
1995 Master Plan

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Borough of Red Bank, New Jersey

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Introduction: Plan for Red Bank, NJ

The recommendations and conclusions described here and in the chapters that follow are the result of three major steps:

- Extensive public discussions took place, in open forums, group meetings, and one-on-one conversations. They were held in various locations in several community neighborhoods, and all included clear expressions of opinions and ideas, conflicts between ideas and ideals, and an extraordinary civil resolution of them all into specific recommendations. This document therefore represents the efforts of the entire community.
- An analysis was developed that included a consideration of the past (i.e., the physical, social, and economic histories), the present (i.e., the physical, social, and economic existing conditions), and therefore of the possible alternative futures.
- The community reached the conclusion that it wanted to grow economically, while at the same time preserving its wonderful physical character and enriching the very quality of life that makes Red Bank so unique.

Prior to the preparation of the chapters of this Plan, the community held a lengthy and intense process to determine a vision for its future. This Vision Plan of 1994 was broad in its statement of principles and detailed in its suggestions for specific actions; it therefore is an integral part of this Master Plan. It was in this "visioning process" that the three fundamental and profound conclusions were reached:

- Economic growth must take place, for several reasons: the business community must grow to increase its share of the tax burden and therefore to reduce the taxes required of the residents; shopping must continue to serve the needs of the residents

as well as the region; jobs must be created for residents of all economic classes. As a parallel to economic growth, it is recognized that the population should begin to grow again, after many years of decline caused by the decline in family size. Part of economic growth is the attraction of new residents that give vitality and stability to the town, and who are from a variety of household types, from families to single people to retired people.

- The wonderful, comfortable, walkable, historic character of Red Bank must be preserved and improved as the new development and growth takes place. This means that the best of the old buildings should remain and that new buildings add to the architectural richness of the town's heritage; it means that the sidewalks should remain walkable, and that the streets are easy to cross in spite of the possibility of added traffic; it means that the landscape of the tree-lined streets, of the parks, and of the river should be both expanded and cared for. The community must remain a pedestrian-friendly place within the business community as well as in the residential neighborhoods, along the river, in the parks and open spaces, and in the access to public transportation.
- The quality of life throughout the community must be maintained: the town must retain its personal intimacy where neighbors and shop-keepers know each other, the neighborhoods must remain safe for everyone - especially children, the location on the beautiful river must be seen and understood throughout the town, the cultural and entertainment life that makes Red Bank much more than a small hometown should continue to thrive and grow, and the public educational system must now begin to better serve the whole community.



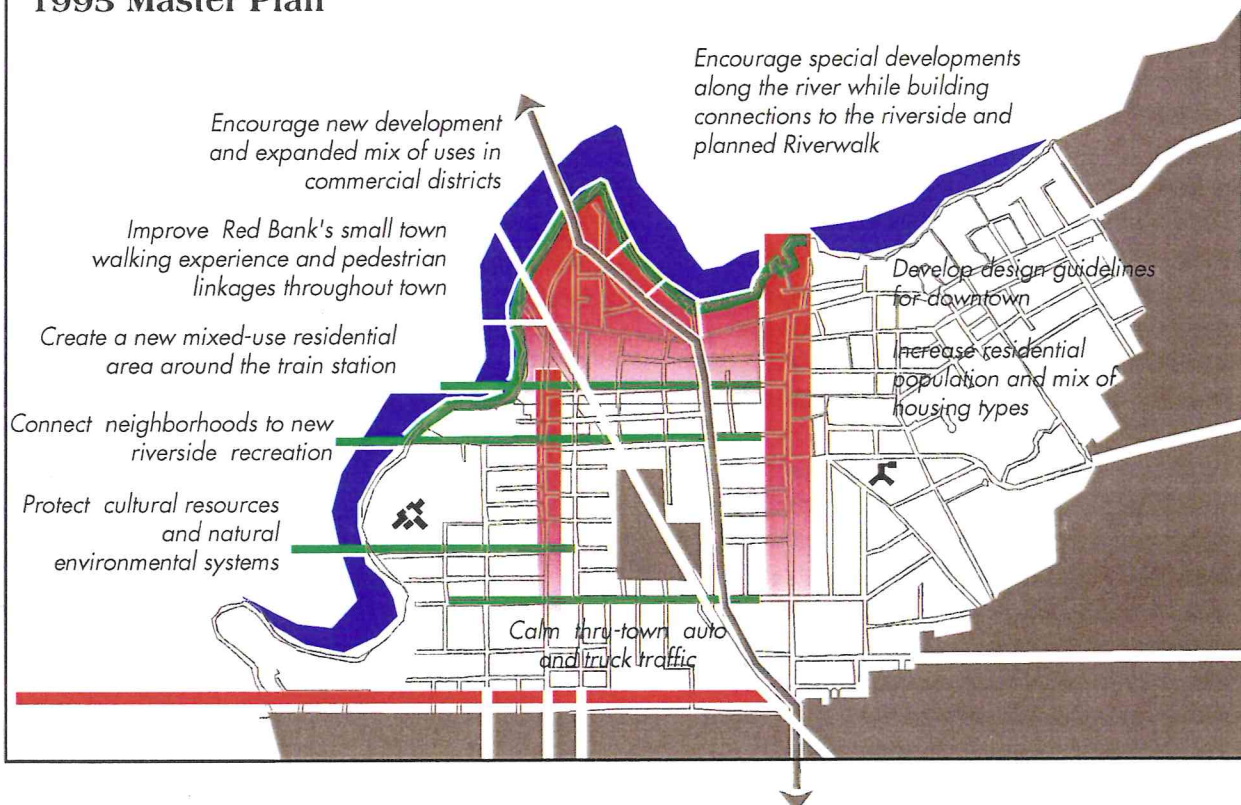
The Master Plan consists of six distinct plan chapters. The photograph and diagram shown here illustrate the location and organization of the town, and summarize the basic objectives of the plan in a composite look at the Master Plan recommendations. The diagram, in particular, highlights the areas where the major actions of the master plan are to be focused.

The six plan chapters are organized by these topic areas: land use, housing, circulation, community facilities, public infrastructure, and conservation. Each can be summarized in this way:

- The **Land Use Plan** gives direction concern-

ing future development of all types, establishes the principles of preservation, and gives guidance for the determination of architectural and landscape character in new developments. It sets the basis for new Planning and Development Regulations, and for Design Guidelines covering certain community areas, and permits the variety of community life that results from a true mix of uses. Residential uses, for instance, will be permitted in almost every district, shopping will be focused in a way that promotes public activity and vitality, the existing neighborhoods will be protected, and new development can include residential, commercial, and hospitality projects that take

Composite Diagram: Objectives of the 1995 Master Plan



advantage of the river's edge while remaining integrated into the fabric of the surrounding community.

- The **Housing Plan** identifies housing needs of all kinds, and recommends possibilities for their location. Some new developments will fall within existing neighborhoods, thus protecting and improving them, while others will be within the mixed-use areas of downtown, "over-the-store", and along the river. The idea of people living and walking throughout the town in this way is fundamental to the conclusions of the Vision Plan.
- The **Circulation Plan** is emphatic in its focus

on the importance of the quality and usefulness of Red Bank's pedestrian and public transportation systems. While the plan recognizes the necessity of smoothly flowing traffic to the business and life of the community, it is clear that the means of human-powered transportation and public transportation are fundamental parts of the very quality of life that Red Bank cherishes. Therefore all recommendations for improvements to intersections and roadways are coupled with the overriding need to make crossing or walking along the streets pleasant and safe. The plan also therefore makes specific recommendations for the establishment of bicycle routes, and has a special

focus on the 1995 Monmouth County study concerning improvements to the train station area. Finally, it also points out the importance of appropriately located developments to assure the ease of walking, biking, or using public transportation systems. If the various major land use areas, developments, and transit connections are located within walking distances of each other, walking will be Red Bank's dominant movement system. When this occurs, and when the streets are made safer to cross and pleasant to walk along, the goal of creating a truly walkable community, that is linked by active and comfortable tree-lined sidewalks that border smoothly flowing streets, will be realized.

- The **Community Facilities Plan** documents the borough facilities dedicated to emergency and safety services, solid waste disposal /recycling, education, and recreation. It describes opportunities for greater utilization of borough facilities that range from improved lighting for playing fields to consolidation of some municipal facilities. It also demonstrates that the nature and capacity of these facilities will support the underlying goals of the larger Master Plan.
- The **Public Infrastructure Plan** assesses the status of water supply, stormwater management, and wastewater treatment in the borough. Of special interest are the ongoing improvements of the water supply system. Red Bank has, over the years, diligently expanded and maintained infrastructure capacities. This will enable the borough to meet the challenges outlined in the Land Use Plan, maintaining its role as a center of commerce, and growing as a community of compact, vital neighborhoods.
- The **Conservation Plan** describes the fea-

tures of the local environment, and identifies current and recommended actions that will protect Red Bank's natural and cultural resources. This is a theme voiced often in the public workshops and that is supported by the Environmental Resources Inventory (recently completed by the Red Bank Environmental Commission). The plan emphasizes the collaborative efforts of adjacent communities, community organizations, and the various state and governmental agencies that must continue to work together in order to ensure that ecological systems are not jeopardized by archaic practices or new development. It is also, in the end, the assurance that Red Bank's cultural history and historic places are preserved and remembered.

LAND USE PLAN

Introduction

The Land Use Plan element of the 1995 Red Bank Master Plan is designed to guide development and redevelopment in the borough, in order to realize the goals and intentions established in the 1994 Red Bank Vision Plan.

The recommendations of the Land Use Plan are also based in large part on the other Elements of the Master Plan: Housing Needs, Circulation and Movement Systems, Community Facilities needs, Public Infrastructure Requirements, and Environmental Constraints.

The Land Use Plan of a Master Plan is the most vital element of the required components of the Master Plan because it is the primary guide for all development, and because the New Jersey State Municipal Land Use Law requires that the zoning ordinance either be substantially consistent with the Land Use Plan or be designed to effectuate such a plan (40:55D-62a). For this reason, the Land Use Plan Map is precise in its location of the various land use categories recommended. Note also that the Land Use Law also requires that a municipality re-examine its Master Plan every five years; this Plan is Red Bank's update of its previous Master Plan.

Goals for This Plan

In order to move forward with development in Red Bank, in order to respond to new conditions in the economic climate, the 1995 Land Use Plan builds on the foundations of the previous plans. Those plans include the previous Master Plan, past Reexamination Reports, the 1992 State Development and Redevelopment Plan, and the 1994 Vision Plan.

The borough adopted its previous Master Plan in 1985, and Reexamination Reports in 1988 and 1994. The 1988 Reexamination Report identified changes in the economic and regulatory environments that continue to influence Red Bank and the region. It also delineated ongoing infrastructure improvements to maintain and expand services throughout the Borough. The 1994 reexamination Report reviewed the objectives and assumptions that informed land use policy at the time of the 1985 Master Plan and the 1988 Reexamination Report, in the light of subsequent changes in land use, and various changes in Municipal, County, and State land use policies. The Borough also approved the Vision Plan in 1994, which established the fundamental objectives of this Master Plan. Many of the goals of these previous plans that continue to be relevant; those goals, and the goals of the 1995 Red Bank Master Plan that build on them, are:

1985 Red Bank Master Plan

- Maintain substantially all the existing residential districts.
- Emphasize the importance of maintaining, stabilizing and expanding the residential base of the western portion of the borough.
- Locate a new residential zone on the western border of the borough.
- Encourage preservation of the Broad Street Historic Area with design controls.

New Jersey 1992 State Development Plan (also known as "Communities of Place")

- Promote retention of existing businesses and development of new businesses.

- Encourage a range of housing in proximity to employment centers, to achieve a balance between housing and job opportunities and to ease commuter travel.
- Develop in higher density mixed-use centers ("communities of place") that accommodate the varied housing types, employments, retail and support services, the use of alternative modes of transportation, the use of shared parking and other site improvements, and so on. Note that this proposal holds for existing centers and communities, as well as for new developments.
- Support the residential adaptive reuse of obsolete facilities by revising regulations that might prevent and discourage adaptive reuse.
- Maintain and improve access to coastal and waterfront areas of recreational, aesthetic, cultural or ecological value provided that such access does not degrade the function and value of the natural resources.

1994 Red Bank Vision Plan

- The extraordinary visual character of the buildings and open spaces of Red Bank must be preserved, even when new and larger development takes place.
- The commercial vitality of the downtown area must be maintained and improved, so that it pays a greater share of municipal taxes and enables the Borough to accomplish the detailed proposals necessary to realize the Vision.
- In building on these objectives, the Vision Plan calls for a single, mixed-use downtown that includes a great variety of development areas, and that must be controlled by both

development regulations and design guidelines. Included in the guidelines should be recommendations for the character and type of development in downtown, along the riverfront, and in a new mixed-use neighborhood that is east of downtown. This Plan also indicates that, on the whole, the existing residential neighborhood patterns should remain as they are now, except that the western river edge (the "sunset side" of town) should permit more public access.

The 1995 Red Bank Master Plan

The overall Master Plan that has resulted from building on these precedents, and from listening to the voices of the community, is quite simple and yet will have profound impacts on the life of Red Bank for a long time to come. It consists of four fundamental proposals that encompass the entire borough:

- As part of the larger goal of expanding the commercial tax base, the Downtown should grow and thrive. Development should be encouraged, historic structures and areas should be protected, and a true mix of uses that includes a variety of residences should occur. Therefore a large single downtown area is to be created that is focused on Broad St. and that is directed by both the zoning regulations and a set of design and planning guidelines. It should also be recognized that Red Bank is an important urban center for the region, and that a substantial amount of property within the borough, especially in the commercial areas, is occupied by tax exempt entities such as schools, churches and other service providers. These institutions serve not just the town, but the region as well. The borough will seek to establish an appropriate balance of commercial, residential, and (non-taxable) institutional land uses.

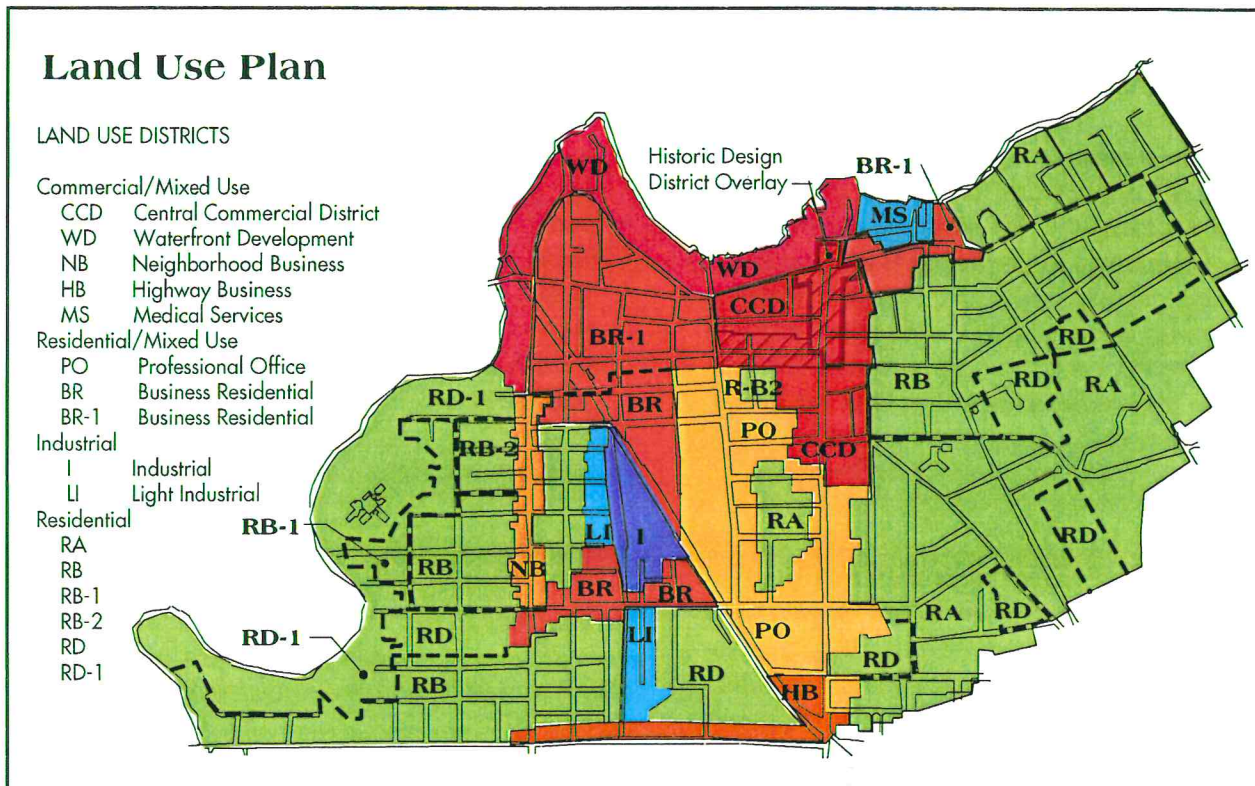
- The riverfront is a special resource that is uniquely attractive to private development, but it must also be accessible and useful to the community. Therefore special zoning districts will be created that identifies the land uses that are appropriate to the river edge locations, adjacent to the western river edge and to downtown. The regulations and accompanying guidelines will give direction to the need for a more open development pattern that maintains views and access to the river from the nearby streets - while at the same time permitting developments that are similar in density to those in either in downtown or the adjacent western neighborhoods.
- Residential developments should be encouraged in a variety of ways, to further the objective of an increased population. These developments begin with the basic recommendation to permit some type of residential development to occur in virtually every area of town, including downtown and the industrial areas, where many changes can be expected to take place in the future. It also includes the recommendation to create a new mixed-use residential area west of downtown, in the vicinity of the Galleria and the train station. This new zoning district should permit a higher density of residential development than in most sections of town, but should also be similar to the surrounding neighborhoods.
- The fabric of the rest of the town - the neighborhoods - must be protected to improve and thrive. This objective must therefore include these actions: the preservation of the existing zoning categories for the various neighborhoods; the preservation of the buildings and uses in the Professional Office area, including the addition of permitted residential uses in that area; the encouragement of a mixed-use area along Shrewsbury Ave. that can include residential developments, but must especially include small "mom and pop" type stores that serve the surrounding neighborhoods; and the possibility of a residential pattern along the western river's edge which includes improved public access to the river itself.
- Finally, the character of the buildings and streets must be preserved and protected by a careful crafting of the zoning regulations, to assure that the size, location, and appearance of each building contributes to the feeling that gives Red Bank its special quality of life.

Detailed Plan Description

The specific land uses of this Land Use Plan are described below, and are illustrated on the accompanying map. In recommending the various Land Use zoning Categories for the Planning and Development Regulations, regarding the locations and characteristics of uses, it is also essential to note that many of the design characteristics (set backs, lot areas, etc.) of the Regulations must be adapted to fulfill the principles of this Plan, also.

As stated in the Goals for this Master Plan, the zoning Categories and use locations for the downtown area will give more flexibility to developers and to the Borough, while at the same time will support the clear goals of the 1994 Vision Plan. The various residential use areas have required few changes from their existing Regulations. It is for these areas in particular that the design criteria of the Regulations must be studied. Because the Vision Plan calls for all development to be compatible with the existing character of Red Bank, Design Guidelines for key areas of town are also recommended to cover such issues as colors, facade and roof character, entrances, store fronts, signs, landscaping, building lighting, and so on. These

1995 Master Plan: Red Bank, New Jersey



Guidelines will give clear direction to developers, provide flexibility to the borough, limit the need for variances that zoning can often require, and be the best tool the community has to preserve its character while also encouraging development. The zoning Categories recommended for inclusion in a new set of Regulations, and the accompanying Guidelines, are therefore as follows:

1. Commercial/Mixed Use Land Use Areas:

Category CCD (Central Commercial District):

The CCD area extends from the east side of Broad St. to the west side of Maple Ave., from Monmouth St. to Front St. It is the historic center of town, with the largest collection of retail space, and with the Historic District area at its heart. In order to realize the many

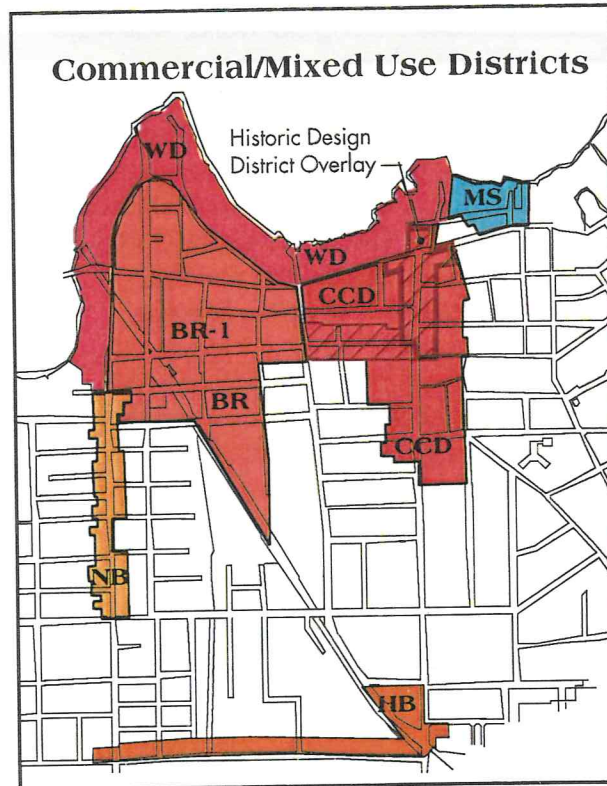
goals listed above, this zoning Category will be a true mixed-use area. It will also accommodate a density of development that makes the commercial area thrive and adds to the tax revenues of the municipality.

In order to accomplish these specific objectives, a wide variety of uses will be permitted throughout the entire District (for instance, retail of various types, offices, hotels, restaurants, entertainment, and a limited amount of residential). All types of retail uses will be permitted, except a few that are inconsistent with this location at the heart of town (e.g., gun sales, large supermarkets, drive-in fast food sales, tattoo parlors, etc.). The residential types that will generally be permitted are the multi-family conversions of existing buildings (except at those ground floors where retail is required), and the specific use of

"over-the-store" spaces for new types of living. Because the character of this heart of the community is an important part of the whole nature of Red Bank, the Regulations will include specific and measurable criteria concerning the nature of both new and renovated buildings. Those criteria include:

- The desired location of store fronts on various streets, in order to maintain retail continuity.
- The locations of building facades at certain street lines, again, in order to maintain retail continuity.
- Recommended maximum building heights, which must be compatible with the character and heights of the existing buildings in the district. In general, this maximum height will probably be about five stories.
- The acceptable locations of parking lots and parking garages (for instance, not at the sidewalks of certain streets, behind the buildings, etc.)
- The number of parking spaces required for any development, and the methods for providing them - including shared locations off-site, participation in a district-wide parking program, and so on.

In addition to these specific regulations, Design Guidelines will be prepared which cover the whole district, and which the Planning Board will use as a set of policies to assist in their reviews of specific projects. These Guidelines will also complement the Historic District Regulations, which are more specific and which therefore will have precedence over the Guidelines in the designated historic area. Because of the ease of using them, and because they can address the subjective design issues that the Regulations



cannot, the Guidelines are a fundamental part of meeting the two objectives of encouraging development and of preserving the town's great architectural character.

The Design Guidelines will define the criteria for the following building and landscape design characteristics, for private developments as well as public improvements:

- Building facade design criteria (i.e., facade materials; colors; window types; store front designs; roof and cornice design character; front and back entrance locations; etc.). Note that these criteria will apply to all buildings, including offices, hotels, stores, and parking garages.
- Parking lot landscape design criteria (i.e., number, spacing, size, and species of trees;

landscape buffers along sidewalks; walkways from parking to shopping streets; etc.)

- Open space landscape design criteria, for such places as gardens, sitting areas, and plazas that might accompany new buildings (i.e., the number, size, and species of trees; the use of ground covers and shrubbery; location and number of public benches; fences; and so on)

Finally, as part of the borough's concern for its design character, the Historic District criteria will now apply also to portions of Monmouth Street, and to an additional block of Broad St.

Category WD (Waterfront Development District): Because of the unique characteristics of developing along the river's edge, where all sides of a building must appear as the "front" and where the public desires view and access to the river, very special zoning conditions must apply. These conditions must give guidance to both the land uses and the physical pattern of development.

A mix of uses will be permitted, but a special emphasis will be on multifamily residential and hotel/bed-and-breakfast uses. Offices will be permitted, as in the CCD district, but retail uses will be limited to restaurants and certain types of entertainment. In general, no personal services or other retail uses will be permitted, since they are the primary activities of downtown and the neighborhood mixed-use areas.

The proposals to build a public walk ("Riverwalk") along the river's edge, the general lack of public access to the river now, and the pure emotional and symbolic impact of the beautiful views of the river expanse all call for a special way of developing here.

Therefore the zoning regulations, and a set of Design Guidelines that are tailored specifically to this area, will do the following:

- Set height limits that are compatible with the adjacent areas of downtown and the mixed-use neighborhoods.
- Establish front and side yard set backs that maintain the views.
- Give guidance to establishing the locations of pedestrian access to Riverwalk.
- Set criteria for the location and design of truck docks, parking garages, and auto entrances.
- Establish standards for the design of the private landscapes and buildings that adjoin Riverwalk. Note that it was pointed out many times in the Vision process that the river is also a gateway into Red Bank; therefore the views from the river, as well as to it, are important to the whole community.

Parking is a very important specific part of the criteria for this district, since it is necessary that all sides of a building appear as attractive fronts. Parking garages (which are specifically permitted), as a result, should not face either the nearby streets or the river, so special regulations and the Design Guidelines will identify limitations on their locations and criteria for their appearance.

Category MS (Medical Services): The intention for this area is to permit flexibility for development at the hospital, without being in conflict with the surrounding zoning districts, or with the public open spaces along the nearby river. Therefore, as a balance between encouraging this use to continue providing jobs and services to the community,

with the need to protect the vitality and character of adjacent downtown, the zone for development and growth is limited to the area.

Category NB (Neighborhood Business): This district is intended to serve the neighborhoods around it, in contrast to the CCD district which serves the whole town and the region. Therefore there will be limitations on the nature of retail uses and on the residential developments that will be permitted, to assure that they support this basic intention.

While all the retail types permitted in the CCD district will also be permitted here, there will be limitations on the size of individual retail space. As stated in the Summary of the 1995 Plan, the purpose is to encourage small neighborhood-related shops, of the kind often referred to as "mom-and-pop stores".

Residential uses will be permitted as part of the borough-wide intention to encourage an increase in the population and to have a mix of uses throughout. This use must not interrupt the desired continuity of retail at the center of the district, however. Therefore "over the shop" residential will be permitted throughout, but the permitted higher density types of attached single family, garden apartments, and townhouses should be located outside this retail core, or else they should contain ground floor retail space within them.

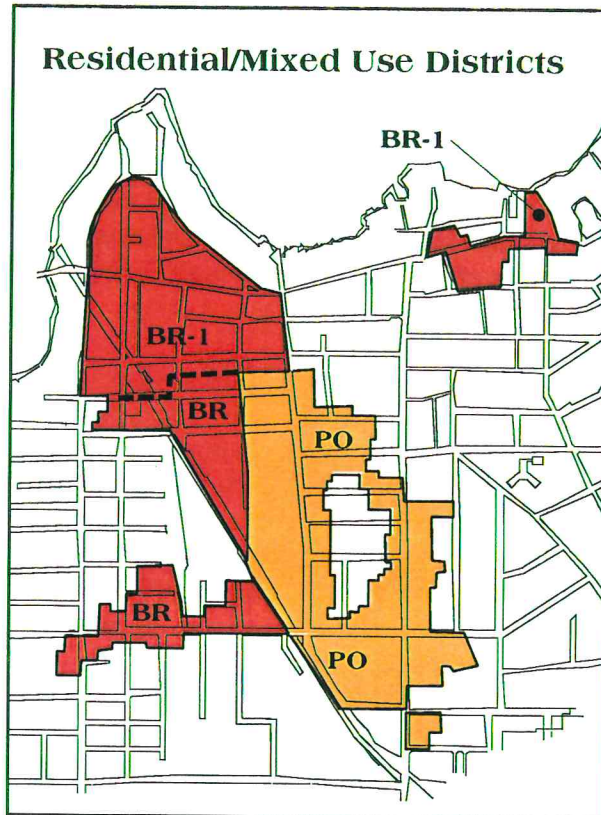
Parking must not interrupt the continuity of the shopping experience, and so the necessary parking lots must not be located along the sidewalk at the heart of this retail area. Note that shared, off-site, parking will be permitted in this district in order to meet these design objectives, but that it may not be provided in multi-story parking garages.

Category HB (Highway Business): This category permits a wide variety of roadside uses, ranging from offices to retail, and includes automobile sales and repair, and service stations. Its purpose is to accommodate the needs of highway-oriented businesses, including the larger stores known as "big-box retail", along Newman Springs Road.

Category BR (Business/Residential Mixed Use): This category will permit the widest range of uses of any single category in the Planning and Development Regulations, including single and multi-family residential, offices, retail, personal service, etc. The name indicates its application in this Plan, which is as a support for the various commercial and business uses that can exist within certain neighborhoods.

The permitted retail and personal service uses will be virtually identical to those in the CCD and BR-1 (which is described below) districts, with the specific exception of the sale of antiques, which are to remain focused only in the areas near the Galleria and Broad St. The uses that are specifically prohibited in those other districts are prohibited here, in order to assure their compatibility with the primary residential uses of this district.

Because this is a neighborhood district, the patterns of new buildings and the nature of renovations must be compatible with the scale and character of those neighborhoods. Therefore the Regulations will include criteria concerning set-backs, building footprints, building heights, etc. that are consistent with existing patterns. The two important differences between the BR district and the BR-1 district will probably be those of height and front yard setbacks. Buildings in this district should be compatible with residential neighborhood character, and therefore should probably be no taller than three



stories, which is lower than in BR-1. In addition, retail in the BR district should be designed to be compatible with the houses, and so stores located at the sidewalk will be neither encouraged nor required.

Finally, although the specific parking requirements are the same for other districts, shared off-site parking will not be permitted, in order to keep the size and scale of parking areas compatible with the character of the residential neighborhoods. It is important to note that, unlike the downtown and river districts (CCD and WD), no parking garages will be permitted.

Category BR-1 (Business/Residential Mixed Use, adjacent to Downtown): This district sits in the special place between downtown (CCD), the river (WD), and the mixed-use neighborhoods (BR). Because it is intended to be a new residen-

tial neighborhood in the borough, however, it is considered more as an extension of the adjoining BR residential and mixed-use areas. As a result, the specific differences between this district and BR are small, but they are fundamental in permitting the types of developments needed to meet the two objectives of increasing the population and of preserving and creating Red Bank's special character.

All of the uses are the same as the BR district, with the exception of two: no new single-family dwellings will be permitted, since the purpose here is to encourage a somewhat higher density of development than in the other neighborhoods; and, antique sales are specifically permitted here, as part of the goal to make Red Bank a regional antiques center.

The differences between this district and the BR district regarding design and site planning are more significant than those use distinctions, however; the special conditions that will make this area fulfill the Plan's objectives are:

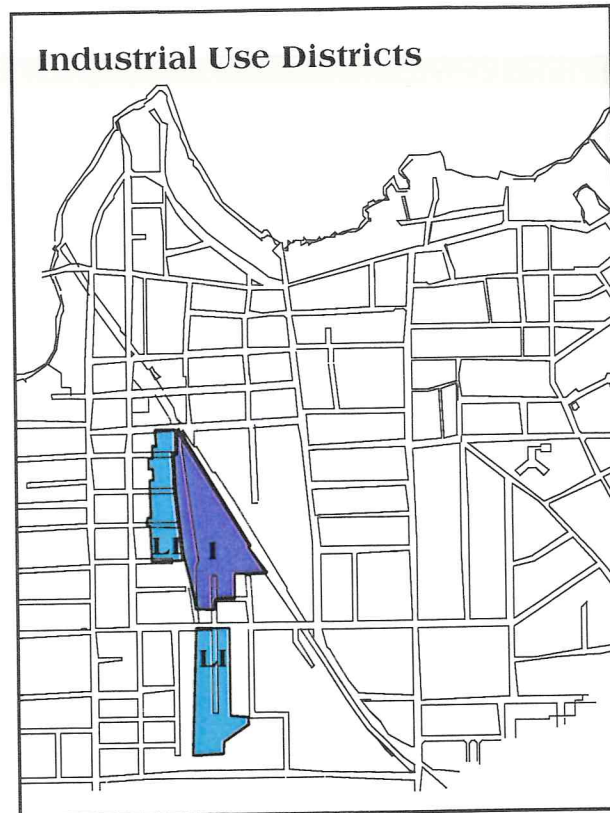
- In order to encourage the level of residential development that is desired, to take advantage of river views across the adjacent WD district, and to be compatible with the scale and density of the adjacent CCD and WD districts, buildings could be as tall as five stories (in contrast to the possible three stories in BR).
- When street level retail is developed, in general it must be located directly at the sidewalk. This detail is essential to encourage the vitality that now exists, for example, at the Galleria and the train station and antiques areas.
- Parking will be permitted to be provided in shared, off-site areas, in order to maintain the character and continuity of the pedestrian

experience, especially in those areas that include retail. Site planning criteria will be necessary to guide the specific design and location of parking lots (note that no parking garages will be permitted), in order to assure that the desired character is accomplished.

Category PO (Professional Office): This category is intended to preserve the large older homes within the Broad Street and Maple Avenue area by permitting their re-use as offices. Re-use of these period homes is a fundamental part of the borough's overall efforts to preserve the character of the whole town, and to specifically preserve these structures which are from an important era in Red Bank's history. In addition, as part of the larger effort to encourage residential growth, and as a further means of protecting this great architectural heritage, residential uses will also be permitted. In keeping with the nature of the old houses, they may be either single-family dwellings or apartments within buildings that are used primarily as professional offices.

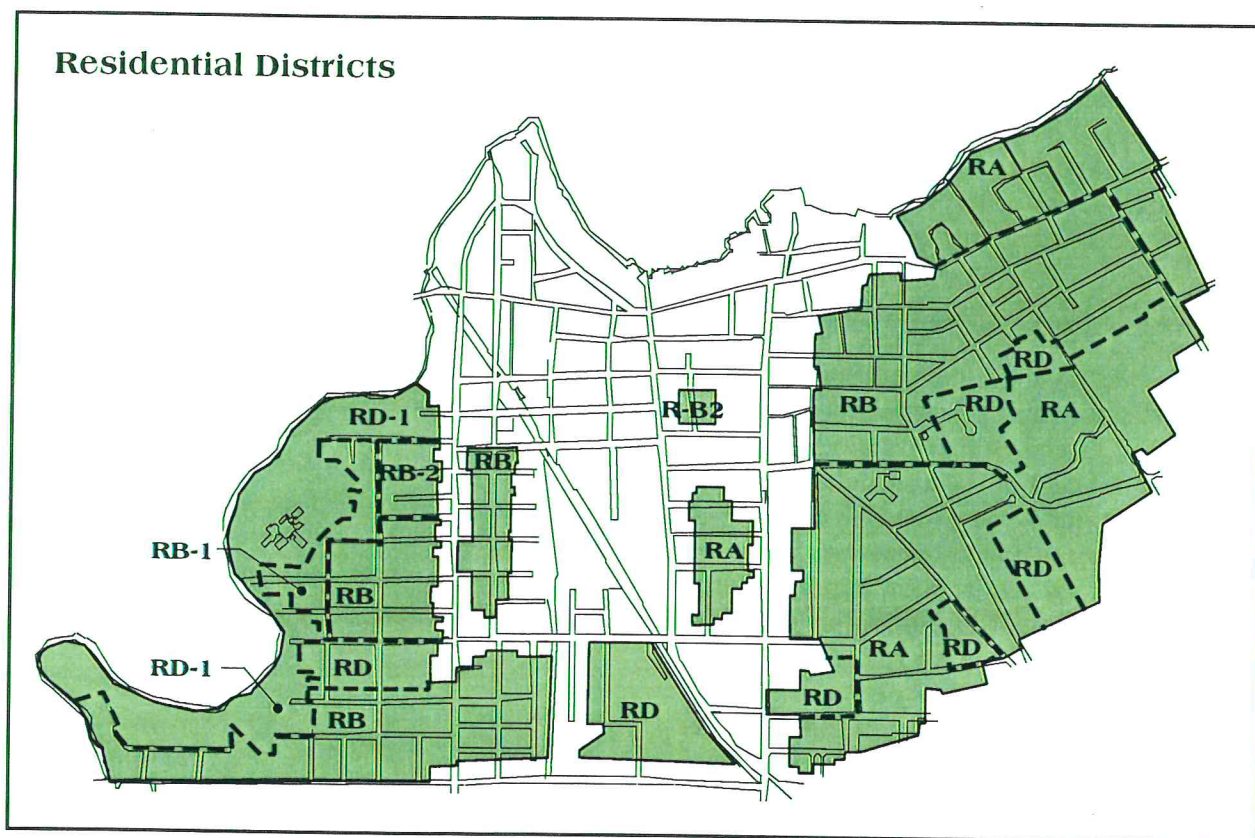
2. Industrial Land Use Areas:

Category I (Industrial): Category I permits the heavier industrial uses (e.g. - food storage, dry cleaning plant, warehousing, large manufacturing, etc.) that are not permitted in LI; it also does not permit office uses. It is located approximately at the geographic center of the borough, and is surrounded by zoning districts that permit residential uses. In keeping with the goal of the 1994 Vision Plan to encourage growth of the residential population, residential uses will be permitted here, to give the flexibility to property owners and the borough to oversee possible changes at the very heart of the community. (Note that in the Vision process, this area was occasionally referred to as the "hole in the doughnut" of



the town's uses.) The residential uses permitted here will be the same types and densities as in the BR district, which adjoins it.

Category LI (Light Industrial): The two areas of the LI district, which are located behind the houses west of Bridge Ave. and along Central Ave., permit light industrial uses such as research laboratories, printing, light fabrication, and warehouses. The district also permits offices of all kinds. Like Category I, these district areas are essentially surrounded by residential and other non-industrial uses, so it, too will permit residential developments to take place in the future. Also like Category I, the residential uses will be the same as in the adjacent BR areas.



2. Residential Land Use Areas:
Residential uses are the dominant land uses in Red Bank. The various neighborhoods are varied and stable, and the different zoning categories reflect that variety. As pointed out above, some of the design and planning criteria, which deal with building sizes, lot sizes, set backs, and so on, must be evaluated to assure their consistency with the goal of encouraging both new and re-use development, while maintaining the overall character of the town.

Category RA (Residential): This category is limited to single-family detached residences, with a minimum lot size of 7,500 s.f.

Category RB (Residential): The locations and uses of the various existing R-B districts include single family dwellings on lots with a

minimum area of 3,500 s.f., and so is appropriate to existing neighborhood patterns.

Category RB-1 (Residential): This district, which is the area between the R-D1 district along the river and Leighton and Tilton Aves., permits single family attached dwellings as well as smaller-lot single family detached houses. These criteria are compatible with the nature of the existing neighborhood, which is also walkable to the Shrewsbury Ave. shops and the elementary school.

Category RB-2 (Residential): The R-B2 districts permit two-family detached residences as well as single-family attached and detached houses on smaller lot sizes. Note the distinction between "single family attached" dwellings, which are two houses side-by-side with a common party wall (permitted in R-B1),

and "two-family detached" dwellings, which are two residences (or, apartments) on two floors in the same building (permitted in R-B2). These slightly higher density areas are located immediately adjacent to the shopping on Broad St. and Shrewsbury Ave.

Category RD (Residential): The R-D districts permit garden apartments and townhouses, as well as the other various types of single family dwellings permitted in R-B2.

Category RD1- (Residential): This district, which is located along the western bank of the Navesink River, from Locust Ave. all the way around the bend in the river to Chapin Ave., is intended to open up the "sunset side" of town to the river by providing a variety of publicly-accessible open spaces that serve the community. All of the densities and uses of R-D are permitted with the additional requirement that, if garden apartments or townhouses are developed, a certain portion of the property must include a dedicated open space easement. Such green spaces can include active playgrounds for younger or older children, quiet parks for sitting, or river-edge walkways or docks.

HOUSING PLAN

Introduction

The Housing Element, in accordance with municipal Land Use Law and N.J.A.C. 5:91-93 (New Jersey Council of Affordable Housing) is designed to increase access to affordable housing, and to meet present and prospective housing needs, with particular attention to low and moderate income housing.

The Housing Element contains the following elements:

- Inventory of the Red Bank housing stock — age, condition, value, purchase or rental value and occupancy characteristics.
- Analysis of Borough demographic characteristics, including household size, income level and age.
- Analysis of the existing and probable future employment characteristics.
- Determination of the present and prospective fair share for low and moderate income housing
- Projection of future housing stock. (including the probable future construction of low and moderate income housing)
- Discussion of lands and structures most appropriate for low and moderate income housing.
- Map to show appropriate areas of future residential redevelopment and development.

Summary

The Borough of Red Bank is located in the Northeastern Monmouth County on the Navesink River. To the north and west it is bounded by the river and to the east by the Borough of Fair Haven, to the South it is adjoined by the Boroughs of Little Silver, Shrewsbury and Tinton Falls. Red Bank's 1.7 square miles is the home 10,636 residents. This translates to an average density of 6,256 people per square mile. The Borough is bisected by the New Jersey Transit Shore Line (formerly the New York and Long Branch Rail Road), and a commuter rail station is located at the corner of Monmouth Street and Bridge Avenue.

Red Bank's population declined 11.5% between 1980 (when the census figure was 12,031) and 1990 (when it was 10,636). The population decline is primarily a reflection of the national trend towards smaller household size rather than out-migration of resident households.

Red Bank's strength as an employment center has remained stable, though the general shift towards service industries has affected the nature of the jobs that are available. Red Bank serves as a regional shopping and service area for Monmouth County and the region, focused on a relatively large and dynamic business district.

The present housing stock is predominantly single-family detached houses. Approximately 40% of all housing units in Red Bank were constructed before 1940. Recently the Borough has been successful in attracting new residential development and redevelopment; proposals for approximately 170 housing units have been approved and will begin construction this year. Of these new housing units 62 units will be housing for senior

citizens created by the adaptive re-use of River Street School.

The Borough has a long history of addressing community housing needs and is currently pursuing an aggressive program to create new market rate, low, and moderate income housing. There are six areas of town which are projected to have additional development, which are discussed in more detail below:

- Downtown, along the River
- West Side, along the River
- Near the Train Station
- "Over the Store"
- "Over the Office"
- Rehabilitation and Infill

A number of projects have recently received preliminary approvals:

- Adaptive re-use of the River Street School: 62 d.u.; housing for low-income elderly.
- West Locust St.: 40 d.u.; substantial rehab for low-income families.
- Western Riverside Avenue, near the Molly Pitcher Hotel: 70 d.u.; mid-rise apartments; market rate.

According to COAH guidelines, the Borough of Red Bank is located in the East Central region which consists of Monmouth, Ocean, and Mercer counties. The Borough has a total calculated need of 482 units; of these, 56 are to be the housing rehabilitation component, and 426 are to be new construction. COAH has recognized that Red Bank has limited opportunities to provide additional low and moderate income housing by adjusting the new construction component of the municipal Calculated Need. The Borough will fulfill its indigenous need obligation of 56 units by

promoting development and redevelopment in two areas:

1. At the western end of Locust Avenue—38 Units Fair Share Plan Allocation
2. Adaptive re-use of the former River Street School—18 Units Fair Share Plan Allocation

Inventory of housing stock

The present housing stock is predominantly single-family detached houses (36%). Approximately 40% of all housing units in Red Bank were constructed before 1940.

The median value of Red Bank's owner occupied housing in 1990 was \$155,400 which is 86% of the County's. Owner-occupied housing accounted for 47.5% of occupied units in Red Bank, 72.6% in the county and 64% in the state. The share of renters whose payments represent more than 35% of household income is in line with that of the County as a whole.

Existing housing stock

Red Bank has implemented several initiatives that encourage maintenance and support rehabilitation of the Borough's older homes. These initiatives include, for example, Zoning revisions that allow expanded uses in some areas and have contributed to the restoration of residential-type structures along Shrewsbury Avenue and Maple Avenue, a Regional Contribution agreement will fund the rehabilitation of 38 units located in the Locust Landing project and 11 units in the River Street School Project; and a Property Maintenance Code Enforcement Program. Infill development stabilizes value in the existing residential neighborhoods. The

Scattered Site Housing Program, in partnership with a non-profit developer, will construct new houses on several Borough-owned properties.

Housing Characteristics

	Red Bank	Monmouth Co.
Median Value		
Owner	\$155,400	\$180,000
Rental	\$581 per mo.	\$567 per mo.
Low income households		
Rent = 35% of income	33.6%	31.6%
Age of housing stock		
Units built before 1940	39.9%	20.2%
Units built after 1980	5.1%	19.4%

Number of units in existing and proposed housing

In 1990 there were 4,683 occupied housing units in the Borough, of these 2,224 were owner-occupied and 2,459 were rented. The age of the housing stock makes clear that Red Bank has seen little of the residential development expansion experienced by Monmouth County in the past decade. More recently however, the Borough has been successful in attracting quality developments; proposals for approximately 170 housing units have been approved and will begin construction this year. Of these new housing units 30% will be housing for senior citizens created by the adaptive re-use of the vacant River Street School, 30% will be market rate single family housing and 40% will be in a new-mid rise condominium building. A discussion of housing projections for the longer-term planning horizon follows below.

Units in Structure—Existing

No. of Units	%	Total
1, detached	36.2%	1,849
1, attached	7.0%	359

2	11.1%	567
3 or 4	12.4%	633
5 to 9	5.2%	267
10 to 19	7.0%	358
20 to 49	7.0%	357
50 or more	12.1%	619
Mobile home or trailer	0.0%	0
Other	2.0%	103
Total	100.0%	5,112

In addition to the houses, apartments and condominiums already approved for construction, other projects have preliminary approvals including a 60 unit apartment building, (for seniors) which will occupy the site of the old Red Bank Lumber building. ¹

Types of Households (1990)

<u>One Person:</u>		
Male Householder	664	
Female Householder	1222	
One Person (total)		1886
<u>Two or more persons:</u>		
Married Couple Family	1719	
Other Family		
Male Householder	149	
Female Householder	571	
Two or more persons (total)		2439
<u>Non-Related Household:</u>		
Male Householder	212	
Female Householder	121	
Non-Related Household (total)		333
TOTAL HOUSEHOLDS		4658

Units affordable to low and moderate income households

The standard measure of affordable housing, for all income categories, is that mortgage or rent will represent no more than 30% of household income. Applying this measure, (working from 1990 census data), indicates that only about 1 1/2 % of the Borough's owner-occupied housing units, would be

affordable to a low-income household with an income at 50% of the Red Bank median income of \$36, 879. Using the same measure, about 6% would be affordable to moderate income households with an income of 80% of the median. By this standard measure, the highest rent affordable to a low-income household is about \$460 a month. In 1990, 26% of the 2, 391 units for rent in the Borough were less than \$450 a month, and 69% of all units for rent in Red Bank were less than \$700 a month, within the upper range of affordability for moderate income households.

Substandard housing capable of being rehabilitated

Substandard housing refers to a housing unit with health and safety code violations that require the repair or replacement of a major system. A major system includes a roof, plumbing (including wells), heating, electricity, sanitary plumbing (including septic systems) and/or load bearing structural systems.

Indicators of deficient housing that point to code violations are: 1) Persons per room (can indicate overcrowding), 2) Inadequate plumbing facilities, 3) Inadequate kitchen facilities, 4) Inadequate heating facilities, 5) Inadequate sewer services, and 6) Inadequate water supply. The absence of a telephone is also considered a statistical indicator.

The methodology employed by the New Jersey Council on Affordable Housing (COAH) establishes the probable number of "deteriorated units" in the Red Bank at 98. This figure is adjusted to distribute the regional responsibility for rehabilitation of substandard housing to all of the communities of the region. Once this is taken into

consideration, the responsibility of the Borough is set at 56 units, as reflected in the Council On Affordable Housing Municipal Number Summary-1993 1999 Low and Moderate Income Housing Need Estimates By County, October 11, 1993.

Red Bank Housing Authority

The Housing Authority currently manages the residences of 110 qualifying lower income households at two locations, Montgomery Terrace on Tilton Avenue and Evergreen Terrace on Leighton Avenue. Montgomery Terrace (40 units, mostly families with children) is fully occupied and for a number of years has had a 2 year waiting list. Evergreen Terrace (50 units, mostly seniors) is also fully occupied and has a standing waiting list of over three years.

The Housing Authority also administers Section 8 housing for qualified seniors, disabled and families. Currently 236 households reside in apartments and houses managed by landlords that receive a portion of each rent payment from the Section 8 program. Market rate rentals are in short supply for apartment seekers. Because of this demand, and a fairly low mandated cap on fair market rent set by HUD (for example \$698, including utilities, for a 1 bedroom), few landlords in Red Bank are inclined to rent to Section 8 participants. As a result, permission was sought and granted to include units outside the 1 3/4 square mile area of the Borough. Today approximately 70% of the Section 8 units administered by the Housing Authority are located elsewhere around the county.

HUD funding at current levels will enable the Housing Authority to place a maximum of 261 households. The portion of the total rent

that is the responsibility of the tenant is set at 30% of the household income. The actual payment is adjusted for utilities and other special expenses such as daycare and the number of minor children.

Demographic characteristics

Red Bank's population declined 11.5% between 1980 (when the census figure was 12,031) and 1990 (when it was 10,636). The population decline is primarily a reflection of the national trend towards smaller household size rather than out-migration of resident households. The average household size declined from 2.58 people per household in 1970 to 2.19 in 1990.

A maturing population

Red Bank's population is aging. In general, older people find that urban places are more hospitable to their needs for shopping, visiting, health care, and public transportation. Almost one-third (32.5%) of Red Bank households include at least one person over the age of 65². The corresponding figure for the State is 26.4% and is 24.5% for the County. Twenty percent (20%) of the Borough population is 65 or older, compared to 13.6% for the state and 12.7% for the county.³

Older Red Bank Residents (1990)

Households w/ one or more persons 65 yrs or older	1512
One Person	887
Two or more Persons	625
% Of Households With At Least One Person 65 Or Over	32.5%

Household income

In the last decade, Red Bank has slipped in

per capita income from 28th in the County to 34th and in median household income from 41st to 43rd. The extent of poverty and unemployment in the Borough is greater than in the County and, as is true for many urban places, there is also greater diversity in incomes and occupational distribution in Red Bank than in the County.

Per Capita Income

	Red Bank	Monmouth Co. Share	Rank
1969	\$7295	\$7054	103% NA
1979	\$14786	\$15132	98% 28
1989	\$14079	\$20565	93% 34

There is considerable disparity in household income, with the median household income for blacks amounting to less than half of that of white households. Hispanic median household income is 66% of that for all households and for blacks the comparable ratio is 56%. The rate of poverty among households is substantially higher for blacks than for whites and Red Bank's overall rate is much higher than Monmouth County's.

Existing and probable future employment characteristics

Because it is a regional center, Red Bank leads the County in service businesses and is second in retail sales (behind Middletown, largest in population). Statewide, Red Bank ranks 51st in retail sales. There is limited industrial development: manufacturing accounted for 556 jobs or 10% of the 5,363 persons employed in Red Bank, this is down from 15.6% in 1980. On the other hand, 3084 persons, or 58%, were employed in the retail, service, and professional categories (up from 44% in 1980). Red Bank ranks 16th in service receipts, up from 34th in 1982. With

less than 2% of Monmouth County's population Red Bank accounts for 6% of total sales and 18% of service firm receipts. However, two different trends are at work. Red Bank's position as a retail center continues to decline slowly, while the service sector has grown at a brisk rate.

A growing service sector

In five years, the Borough added 118 service businesses and 2,858 jobs. Leading the gains in the service sector is the category composed of engineering, accounting, research, management and architecture. In the most recent five-year Census report, Red Bank added 38 firms and 1,388 jobs in this grouping. Legal, business services, and health (non-hospital) were the other major gainers.

Employment by Industry

Industry	Number of Jobs
Services	2,195
Retail	889
Finance, Insurance, Real Estate	575
Manufacturing	556
Construction	289
Public Admin.	267
Transportation	233
Communication	180
Agriculture and Mining	108
Wholesale Trade	81

Red Bank also has a significant and growing base of businesses in the service category of "Amusements, Recreation Services, Including Motion Pictures and Museums". The number of these firms increased from 9 to 15 in the five-year period ending 1987, producing almost 100 jobs and receipts of \$2,139,000.

Reflecting the decentralization trend of businesses statewide, between 1982 and 1987 Red Bank's share of service establishments declined slightly compared with Monmouth County. On the other hand, the Red Bank firms were large and growing in terms of receipts and employment. The resident employment concentration in services industries reflects both a general trend in the State and County and Red Bank's own strength in these businesses during the growth period of the past decade.

Unemployment

	Red Bank	Monmouth Co.
1979	9.1%	6.0%
1989	6.3%	3.4%

In 1990, the unemployment rate among residents of Red Bank was 8.9%; compared with 7.6% for Monmouth County.

Present and prospective fair share for low and moderate income housing

Red Bank is small, compact, relatively urban community. The land within its boundaries can be said to be "fully developed" there are no parcels of land which are two or more acres in size and which are available pursuant to the adjustment calculations as set forth in N.J.A.C. 5:93-4.2.

According to COAH guidelines, the Borough of Red Bank is located in the East Central region which consists of Monmouth, Ocean, and Mercer counties. The borough has a total pre-credited need of 482 units, of these, 56 are to be the housing rehabilitation component, and 426 are to be new construction.

Rehabilitation of the existing housing stock

and adaptive re-use of older buildings to residential uses will play an important role in the creation of housing opportunities in Red Bank. In the past two years several Borough-owned properties have been rehabilitated and sold through a Scattered Site Housing Program in partnership with a non-profit developer.

In addition, about 3 housing units a year are rehabilitated with financial assistance from the Monmouth County Housing Improvement Program.

Fair Share Plan

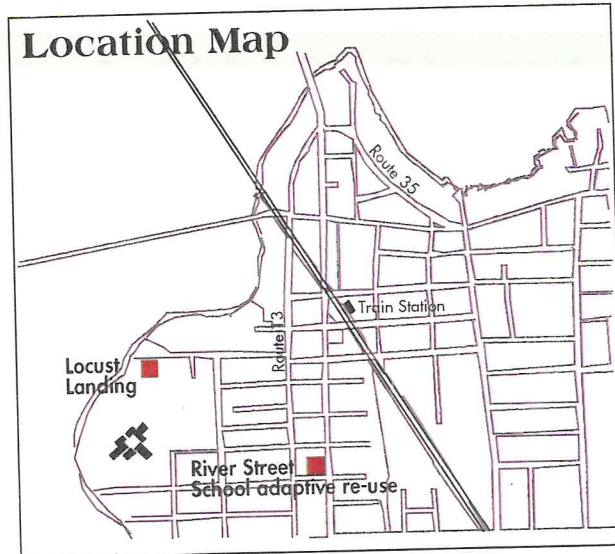
The Borough has identified two sites which will go towards meeting the 56 unit indigenous need obligation from COAH.

River Street School

River street School is an adaptive reuse of a former grade school to senior citizen housing. The project is located on three parcels known as 60 River Street, 209 Shrewsbury Avenue, and 213-215 Shrewsbury Avenue. It is accessible from State Highway 35 and County Roads 520 and 13.

The site is currently served by a Monmouth County Bus Stop and it is a short walk (approx. 1800 ft.) from the Red Bank Train Station. The accessibility to these public transportation facilities were important factors in the selection of this site for an affordable senior citizen development. Moreover, from a service standpoint, the site is also located near Riverview medical and is within walking distance to the central business district.

Project Description: The building has been abandoned for over 10 years, with neighboring properties consisting of residential and



neighborhood-scale mixed use. Adaptive re-use of the building will entail an extensive interior demolition and complete rehabilitation of all systems and surfaces.

Unit Distribution

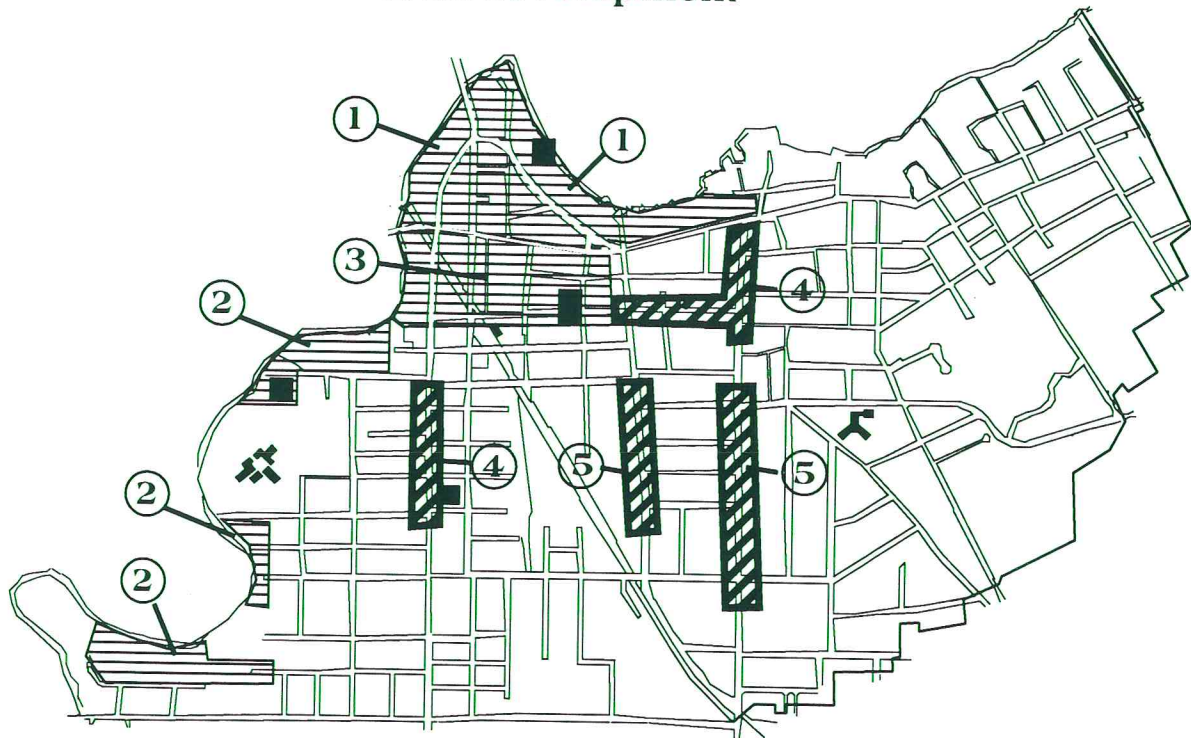
Efficiency apartments	4
One bedroom units	57
Two bedroom units	1
TOTAL	62

Sponsor: The project sponsor, Penrose Properties is a Joint Venture with Pindar Affordable Housing Development Corporation. Penrose and Pindar will be responsible for the administration and qualification of residents with regard to affordable housing requirements, including income verification.

Funding: River Street School is intending to utilize the following resources of financing. the only unsecured source is the Low Income Tax Credit which will be applied for in April 1995.

Monmouth County Home \$650,000

Areas of Residential Redevelopment



1 Downtown, along the River 2 West Side, along the River 3 Near the Train Station
4 Over the Store 5 Over the Office 6 Rehab / Infill ■ Current Projects

FHLBB	\$300,000
LITC	\$3,870,000
RCA(Non-fair share units)	\$198,000

Affordability: The project will be affordable to residents earning 50% of median and 60% of medial income for 35 years.

COAH Credit: For compliance with the Council on Affordable Housing Red Bank Borough seeks credit for 25 % of the units in River Street School towards its 56 unit indigenous need.

Therefore:

- 14 one bedroom units will be targeted at 50%

of median income; monthly rent of \$422.00. and

- given the 1.33 credit for age-restricted units, the total credit for the River Street School Component would be 18 units.

Locust Landing Affordable Townhomes

As part of the continuing redevelopment of the Riverfront area, the municipality has agreed to support the development of 70 affordable townhomes on municipal land located at Block 71; Lot 101. The developer of Locust Landing will develop a 100% affordable ownership project whereby at least 50% of the units will be affordable to low

income residents and 50% to moderate income residents. The Borough will take credit for 34 of these townhomes toward the 56 unit obligation addressed by this fair share plan. The developer is required to deed restrict all units in conformance with COAH regulations as well as develop an affirmative marketing plan.

Pricing: One Bedroom Units will be affordable to 1.5 persons. Two Bedroom Units will be affordable to 3 persons. Three Bedroom Units will be affordable to 4.5 persons. The average income for the 38 units will be established so that the development will be affordable to households earning 57.5 percent of median income.

The initial price of the low and moderate income owner-occupied single family housing unit will be established so that after a down payment of five percent, the monthly principal, interest, insurance, property taxes and condominium fees, cost will not exceed 28 percent of the eligible gross monthly income of buyer.

Affordability Controls and Standards

Since the Borough is meeting its fair share obligation through two projects which are 100% targeted for low and moderate income residents the following standards will be applied in keeping with COAH requirements.

Maximum Rents Standards

- Efficiency units will be affordable to one-person households.
- One bedroom units will be affordable to 1.5 persons.
- Two bedroom units will be priced for three-person households.
- Median income by household size will be established by regional weighted average of

the uncapped Section 8 income limits published by HUD as per NJAC 5:93-7.4(b).

- Low income units designated within the Borough's Fair Share Plan will be reserved for households with a gross income of less than or equal to 50% of median income.
- Gross rents, including allowance for utilities shall be established so as not to exceed 30% of the gross monthly income of the appropriate household size as per NJAC 5:93-7.4(a).
- Utility allowance shall be consistent with the utility allowance approved by HUD for use in New Jersey.

Administrative Agency: River Street School administrative responsibility for the verification and certification of low income residents will be done by Pindar Affordable Housing Management Service. The Borough of Red Bank under the office of the Borough Administrator will be responsible for the verification and certification of qualified purchasers for the Locust Landing Affordable Townhomes.

The Borough reserves the right to contract with a state agency, non-profit or consultant for technical assistance.

Affordability Controls: Units developed pursuant to this Fair Share Plan at the River Street School will be subject to 30 year controls on affordability. Units developed for the Locust Street Townhomes will be subject to affordability controls for 20 to 30 years.

Affirmative Marketing: The Borough of Red Bank intends to implement a regional marketing strategy designed to attract persons of all majority and minority groups regardless of age, sex or number of children, to housing units being marketed by the designated sponsors identified within this Fair Share Plan.

The Plan Prohibits discrimination in the renting of units on the basis of race, color, sex, religion, handicap, age, familial status/size, or national origin.

The affirmative marketing program requires: All newspaper articles, announcements, and requests for applications for low and moderate income units will appear in the following regional newspaper and publications: The Asbury Park Press and the Two River Times.

Projection of future housing stock

Because there is no remaining open and vacant land existing in the Borough, all future developments - both residential and non-residential - will take place either by renovation of existing structures or by land assemblage and redevelopment. Accordingly, this analysis of probable development is an estimate only, based on a general understanding of neighborhoods and streets rather than on several specific site analyses or project proposals. The few projects known of at this time are included in the overall analysis, however, so that all possibilities are included.

Lands and structures most appropriate for residential redevelopment

There are six areas of town which are projected to have additional development take place. Note that their locations, and the densities that could occur, reinforce these basic goals of the Master Plan: to increase the overall population of the town, to preserve the wonderful character of the entire community, to stimulate economic development, and to have all aspects of the Plan serve the entire population regardless of their age, their economic status, or the location of their neighborhoods:

1. Downtown, along the River:
Mid-rise apartment buildings; market rate:
Approx. 350 d.u.
2. West Side, along the River:
Garden apartment, town houses; a combination of market rate and low/moderate income units: Approx. 60 d.u.
3. Near the Train Station:
Mid-rise apartment buildings; a combination of market rate and low/moderate income units, especially including elderly housing because of the accessibility to public transportation and the shops of downtown: Approx. 320 d.u.
4. "Over the Store":
Renovations of empty spaces above existing shops on the various retailing streets of town; market rate:
Approx. 50 d.u.
5. "Over the Office":
Renovations of the upper floors of the older houses that now contain professional offices in the P.O. zoning district along Broad and Maple Streets:
Approx. 20 d.u.
6. Rehabilitation and Infill:
Renovations and new construction on small sites in existing residential neighborhoods where there is some existing deterioration; a combination of market rate and affordable housing:
Approx. 100 d.u.

TOTAL: Approx. 900 d.u.

Residential redevelopment strategy

Within the six general areas; that are described above, and are indicated on this map, as many as 900 new and renovated dwelling units will be created in the Borough in the coming six (6) years. Note that the

Rehab/Infill component (6) is not shown as a specific area on the map above, as the on-going process occurs to some degree throughout all successful and established urban places. It is anticipated that a significant portion of units that are sold will be affordable to moderate and low income families and that a percentage of the rental units will be affordable to elderly and moderate income households.

NOTES

- ¹ Approved design occupancies are: The condominiums on Riverside Ave. near the Molly Pitcher - 70 units; River St. School adaptive reuse - 62 units; Single family houses on Prospect - 52 units; Wesleyan Arms (Red Bank Lumber) - preliminary review at 61 units—source: Borough of Red Bank
- ² Not including institutionalized persons—source: 1990 census of Population and Housing
- ³ Source: 1990 census of Population and Housing

CIRCULATION PLAN

Introduction

The Circulation Plan reflects the vision of Red Bank as a center for its surrounding suburban region, as a downtown surrounded by a variety of residential neighborhoods, as a town undergoing continuing revitalization, as a place that is continuously walkable, and whose sidewalks are truly pedestrian-friendly. For this vision of Red Bank to be realized, the circulation system should be well balanced, efficient in moving both people and vehicles, so that vehicular movement does not overwhelm the walking qualities which make Red Bank a desirable town center.

Most circulation elements in municipal master plans focus on the capability of the street system to move projected vehicle traffic demand. Traffic is necessary, especially in a town center. Traffic drives Red Bank's economy and assures vitality. Red Bank throughout its history has been continuously shaped by the forces of transportation. In the past, commerce was based on sailing ships which docked on the Navesink River to serve surrounding farmers. Today, in contrast, commuter trains and buses operating from Red Bank provide access to the jobs which make this region one of the wealthiest in the nation. In addition, the town's circulation system is also important in defining the image most people have of the borough. Whether walking, driving or riding a bus or train, the views of the borough and the experience of being in the borough are shaped by the passage through it while moving from one daily activity to the next.

Although traffic is essential for making Red Bank a vital center, traffic can also be harmful to what makes it a great town. Red Bank is

not just another suburban strip shopping center. It is a town where people can walk to and from businesses, schools, home, and play. Its streets and highways must therefore be appropriately designed and managed to maintain the pedestrian character of the borough and to protect the borough's neighborhoods and shopping districts.

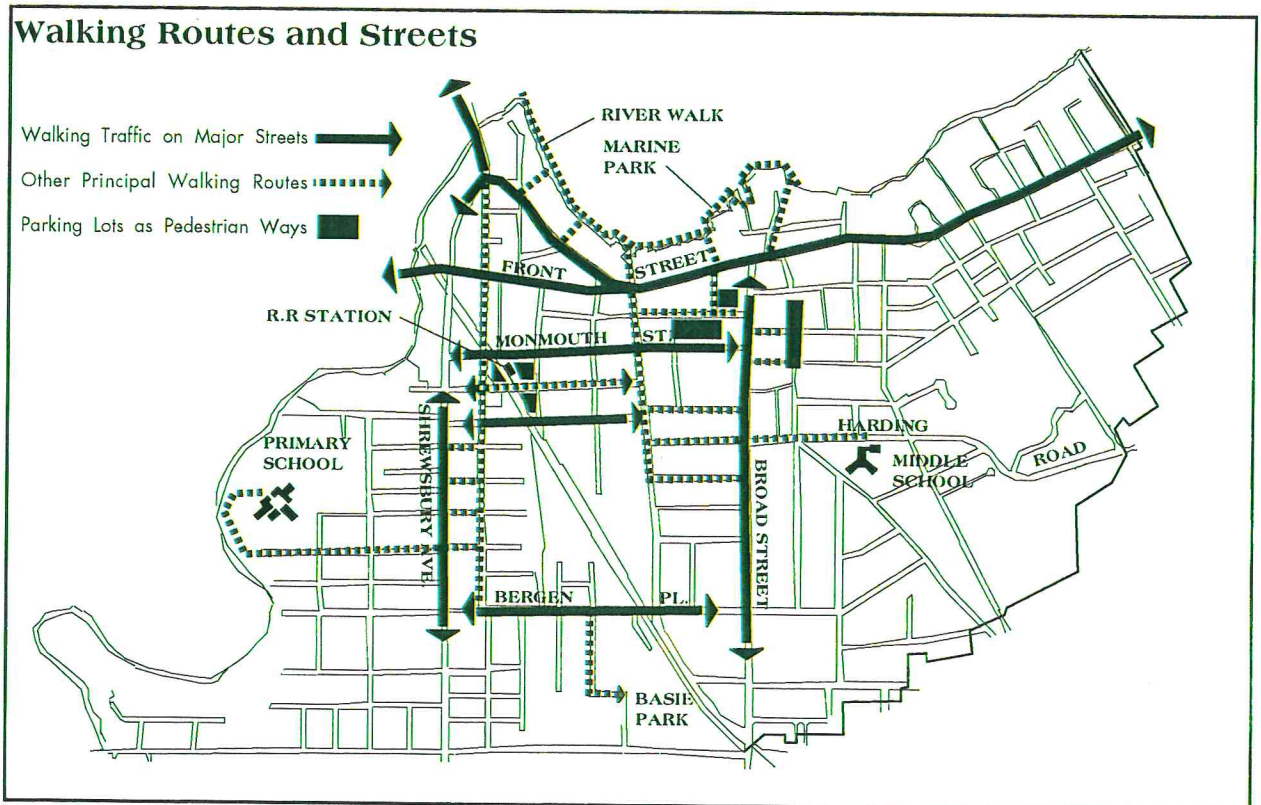
Inventory of Existing Circulation Systems

1. Pedestrian System

The pedestrian system is largely defined by the roadway network and therefore consists primarily of the sidewalks along streets. Principal pedestrian streets generally consist of the minor arterial and collector streets, which include the east-west streets like Riverside Avenue, Front St., Monmouth St., Oakland St., Chestnut St., and Bergen Place, and the primary north-south streets of Broad St. and Shrewsbury, Maple, and Bridge Avenues.

Typical pedestrian distances are shorter than vehicle trip distances, and travel distance poses a greater limit on pedestrian travel, compared to vehicle travel. As a result, the pedestrian network in Red Bank includes numerous short-cuts and passages including parking lots, alleys and pedestrian paths. Walkways to off-street parking lots provide a critical portion of the pedestrian network, both to provide access to the parking lot but also to allow for cut-throughs between blocks.

Each of the primary walking streets has its own characteristics, especially concerning their usefulness, comfort, and access to important destinations. For example, the shopping areas of Broad and Monmouth Streets and Shrewsbury Ave. are comfortable,



pleasant, and interesting in most locations. The same is true for most of the residential streets, which are usually tree-lined and quiet, such as southern Broad St., Chestnut St., Oakland St., and Bridge Ave. Other sidewalks are sometimes not as pleasant or useful, however: Front St., for example, has very narrow sidewalks and an unusually wide roadway in some areas; Riverside Ave., which leads to Broad St. from the hotels, has a narrow and unattractive sidewalk; and, the Monmouth/Bridge intersection, which is near both the Galleria and the Train Station, is one of the most difficult pedestrian intersections in town.

Because of the mix of land uses within Red Bank, and because of the continuity of the pedestrian network and the quality of the pedestrian environment, a substantial portion

of local trips in the borough is made by walking. Elimination of vehicle trips by walking helps to enhance the quality of life in the borough, provides a healthier citizenry and reduces the total amount of traffic on local streets. Improvement of the sidewalks and their landscaping will make walking more appealing and even further the goal of making Red Bank a truly pedestrian-friendly community.

2. Public Transportation System

Red Bank is served by an extensive public transportation system consisting of local and commuter buses, commuter railroad service and taxis. NJ TRANSIT commuter rail service provides frequent access to Newark and New York City, as well as south to Bayhead. This service is augmented by commuter bus service

to lower Manhattan. The presence of this commuter transportation hub at the Red Bank Train Station helps to maintain Red Bank's regional function as a center, and therefore offers major opportunities for developments of all kinds - retail, residential, hospitality, and business.

Local NJ TRANSIT bus service provides access to Long Branch, Asbury Park, Freehold, Highlands, and Sea Bright. This local service operates within Red Bank along East Front Street, Monmouth Street, Broad Street, Shrewsbury Avenue and Bridge Street. All of the regional and local routes pass by the train station at Monmouth and West Streets. Most local routes (M23, M24 and M25) connect the train station with the Broad Street area between Monmouth Street and East Front Street. Two local routes (M21 and M22) tie the train station with Broad Street south of Monmouth Street.

The presence of both a local transit hub as well as a regional commuter hub provides Red Bank residents and businesses with expanded public transportation opportunities. Although local bus service has generally suffered from reduced daily ridership as the level of auto ownership has increased in New Jersey, the availability of local bus service still provides businesses and residents with an important travel option augmenting the passenger car travel system. The local bus network can also help businesses in Red Bank comply with employee trip reduction regulations currently being implemented by the New Jersey Department of Transportation in accordance with the Federal Clean Air Act.

3. Roadway System

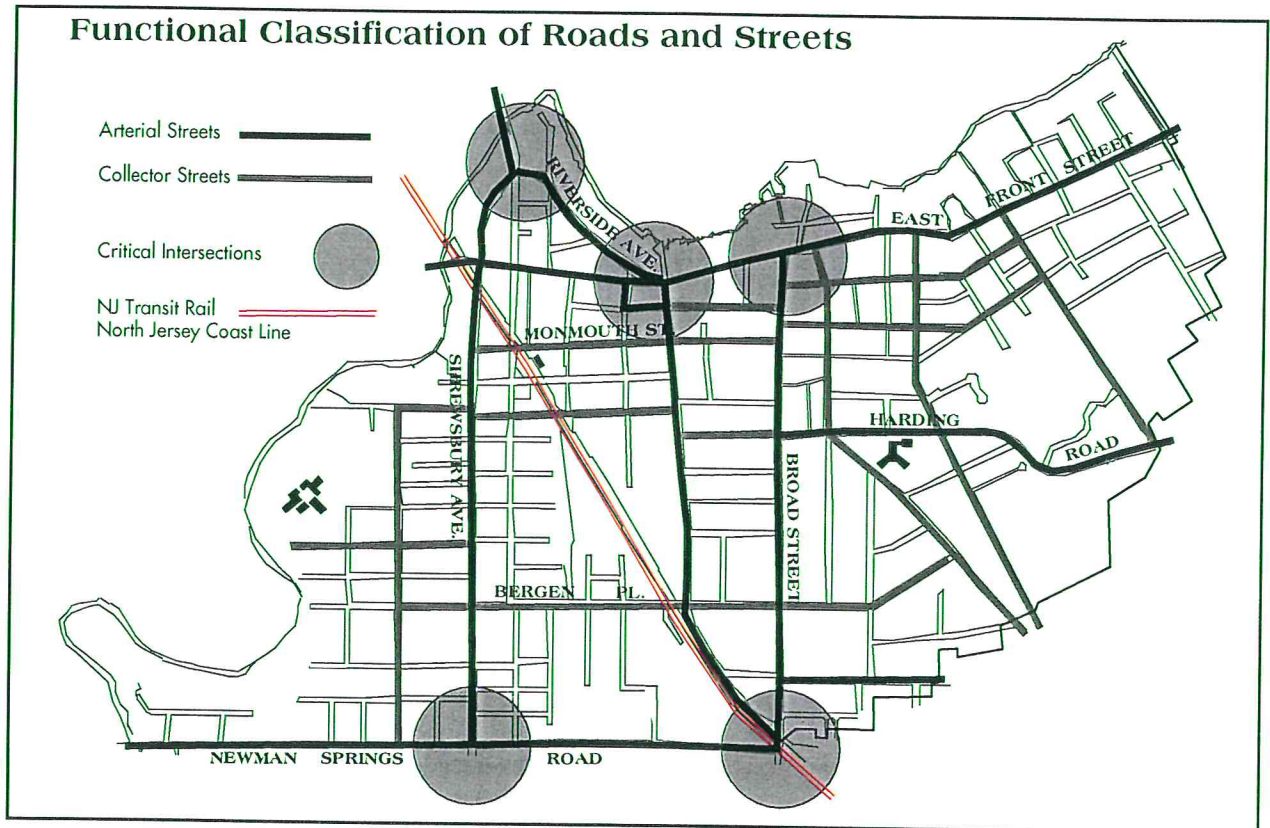
The roadways can be analyzed from four perspectives: the classifications of the various

street types, the jurisdictions that control and maintain each street, the existing patterns of use, and the existing major traffic problems and constraints:

Roadway Classifications are useful in identifying roadways in accordance with the functions they serve within the general system of streets and highways. A transportation system must serve to both carry trips between destinations — a mobility function — and provide a locus for each trip's start and ending — an access function. All streets and highways play either a mobility or an access function, and most play both functions. The functional classification system has evolved to describe the relative importance each street or highway plays in terms of providing for mobility or providing for access.

Principal arterial highways are exclusively for vehicles like cars, trucks, and buses. Trips on these highways tend to be of longer distance, and form a relatively small percentage of the roadway mileage in a region — usually less than 10% — but accommodate a large percentage of the total vehicle miles of travel — frequently over 50%. As a result, they represent major public resources. In the Red Bank region, principal arterial highways include the Garden State Parkway and Route 18.

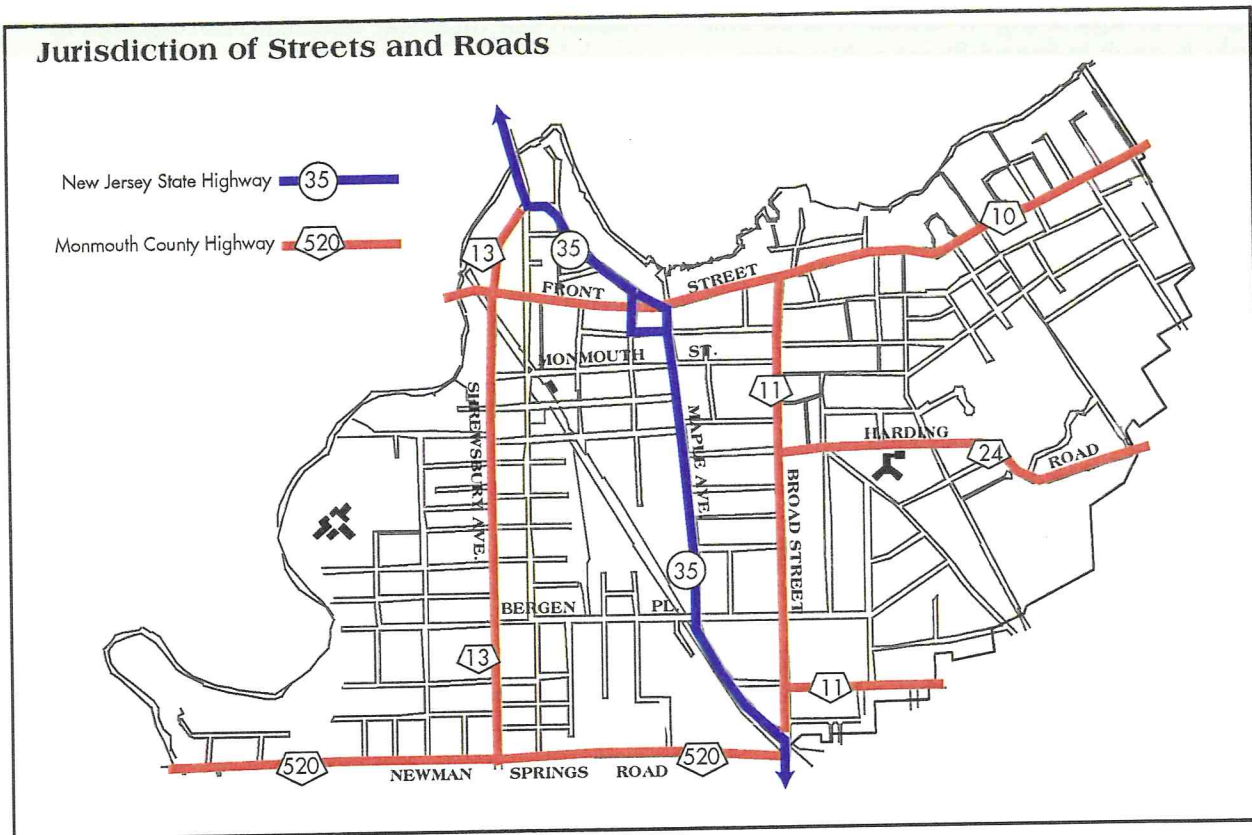
Minor arterial streets and highways serve to connect a region with its principal arterial highways. However, minor arterial highways and streets also serve many of the trip needs within a town or region. Most trips are not long in nature — the majority of vehicle trips in Monmouth County are five miles in length or shorter. For many of these shorter trips, there is no need to use the most heavily travelled roadways. Minor arterial streets and highways also connect major towns together



and create the roadway system through which most people learn about their towns. They also often serve as "Main Streets" in traditional town centers, or as the strip commercial centers in areas of suburban sprawl. However, because speed is of less importance on minor arterials, minor arterial highways can and frequently should be managed to operate at lower speeds. Minor arterial highways generally form an additional 10% of the roadway mileage in a region and carry approximately 20% of the vehicle miles. The continued vitality of shops on commercial streets such as Broad and Front Streets demonstrates that pedestrian circulation and vehicle circulation do not have to be in conflict on minor arterial streets. Indeed the types of access management practices which help to facilitate traffic flow on an arterial street (for instance, the

prohibition on many driveways and improved clarity of street dimensions) can also help to create a more positive pedestrian environment by eliminating breaks in building frontage and limiting the number of vehicle crossings. Minor arterial streets and highways are sometimes under state jurisdiction but more frequently under county jurisdiction. In Red Bank they include the principal shopping streets and also serve to carry some of the vehicle trips that pass through the town.

Collector streets and roads serve to link neighborhoods to a town's minor arterial roadway system, and also provide access to commercial businesses. Collectors also provide for the circulation of trips within the downtown area of a town. Because traffic volumes and speeds are lower on collector roadways, these roads usually are desirable



locations for smaller businesses and do not create a conflict for residential properties. Collector roadways are usually under municipal jurisdiction, but some collector roadways may be under county jurisdiction. In Red Bank, north-south collector roads include Leighton Avenue, (parts of) Bridge Avenue, Branch Avenue, Spring Street, and Prospect Street. East-west collector streets consist of Monmouth Street, Chestnut Street, Reckless Place/Harding Road, Bergen Place, Mechanic Street/Wallace Street, and Pickney Road. Within downtown Red Bank, White, Wall, Oakland and portions of Mechanic and Wallace Streets serve to augment the circulation network and provide access to parking facilities and businesses.

Local streets and roads carry low traffic volumes and encourage low travel speeds.

Most trips on local streets have either a trip origin or destination along the roadway, although local streets also provide a minor through-traffic function by maintaining the continuity of the street system. Most local streets are under municipal jurisdiction.

Roadway Jurisdictions, which include the responsibility for constructing and maintaining roadways, reflects in large measure the functional classification of the roadways. Most streets in Red Bank serve local trips and are under local jurisdiction. Several arterial and collector streets, however, are under the jurisdiction of the state or county, reflecting their increased regional importance.

The only highway administered by the New Jersey Department of Transportation in Red Bank is Route 35, extending north-south from

Cooper's Bridge along Riverside Avenue and Maple Avenue to Broad Street at Newman Springs Road. This route includes a one-way loop consisting of Pearl Street southbound, Water Street eastbound and Maple Avenue northbound.

Monmouth County routes in Red Bank consist of Routes 10 and 12 along West Front Street and East Front Street, Route 11 along Broad Street and Pickney Road, Route 13 along Shrewsbury Avenue, Route 34 along Harding Road, and Route 520 along Newman Springs Road, Broad Street and Pinckney Road.

Traffic Patterns in Red Bank are composed of many separate elements, including work trips, school trips, rail commuter trips (both inbound and outbound), shopping trips, etc. Traffic composed of all these activities may seem disorganized at times, but most activities are repetitive and predictable within specific time periods. The Average Annual Daily Traffic (or, AADT) along most roadways in New Jersey usually remains fairly consistent year after year. Daily traffic volumes vary from day to day within a year depending upon the season and the day of the week, with a major difference between weekdays and weekends. Traffic on most roadways in Red Bank is about 30 percent greater during the weekdays, in comparison to an average Saturday or Sunday.

A one hour period is used for the design and capacity analysis of roadways. In urban areas, the hour period selected for analysis is usually the PM peak hour. Along Red Bank roadways, the PM peak hour occurs between 3 PM and 6 PM. The peak hour volume is about 8 percent of the average weekday traffic, and about 9 percent of the AADT. The directional split of traffic during the peak hour is generally 55 percent in the predominant di-

rection (for instance, outbound during the PM peak hour) and about 45 percent in the opposing direction (or, for instance, inbound during the PM peak hour).

New Jersey Route 35 (Maple Avenue, Riverside Avenue, and Cooper's Bridge) is the principal north-south roadway into and through Red Bank. Travel volumes on Route 35 have changed little over the past decade. In 1983, Average Annual Daily Traffic (AADT) volumes ranged from 13,000 to 20,000 vehicles per day (v.p.d.), with a high of 33,000 v.p.d. at Cooper's Bridge. By 1989 this had grown to an AADT of 34,930 at Cooper's Bridge, 21,180 on Riverside Avenue, 11,660 north of Monmouth Street, and 15,050 north of Bergen Place. The relatively stable traffic volumes over the past decade on Route 35 reflect the limits on capacity which exist at Cooper's Bridge and at the intersection of Route 35 with Broad Street and Newman Springs Road. However, it also reflects the relatively stable demographic status of the Red Bank area over the past decade. The Garden State Parkway has experienced similar stability in total vehicle travel, especially since 1988.

East Front Street and West Front Street (County Routes 10 and 12, respectively) serve east-west travel along northern Red Bank. The 1983 AADT along Front Street were 10,400 at Hubbard's Bridge and 16,000 near Prospect Avenue. 1989 volumes on Front Street were 9,250 west of Pearl Street and 14,670 east of Maple Avenue. Again, the traffic volumes on Front Street would appear to have remained stable over this period, consistent again with the general stability of growth patterns in the region.

Traffic volumes on other arterial streets and on collector streets have demonstrated similar