as speed humps, rumble strips, and traffic cameras to reduce speeds of cars traveling on local streets. Ensuring that there are continuous sidewalks and adequate lighting will also help to improve safety in local residential areas. Priority areas for traffic calming should be roads with high crash rates, as well as roadways near schools. Red Bank should work with the school district to identify issues and areas in need of improvement, and coordinate efforts to secure Safe Routes to Schools grants.



## Support and incentivize bike and transit use.

Facilitating non-vehicular modes of transportation can help to mitigate traffic congestion, improve environmental conditions by reducing carbon emissions, and expand mobility options for residents who may lack access to a vehicle. The following recommendations are intended to work hand-in-hand with the Complete Streets strategies above to provide a robust alternative transportation network and lessen overall reliance on the automobile.

### Recommendations:

**Encourage maintenance and upgrades at and in the vicinity of the existing train station facility and enhanced rail service to and from the station.** The 2018 *Red Bank Station Bike and Pedestrian Access Report* by the North Jersey Transportation Planning Authority has a number of recommendations for bike and pedestrian enhancements both on NJ Transit-owned property and other areas around the station area. Particularly as part of any new development at the station and/or roadway improvements in the vicinity, such recommendations should be revisited and implemented as appropriate and practicable. The Borough should also monitor ridership at the station, in coordination with NJ Transit, and advocate with the transit agency on any needed service changes or upgrades.

**Promote enhancements to the bus routes throughout the Borough and to bus amenities such as shelters and signage.** Although specific recommendations with routes or service did not emerge as a major issue in this Master Plan, as part of the new Circulation Element, the Borough should assess whether any upgrades are needed in light of roadway circulation changes. At a minimum, the Borough should work with NJ Transit to enhance bus signage and amenities, especially at the train station, to support a fully multi-modal environment.

**Create more dedicated bike parking, infrastructure, and amenities.** The Borough should prioritize implementation of bike routes in accordance with the 2010 Bicycle and Pedestrian Planning Project, as further developed in the new Circulation Element. The 2010 plan outlined clear recommendations and priorities which are well-grounded in analysis, but further study will be needed to update

conditions and embrace an even bolder approach to achieve more dedicated bike lanes than the current sole location on Bridge Avenue. On this corridor, there appears to be room for a two-way bike lane through the elimination of on-street parking, and other corridors identified in the 2010 plan have room for a single bike lane through selective removal of parking.

In addition, the Borough should consider adoption of a bike parking ordinance, and more bike racks and covered storage should be provided in the public realm (with a focus on the downtown area) and in new residential and mixed-use developments. Lastly, the Borough should explore the introduction of bike sharing and/or scooter sharing services in the downtown area. Not only would these services expand non-vehicular transportation options, but they could improve “last-mile” access to the train station, reducing the need for commuter parking at the station.

**Explore microtransit strategies to provide alternatives to the automobile and traditional transit systems:** The Borough should consider provisions, including regulatory changes, to facilitate the location and use of e-bikes, e-scooters, ride-share, and jitneys, with a focus on the business and train station areas. Best practices from other communities should be explored, such as Asbury Park, which supports the Circuit local electric shuttle service, and Maplewood, which operates a municipal jitney to take residents to the train station.

**Investigate the feasibility of implementing a limited number of one-way streets:** Because one-way streets have the potential to incentivize high travel speeds if they are too wide or have too many travel lanes, these streets should be designed as complete streets and accommodate full bike lanes, with parallel on-street parking also installed as practicable. The one-way segments should provide a logical pathway through the Borough and connect to key commercial areas. In addition, as noted in the Small Area Plans section, Rector Place and Bridge Avenue could be considered as a one-way pair in the Gateway area, to address significant mobility issues there. This recommendation would need to be assessed in light of other potential intersection improvement concepts in the vicinity (see the following strategy and recommendations).

**Improve safety and efficiency of the roadway network, as congestion is a significant quality-of-life and economic development issue for Red Bank.**

Traffic operations on Red Bank's local roads are directly affected by congestion from the regional highway systems that traverse the Borough. The street layout within the Borough exhibits right-of-way widths that are not of sufficient size to accommodate high traffic volumes. In addition, the compact nature and walkability of the Borough puts pedestrians and bicyclists into conflict with motorized vehicles, which further complicates roadway design and operations. Traffic congestion results in longer commutes, increased greenhouse gas emissions, lost productivity, spillover of traffic onto local roads, and higher risk of crashes.

It is the intent of the Master Plan to improve, or at least maintain at present levels, traffic operations. It is understood that Red Bank's roadways are directly impacted by regional traffic trends, which are projected to worsen in the future. The Borough will need to work with County and State agencies mitigate traffic impacts so that they do not adversely affect its quality-of-life for employees, residents, and visitors.

Red Bank will need to continually monitor and improve critical roadway corridors and plan for future impacts from development to make sure roadways do not become overburdened. The Borough should develop a Circulation Element to determine how traffic flow can be improved, such as through specific intersection design improvements, or signalization timing changes.

## Recommendations:

**Improve problematic corridors and intersections to address traffic flow while also enhancing conditions for non-drivers:** Analysis of available data from the state reveals that several intersections in Red Bank have high incidences of crashes, including some intersections with a high number of crashes involving pedestrians and cyclists. In terms of overall numbers, the intersections of West Front

Street/Shrewsbury Avenue/Bridge Avenue, and West Front Street/Riverside Avenue/Maple Avenue had the highest incidence of crashes, with the intersections of East Front Street/Broad Street; Broad Street/Reckless Place/Harding Road; and Riverside Avenue/Bridge Avenue/Rector Place also showing high numbers. The intersection of East Front and Broad Streets also showed a particular concentration of crashes involving pedestrians, which is a concern given the higher likelihood of serious injury. Addressing safety issues at these intersections should be a high priority of the new Circulation Element.

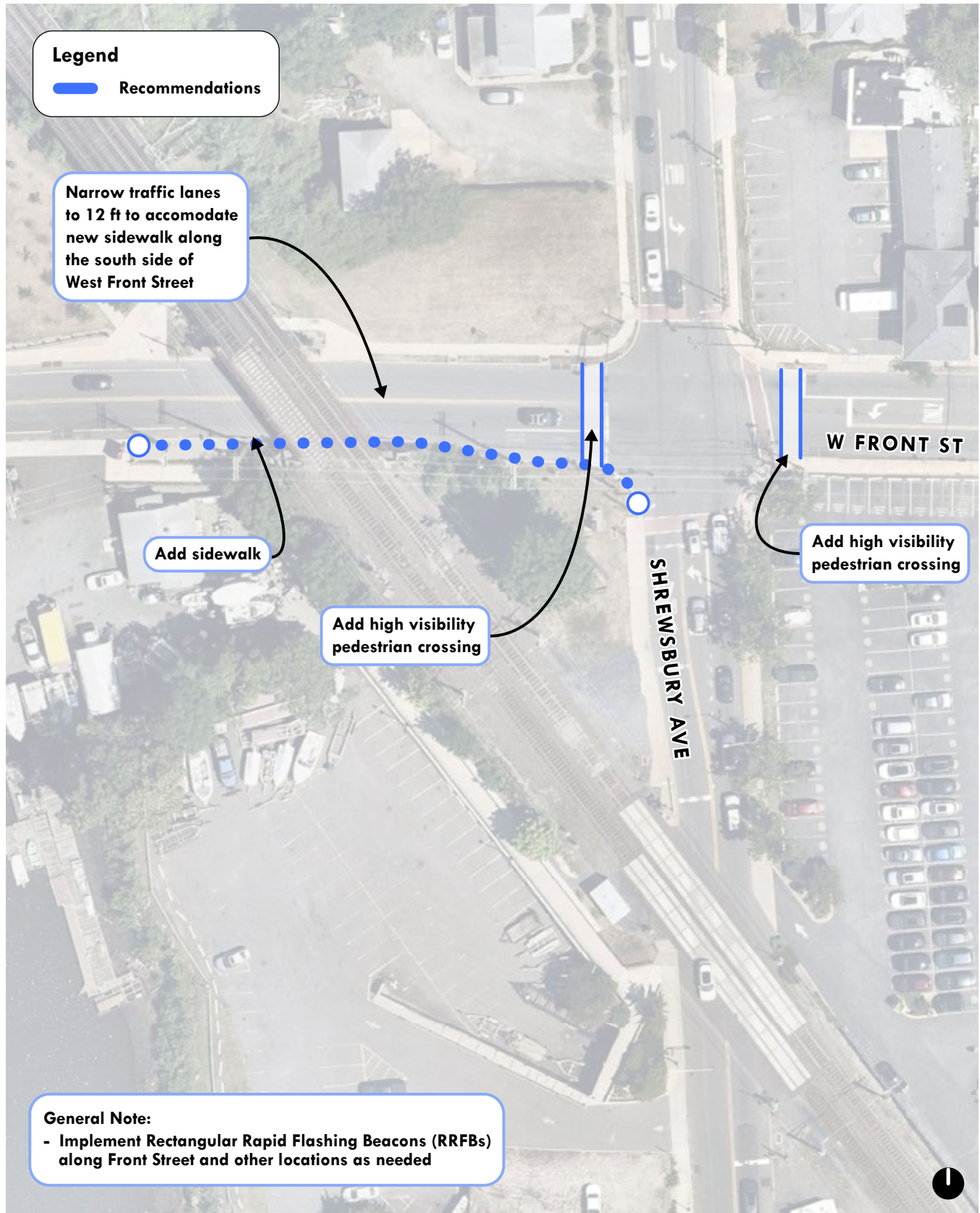
Although future improvements will require significant further study and analysis – especially given that some affected roads are under either State or County jurisdiction – this Master Plan has explored the particular issues of the intersections and developed conceptual plans for consideration.

- **West Front Street/Shrewsbury Avenue/Bridge Avenue:** This intersection of two Monmouth County roads is affected by heavy traffic flows coming off the Route 35 bridge, the proximity of the at-grade railroad track crossing, the low clearance of the railroad trestle at West Front Street, topography that limits visibility, a lack of full sidewalk infrastructure, confusing signage, and being the “last chance” for traffic to exit onto Red Bank roads before going over the Senator Kyrillos Bridge to Middletown. While many of these conditions are not likely to change, Figure 46 illustrates some concepts to improve conditions, including enhanced crosswalks and signage and sidewalk on the south side of West Front Street.
- **West Front Street/Riverside Avenue/Maple Avenue:** This is a highly complicated intersection that involves the diversion of Route 35 southbound traffic from Riverside Avenue to Pearl and Water Streets before reconnecting with Maple Avenue. This circulation pattern requires one block of Maple Avenue to be one-way between West Front and Water Streets. The curvature of the road, high speeds, and a general lack of strong pedestrian infrastructure combine to make this a very challenging area. Because of the complexity and varied road jurisdiction involved



**Figure 46: Conceptual Plan for the Intersection at West Front Street/Shrewsbury Avenue/Bridge Avenue**

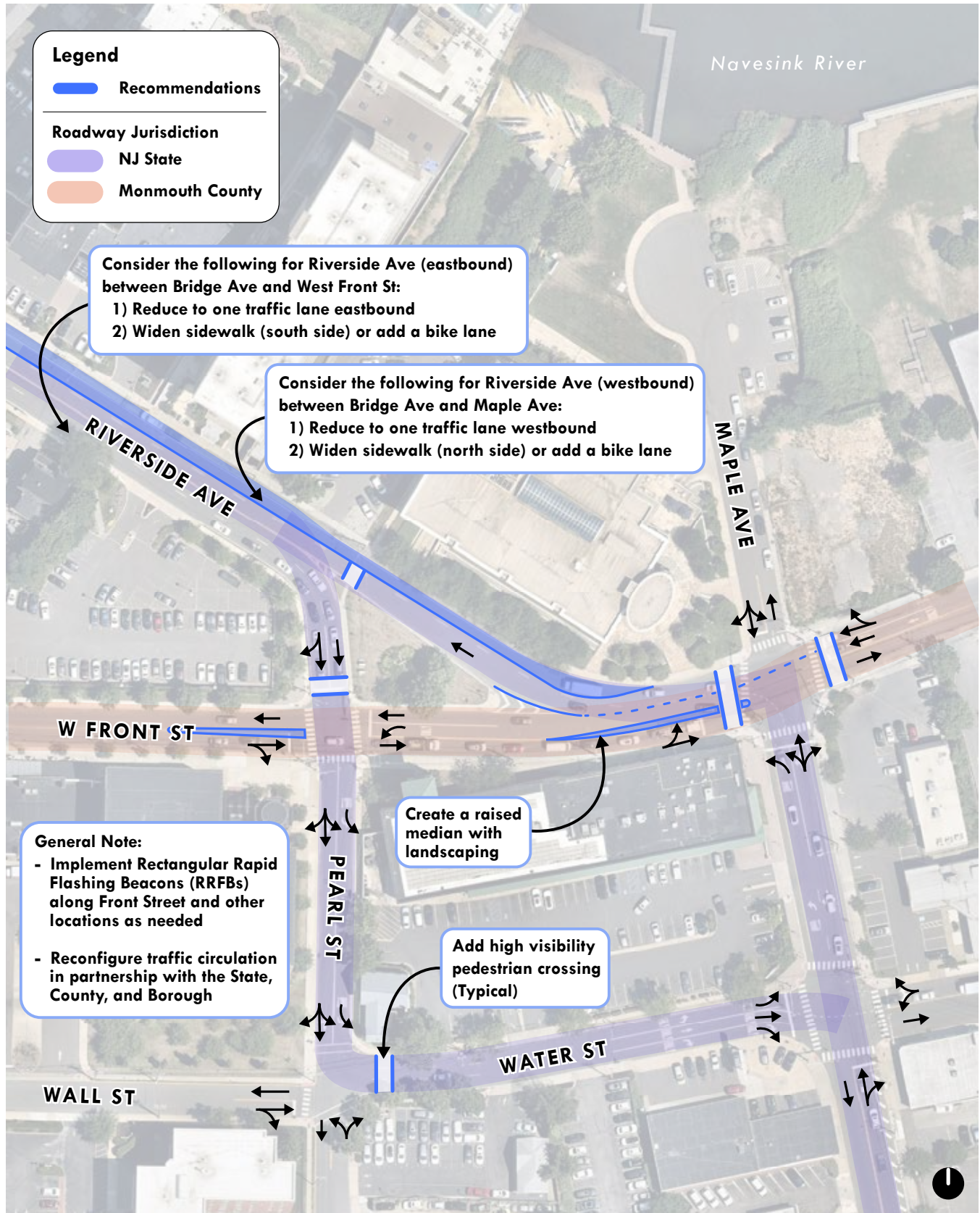
Source: Nearmap, BfJ Planning.





**Figure 47: Conceptual Plan for the Intersection at West Front Street/Riverside Avenue/Maple Avenue**

Source: Nearmap, BFJ Planning.



(i.e., both State and County roads), the intersection will require a comprehensive study to analyze the problems and identify solutions. Figure 47 depicts some concepts for consideration. Based on results of a detailed traffic analysis which should be undertaken, there may be the potential to introduce a roadway diet for this portion of Riverside Avenue, which could create space for wider sidewalks, a bike lane, and/or on-street parking. Each of these changes would have the effect of calming traffic and reducing speeds, which would enhance safety for all users. Eliminating the detour circulation around Pearl Street, Water Street and Maple Avenue with the double turn lanes would make this area safer and more pleasant for pedestrians. Slower speeds, in combination with a potential Rectangular Rapid Flashing Beacons (RRFBs) on Riverside Avenue, could allow for the reinstatement of a pedestrian crosswalk along the corridor.

- **East Front Street/Broad Street:** While not among the highest in total crash incidents, this intersection shows a prevalence of crashes involving pedestrians. This is one of the focal points of Red Bank's downtown core, and is surrounded by pedestrian activity generators such as businesses along both streets, Marine Cove and Riverside Gardens parks, and the hospital. Although some streetscape improvements have recently been undertaken, additional measures are recommended, such as larger bumpouts, crosswalk enhancements, and circulation changes, to calm traffic and better mark this intersection as a place for walking. See Figure 48. Changes at this intersection would need to be assessed in the context of the seasonal street closure of Broad Street between East Front and White Streets (Broadwalk). It should also be closely coordinated with the Navesink Hook & Ladder Co., given the location of the firehouse on Mechanic Street and the need to maintain access and turning movements of fire trucks.
- **Riverside Avenue/Bridge Avenue/Rector Place:** This intersection at the gateway to Red Bank from the north has been noted as particularly unfriendly to pedestrians and bicyclists. In fact, a prime reason the Gateway area was selected for further study as a Small Area Plan was the opportunity to ameliorate safety and mobility conditions. Several potential options are discussed in the Small Area Plans section of this document.

- **Broad Street/Reckless Place/Harding Road:** This intersection is challenged by the road offset as Harding Road becomes Reckless Place, as well as the five-point intersection just east at Harding Road/Hudson Avenue/Branch Avenue. The presence of Red Bank Middle School nearby adds a layer of complexity and a need to ensure safe walking conditions. The 2010 bike and pedestrian plan recommended consideration for a roundabout at the five-point intersection, as well as other intersection improvements in the vicinity, as part of an overall improvement plan for the middle school area. This Master Plan supports the roundabout concept, although it may require some adjustment due to updated conditions. In addition, the Borough should explore the potential for a pedestrian-only phase at the Reckless Place/Broad Street traffic light and realignment of the crosswalks at this intersection to shorten crossing distances. Any improvements in this general area will require coordination with Monmouth County – which controls Broad Street, Harding Road, and Branch Avenue – and should also involve the school district. See the 2010 bike and pedestrian plan for further details.

#### **Advocate with State and County agencies to improve regional corridors that are not within the Borough's jurisdiction:**

As noted, in addition to Route 35, which is involved in several problematic intersections noted above, a number of key roadways in Red Bank are outside the Borough's control, including Front Street, Broad Street, and Shrewsbury Avenue, which are all County roads. Red Bank should maintain close communication with the agencies overseeing these roads and advocate for necessary changes.

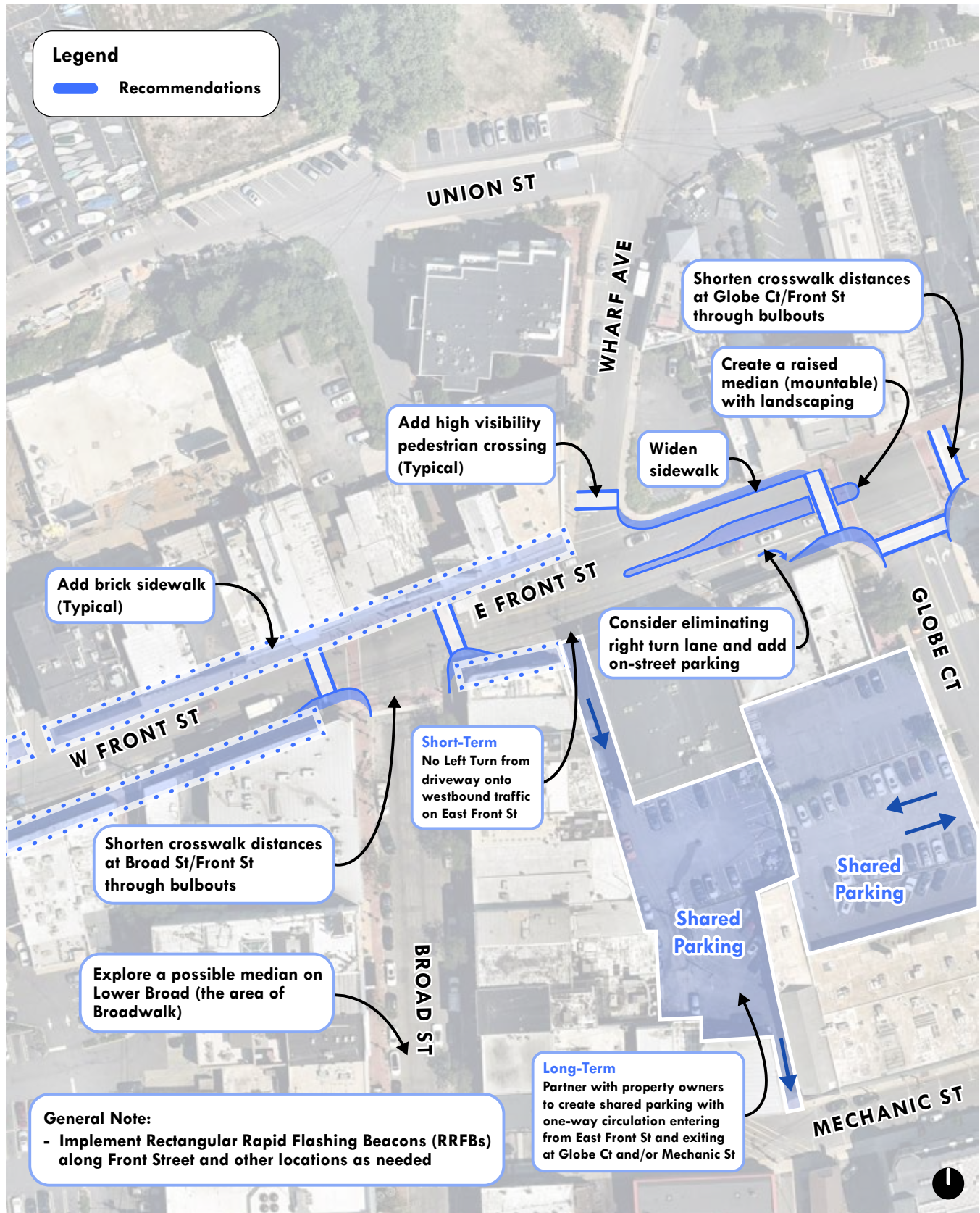
#### **Coordinate with adjacent municipalities to enhance conditions on roadways that fall under multiple or adjacent jurisdictions:**

The prime example is Newman Springs Road, which marks the boundary between Red Bank and the Borough of Shrewsbury. To ensure that such roads act as unified corridors, the Borough should regularly engage with adjacent municipalities on land use decisions and needed roadway improvements. Specific to Newman Springs Road, the Borough should consider undertaking, jointly with Shrewsbury and in coordination with Monmouth County, an area in need of rehabilitation study that would focus on streetscape and pedestrian infrastructure improvements to the corridor.



**Figure 48: Conceptual Plan for the Intersection at East Front Street/Broad Street**

Source: Nearmap, BFJ Planning.



**Ensure an adequate public parking supply by improving the efficiency of existing resources and leveraging opportunities for new parking as needed.**

As in many communities with active downtowns that generate significant traffic for shopping, dining, and employment, Red Bank often hears concerns about the adequacy of public parking. Balancing the need to meet parking demand while avoiding excessive and underutilized surface parking conditions is a complex process that requires careful study and analysis. Fortunately, the Borough completed a detailed, comprehensive parking study in 2018 to assess the sufficiency of its supply and identify strategies for efficient parking management, and many of its recommendations can be easily implemented.

Effective management of the parking supply also requires the use of best practices in off-street parking requirements in the zoning regulations. In addition, the Borough must stay abreast of evolving technologies that effect parking, such as the need for electric-vehicle charging stations and the increasing prevalence of scooters and e-bikes.

## **Recommendations:**

**Review and implement as appropriate the 2018 parking study:** The study generated a range of short- and longer-term action items, the most critical of which was for the Borough to hire a parking director who would oversee all parking operations as head of the Parking Utility. This individual would be empowered to immediately address the significant issue of surplus parking funds being transferred to the General Fund, potentially through transition to an autonomous Parking Authority. The parking study identified this governance need as the single most important action item to address parking in Red Bank, and this Master Plan confirms that finding. Upon hiring of a professional parking director, the Borough should review the full 2018 study to determine which of the short-term recommendations should be address immediately and which short- and longer-term items may require additional analysis to reflect post-pandemic conditions that may have changed parking conditions permanently.

**Construct additional public structured parking only as confirmed to be needed after utilizing the existing parking supply to the greatest level possible.** The 2018 parking study analyzed future parking needs based on development of several major development projects in the pipeline, full occupancy of vacant upper-story office spaces in the downtown, and full simultaneous use of the Two River Theater and expanded Count Basie Center for the Arts. Under this very conservative scenario, the study projected a maximum parking deficit of approximately 220 spaces. This deficit is unlikely to be reached in the foreseeable future in a post-pandemic environment where office occupancy has not returned to historic levels. Even with the deficit, the study identified several parking management strategies that should be employed before consideration of developing new structured parking. These include measures to increase usage of the publicly accessible but highly underutilized parking garage at 141 West Front Street and public-private partnerships to provide for shared public use of privately owned lots. If all of these strategies are not efficient to address parking supply issues and there is a confirmed deficit in the future, the study developed concepts for an approximately 475-space parking garage on the Borough's White Street lot. The expense of this facility would be substantial – likely significantly higher than as estimated in 2018 due to the escalating cost of materials. It is recommended that the Borough systematically address all other recommendations of the parking study before any consideration of new parking construction, and if such construction be determined necessary, that the Borough should explore the use of public-private partnerships (i.e., the parking is part of development that is paid for by the private sector) to reduce the potential financial impact on Borough residents.



**Review off-street parking regulations to balance adequate supply with the efficient use of space to avoid excess surface parking.** The Borough should conduct a thorough review of its parking requirements against current best practices to ensure the most optimal and efficient use of space. Some example of potential improvements include:

- Increase the requirements for medical offices, which currently are the same as professional offices but generally create more demand for parking.
- Reassess the parking requirements for small shopping centers. Centers under 40,000 square feet have the same parking requirement as standard retail (1 space per 250 square feet), even though visitors to shopping centers often visit more than one business and thus not every individual use must meet the standard.
- Update the provisions for shared parking to provide greater flexibility for the Planning and Zoning boards to use the current best practices. The existing regulations are highly detailed and include methodology and calculations that may not be up-to-date.
- Consider incorporating provisions for land banking and valet parking, which can reduce the need to develop new surface parking.
- Include provisions to encourage car-sharing and bike-sharing to reduce the reliance on individually owned vehicles.
- Explore potential reductions in parking requirements, particularly for mixed-use developments located within the train station area, Monmouth Street, and West Front Street that create opportunities for parking efficiencies.
- Look into adding a half story to height maximums if ground floor uses or underground and/or under-building parking are implemented as a way to lessen surface parking.

**Improve the efficiency of existing surface parking.** Where off-street parking lots serve adjacent properties, every opportunity should be taken to connect these lots to reduce the number of separate curb cuts and allow for the shared use of surface parking by adjacent property owners through cross-access and shared parking agreements.

**Encourage underground and/or under-building parking beneath structures, where feasible.** Downtown Red Bank has a substantial amount of surface parking, both public and private, which is highly inefficient for a small community with limited availability of land. Large paved areas create a heat island effect, require stormwater management to address runoff and flooding issues, and disrupt the pedestrian environment. As Red Bank sees further development interest in its downtown, it should leverage opportunities to place parking underground or within the structures of buildings as much as possible.

**Update parking requirements for electric vehicle (EV) charging stations.** Although the Borough has provisions in place to address parking for EV charging spaces, they predate the model ordinance recently enacted by the State. Red Bank's ordinance should be updated to be consistent with the State's requirements, including requiring EV charging spaces for certain types of private development.

**Address emerging needs for short-term loading areas.** In the wake of the pandemic, there is an increased need for short-term drop-off and pick-up areas for delivery of food and other goods (e.g. Amazon and DoorDash). Meanwhile, some residents may forgo the need to own a car and rely on car-sharing as a transportation option, which can reduce the need for off-street parking spaces. In site planning for new residential and mixed-use development, the Borough should provide space for short-term loading to leverage these efficiencies while avoiding negative impacts on adjacent properties.



Example of EV Charging Stations in Red Bank, NJ

## ECONOMIC DEVELOPMENT

**Support Red Bank's small and emerging businesses to help them remain competitive in a challenging retail environment and better serve the surrounding neighborhoods.**

Red Bank's small and emerging businesses have faced significant headwinds from trends in e-commerce, interruptions from the COVID-19 Pandemic, and a constantly changing social and economic environment. Today's small and emerging businesses must be more agile than ever and be able to adapt efficiently to an ever-changing business landscape. Another key factor affecting small and emerging businesses is the change in the local market brought on by new development and revitalization, which can affect the customer base in terms of demographics, competition with new uses, and ability to physically access the small and emerging businesses, and in other ways.

In light of the powerful factors outlined above it is more important than ever to support Red Bank's small and emerging businesses to both help existing businesses thrive and enable complementary future businesses to take root and grow.

### Recommendations:

**Business zoning:** Review permitted uses, area and bulk requirements, parking requirements, and other zoning provisions as well as development approval processes to streamline approvals processes overall and remove potential barriers to entrepreneurs, new business types, and experiential retail. For example, new computer applications could be investigated to see if there are opportunities to streamline processes further, which may save both the applicants and Borough staff substantial amounts of time.

**Improve communication and functionality among the Borough and businesses, and among various business advocacy groups.** (e.g. RiverCenter, Business Alliance, Visitor's Center, and County Chamber of Commerce). To streamline overall economic development efforts under

the umbrella of the Borough, consideration should be given to establishing a Red Bank Economic Development Committee. Some tasks the committee could undertake include maintaining a database of businesses in Red Bank, facilitating more interaction between elected officials and businesses, and exploring tax or other financial incentives within the Borough's control that could assist small businesses.

**Signage upgrades:** Investigate options to phase out nonconforming signs, potentially by establishing a time limit for elimination of the nonconformity, with an amortization period for the cost of the structure. For example, billboards are prohibited anywhere within Red Bank, yet nonconforming billboards are found in multiple locations in the downtown, detracting from the character and aesthetic value. One option could be a signage upgrade incentive program, using CDBG funds, where property owners can participate in a matching funds program in exchange for meeting design guidelines and eliminating nonconforming sign elements.

**Protect and strengthen the unique Shrewsbury Avenue corridor as an important shopping and services resource for Red Bank's west side.**

The Shrewsbury Avenue corridor contain a unique mix of commercial uses that serve the adjacent neighborhoods and the community as a whole. Significant diversity among businesses and business owner currently exists. Many of the businesses are geared toward services the Latino and African-American communities that live within the adjacent neighborhood. This diversity provide for a richer cultural and social environment. There is a risk of development pressure emanating from the train station impacting the businesses along this corridor as part of the gentrification process. As this area is economically and culturally important to the Borough's west side neighborhoods, the Ordinance and Borough programs should seek to facilitate the success of the businesses along the Shrewsbury Avenue corridor and seek to prevent gentrification.

### Recommendations:

**Consider establishing a Special Improvement District (SID) along the Shrewsbury Avenue corridor:** A new SID for this corridor would recognize its unique characteristics and potential, as distinct from the rest of downtown Red Bank, in particular the cultural heritage of past and current residents in the area. As initial steps in this recommendation, the Borough should conduct an engagement process with commercial property and business owners along Shrewsbury Avenue to understand their concerns and gauge interest in a new SID. A partnership or collaboration with the Statewide Hispanic Chamber of Commerce of New Jersey (SHCCNJ) to engage with the local community and identify areas of common ground.

### Implement public realm improvements on Shrewsbury Avenue that can build on the corridor's unique identity:

An initial step could be to develop a conceptual pedestrian safety and streetscape plan with associated design guidelines, including proposed locations and cost estimates for improvements such as trees, benches, trash cans, signage, lighting, and banners. This effort should build on prior plans such as the 2006 Walkable Communities Workshop, which identified measures to enhance pedestrian safety along Shrewsbury Avenue, and the 2019 Shrewsbury Avenue Neighborhood Plan, conducted by the Rutgers University Bloustein School. Potential funding sources include the State's Neighborhood Preservation Program (NPP).



Shrewsbury Avenue

### Invest in streetscape upgrades along auto-oriented commercial corridors.

The streetscape along some of Red Bank's commercial corridors are in need of improvements to make them more walkable and to make them more welcoming for shopping. At a minimum, sidewalk and pedestrian-scaled lighting should be considered for neighborhood scaled commercial areas such as Newman Springs Road, Broad Street south of East Bergen Place, and Riverside Avenue.

### Recommendations:

#### Plan and implement improvements to the public realm:

The Borough should pursue opportunities to enhance the public right-of-way along auto-focused corridors through sidewalk and paving improvements, landscaping, lighting, wayfinding signage, and street furniture (such as coordinated benches and trash/recycling receptacles). In particular, the installation of street trees would help to provide shade and make walking along these corridors a more pleasant experience.

**Bury electrical lines:** The Borough should work with utility providers to bury the lines to improve the pedestrian walkway, enhance and beautify the street, and reduce the risk of power outage from downed trees. This would require significant amount of coordination among Red Bank, private property owners and Jersey Central Power & Light (JCP&L).



Newman Springs Road



### Support Red Bank's arts and cultural destinations as major drivers of economic development for the Borough.

Red Bank is already a destination for visitors throughout the region who seek its arts, cultural, and dining opportunities. The Borough recognizes the significant economic development value of these resources and will continue to support their growth and evolution through efforts that nurture the arts and cultural community as well as the physical facilities that are expressions of that community. This means promoting arts and culture as a key element of Red Bank's identity and ensuring that the individuals and groups who are active in the artist community can continue to live and work in the Borough. It also means thinking broadly about what cultural assets Red Bank has to offer, to include its historic assets as tourism drivers in addition to being valuable for historic preservation.

### Recommendations:

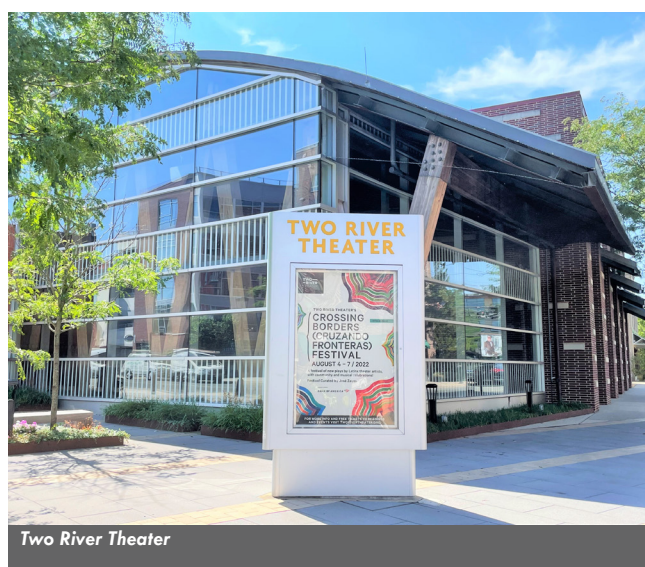
**Continue to cultivate the artist community:** Support and nurture existing organizations that promote the development of Red Bank's artist community such as the Count Basie Center for the Arts and the Two Rivers Theater, so that they remain a part of the economic vitality of the Borough. Support should also include allowing for land uses that serve the artist community, such as live/work artist lofts and artisan manufacturing uses.

**Mark Red Bank as an arts and cultural hub by encouraging public art:** The Borough should work with the local arts community to identify locations for "creative placemaking," where art can serve to bring the community together, promote the arts, and support local economic development.

**Promote historical tourism:** Red Bank has numerous historical assets that should be promoted to residents and visitors alike. The Borough should support visitation of these landmarks through enhancing signage/wayfinding on roads, improving pedestrian connections between important destinations, and increasing marketing efforts.



Count Basie Center for the Arts



Two River Theater



Destination Red Bank Project by the Red Bank Environmental Commission



## COMMUNITY FACILITIES, RESOURCES, AND PROGRAMMING

**Maximize the value and utility of the existing system of parks and open space throughout Red Bank and add to the system as resources and opportunities permit.**

Red Bank's parks and recreation resources are a major quality-of-life amenity for its residents and contribute to its identity. The Borough should not only expand access to parks through safe sidewalks and crossings, but should continue to explore opportunities for new spaces in areas that are underserved. At the same time, Red Bank must continue to maintain and support existing parks to ensure that they remain attractive and usable for both the surrounding neighborhoods as well as Borough residents overall.

### Recommendations:

**Prepare a new Parks and Open Space Element of the Master Plan:** The element should focus on identifying potential opportunities for new open space, particularly along the waterfronts and in the downtown area, as well as a maintenance plan for existing parks. Specific components that should be addressed include:

- Implement the Marine Park Master Plan.
- Complete cleanup of Sunset Park and implement a plan for its use as an open space and community resource (see the Small Area Plans section for more detail).
- Establish one or more community gardens and look at the potential for a dog park.
- Provide sufficient recreational spaces, playgrounds, facilities, and amenities to accommodate the interests and needs of the full range of age groups and those with disabilities.
- Exploring public-private partnerships, including creation of a parks conservancy, to expand ongoing capacity for maintenance across all existing parks.

- Ensure adequate public restroom facilities in parks, either by improving existing facilities (e.g. at Riverside Gardens and Marine Parks) or by adding new facilities.

**Acquire land as needed and appropriate for parks and open space:** The Borough should conduct a yearly review with the Parks and Recreation Committee to update and prioritize the properties highlighted in the Open Space and Element. This should include a visit the properties to decide upon which one(s) to submit for grant funding. The Borough should prioritize developing parks for both passive and active uses in areas that appear to be underserved, such as the west side of downtown and the southeastern portion of Red Bank.

### Improve connectivity to parks and open spaces

Red Bank's parks vary in size and location. While the parks are not typically located close to each other, they are near residential neighborhoods and could be better connected to these areas. For example, Count Basie Park is separated from neighborhoods to the east by Route 35 and the rail line, and from neighborhoods to the west by utility infrastructure and industrial uses. Similarly, the Bellhaven Nature Area and future Sunset Park are somewhat isolated from much of Red Bank due to their location at the ends of streets along the Swimming River.

Wherever possible, the Borough should strengthen links to existing parks and open space assets to form interconnected greenways that provide connectivity to neighborhoods, public facilities (i.e. schools and libraries) and employment areas. The use of coordinated signage, lighting, and street furniture can better mark approaches to parks, while opportunities should be explored to create new pedestrian entry points to improve access.

### Recommendations:

**Develop a comprehensive trail plan** that includes bike and pedestrian paths that will provide alternative transportation routes between neighborhoods and public parks. The plan should examine potential use of "paper" streets and street ends (such as Chapin Avenue) to achieve

new access points, as well as the use of public- or nonprofit-owned lands. As with plans for new parks, the trail plan should address maintenance of existing and future sections.

**Improve branding and aesthetic character of Red Bank's park system.** Improving wayfinding for the different parks and fields in Red Bank would also help create awareness of parks for residents as well as visitors.

### Evaluate space needs and opportunities for existing municipal services.

Space constraints on municipal service departments are a major issue in Red Bank. From 2019 to 2021, the former Red Bank Redevelopment Agency worked with consultants to review space needs and identify potential locations and concepts for the functions housed at the current Borough Hall and the DPW facility on Chestnut Street, as well as a new combined senior and community center. Both Borough Hall and the DPW site are inadequate for their current use and present significant issues. The municipal building, constructed in the 1930s needs HVAC work estimated at \$2 million, while the DPW site is undersized for its operation and contains structures that either require significant work or were intended to be temporary in nature. Given Red Bank's limited available land and the significant cost of needed improvements, it will be important to set priorities based on actionable next steps.

### Recommendations:

**Revisit prior municipal facilities studies.** The municipal facilities analysis explored a range of options for Borough Hall, the DPW site, and a new senior/community center, and much of this work is still relevant. For Borough Hall, the analysis identified a privately owned office site as a prime candidate for relocation of municipal functions. The Redevelopment Agency later pursued additional analysis of retaining the existing Borough Hall facility for a portion of municipal functions, with other functions to be located off-site. It does not appear that this additional analysis was undertaken, and the Redevelopment Agency was subsequently dissolved. For the DPW site, the prior analysis suggested that the existing site, as expanded through the acquisition of an adjacent privately owned property,



Signage at Eastside Park



Signage at Marine Park

could accommodate the DPW's needs through upgraded facilities. However, this analysis does not appear to take into account the relocation of the Red Bank recycling center from the Borough-owned Sunset Avenue site, which would be necessary to facilitate that site's conversion into a public park. Lastly, for the new senior/community center, this concept, envisioned at Count Basie Park, is no longer on the table as the Borough opted to proceed with a renovation of the existing senior center at its current location on Shrewsbury Avenue.

The Borough should revisit the prior analysis given the shifts that have occurred in the interim time period, as well as changes resulting from the pandemic, such as the potential availability of commercial properties that may not have been in play previously. Funding for additional analysis – and for implementation of recommendations – may be available from federal and/or state sources focused on infrastructure and resiliency. This may particularly be the case for the DPW site, where upgrades could accomplish larger sustainability and resiliency goals as well as the creation of the Sunset Avenue Park.

**Develop a Community Facilities Element of the Master Plan that addresses long-term needs of all Borough facilities.** This plan would holistically assess municipal facilities and their ability to meet Borough service needs. For each building or space, the plan would evaluate office space, conference rooms, storage, room layouts, condition, and space usage. Short- and long-term maintenance needs would be assessed, including whether opportunities exist for upgrading, expansion, relocation, and co-location if needed, or the creation of small satellite facilities (such as library operations). The plan should be revisited every year to inform annual and capital budgeting decisions. All Borough facilities, in particular community and recreational facilities, must accommodate the interests and needs of the full range of age groups and those with disabilities.

**Implement consolidation of fire stations and consider appropriate re-use of any vacated property.** A subcommittee of the fire department has been exploring the potential to consolidate the Borough's existing firehouses to two – one on the west side of the railroad tracks and one on the east. This could result in surplus property, currently owned by the individual fire companies, which could be repurposed for other important uses, such as affordable housing or school/municipal use. Such future re-use would need to be in collaboration with the fire companies, as property owners.

### **Collaborate with the Red Bank School District to plan for future space needs.**

Although the Borough's school enrollment has grown by about a quarter in the past 10 years, that growth has more recently begun to slow, and is projected to decline by more than 10% by 2025-2026, even accounting for the impact of new housing developments coming online. Despite these moderating trends, it is important for the Borough to maintain strong and ongoing communication with the school district on future planned development and the needs of the individual schools. As is the case for municipal facilities, the school district is space constrained, and options for expansions or relocations to additional sites are limited. The district will need to continue the efficient use of its

existing properties and to be poised to act on additional site acquisitions or improvements as opportunities arise. In addition, given their common issues with space and facility needs, the district and the Borough should think creatively about ways to jointly leverage available land and/or building through the use of shared facilities, as practicable.

## **Recommendations:**

**Work with the Board of Education to monitor enrollment and plan for upgraded facilities if needed.** The school district reports that the existing facilities are adequate to accommodate its student needs, and with enrollment projected to decline, this is likely to continue to be the case from a student population standpoint. However, long-term, the primary school property, though currently stable, is likely to need substantial upgrades to make it more resilient to the impacts of climate change and sea level rise. This may include a new, raised building, or relocation to an alternative site that has yet to be identified.

**Identify potential locations for a consolidated pre-K facility.** Currently, public preschool students in Red Bank are spread out across six different sites that are served by third-party providers and rental spaces. This situation is quite challenging to administer, particularly the busing of students. Ultimately, the district would like to establish a single preschool facility, but is still at the early stage of the planning process. The Borough should take an active role in collaborating with the district on this issue, as the provision of free, high-quality preschool is a significant asset for Red Bank residents.

**Consider creation of a school district/Borough planning committee.** Given the above issues, Red Bank should explore creation of a joint planning committee including representatives of the school district/Board of Education, Borough Council, and key Borough staff such as the directors of planning and public works. This group would meet on a regular basis to discuss new development in Red Bank and opportunities for new/upgraded space for both the schools and the Borough.

## SUSTAINABILITY, RESILIENCE, AND INFRASTRUCTURE

### Promote energy-efficient and sustainable patterns of development

Sustainable development means protecting the resources and systems that support us today so that they will be accessible to future generations. In order to do this, the Borough should adopt and enforce land use policies that reduce sprawl, preserve open space, and improve walkability, thus reducing automobile use. As part of this effort, it is recommended that the Borough prepare an Environmental Sustainability Element of the Master Plan, to guide land-use decisions and provide the basis for ordinances addressing sustainability and land use issues.

The recommendations listed below are some of the major actions the Borough should take to encourage high environmental standards for development and infrastructure, conserve resources, encourage renewable energy, and improve the environmental performance of municipally owned property.

### Recommendations:

**Develop an Environmental Sustainability Element of the Master Plan:** This element should be created to promote the efficient use of natural resources and the installation and usage of renewable energy systems; improve the incidence effectiveness of recycling and reduce waste; consider the impact of buildings on the environment; allow ecosystems to function naturally; conserve and reuse water; treat stormwater on-site; and optimize climatic conditions through site orientation and design.

**Encourage new development and revitalization to be compatible with U.S. Green Building Council (USGBC) LEED or comparable principles:** New multifamily and mixed-use development should incorporate all practicable green elements, such as vegetated roofs and solar energy, particularly where any variance relief is sought.

**Make energy efficiency a high priority, particularly solar energy systems:** Ensure that zoning and building codes incorporate best practices for incorporation of solar panel roofs and canopy structures on parking garages and surface parking areas.

### Reduce negative environmental impacts by adopting actions and strategies for waste reduction and recycling

As part of overall sustainability efforts and preparation of an Environmental Sustainability Element of the Master Plan, Red Bank should also encourage sustainable development policies that minimize waste and energy use. These efforts should focus both on municipal facilities – as a way to lead by example and effectuate change quickly – and on individual property owners, who can collectively have an enormous impact on the waste stream. Many of these strategies also involve education and outreach efforts, which should be led by the Environmental Commission and Borough staff.

### Recommendations:

**Continue active efforts to reduce waste and promote municipal recycling:** Red Bank has undertaken substantial recycling activities, including an innovative plastic film recycling pilot project now running for hundreds of residents. The Borough should continue to explore new technologies and best management practices to reduce waste, in addition to requiring recycling plans of private developers.

- **Public outreach:** Raise public awareness with flyers, training and workshops to educate the public about the Borough's recycling schedule and materials eligible to be recycled. To facilitate a higher rate of recycling, the Borough could provide residents with free bins that protect against contamination from rainwater and other elements.
- **Continue to seek ways to reduce single-use plastics:** Building on local efforts and recent action at the State level, Red Bank should continue to explore ways to minimize the usage of single-use plastics,



such as plastic straws and plastic food containers. Approaches should seek to balance regulation and incentives (i.e. “carrots and sticks”) and continue to engage local businesses to ensure they are not adversely impacted.

- **Support composting in the Borough:** Red Bank has been seeing increasing interest in residential composting, and should investigate ways to encourage and manage this practice. Some examples include providing free bins to interested residents and facilitating the presence of private composting operators in the Borough.

### Support conservation of environmentally sensitive areas.

With a significant amount of riverine shoreline and a range of topographical conditions, Red Bank has a number of unique and valuable environmental assets that need to be protected. Critical resources such as riparian areas, wetlands, steep slopes, and floodplains help buffer the effect of hazardous weather and climate change, particularly in mitigating the impacts of flooding. In addition to fulfilling their protective role, these resources often provide local habitat for plants and animals, as well as aesthetic value that is an important aspect of Red Bank’s identity. Priority areas for conservation should be those undeveloped areas that have a high ecological value; will guard against flooding, soil erosion, and stream sedimentation; and/or can connect to a comprehensive parks and open space network.

### Recommendations:

**Update the Natural Resources Inventory (NRI):** The NRI provides an index of natural resources with baseline documentation for measuring and evaluating resource protection issues. The NRI is an important tool for environmental commissions/committees, planning boards, and zoning boards of adjustment.



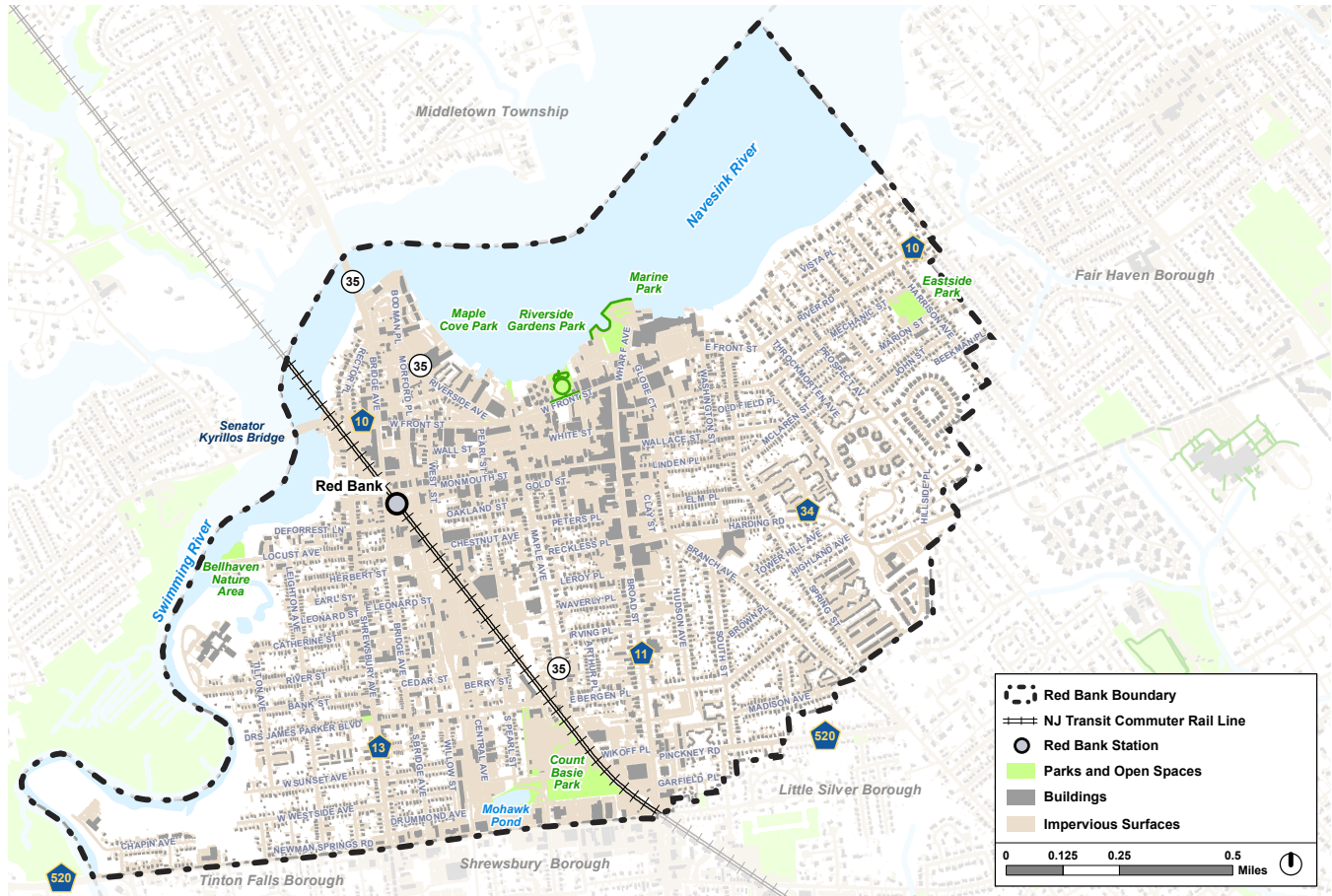
**Ordinance review:** Review Borough ordinances concerning stream corridor protection, tree removal, conservation easements, and others that protect environmental resources to ensure they are as strong as possible. This activity should be in coordination with the Environmental Commission.

**Open Space and Recreation Element:** Review the Open Space and Recreation Plan yearly to update the properties and information, and submit the update to Green Acres.

**Open space acquisition:** Develop a regular process that contacts large landowners to request that the Borough have an opportunity to purchase the property before the land is placed on the open market. Also contact large property owners to introduce the option of placing conservation easements on their land. Prepare at least one application for Monmouth County Open Space Trust Fund grants.

**Figure 49: Impervious Surfaces in Red Bank**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), BfJ Planning.



### Reduce impervious surfaces and employ green infrastructure techniques.

Many properties in Red Bank, particularly in the downtown area and along commercial corridors, are characterized by large surface parking lots. Many of these features were constructed prior to the adoption of current stormwater management regulations. In some cases, most of the available land area has been consumed by impermeable surfaces, leaving little room for landscaping and open space, which filters stormwater and allows for ground water recharge.

A key problem with large impervious surface area is the potential for pollution of stormwater. Impervious surfaces collect biological and chemical pollutants (i.e. oil, sops, chemicals, trash, organic material), which can subsequently pollute either surface waters, or the groundwater that recharges the aquifers that provide a source of drinking water. High volumes of surface water runoff from impervious surfaces can also exacerbate the erosion of areas that are

not paved with concrete or asphalt, degrading important landscape elements within the community. These factors, combined with projections of increases in storm intensity, can lead to additional environmental and physical damage in the future. Another major issue is the impact of impervious surfaces on groundwater recharge. If stormwater discharges directly from impervious areas to piped infrastructure, it is not filtering back into the ground where it may replenish drinking water sources.

Lastly, significant areas of pavement creates a heat island effect which can reduce the enjoyment and usability of many commercial areas, particularly for pedestrians. Current climate change projections indicate a high probability of increasing prevalence of extreme heat, which is magnified by the urban heat island effect. The greening of urban areas by planting trees and other vegetation, installation of green roofs and similar measures can help mitigate the urban heat island effect and the impacts of increasing ambient temperatures. The trees can also provide shade, which provides a refuge and some welcome relief from the sun during hot weather.



## Recommendations:

**Increase the tree cover in commercial areas and enhance tree preservation efforts.** When commercial property owners seek approvals for new or significantly altered development, the opportunity to introduce trees, landscaping, and green infrastructure to reduce the existing impervious coverage should be a high priority. Regarding development impacts to existing trees, the Borough should aim for a one-for-one replacement requirement when trees need to be removed. Where an owner cannot replace all the trees on their property, an in-lieu program could be established to plant appropriate trees in the immediate vicinity. In addition, the Borough should undertake a public education campaign to raise awareness of the existing regulations on tree removal.

**Lead by example at municipal properties.** The Borough should consider upgrades at municipal parking lots where landscaping is minimal, to explore the potential for green infrastructure and plantings to reduce runoff. As other municipal facilities are renovated or created, best management practices (BMPs) for green infrastructure should be employed to reduce or minimize impervious coverage, such as use of pervious pavement, bioswales, and rain gardens. For example, Red Bank's 2017 Impervious Coverage Reduction Action Plan identified a range of publicly owned properties, representing each of the Borough's three subwatershed areas, where there are opportunities to reduce coverage through the use of green infrastructure. These include Count Basie Park, the library, municipal parking lots, and school properties.

**Revise zoning code to reduce impervious coverage.** Some strategies for commercial properties include requiring landscaped areas within parking lots and potentially reducing impervious coverage maximums. In addition, the Borough should closely examine its ordinances to ensure that they are not having the unintended consequence of incentivizing impervious surfaces. For example, the current limitation on coverage applies to buildings only, except that the ordinance was changed in 2019 to specify that new or expanded driveways for single- and two-family

homes would be considered as part of lot coverage. This provision seems to penalize homeowners while allowing commercial uses to pave significant areas since only the building coverage is regulated. The Borough should explore introducing a maximum impervious coverage regulation, in addition to building coverage, for nonresidential properties.



### Upgrade aging infrastructure to support existing and potential new development.

Substantial portions of the Borough's sewer and water infrastructure are past their intended useful life and are either currently in need of repair or will require repairs to maintain the reliability of the sanitary sewer and water systems.

#### Recommendations:

**Continue to identify, prioritize, and upgrade sanitary sewer and water infrastructure that is past its useful life.** Seek to identify grants and funding resources, including resources from funding entities for the purposes of environmental protection, resiliency and climate change in order to access the lowest cost means of completing the needed upgrades.

**Maintain and upgrade the Borough's stormwater management infrastructure to maintain optimal efficiency of those systems.** The Borough should continue to undertake regular maintenance of storm drains and replace undersized pipes as needed.

**Promote conservation of water use to reduce the need for additional sewer and water capacity increases.** These efforts may include public education campaigns, restrictions on water use, upgrades to public facilities to improve water efficiency, and incentives to property owners to upgrade their properties for greater water efficiency.



6

## SECTION 6: LAND USE PLAN

### LAND USE PLAN

The Red Bank Land Use Plan (see Figure 50) broadly indicates the proposed location, extent, and intensity of the future development of land for various types of residential, commercial, business, recreational, and public and semi-public purposes.

The Land Use Plan is intended to guide future development in the Borough for the next 10-year period, in accordance with the provisions of the Municipal Land Use Law, in a manner which protects the public health, safety, and general welfare. This Plan is designed to serve as the basis for potential revisions to the Borough's land use ordinances, including zoning, subdivision, and site plan codes.

The Land Use Plan provides an overview of preferred land use types and locations consistent with Red Bank's overarching planning goals. While it recognizes existing land uses and environmental resources and constraints, it also considers future potential development, economic trends, and best planning practices.

The Land Use Plan is not meant to be parcel-specific; it illustrates broad land use patterns for different geographic areas in Red Bank. For example, an area designated as residential may include lots that contain commercial uses. While the existing land use map may pick up these individual uses, the Land Use Plan shows the generalized ideal land use for the area. Designations on the Land Use Plan are not intended to eliminate isolated cases that do not match the indicated land use, but rather to depict the overall desired uses that are envisioned for the area over time.

The Land Use Plan is based on the categories of development discussed below, which in many cases are largely unchanged from the 1995 Master Plan. The relationship of these categories to existing zoning is provided, along with recommendations for potential zoning changes. Proposed regulatory and map amendments are summarized at the end of this section. It is important to note that the Land Use Plan's recommendations are just that: recommendations. Any zoning amendments undertaken by the Borough may ultimately vary in some details from these specific recommendations, but should be consistent with the overall policy and intent.

The generalized future land uses are shown using traditional land use colors. Lighter shades of each color indicate less development intensity; as the shade darkens, intensity increases. This map is not a substitute for, and does not supersede, Red Bank's official zoning map.

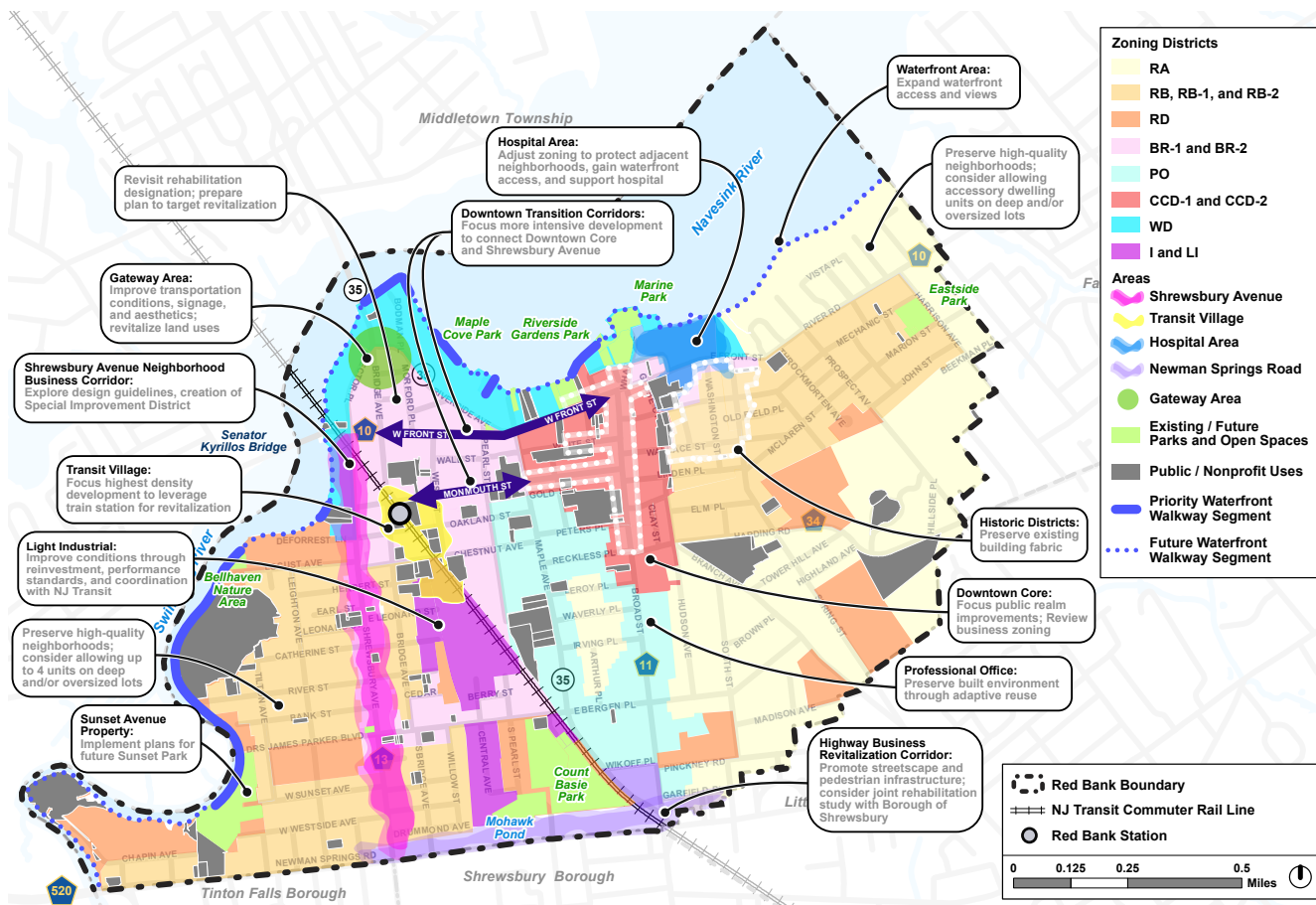
**Table 18: Land Use Plan Legend**

Source: BFJ Planning.

Land Use	Color
<b>Residential (three categories)</b>	Yellow/Orange
<b>Business and Mixed Use (five categories)</b>	Red/Lavender/ Yellow/Magenta/ Blue
<b>Light Industrial</b>	Purple
<b>Parks and Open Space</b>	Green
<b>Public and Nonprofit</b>	Gray
<b>Specialized Areas</b>	As Indicated

**Figure 50: Land Use Plan**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), BfJ Planning.



## Residential

The Land Use Plan shows three levels of residential density, primarily reflecting existing zoning and settlement. This classification is based on the use of the land, not ownership. Red Bank has a number of townhouse or condominium developments that are single-family in terms of ownership and occupancy, but are grouped in a higher-density category because they are in attached buildings. It should also be noted that single-family homes may occur in any residential land use category.

In addition, the residential land use category does not exclude uses that are often found embedded in residential neighborhoods, such as schools, places of worship, and occasional small businesses. These other uses, if of an appropriate scale, are normally seen as compatible with dwellings in overwhelmingly residential areas, and even as necessary to the proper functioning of neighborhoods. While the Land Use Plan shows current public and nonprofit

uses such as places of worship and governmental facilities, a residential designation is not intended to preclude the future location of such uses, as may be appropriate and allowable by zoning.

### 1. Low-Density Residential (light yellow)

The low-density residential land use category provides for a density ranging from about 1 to 15 units per acre (minimum lot sizes of 6,500 to 40,000 square feet). This category is primarily found in the eastern part of the Borough as well as a small pocket in the central portion, and corresponds to the R-A zoning district.

Low-density residential areas are typified by well-established, large-lot neighborhoods or by environmentally sensitive features that reinforce the need for a least-intensive use of the land. These areas are envisioned to remain generally at their current density and scale. However, it is recommended that the

Borough consider allowing the option of developing accessory dwelling units (ADUs) in either attached or detached structures on deep and/or oversized lots within the R-A district, where there is sufficient land area to accommodate off-street parking and yard space for both a principal and an accessory unit.

## **2. Moderate-Density Residential (light orange)**

This land use category is designed to permit a density of approximately 8 to 11 units per acre, i.e. minimum lot sizes of 3,500 to 4,500 square feet, corresponding to the RB, R-B1, and R-B2 zoning districts. The moderate-density residential designation encompasses most of the neighborhoods on Red Bank's west side, as well as an area on the east side centered along Mechanic and McLaren Streets.

The primary objective of this land use category is to preserve and retain the detached single-family residential context of these areas. However, it is noted that, within these zoning districts, there are existing buildings with up to four units. These units, which are generally within structures that resemble single-family homes, provide a unique and relatively affordable housing type within predominantly single-family neighborhoods, and should be preserved. It is recommended that the Borough consider adding residential uses of up to four units as conditional uses within the RB, R-B1, and R-B2 districts, subject to maintaining a single-family scale and providing for sufficient off-street parking and other infrastructure needs.

## **3. Apartments/Townhomes (dark orange)**

The medium-density residential category defines a housing density of approximately 8 to 15 units per acre, and corresponds to the RD district (excluding designated park land), the Affordable Housing Overlay Zone, and portions of other zones that are developed with attached townhouses or garden apartments. No changes to districts are proposed, except that those areas within the RD zone that are designated park land should be considered for a new open space zoning district (see discussion on the following pages).

## **Business and Mixed Use**

The Land Use Plan groups business (retail, personal-service and professional office uses) and mixed uses (business in combination with residential) into seven categories. Unlike the residential categories, which are differentiated by density, the business categories are also grouped by their relationship to nearby neighborhoods and to the automobile.

### **1. Downtown Core (red)**

This land use category supports Red Bank's central business district, which has been centered historically on Broad Street, and corresponds to the CCD-1 and CCD-2 zoning districts. Consistent with the 1995 Master Plan, this category is envisioned as a mixed-use area with a development density that helps the commercial area thrive and adds to the tax base. A wide variety of commercial and service uses should be permitted along with multifamily residential uses on upper floors. Residential density is capped at 25 units per acre under the current zoning.

In terms of uses, it is recommended that the Borough conduct a thorough review of permitted business uses, area and bulk regulations, and parking requirements in these zones to support small and emerging businesses as well as the arts and cultural community (see discussion on the following pages).

### **2. Downtown Periphery (lavender)**

This designation corresponds to the BR-1 and BR-2 zoning districts and is meant to provide for an appropriate transition either to adjacent residential neighborhoods that they serve or to business districts beyond the downtown core. Residential density is limited at up to 16 units per acre under current zoning.

There is one recommended map change for the BR-1 district, related to the hospital. The Borough should consider rezoning the area north of East Front Street between Riverview Plaza and the hospital from BR-1 to CCD-2, which is more consistent with the existing uses and development pattern in this area.



For the most part, the existing area and bulk provisions for these districts are proposed to remain. However, this Master Plan recommends that BR-1 zoned portions of Monmouth and West Front Streets between Maple Avenue (Route 35) and Shrewsbury Avenue, permit building heights of up to 50 feet and density of up to 35 units to the acre. In addition, for these corridors, the required front yard setback should be set at 15 feet, to provide sufficient space for a sidewalk and landscaping. Lastly, the Borough should consider reducing the required minimum dwelling unit size in the BR-1 and BR-2 districts to 600 square feet, as consistent with two central business zoning districts, to provide for smaller and more affordable housing units within walking distance to the downtown core and train station.

In terms of uses, as with the CCD-1 and CCD-2 districts, the Borough should review permitted business uses, area and bulk regulations, and parking requirements to support small and emerging business and arts- and cultural-related uses. In addition, it is recommended that detached single-family homes be removed as permitted uses in the BR-1 and BR-2 zones. Lastly, for BR-1 zoned areas along East Front Street, the Borough should prohibit hospitals, outpatient facilities, clinics, and acute care facilities as permitted uses, and make professional and medical offices conditional uses to be located in existing structures and/or meet enhanced design standards. These changes would address the potential for hospital-related uses to “bleed” across East Front Street and generate negative impacts on adjacent neighborhoods.

### 3. Transit Village (yellow)

This land use category recognizes that the area around Red Bank’s train station represents the most appropriate location for high-density, mixed-use development that leverages this asset to promote a transit-oriented, walkable hub of activity. The train station area can also serve to re-connect the east and west sides of Red Bank, which have historically been separated by the rail infrastructure and differing development patterns.

This category covers a more targeted area of the existing Train Station Overlay Zone, generally bounded by Monmouth Street to the north; West Street and the railroad tracks to the east; East Leonard Street to the south; and the surface lots, rail infrastructure, and recently constructed office and residential development on the west side of the tracks. This area should be a new, standalone zoning district – not an overlay zone – in furtherance of the Borough’s efforts to achieve Transit Village designation from the State.

Most of the current height, density, and parking provisions for the Train Station Overlay Zone would remain, but developers could have the ability, through a negotiation process, to achieve building heights of up to 6 stories and a density of up to 50 units per acre, on a district-wide basis and spread among at least four individual buildings (including buildings existing as of the adoption of this plan). If development occurs within this district that collectively achieves a residential density of 50 units per acre, then no further residential development would be possible, absent a zoning change or variance. Provisions should also be added for shared parking and maximum parking ratios in order to limit surface parking areas.

Because of the need for a detailed planning process and additional community engagement, the redevelopment tool is likely the most appropriate mechanism to achieve development at the train station that effectively and appropriately balances the Borough’s land use goals with a developer’s needs (see the Strategies and Recommendations section of the Master Plan for a summary of proposed development parameters for development at the train station).

It is recommended that the Borough pursue a redevelopment designation and accompanying plan that clearly lays out these parameters and is supported by area, bulk, use, parking, and design requirements to achieve the strongest possible outcome.

#### 4. Neighborhood Business (magenta)

The neighborhood business land use designation corresponds to the existing NB zoning district along Shrewsbury Avenue. No map or regulatory changes are proposed, as this Master Plan supports retaining a distinct identity for this important local business corridor. However, it is recommended that the Borough develop design guidelines for the NB district support a pedestrian-scaled, mixed-use environment. These would be similar to the guidelines in place for the Design District Overlay Zone within the Broad Street Historic District, except that adherence to the design guidelines would be under the purview of the Planning Board as part of site plan review, rather than the Historic District Commission.

#### 5. Residential/Office (light blue)

This land use category encompasses the central portion of Red Bank that is within the PO Professional Office zoning district. No map or regulatory changes are proposed for this category, as the existing zoning has been effective at retaining the scale and attractiveness of the Broad Street and Maple Avenue corridors and key cross streets, by promoting adaptive reuse of residential structures for commercial or mixed uses.

#### 6. Waterfront Development (medium blue)

This land use category corresponds to the WD Waterfront Development zoning district along the Navesink and Swimming Rivers. No map changes are proposed; however, this Master Plan recommends consideration for reducing the maximum allowable height, in order to lessen the visual impact of development along the waterfront and foster more public connection from adjacent areas. Other proposed zoning amendments involving required waterfront access easements are discussed earlier.

#### 7. Highway Commercial (medium purple)

This land use classification encompasses the HB Highway Business zone on the north side of Newman Springs Road, along the municipal border with the Borough of Shrewsbury. Although no map changes or amendments to area or bulk provisions are proposed, Red Bank should consider adding requirements to lessen impacts on adjacent residential properties and to strengthen the aesthetic and functional conditions of the streetscape. Currently, the HB district has a rear yard requirement of 40 feet when abutting residential zones (versus 20 feet otherwise). This provision could be enhanced by requiring a landscaped buffer within these rear yards. In addition, language could be added to the code to minimize or reduce the number of vehicular curb cuts and to incorporate a pedestrian condition with a sidewalk separated from the road by a grass strip. While this sidewalk condition exists along most of the Newman Springs Road commercial corridor within Red Bank, there are some exceptions that could be addressed in future development. Because the municipal boundary runs down the center of this roadway, it is also recommended that the Borough explore undertaking a joint area in need of rehabilitation study with Shrewsbury and in coordination with Monmouth County, with a focus on streetscape and pedestrian infrastructure improvements.

## Light Industrial

The Light Industrial land use designation, shown in dark purple, encompasses Red Bank's two industrial zones the LI Light Industrial district and the I Industrial district, both of which are on the west side of the railroad tracks in the central portion of the Borough. Currently, the districts are differentiated by intensity of use, with the I district allowing heavier industrial uses such as truck terminals, bulk fuel terminals, distribution facilities, and contractor's shops/storage yards. In reality, the land uses in these zones are virtually indistinguishable; contractor's yards, auto-related uses (e.g. towing or limousine service), self-storage facilities, and NJ Transit rail yard-related uses predominate. Most of the heavier industrial uses allowed in the I district are not present in either zone, nor are they appropriate given the proximity of residential and park uses.

It is recommended that the Borough consider consolidating the two industrial districts into one zone that permits all of the current uses for both zones as well as contractor's shops/storage yards and distribution facilities (which should be clearly defined to exclude large-scale trucking and fulfillment operations). In addition, there is an existing LI area on the south side of Drs. James Parker Boulevard, on either side of Central Avenue, which includes residential uses. This area should be rezoned as RB, consistent with the adjacent zoning along Willow Street.

Lastly, the Borough should explore additional area and bulk change to the LI and I districts to mitigate the scale of industrial uses and their potential off-site and environmental impacts. Currently, maximum permitted building coverage is 65%, with a minimum of 15% of the lot being unoccupied open space. There are a number of properties in the zone that do not appear to be meeting the unoccupied open space or yard requirements, and that meet the maximum building coverage regulations but are 100% covered with impervious surfaces. Red Bank should consider adding a maximum impervious coverage requirement, as well as performance standards for industrial uses addressing appropriate landscape design, buffers, and outdoor storage of materials.

## Public and Nonprofit

This designation encompasses areas of the Borough that are characterized by environmentally sensitive features (wetlands and large wooded areas), as well as existing public and nonprofit uses, including municipal facilities, schools, utilities, public or private open space, and nonprofit uses such as houses of worship.

The Parks and Open Space category, shown in green, is intended to promote the maintenance and operation of property as either public parkland or as a preserve for wildlife/natural habitat areas, with activities that could adversely affect the environment limited, and opportunities provided for outdoor recreation and the observation and enjoyment of flora and fauna. Residential and commercial uses should not be permitted. Currently, Red Bank does not have a zoning district dedicated to preserved park lands (i.e., properties on the Recreation and Open Space Inventory); parks are generally designated with the same zoning as surrounding/adjacent areas. The Borough should consider creating an open space zone, which would better identify and protect these properties, with limitations on uses and development.

The Public/Nonprofit category, shown in gray, identifies existing municipal, educational, or nonprofit uses. In the event that such uses change in the future – for example, a church or a school closes – the use should revert to that of the general surrounding area. In most cases, this would be residential at a density as indicated on the Land Use Plan. The future location of public/nonprofit uses shall be allowed as permitted by existing zoning regulations; schools, houses or worship, and similar uses are typically conditional uses in many zoning districts.

## Specialized Areas

The Land Use Plan recognizes specialized areas in Red Bank that serve a distinct purpose or are currently addressed through overlay zoning, and those areas that have been designated as redevelopment or rehabilitation areas.

### 1. Hospital

The Riverview Medical Center facility, shown in dark blue, is currently accommodated and regulated through the MS Medical Services district; however, as noted elsewhere in this Master Plan, there are community concerns regarding the intrusion of hospital-related uses across East Front Street, adjacent to residential neighborhoods including within the Washington Street Historic District. To address these concerns, it is recommended that the Borough establish design standards for the waterfront and East Front Street within the MS zone, including front yard standards and a prohibition on parking decks along the frontage, and to develop height area diagrams for the MS zone to clarify the intent and effect of its provisions. The Borough should also explore new and updated definitions for hospital-related uses to better match modern practices and avoid unintended impacts on neighborhoods. Lastly, Red Bank should strengthen the buffer provisions in this zone between hospital uses and residential neighborhoods.

### 2. Historic Districts

Red Bank's two historic districts – the Broad Street Historic District and the Washington Street Historic District – are regulated by overlay zones in place over the underlying CCD-1/CCD-2 and RB zones, respectively. No specific changes to these historic districts are proposed; however, if the Borough designates additional historic properties outside these district boundaries, consideration should be given to expanding the historic districts.

### 3. Affordable Housing

There is one affordable housing district in Red Bank, the Affordable Housing Overlay Zone, which is mapped on the affordable townhouse developments on Catherine Street along the railroad tracks. Now that these developments have been constructed and occupied, the Borough should look at rezoning this area to a standalone district (i.e., not an overlay) as distinct from the underlying LI district. The RD district is the most likely candidate, although its area/bulk provisions may need to be adjusted to accommodate the as-built developments on Catherine Street.

### 4. Redevelopment and Rehabilitation Areas

There are three designated redevelopment areas in Red Bank (the VNA site, the White Street municipal parking lot, and at 55 West Front Street). No changes are proposed to these areas, which have been or are being developed in accordance with their respective redevelopment plans. In addition, much of the Borough's downtown area outside the core central business district is designated as a rehabilitation area. As noted previously in this Master Plan, the Borough should consider revisiting this designation, which has not resulted in any development. Potential revisions should focus on a more targeted area and preparation of a redevelopment plan, which could involve creation of sub-areas with differing use and area/bulk provisions as needed.



## PROPOSED ZONING MAP CHANGES

For the most part, this Master Plan recommends maintaining Red Bank's existing zoning districts, with some modifications to area, bulk, use, and parking provisions to address specific planning issues. However, as illustrated on (Figure 51) and described below, there are some instances where a map change is warranted:

**Hospital Area:** Rezone the area north of East Front Street between Riverview Plaza and the hospital from BR-1 to CCD-2.

**Train Station Area:** Create a new Transit Village district, generally bounded by Monmouth Street to the north; West Street and the railroad tracks to the east; East Leonard Street to the South; and the surface lots, rail infrastructure,

and recently constructed office and residential development on the west side of the tracks.

**Industrial Area:** Consider consolidating the two industrial districts into one zone, and rezone the existing LI area on the south side of Drs. James Parker Boulevard, on either side of Central Avenue, to RB.

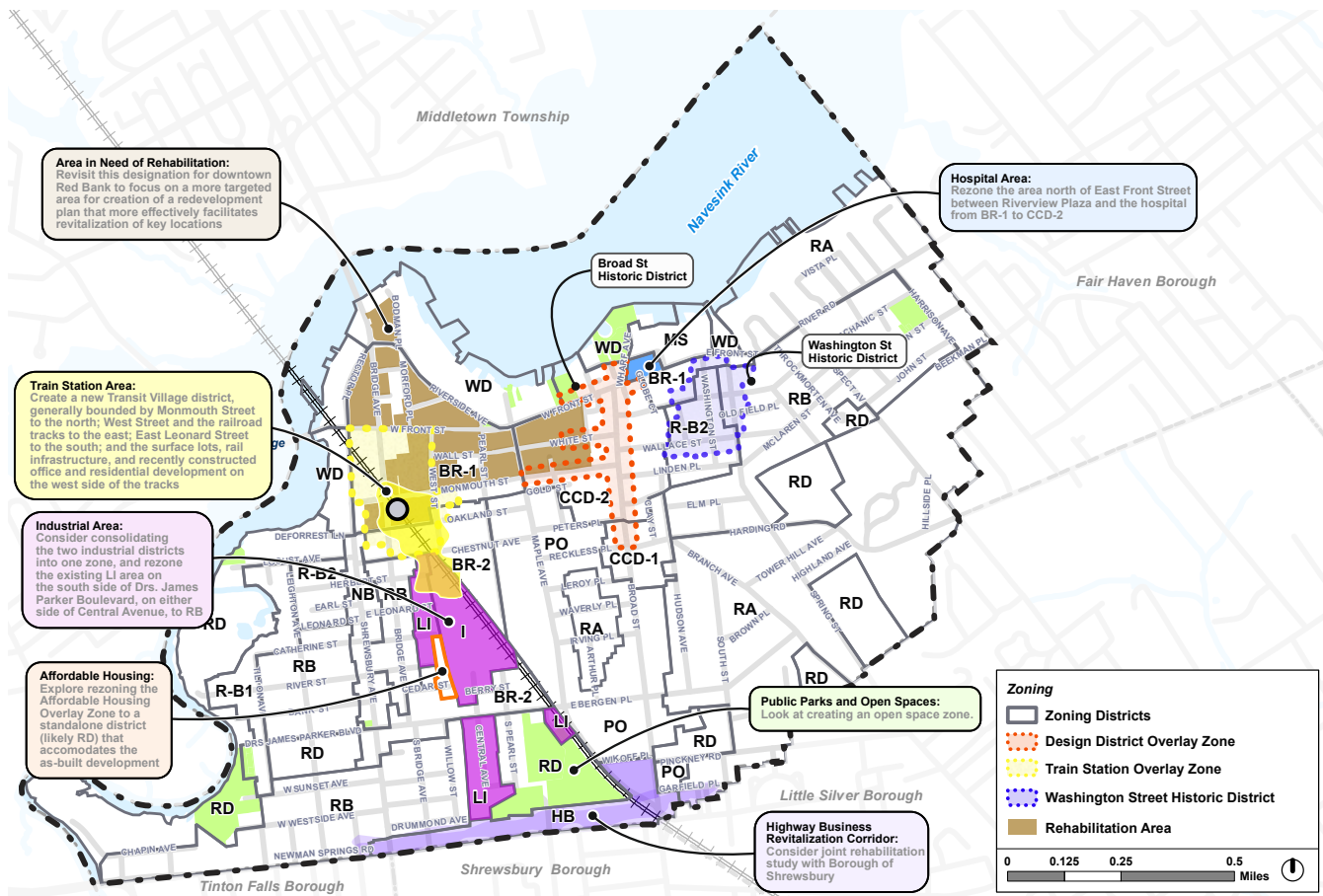
**Public Parks and Open Spaces:** Look at creating an open space zone.

**Affordable Housing:** Explore rezoning the Affordable Housing Overlay Zone to a standalone district (likely RD) that accommodates the as-built development.

**Area in Need of Rehabilitation:** Revisit this designation for downtown Red Bank to focus on a more targeted area for creation of a redevelopment plan that more effectively facilitates revitalization of key locations.

**Figure 51: Recommended Zoning Map Changes**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), BfJ Planning.



## CLIMATE CHANGE AND VULNERABILITY ASSESSMENT SUMMARY

As of 2021, the MLUL requires that a climate change-related hazard vulnerability assessment be completed as part of the preparation of a land use plan element of a municipal master plan in accordance with NJSA 40:55D-28.b.(2)(h). The analysis is designed to identify key hazard-related risk factors, areas subject to potential impacts, and the development of policies and strategies for mitigation of potential impacts, preparedness, post-disaster recovery, and resilient planning and design. The MLUL criteria, which are set forth at NJSA 40:55D-28.b.(2)(h), are set forth as follows:

*(h) A climate change-related hazard vulnerability assessment which shall*

*(i) Analyze current and future threats to, and vulnerabilities of, the municipality associated with climate change-related natural hazards, including, but not limited to increased temperatures, drought, flooding, hurricanes, and sea-level rise;*

*(ii) Include a build-out analysis of future residential, commercial, industrial, and other development in the municipality, and an assessment of the threats and vulnerabilities identified in subparagraph (i) of this subparagraph related to that development;*

*(iii) Identify critical facilities, utilities, roadways, and other infrastructure that is necessary for evacuation purposes and for sustaining quality of life during a natural disaster, to be maintained at all times in an operational state;*

*(iv) Analyze the potential impact of natural hazards on relevant components and elements of the master plan;*

*(v) Provide strategies and design standards that may be implemented to reduce or avoid risks associated with natural hazards;*

*(vi) Include a specific policy statement on the consistency, coordination, and integration of the climate-change-related hazard vulnerability assessment with any existing or proposed natural hazard mitigation plan, floodplain management plan, comprehensive emergency management plan, emergency response plan, post-disaster recovery plan, or capital improvement plan; and*

*(vii) Rely on the most recent natural hazard projections and best available science provided by the New Jersey Department of Environmental Protection."*

While the Climate Change and Vulnerability Assessment ("CC&VA") for the Borough of Red Bank is being prepared as part of the Land Use Plan Element of the Master Plan, a summary of the key findings that have been generated to-date is included below.

### Identification of Hazards

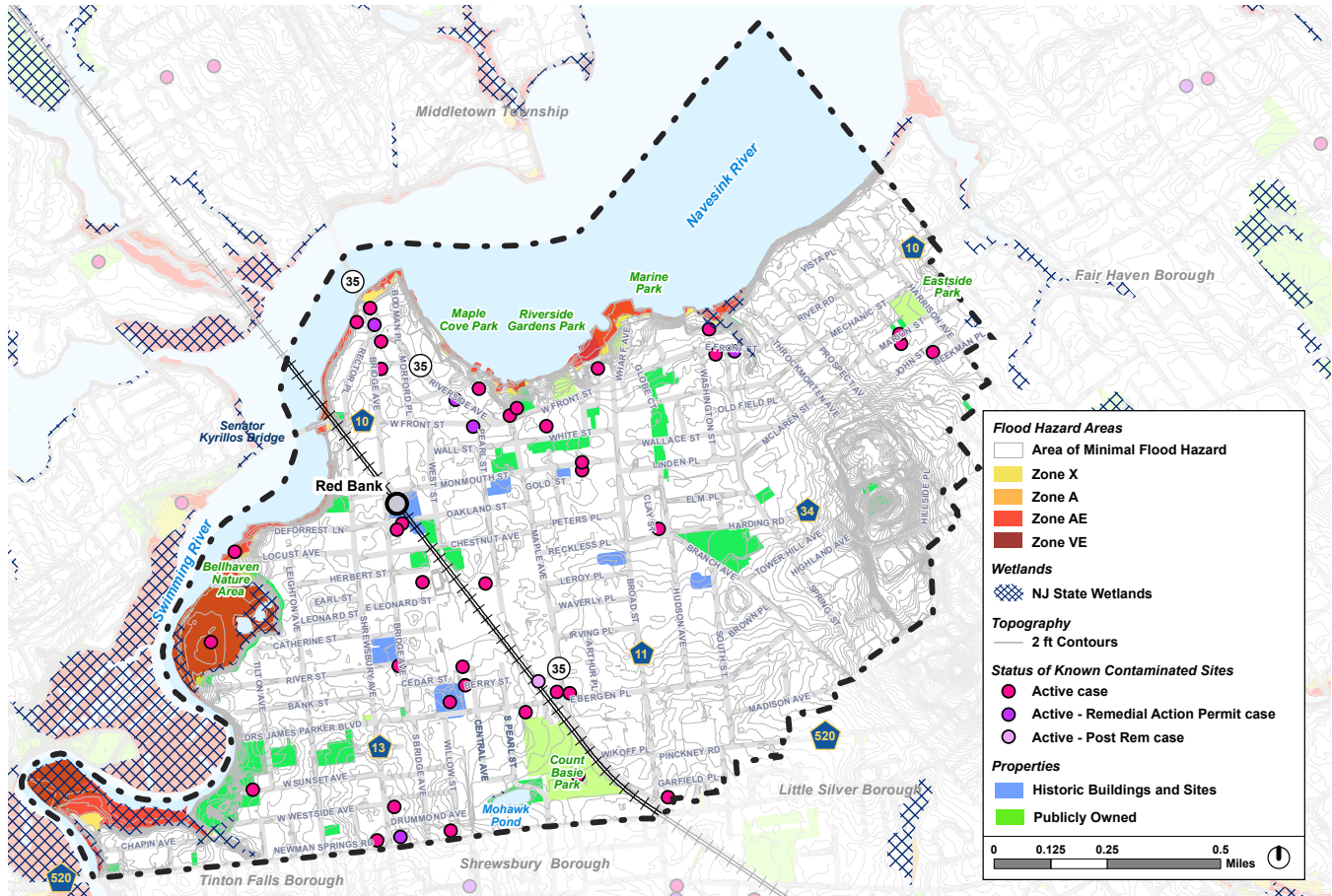
Red Bank is located south of the Navesink River and east of the Swimming River, which is a tributary to the Navesink River. In total, the Borough maintains about 4 miles of waterfront along these two waterbodies, each of which is associated with environmentally sensitive features such as wetlands and Special Flood Hazard Areas (SFHAs).

SFHAs within the Borough include areas A, AE and VE, as shown on Figure 52. SFHA A exhibits a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage. Since detailed analyses are not performed by FEMA for such areas, no depths or base flood elevations are shown within these zones. SFHA AE encompasses the base floodplain and has base flood elevations indicated on FEMA and National Flood Insurance Program (NFIP) mapping. SFHA VE represents coastal areas with a 1% or greater chance of flooding and an additional hazard associated with wave action from storms. Land area in area X is subject to minimal flood hazard.

Red Bank is less exposed to flood hazards than the average municipality in Monmouth County. A total of 4.7% of the land within the Borough is located within an SFHA, compared with the average of 19.5% for the County overall. In comparison, the municipality with the highest

**Figure 52: Environmental Constraints**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), U.S. Office of Homeland Security, NJ Office for Planning Advocacy, Federal Communications Commission, NJOGIS, Borough of Red Bank, BFJ Planning.



percentage of land in the SFHA is Keansburg Borough, at 95.6%, and those with the lowest are the Boroughs of Freehold and Shrewsbury, each with 0% of lands in the SFHA.

The potential extent of floodwater inundation can be seen on Figure 53 and Figure 54. Due to Red Bank's topography, only limited portions of the inland areas of the Borough are subject to impacts from recorded storm events experienced to-date. The majority of the waterfront land areas have a relatively steep grade that tapers down to the waterfront, and most of the built environment in Red Bank exists at or near the top of the slope. The sloped areas provide

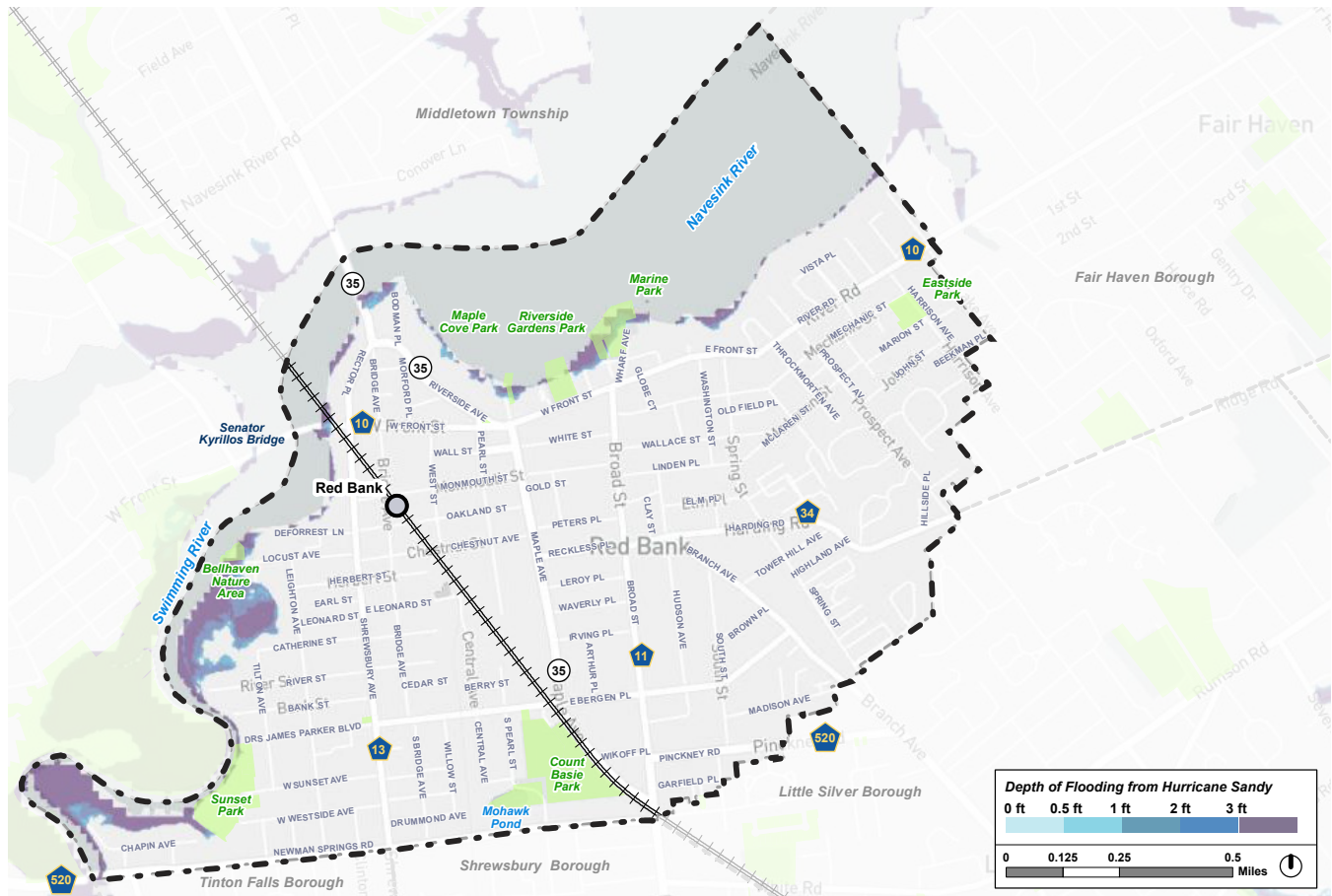
a natural buffer from floodwater inundation to a certain degree; however, as weather becomes more severe due to climate change and as sea level rise continues, the floodwaters are anticipated to affect more inland areas, including areas of existing development.

The NFIP characterizes properties that have had multiple flood claims as either Repetitive Loss or Severe Repetitive Loss properties, depending on how many flood insurance claims they have generated. As most of the structures in Red Bank have been developed at higher elevations, the Borough does not have any Severe Repetitive Loss properties and only has three repetitive loss properties, as shown in Table 19 on the right.



**Figure 53: Inundation by Hurricane Sandy**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), First Street Foundation (Flood Factor website), Mapbox, BFI Planning.

**Table 19: Repetitive Loss and Severe Loss Properties in Red Bank and Monmouth County**

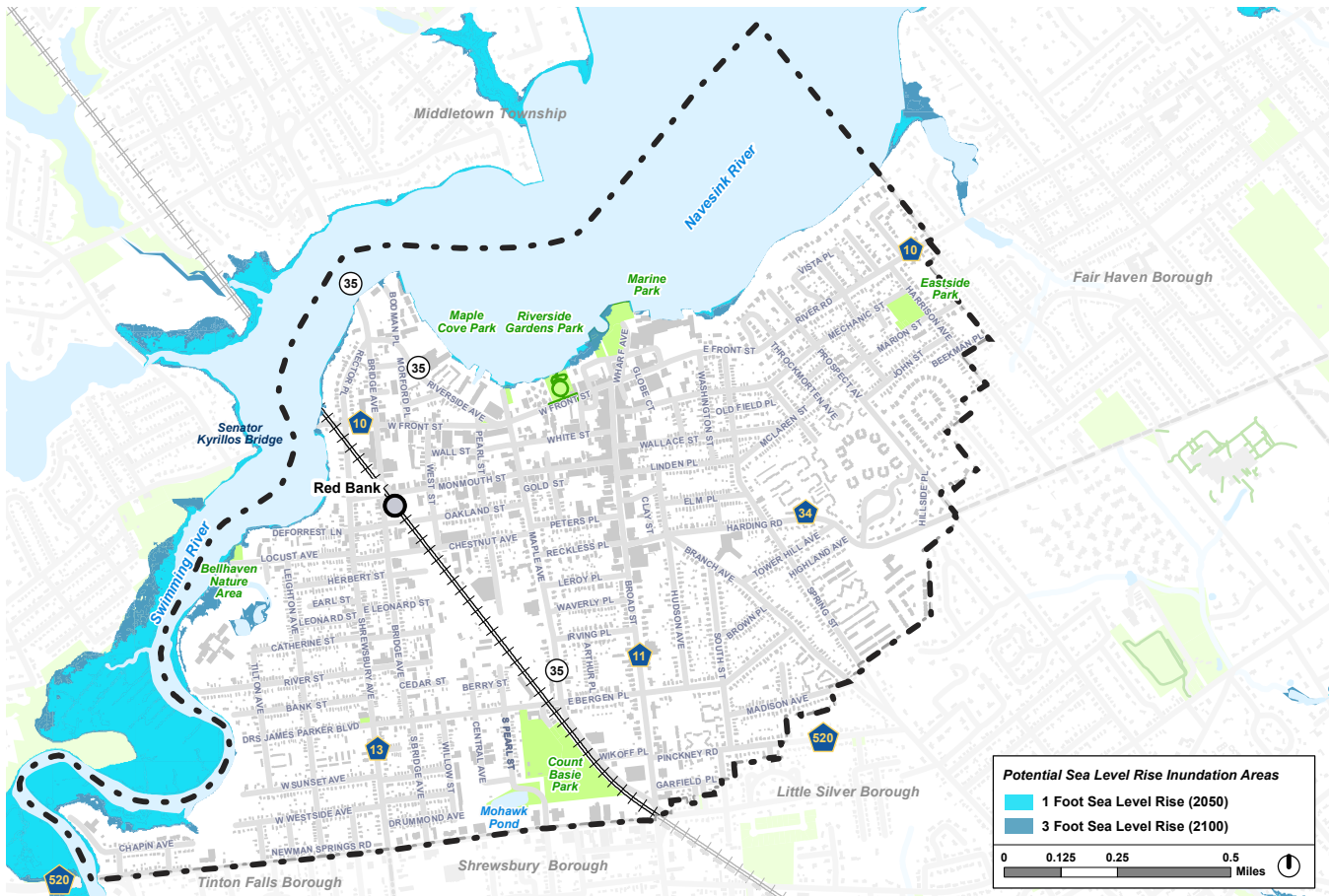
Source: 2021 Monmouth County Multi-Jurisdictional Hazard Mitigation Plan.

Land Use	Red Bank Borough	Monmouth County Average	Monmouth County Total
Total Policies in Force	72	415.2	22,004
Total Losses	33	370.9	19,658
Total Closed Paid Losses	25	313.2	16,600
Total Repetitive Loss Properties	3	31	1,645
Total Severe Repetitive Loss Properties	--	1.5	79
Total Repetitive and Severe Repetitive Loss Combined	3	32.5	1,724
Total Mitigated Properties	0	7.3	386
Total Repetitive Loss Payments	\$1,487,369	\$4,230,316	\$224,206,751



### Figure 54: Potential Sea Level Rise Inundation Areas

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network and National Oceanic and Atmospheric Administration (NOAA) (Exported from Urban Footprint), BfJ Planning.



Another climate change-related natural hazard, which has garnered substantial attention in the past year, is extreme heat and the steady increase in average annual temperature. Extreme heat is typically characterized as a condition where temperatures stay 10 degrees or more above a region's average high temperature for a consistent, extended period of time. These higher temperatures can cause hyperthermia and even death. In addition, extreme heat strains local power systems due to increased use of air conditioning systems, which can cause power outages in certain areas.

Red Bank is susceptible both to extreme heat and high humidity, the combined effects of which can magnify the health risks, as shown in the image on the right.

Red Bank is projected to continue to be susceptible to extreme heat and average temperature increases. As noted in the Monmouth County Multi-Jurisdictional Hazard

Mitigation Plan, in August 2019, the National Oceanic and Atmospheric Administration (NOAA) announced that the average global temperature in July 2019 was 1.71°F above the 20th century average of 60.4°F. For New Jersey, according to the Sustainable Jersey Climate Change Adaptation Task Force (2013), by 2050, the average temperature is projected to increase 3°F -5°F above the existing statewide baseline.





Like much of the northeastern U.S., Red Bank is also susceptible to short-term droughts. Because the Borough is relatively built-out, typical impacts from drought such as crop failure and increased risk of wildfire are likely to be less pronounced; however, acute impacts to community gardens and private landscaping, as well as risk of wildfire on smaller patches of vegetated area, do pose some risk. Anticipated future higher temperatures would worsen short-term drought conditions, but water supply shortages would be unlikely to occur during a short-term drought.

**Figure 55: National Oceanic and Atmospheric Administration National Weather Service Heat Index**

Source: National Oceanic and Atmospheric Administration (NOAA).

**NOAA national weather service: heat index**

		temperature (°F)															
		80	82	84	86	88	90	92	94	96	98	100	102	104	106	108	110
Relative Humidity (%)	40	80	81	83	85	88	91	94	97	101	105	109	114	119	124	130	136
	45	80	82	84	87	89	93	96	100	104	109	114	119	124	130	137	
	50	81	83	85	88	91	95	99	103	108	113	118	124	131	137		
	55	81	84	86	89	93	97	101	106	112	117	124	130	137			
	60	82	84	88	91	95	100	105	110	116	123	129	137				
	65	82	85	89	93	98	103	108	114	121	128	136					
	70	83	86	90	95	100	105	112	119	126	134						
	75	84	88	92	97	103	109	116	124	132							
	80	84	89	94	100	106	113	121	129								
	85	85	90	96	102	110	117	126	135								
	90	86	91	98	105	113	122	131									
	95	86	93	100	108	117	127										
	100	87	95	103	112	121	132										

	Caution
	Extreme Caution
	Danger
	Extreme Danger

According to the County's Multi-Jurisdictional Hazard Mitigation Plan, the following natural hazards may potentially impact Red Bank:

**Water-Related Hazards**

- Hurricane and tropical storm
- Nor-easter
- Flood
- Storm surge
- Wave action
- Tsunami
- Coastal erosion

**Severe Weather**

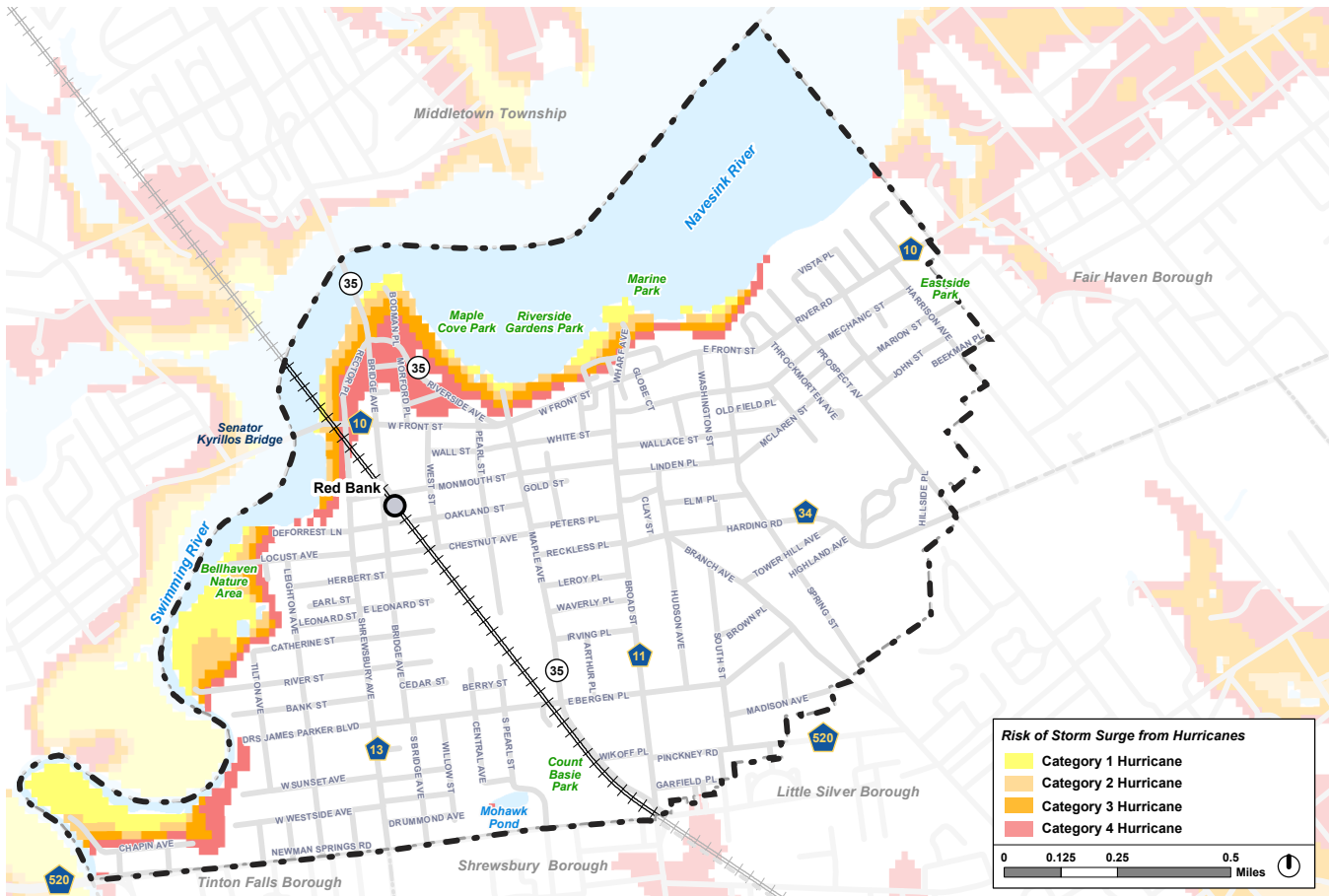
- Extreme temperature
- Extreme wind
- Tornado
- Lightning

**Other Natural Hazards**

- Winter storm
- Drought
- Earthquake
- Wildfire

**Figure 56: Risk of Storm Surge from Hurricanes**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), NOAA NWS SLOSH Model, BFJ Planning.



Of these natural hazards, flooding, storm surge, and sea level rise have affected the Borough in the recent past and have the potential to have substantial, costly additional impacts in the years to come. Others, such as drought, earthquake, and wildfire, are anticipated to have only a minimal impact due to anticipated weather patterns, geology, and the extent to which Red Bank is built-out.

In addition, while sea-level rise was considered within the Multi-Jurisdictional Hazard Mitigation Plan but was not listed as a distinct hazard in the above excerpted list, sea level rise certainly is an important natural hazard to analyze as it pertains to coastal communities such as Red Bank. After careful consideration of each natural hazard identified above, the CC&VA is focused on flooding, storm surge, and sea level rise regarding the potential impacts of these three natural hazards upon the Borough.

## Build-Out Analysis

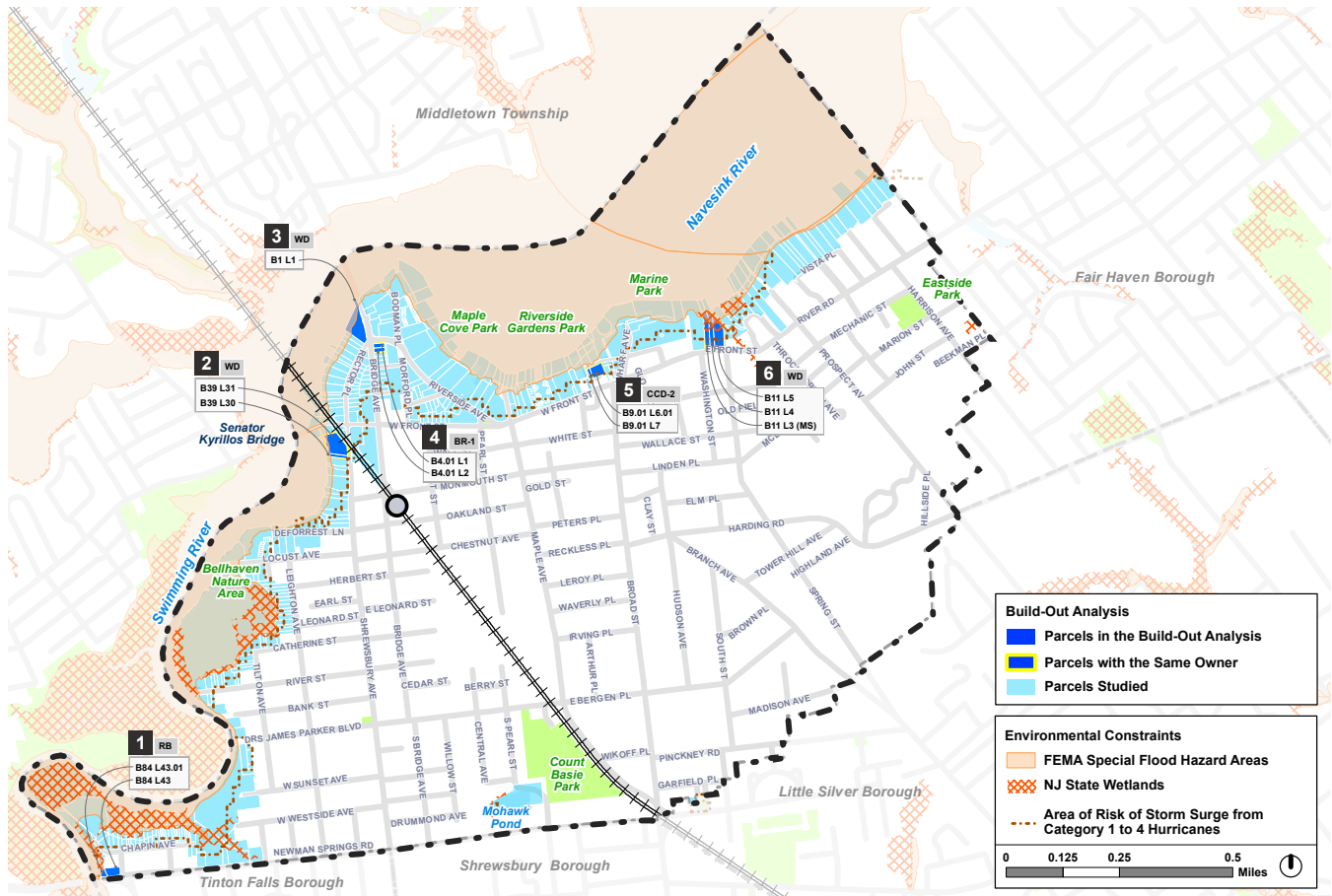
In accordance with MLUL requirements, the build-out analysis is focused on areas that are prone to impacts from flooding, storm surge, and sea level rise from projected future development, since these areas exhibit a higher level of vulnerability and risk. In order to be conservative, the area that the build-out encompasses was delineated using projected storm surge inundation from a Category 4 hurricane.

The potential extent of storm surge water inundation is shown on Figure 56. The build-out analysis includes all lots that would be impacted by the floodwaters from a Category 4 hurricane where the floodwaters would contact 1 square foot or of a given lot or lots.

Once the study area was delineated, the lots were screened for the presence of existing development and environmental constraints. Properties that are already developed with single-family homes, and those that are completely or substantially constrained with flood hazard

**Figure 57: Build-Out Analysis Study Area with Environmental Constraints**

Source: Monmouth County, USGS, NJ Transit, NJDEP, NJDOT, OpenStreetMap (OSM) Road Network (Exported from Urban Footprint), NOAA NWS SLOSH Model, U.S. Office of Homeland Security, BfJ Planning.



areas, wetlands, or other environmentally sensitive areas, were removed from the analysis.

The remaining lots were subjected to an additional land use and environmental constraints analysis, which resulted in the removal of additional lots. As the build-out deals with the capacity of developable land to host additional development, only vacant properties and underutilized properties that have been developed with only 50% or less of their development capacity, according to the existing zone or redevelopment plan that governs their development, were retained within the analysis. The results yielded six (6) properties that satisfied these criteria, as shown on Figure 57.

The development capacity of these six properties was analyzed using the existing zoning or redevelopment plan requirements applicable to each site. The results indicate that a total yield of 41 residential units and 7,000 square feet for commercial space could potentially be

developed on these properties. The resulting residential units and commercial square-footage represent the amount of additional development and associated residents or employees that could be located within the delineated area of vulnerability. It is important to note that this build-out analysis only focuses on a portion of the Borough. In addition, the analysis considers existing zoning and redevelopment plans, and takes into account current market conditions, trends, and other parameters in order to provide a reasonable estimate of the net development yield for the area under consideration. If the Borough were to enact zoning amendments or amend or adopt new redevelopment plans, if new trends emerged in the market, or if other market or regulatory changes should occur, it may change the net development yield in the build-out analysis study area.



## Critical Facilities

Critical facilities in the context of the Land Use Plan and Climate Change Vulnerability Assessment include uses that are necessary for evacuation purposes and for sustaining quality-of-life during a natural disaster, which are to be maintained at all times in an operational state. Examples include police stations; fire stations; first aid and rescue facilities; public buildings such as the municipal building and public works facilities; and quasi-public and private facilities such as schools and telecommunications towers and equipment. Key critical facilities within the Borough are depicted on Figure 22 on page 68. Of these, the Red Bank Primary School, Senior Center, Public Library, and Riverview Medical Center appear to be susceptible to storm surge impacts based on the build-out analysis. However, Red Bank Primary School is at a lower topographic elevation compared with these other facilities and is subject to increased flood risk during severe storms. The other properties have sloping topography, with development located at the higher elevation on-site, which provides some additional protection from flooding.

Critical facilities outside of the Climate Change Vulnerability Assessment study area are at higher elevations and also are generally farther inland. The increased elevation and distance from the water reduce the risk of impacts from coastal flooding-related hazards at these facilities. That being said, as noted elsewhere, many of the Borough-owned public facilities, including critical facilities such as the municipal building, public works buildings, and senior center, need substantial renovation to meet Red Bank's needs. In addition, certain private-sector uses, such as grocery stores and gas stations, may be considered critical facilities during emergency events since they serve an essential function.

## Conclusion

As a largely built-out community with limited vacant land, most of Red Bank's development potential comes in the form of redevelopment of existing constructed properties. This Master Plan proposes zoning map changes (listed above) as well as use, area, and bulk revisions that would have the effect of increasing development potential in some selected areas of the Borough. This is particularly true around the train station area and certain corridors (e.g. Monmouth and Front Streets). These areas are previously developed and, except for some portions of Front Street, are not within designated floodplains or areas that are vulnerable to storm surge. Additional residential density may also be possible, as recommended in this plan, through the introduction of accessory dwelling units (ADUs) on large lots and dwellings with up to four units in zoning districts where they currently exist. These residential areas are not among those identified as vulnerable to the impacts of climate change.

For those limited areas identified as vulnerable in the build-out analysis, redevelopment of existing properties creates opportunities to construct improvements that are more resilient to flooding and sea-level rise. For interior areas that are not subject to these impacts, the climate change focus is on ensuring access to critical infrastructure and essential services in the event of storm events and natural disasters, and on maintaining evacuation routes. These areas can also accommodate new development, given that they are not located within floodplain areas or vulnerable to sea level rise. Such future development should be planned and implemented to leverage the opportunity to improve access to critical facilities and evacuation routes.

Likewise, many of the recommendations in this Master Plan focus on improving bike and pedestrian systems, which would have resiliency benefits in the wake of storm events or natural disasters, as socially vulnerable residents without a vehicle would have more readily access to necessary services within and near their neighborhoods.

Finally, this Plan includes a myriad of general recommendations to further Red Bank's sustainability efforts, including promoting green buildings and infrastructure. If implemented, these recommendations would play a role in enhancing the Borough's overall resiliency, as properties are redeveloped or upgraded over time using best management practices and new technologies.

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# SECTION 7: IMPLEMENTATION

## AND ACTION PLAN

### IMPLEMENTATION TOOLS

Having an adopted Master Plan is a critical public policy tool, but it is not sufficient on its own to make change or preservation happen – the Plan must be realized. There are six critical methods that Red Bank will follow to ensure that this Plan is implemented. It is recognized that, given financial constraints that may affect the Borough as well as other municipalities, implementation of this Plan is dependent on availability of funding and other economic factors.

**Legislation.** Zoning is the most familiar tool used to implement a plan. The Borough would need to amend certain elements of its zoning code to implement Plan recommendations.

**Regional Advocacy.** Some recommendations in this Plan may extend beyond Red Bank's borders, or are outside of the Borough's direct jurisdiction, such as issues involving transportation and utilities (water/sewer). These may involve advocating and coordinating with other municipalities, Monmouth County, and the State.

**Capital Programming.** Another key tool is incorporation of the Plan recommendations into Red Bank's capital improvement program (CIP). The ways that Red Bank spends public revenue for public improvements – road construction and repair, major equipment purchases, improvements to municipal facilities, and new or upgraded parks and recreational facilities – and the standards to which they are built have a major effect on the Borough's function and image.

A CIP is a management and fiscal planning tool. Capital projects are scheduled on a multi-year basis, with each succeeding year seeing the completion of a project, or a phase of a long-term project, as a future year is added. New projects are proposed as others earlier in the cycle reach completion. This rolling approach enables municipalities to plan for and remain current with necessary infrastructure improvements and other large, non-operational needs, so that long-range planning aspects can be achieved with predictable steps over time. The municipality knows its capital commitments for at least five years into the future. It can thus plan financing in an orderly way and stabilize the tax rate structure by spreading improvement costs systematically over a period of years. In addition, public input into the planning process continues, past the Master Plan's adoption, as capital budgets are heard publicly. The organized public expenditures on improvements sends a positive signal to private businesses and property owners, allowing them to plan their investment knowing that the Borough is also planning responsibly.

**Grants and Third-Party Partnerships.** Red Bank will continue seeking grant funding for planning and capital projects and will also engage with third-party nonprofit organizations and corporate partners, to meet long-term objectives such as the development of affordable housing.

**Future Studies.** Certain Master Plan recommendations require more analysis. Detailed implementation measures can only be crafted through this additional study. For example, the Plan recommends that the Borough undertake several updates of individual Master Plan Elements, particularly a new Circulation Element. These updates



would likely entail formation of a special committee with representatives from the Planning Board, Borough staff, relevant boards or committees, and County or State agencies as needed, as well as engagement of a consultant.

**Continuing Planning.** There are two key aspects to continuing planning. The first is the Borough government's sustained work with State agencies, authorities and other municipalities on issues that extend across borders. These groups include NJ DOT, Monmouth County, agencies and adjacent municipalities. As these entities plan, Red Bank makes clear its concerns and preferences. With an adopted Master Plan, the Borough's position is on record and must be taken into account.

The second aspect concerns development applications before the land use boards, primarily the Planning and Zoning Boards. While the Master Plan cannot contemplate every potential policy decision and may be silent on some issues, its overall vision and policy directives guide the Borough's policies, and the actions of its land use boards must be consistent with the Plan.

## ACTION AGENDA

In order to implement the various recommendations contained in this Master Plan, the following Action Agenda is proposed, which outlines key actions, the type of recommendation, the primary responsible entity for implementation, the general cost for action, and the general timeframe for action.

Each recommendation is classified as a particular type of recommendation. The types of recommendations include either a capital project, partnership, policy/regulation, programming, or study. Some recommendations may require more than one type to execute the recommendation.

The primary responsible entity, by the nature of its mission and authority, is the logical party to oversee implementation of each particular proposal. Some proposals will involve multiple entities, including State agencies. Additional responsible parties, not listed, may also be involved. The nature of activity required of the primary responsible entity will vary depending on the type of recommendation.

Some activities involve budget commitments and capital expenses, while others entail advocacy and promotion, and some call for administrative action.

All recommendations have been assigned a general cost. The three cost ranges include Low (less than \$100,000), Medium (\$100,000-\$500,000), or High (\$500,000 or more).

Priorities are classified as short-term (1-3 years), medium-term (4-7 years), long-term (8-10 years), or ongoing. Short-term actions generally involve changes to local ordinances and the highest-priority infrastructure projects or additional studies, or may be activities or policies already in place that should be continued.

Medium-term actions likely involve the Borough's capital improvement plans. Some of these items may already be identified, or may be recommendations that have developed as part of this planning process.

Long-term activities are those that are important, but are placed "down the road" because of limited available resources, both in terms of time and money, to implement them. They may also require further study or planning and design.

The implementation schedule is presented as an illustrative "To Do" list, to help the Borough review progress on a regular basis. It also allows for convenient updating of the list as items are completed, priorities change or new items are proposed.

## Land Use

Recommendation	Type	Responsible Party	Cost	Timeframe
In residential zoning districts, consider allowing minor, “in-kind” such as stair or deck replacements without needing a variance, streamline the process for undertaking small improvements such as fences and sheds, and allow front-facing garages, with setbacks.	Policy/Regulation	Planning & Zoning Department, Building Department, Code Enforcement Department, Planning Board	Low	Short-Term
Maintain, through regulations and enforcement, residential buffers where single-family residential uses in established neighborhoods about non-residential or large-scale multifamily use.	Policy/Regulation	Planning & Zoning Department, Planning Board, Zoning Board of Adjustment	Low	Short-Term
Work with the Federal Railroad Administration (FRA) to achieve designation of a federal Quiet Zone to reduce the honking of trains at at-grade crossings.	Program/Study	Administration Department, Borough Council	Low	Short-Term
Hire a public information office to ensure community awareness of existing Borough programs and public meetings, municipal initiatives, and significant development proposals.	Policy/Regulation	Administration Department, Borough Council, Community Engagement & Equity Advisory Committee	Low	Ongoing
Review the noise ordinance and other performance standards for consistency with other regulations, modern best practices and current technology, and ease of municipal enforcement.	Policy/Regulation	Planning & Zoning Department, Code Enforcement Department, Planning Board, Police Department	Low	Short-Term
Explore revisions to the BR-1 zoning district to allow for taller buildings along Monmouth and West Front Streets, with corresponding adjustments to bulk and density provisions, to focus development and facilitate a transition between the downtown core and the train station area and Shrewsbury Avenue neighborhood business corridor.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council	Low	Short-Term
Create design guidelines for the Shrewsbury Avenue business corridor to preserve its distinct look, cultural heritage, and sense of place. The guidelines would focus on supporting the traditional pedestrian-scaled, mixed-use development and an active streetscape.	Policy/Regulation	Planning & Zoning Department, Planning Board, Historic Preservation Commission	Low	Short-Term
Pursue Transit Village designation with the New Jersey Department of Transportation, through creation of a new Transit Village Zone and implementation of a redevelopment process with NJ Transit and its designated developer.	Program/Study; Partnership	Planning & Zoning Department, Planning Board, Borough Council, NJDOT, NJ TRANSIT	Low	Short-Term
<p>Explore a range of strategies to implement the Housing Plan Element and Fair Share Plan and increase the availability of affordable housing and the diversity of housing choices in Red Bank. Potential approaches include:</p> <ul style="list-style-type: none"> <li>Consider permitting accessory dwelling units (ADUs) in certain locations, through regulations that balance compatibility with surrounding land uses with effectively incentivizing this housing type.</li> <li>Explore offering incentives, through the Borough’s affordable housing trust fund, to upgrade existing aged market-rate apartment stock in exchange for deed-restricting units as affordable.</li> <li>Extend expiring controls for all existing affordable housing developments.</li> <li>Adjust, or even eliminate, the minimum habitable floor area requirements for residential uses, to allow for smaller units that are more affordable and attractive to singles, young couples, and seniors.</li> <li>Pursue public-private partnerships, such as with the hospital and Lunch Break, to provide additional housing options.</li> </ul>	Program/Study; Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Rent Leveling Board	Low	Short-Term

## Land Use

Recommendation	Type	Responsible Party	Cost	Timeframe
Explore collaboration with the Red Bank Housing Authority to renovate and expand housing opportunities on their properties as well as other suitable properties.	Capital Project; Partnership	Red Bank Housing Authority, Borough Council	Medium / High	Ongoing
Confirm and map existing waterfront access easements to identify where easements are in place but no access exists or cases where a waiver was granted, and affirm that easements have been legally recorded and are enforceable. In addition, review any site plan approvals that have occurred since the easement regulations were enacted, to flag any instances where conditions of approval involving public waterfront access were not completed.	Program/Study	Administration Department, Planning & Zoning Department	Low	Short-Term
Standardize access easement requirements across all zoning districts along the waterfronts.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council	Low	Short-Term
Focus waterfront access efforts on addressing high-priority gaps and low hanging fruit (i.e. publicly owned and nonprofit properties or sites with existing waterfront walkways that could be opened to the public).	Program/Study; Capital Project; Partnership	Administration Department, Borough Council, Planning & Zoning Department, Planning Board	Medium / High	Ongoing
Engage a professional grant writer to explore all available funding opportunities to develop a network of waterfront walkways and explore purchase agreements for easements with waterfront property owners.	Policy/Regulation	Administration Department, Borough Council	Low	Ongoing
Consider reducing the maximum allowable building height in the WD district to 50 feet from the current 75 feet, which is the tallest allowable height in Red Bank.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council	Low	Short-Term
Update zoning definitions for medical-related uses to better differentiate them from each other. Based on these updates, revise the list of permitted uses in the Medical Service (MS) and BR-1 zones.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council	Low	Short-Term
Develop design standards for East Front Street in the MS and BR-1 zones to ensure any future development is compatible with surrounding uses.	Policy/Regulation	Planning & Zoning Department, Planning Board, Historic Preservation Commission	Low	Short-Term
Work with the hospital and explore regulatory changes to facilitate public waterfront access at its site.	Partnership; Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Private sector	Medium / High	Medium-Term
Update buffer provisions in the BR-1 district to control potential impacts from hospital-related uses on residential properties.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Historic Preservation Commission	Low	Short-Term
<p>Update the Historic Preservation Element of the Master Plan. The update could facilitate and/or incorporate:</p> <ul style="list-style-type: none"> <li>• Designation or additional sites and the expansion or creation of historic districts.</li> <li>• Confirmation of what sites are subject to review by the Historic Preservation Commission and designation of these on the official zoning map.</li> <li>• Clarification of the role of the Historic Preservation Commission in the approvals processes of other land use boards.</li> <li>• Incorporation of the use of the New Jersey State Rehabilitation Code for historic properties into Planning and Zoning Board considerations.</li> <li>• Consideration of a demolition ordinance to require that no demolition permit be granted to certain buildings without review by the Historic Preservation Commission or Planning Board approval.</li> </ul>	Program/Study	Historic Preservation Commission, Planning & Zoning Department, Planning Board	Low	Short-Term

## Land Use

Recommendation	Type	Responsible Party	Cost	Timeframe
Advocate for institution of a historic preservation tax credit at the state, county, and local level for private owners of historic properties, to incentivize their preservation.	Policy/Regulation	Historic Preservation Commission, Planning & Zoning Department, Borough Council	Low	Ongoing
Continue to encourage adaptive reuse of historic residential buildings, especially in commercial areas that are seeing development pressures.	Policy/Regulation	Historic Preservation Commission, Planning Board	Low	Ongoing
Review Borough ordinances to ensure they align with best practices for public health concerns, including incorporation of flexibility during public health emergencies.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Board of Health, Health Department	Low	Short-Term
Continue to explore and refine projects and programming that facilitate the optimal use of the public realm in light of public health concerns, climate change, and other large-scale issues.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Board of Health, Health Department, Environmental Commission	Low	Ongoing
Support public and mental health programs that ensure equitable access to the full range of social services.	Program/Study	Planning & Zoning Department, Planning Board, Borough Council, Board of Health, Health Department, Community Engagement & Equity Advisory Committee	Low	Ongoing
Update the signage and lighting provisions to reflect modern best practices and technology.	Policy/Regulation	Planning & Zoning Department, Planning Board, Borough Council, Police Department	Low	Short-Term
Annually review ordinances to ensure they incorporate current best practices and local conditions.	Policy/Regulation	Planning & Zoning Department, Planning Board, Zoning Board of Adjustment	Low	Ongoing
Leverage new technology to streamline Borough processes such as development approvals and permits.	Program/Study	Administration Department, Planning & Zoning Department, Borough Council	Low	Ongoing
Enhance existing entry points into the Borough and create new gateways, through signage, branding, landscaping, and other measures.	Capital Project; Program/Study	Administration Department, Planning & Zoning Department, Borough Council, Public Utilities Department	Medium	Ongoing



## Circulation and Mobility

Recommendation	Type	Responsible Party	Cost	Timeframe
<p>Develop a new Circulation Element of the Master Plan to comprehensive study existing and projected traffic conditions, identify priority areas for safety improvements, incorporate a sidewalk implementation plan, and provide an action plan for new projects. The element should take a Complete Streets approach and prioritize the intersections and areas identified as critical in this Master Plan. Components should include:</p> <ul style="list-style-type: none"> <li>• Identification of a range of strategies to improve the safety and comfort of pedestrians throughout the Borough.</li> <li>• Creation of a sidewalk improvement plan to set priority streets for new or improved sidewalks. Implementation of these improvements can be undertaken through municipal/ grant funding as well as the land use approvals process.</li> <li>• Analysis of traffic calming options, with a priority for roads with high crash rates and near schools. This effort should involve coordination with the school district to identify issues and collaborate on efforts to secure Safe Routes to School grants.</li> </ul>	Program/Study	Planning & Zoning Department, Parking Department, Planning Board, Borough Council, Police Department, Public Utilities Department	Low/ Medium	Short-Term
Facilitate maintenance and upgrades at and near the train station facilities and enhanced rail service to and from the station.	Capital Project; Partnership	Public Utilities Department, NJ TRANSIT, Borough Council	Medium	Ongoing
Promote improvements to bus routes and amenities, such as shelters and signage, throughout the Borough.	Capital Project; Partnership	Public Utilities Department, NJ TRANSIT, Borough Council	Medium	Ongoing
Create more dedicated bike parking, infrastructure, and amenities, through a combination of physical improvements, regulatory changes, and exploration of bike sharing and/or scooter sharing services in the downtown area.	Capital Project; Program/Study	Public Utilities Department, Borough Council	Medium	Short-Term
Explore public-private microtransit strategies, including e-bikes, e-scooters, ride-share, and jitneys, focusing on the business and train station areas.	Capital Project; Program/Study	Public Utilities Department, Borough Council, NJ TRANSIT, private sector	Medium	Short-Term
Investigate the feasibility of implementing one-way streets in certain locations to allow for creation of full bike lanes as well as address identified traffic safety issues.	Program/Study; Capital Project	Planning & Zoning Department, Borough Council, Police Department, Public Utilities Department	Medium/ High	Medium-Term
Improve problematic corridors and intersections to address traffic flow while also enhancing conditions for non-drivers. The intersections identified in this Master Plan should be given priority, but there may be opportunities for targeted improvements elsewhere in Red Bank that should be explored.	Program/Study; Capital Project	Planning & Zoning Department, Borough Council, Police Department, Public Utilities Department	Medium/ High	Medium-Term
Advocate with State and County agencies to improve regional corridors that are not within the Borough's jurisdiction.	Partnership	Planning & Zoning Department, Borough Council, Public Utilities Department, NJDOT, Monmouth County	Medium/ High	Ongoing
Coordinate with adjacent municipalities to enhance conditions on roadways that fall under multiple or adjacent jurisdictions (e.g. Newman Springs Road).	Partnership	Planning & Zoning Department, Borough Council, Public Utilities Department, neighboring municipalities	Medium/ High	Ongoing
Review and implement, as appropriate and needed, the 2018 parking study. This study and additional analysis should be the basis for any construction of structured parking, in the event that identified parking utilization strategies are determined to be insufficient to address parking needs.	Program/Study; Capital Project	Planning & Zoning Department, Parking Department, Borough Council, Public Utilities Department	Medium/ High	Short-Term

## Circulation and Mobility

Recommendation	Type	Responsible Party	Cost	Timeframe
Review off-street parking regulations to balance adequate supply with the efficient use of space to avoid excess surface parking.	Policy/Regulation	Planning & Zoning Department, Parking Department, Borough Council, Public Utilities Department	Low	Short-Term
Improve the efficiency of existing surface parking by reducing the number of separate curb cuts and providing shared use of parking through cross-access and shared parking agreements.	Policy/Regulation	Planning & Zoning Department, Parking Department, Borough Council, Public Utilities Department, Planning Board	Low	Ongoing
Encourage underground and/or under-building parking beneath structures, where feasible.	Policy/Regulation	Planning & Zoning Department, Parking Department, Borough Council, Public Utilities Department, Planning Board	Low	Ongoing
Update the Borough's parking requirements for electric vehicle (EV) charging stations to be consistent with the State's requirements.	Policy/Regulation	Planning & Zoning Department, Parking Department, Borough Council, Planning Board	Low	Short-Term
Address emerging needs for short-term loading areas through regulatory changes and the site plan approvals process.	Policy/Regulation	Planning & Zoning Department, Parking Department, Borough Council, Planning Board	Low	Short-Term

## Economic Development

Recommendation	Type	Responsible Party	Cost	Timeframe
Review the permitted uses, area and bulk requirements, parking requirements, and other zoning provisions in the business zones, as well as development approval processes, to streamline the process and remove potential barriers for new businesses.	Policy/Regulation	Planning & Zoning Department, Borough Council, Planning Board, private sector	Low	Short-Term
Improve communication and functionality among the Borough and businesses, and among various business advocacy. To streamline overall economic development efforts under the umbrella of the Borough, consideration should be given to establishing a Red Bank Economic Development Committee.	Program/Study; Partnership	Planning & Zoning Department, Borough Council, Planning Board, Community Engagement & Equity Advisory Committee, private sector	Low	Ongoing
Investigate options to phase out nonconforming signs, through a combination of carrots (e.g. incentive programs using CDBG funds) and sticks (e.g. establishing a time limit for elimination of the nonconformity).	Policy/Regulation; Program/Study	Planning & Zoning Department, Borough Council, Planning Board, private sector	Low	Ongoing
Consider establishing a Special Improvement District (SID) along the Shrewsbury Avenue corridor, based on the outcome of an engagement process with commercial property and business owners along the corridor.	Program/Study; Partnership	Planning & Zoning Department, Borough Council, Planning Board, private sector	Low	Short-Term
Implement public realm improvements along Shrewsbury Avenue, such as pedestrian safety improvements, trees, benches, trash cans, signage, lighting, and banners, to build on its unique identity.	Capital Project	Public Utilities Department, Borough Council, Planning Board, private sector	Medium	Short-Term
Plan and implement public realm improvements along auto-oriented corridors such as Newman Springs Road, Broad Street south of East Bergen Place, and Riverside Avenue.	Capital Project	Public Utilities Department, Borough Council, Planning Board, private sector	Medium	Short-Term
Work with utility providers to bury electrical lines to improve the pedestrian realm, beautify the street, and reduce the risk of power outages from downed trees.	Policy/Regulation	Public Utilities Department, Borough Council, Planning Board, private sector	Medium/High	Ongoing
Continue to cultivate the artist community through support of existing organizations and permitting art-related land uses such as live/work artist lofts and artisan manufacturing uses.	Policy/Regulation; Partnership	Borough Council, Planning Board, private sector	Low	Ongoing
Identify Red Bank as an arts and cultural hub by encouraging public art.	Program/Study	Borough Council, Planning Board, Special Events Committee, private sector	Low/Medium	Ongoing
Promote historical tourism by enhancing signage/wayfinding on roads, improving pedestrian connections between important destinations, and increasing marketing efforts.	Capital Project; Program/Study	Borough Council, Planning Board, Public Utilities Department, Special Events Committee, Historic Preservation Commission, private sector	Medium	Ongoing

## Community Facilities, Resources, and Programming

Recommendation	Type	Responsible Party	Cost	Timeframe
Prepare a new Parks and Open Space Element, with a focus on identifying opportunities for new open space, particularly along the waterfronts and in the downtown area, and on a maintenance plan for existing parks.	Program/Study	Borough Council, Planning Board, Parks and Recreation Department, Parks and Recreation Committee, Environmental Commission	Low	Short-Term
Conduct a yearly review with the Parks and Recreation Committee to update and prioritize properties for submission of grant funding to support land acquisition for parks and open space.	Program/Study	Borough Council, Planning Board, Parks and Recreation Department, Parks and Recreation Committee	Low	Ongoing
Develop a comprehensive trail plan that includes bike and pedestrian paths to connect neighborhoods and public parks. This plan should also address maintenance of existing and future trail sections.	Program/Study	Borough Council, Planning Board, Parks and Recreation Department, Parks and Recreation Committee	Low	Short-Term
Improve branding elements of the Borough's park system to enhance the aesthetic and increase awareness of parks for residents and visitors.	Program/Study	Borough Council, Parks and Recreation Department, Public Utilities Department	Low	Short-Term
Revisit prior municipal facilities studies to address space and operations needs including at Borough Hall, the DPW site, and a new community center, in light of changes in conditions such as the need to relocate the recycling center from the site of the future Sunset Park.	Capital Project; Partnership	Borough Council, Planning Board, Planning & Zoning Department, Public Utilities Department	Medium/High	Medium-Term
Develop a Community Facilities Element of the Master Plan that addresses the long-term needs of all Borough facilities.	Program/Study	Borough Council, Planning Board, Public Utilities Department, Parks and Recreation Department	Low	Short-Term
Implement consolidation of fire stations and work with the fire companies on options for appropriate re-use of vacated property.	Program/Study; Partnership	Borough Council, Fire Department, Fire Marshal's Office, Department of Emergency Management, individual fire companies	Medium	Medium-Term
Work with the Board of Education to monitor enrollment and plan for upgraded facilities if needed, including potential upgrades to improve resiliency at the primary school property.	Partnership; Program/Study	Planning & Zoning Department, Borough Council Board of Education	Medium/High	Long-Term
Identify potential locations for a consolidated pre-K facility to eliminate issues creating by busing to multiple sites.	Partnership; Program/Study	Planning & Zoning Department, Borough Council Board of Education	Medium/High	Long-Term
Consider creation of a school district/Borough planning committee to assess new development in Red Bank and opportunities for new/upgraded space for both the schools and the Borough.	Partnership; Program/Study	Planning & Zoning Department, Borough Council Board of Education	Medium/High	Long-Term



## Sustainability, Resilience, and Infrastructure

Recommendation	Type	Responsible Party	Cost	Timeframe
Develop an Environmental Sustainability Element of the Master Plan to address issues such as renewable energy, waste reduction, stormwater management, and green building and infrastructure.	Program/Study	Planning & Zoning Department, Planning Board, Environmental Commission, Green Team	Low/Medium	Short-Term
Encourage new redevelopment and revitalization, especially multifamily and mixed-use development, to be compatible with U.S. Green Building Council (USGBC) LEED or comparable principles.	Policy/Regulation	Planning & Zoning Department, Planning Board, Environmental Commission, Green Team	Low	Ongoing
Make energy efficiency a high priority, particularly solar energy systems, by ensuring that zoning and building codes incorporate best practices.	Policy/Regulation	Planning & Zoning Department, Planning Board, Environmental Commission, Green Team, Public Utilities Department	Low	Ongoing
Continue active efforts to reduce waste and promote municipal recycling, through such measures as public education and outreach, focus on reduction of single-use plastics, and support for composting.	Policy/Regulation	Borough Council, Environmental Commission, Green Team	Low	Ongoing
Update the Natural Resources Inventory (NRI) to allow for regular evaluating and protection of these resources.	Program/Study	Borough Council, Environmental Commission, Green Team	Low	Short-Term
Review Borough ordinances on natural resources, in coordination with the Environmental Commission, to ensure they are strong and effective in protecting these features.	Policy/Regulation	Planning & Zoning Department, Planning Board, Environmental Commission, Green Team	Low	Short-Term
Annually review the Open Space and Recreation Plan and submit the update to Green Acres.	Program/Study	Borough Council, Planning Board, Parks and Recreation Department, Parks and Recreation Committee	Low	Ongoing
Develop a process of contacting large landowners to request that the Borough have an opportunity to purchase a property before it is placed on the open market, and/or explore options for owners to place conservation easements on their land.	Policy/Regulation	Borough Council, Planning Board, Parks and Recreation Department, Parks and Recreation Committee	Low	Ongoing
Increase the tree cover in commercial areas and enhance tree preservation efforts, through the site plan approvals process, consideration for an in-lieu program of tree removal, and a public education campaign.	Policy/Regulation	Borough Council, Environmental Commission, Green Team	Low	Ongoing
Lead by example at municipal properties, using best management practices for green infrastructure that reduces or minimizes impervious coverage.	Policy/Regulation; Capital Project	Borough Council, Public Utilities Department, Environmental Commission, Green Team	Medium	Ongoing
Revise zoning regulations to reduce impervious coverage.	Policy/Regulation	Planning & Zoning Department, Planning Board, Environmental Commission, Green Team	Low	Short-Term
Continue to identify, prioritize, and upgrade sanitary sewer and water infrastructure that is past its useful life.	Program/Study; Capital Project	Borough Council, Public Utilities Department	High	Ongoing
Maintain and upgrade the Borough's stormwater management infrastructure to maintain optimal efficiency of these systems.	Program/Study; Capital Project	Borough Council, Public Utilities Department	High	Ongoing
Promote conservation of water use to reduce the need for additional water and sewer capacity.	Policy/Regulation	Borough Council, Public Utilities Department, Environmental Commission, Green Team	Low	Ongoing