

# MASTER PLAN REEXAMINATION REPORT

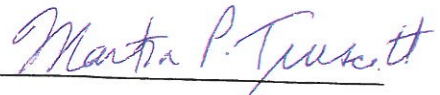
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**BOROUGH OF KEANSBURG**  
**MONMOUTH COUNTY, NEW JERSEY**

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## INTRODUCTION

The New Jersey Municipal Land Use Law (MLUL) requires that each municipality in New Jersey undertake a periodic review and reexamination of its local Master Plan. The purpose of the Reexamination Report is to review and evaluate the master plan and municipal development regulations on a regular basis in order to determine the need for update and revisions. In addition the preparation of a statutorily compliant Reexamination Report provides a presumption of validity of the Borough zoning ordinance under the law. This report constitutes the Master Plan Reexamination Report for the Borough of Keansburg as required by the MLUL N.J.S.A. (40:55D-89).

The Borough of Keansburg adopted its last comprehensive Master Plan in 1988. In February 2003 the Planning Board adopted a Master Plan Reexamination Report. The 2011 Reexamination Report serves as a reexamination of the 1988 Master Plan, as supplemented by the 2003 Reexamination Report.

### 1.0 REQUIREMENTS OF THE PERIODIC REEXAMINATION REPORT

The MLUL requires that the Reexamination Report describe the following:

- The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.
- The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
- The extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.
- The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
- The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c. 79 (C.40A:12A-1 et seq.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

This report addresses each of these statutory requirements.

### 2.0 MAJOR PROBLEMS AND OBJECTIVES IN 2003

The 2003 Master Reexamination Report listed the following objectives and assumptions of the 1988 comprehensive Master Plan:

1. *Secure public safety from fire, flood, panic, and other natural and man-made disasters with particular emphasis on preserving and maintaining the integrity and protective features of the Borough beach-dune system.*
2. *Develop and maintain a satisfactory level of public facilities and services.*
3. *Encourage the most appropriate use of land consistent with its suitability for development.*

4. *Establish appropriate population densities and control the intensity of development to ensure neighborhood, community and regional well-being and to preserve the natural environment.*
5. *Ensure that the Borough's development does not conflict with development and general welfare of neighboring municipalities, the County and the State as a whole.*
6. *Coordinate public development with land use policies to encourage the appropriate and efficient expenditure of public funds.*
7. *Provide sufficient spaces in appropriate locations for residential, recreational, commercial and open space use.*
8. *Locate and design transportation routes to promote the free flow of traffic while discouraging congestion or blight.*
9. *Promote a desirable visual environment.*
10. *Conserve historic site and districts.*
11. *Protect wetlands and areas with scenic, cultural and recreational values.*
12. *Promote the recovery of recycling materials from municipal solid waste and encourage the conservation of energy.*
13. *Encourage development that contributes to the revitalization of the community.*
14. *Improve and maintain residential neighborhoods by encouraging rehabilitation of existing dwellings and residential construction at suitable densities.*
15. *Maintain and attract beneficial commercial uses.*
16. *Improve and revitalize the Main Street/Church Street commercial district.*
17. *Guide waterfront development to maintain visual and pedestrian access to the Bayshore for the general public while encouraging development that is suitably scaled, compatible with public facilities and services, and appropriate to a waterfront location.*
18. *Maintain a continuous planning process which will coordinate capital expenditures with the Master Plan and provide for development reviews to assure that the policies and standards promoted by the Master Plan are adhered to.*
19. *Utilize available funding sources, at the Federal, State, and County level to revitalize the community.*

The 2003 Master Plan Reexamination Report also included (from pages 49 through 52 of the 1988 Master Plan) the following policy statements:

*Policies, Assumptions and Standards*

*The Keansburg Master Plan assumes that there will continue to be economic expansion within the region as well as public and private interest in the development and redevelopment of Bayshore communities. Relying upon these assumptions and the background studies which have been prepared as part of this Plan, the Borough's future development is based upon five general policies. These policies respond to the physical deterioration and economic stress which the Borough has experienced. The policies focus on the need to identify and take advantage of revitalization opportunities and to assure that development provides long-term benefit to the community. The issues addressed by the policy statements are housing and neighborhood improvement, economic development, bayfront development, revitalization of the Main Street /Church Street commercial district, and municipal planning administration. The general policy statements are provided below:*

*Housing and Neighborhood Improvement*

*Keansburg is characterized by residential neighborhoods which are partially developed for seasonal use. A considerable portion of the housing supply within these neighborhoods is older*

*or has been converted from seasonal to year round occupancy. There are dwellings in need of rehabilitation and improvement as well as dilapidated or obsolete buildings which should be removed and replaced with standard housing. In order to maintain and improve residential areas, the Borough should encourage rehabilitation of the existing stock of deficient but viable housing as well as replacement of obsolete housing with new construction at appropriate densities. Code enforcement to maintain properties should be aggressively pursued. Moreover, since the value of a dwelling unit depends in large part on the attractiveness of its neighborhood, public action should be designed to improve the livability of residential areas. Municipal programs to maintain safe and clean residential streets, provide residential amenities, and control new development to assure neighborhood well being should be encouraged. The Borough should seek public funding and explore innovative mechanisms and incentives for housing and neighborhood improvement.*

#### *Economic Development*

*Development and redevelopment that contributes to the long term economic health of the community should be encouraged. Municipal actions to broaden the community's economic base should include participation in government programs to attract development that improves the livability of the community, employment opportunities, utilizes the community's resources, and is compatible with the need to maintain adequate facilities and services for Borough residents.*

#### *Bayfront Development*

*Keansburg's bayfront is an invaluable resource which must be managed to assure that the community benefits from the Borough's waterfront location. These benefits can best be secured by guiding development in accordance with an overall plan which protects the public need for shore protection and flood control, visual and pedestrian access to the waterfront, recreation and open space and economic development. Proposals to develop or redevelop in waterfront locations must be compatible with the public interest in managing the shoreline as an area of critical concern. The Borough should encourage appropriate use of waterfront locations and coordinate its efforts with Monmouth County which has proposed a plan for maintaining and improving waterfront access along the Raritan Bayshore.*

#### *Main Street/Church Street Revitalization*

*The Main Street/Church Street Business District provides a focal point for much of the community's daily activities and civic life. The municipality should reinforce this role by working to improve the district's visual appearance and by establishing standards to guide further development that will enhance this commercial area. Standards are needed to coordinate that area's overall development as to building intensity, parking and circulation, signs, impervious coverage and pedestrian amenities. Municipal actions to stimulate revitalization through streetscape improvements and incentives for private sector participation should be undertaken.*

#### *Planning Administration*

*Planning is process which must be continuous in order to be effective. The recommendations of a Master Plan need to be part of the day to day management of the municipal government. The municipal Master Plan should be implemented through the enactment and enforcement of*

*development regulations which control the design and location of development; through the implementation of capital improvements and detailed plans which are based upon the recommendations of the Master Plan; and through municipal programs and activities which are designed to carry out the proposals of the Plan. The progress of these activities in meeting the Plan's objectives should be monitored and the Plan itself should be reviewed periodically and revised to meet changing conditions.*

### Borough Issues listed in the Bayshore Regional Strategic Plan

The Bayshore Regional Strategic Plan adopted by the Monmouth County Planning Board in May 2006 included a copy of a questionnaire which addressed by the Borough during cross acceptance process with Monmouth County in 2004. One of the questions addressed the top three planning issues faced by the Borough. The questionnaire indicated that the top three issues for the borough at that time were:

- a. Limitations to expansion of the water system due to NJDEP restrictions on potable wells;
- b. Limited access into and out of the Borough; and,
- c. Lack of open space.

### **3.0 EXTENT TO WHICH SUCH PROBLEMS AND OBJECTIVES HAVE BEEN REDUCED OR INCREASED**

#### 1988 Master Plan

In this section the list of objectives and assumptions of the 1988 Master Plan is provided in italics with commentary concerning the extent that the objective has been reduced or increased.

1. *Secure public safety from fire, flood, panic, and other natural and man-made disasters with particular emphasis on preserving and maintaining the integrity and protective features of the Borough beach-dune system.*

The Borough has continued to preserve and maintain the beach-dune system. Improvements in the storm water management system recently undertaken by the Borough will assist to minimize flooding and drainage problems. The Borough Department of Public Works cleans and maintains the beach area. An annual permit is secured from the NJ Department of Environmental Protection to permit the beach cleaning activities.

2. *Develop and maintain a satisfactory level of public facilities and services.*

Keansburg Borough is committed to providing the best public facilities such municipal roads and recreation and public services including but not limited to law and code enforcement.

3. *Encourage the most appropriate use of land consistent with its suitability for development.*

Through application of zoning laws and review of development applications by the Planning Board, the Borough encourages the most appropriate use of land consistent with development suitability.

4. *Establish appropriate population densities and control the intensity of development to ensure neighborhood, community and regional well-being and to preserve the natural environment.*

The Borough continues to maintain appropriate population and development intensities through its land use plan, zone plan, and zoning regulations. The integrity and the currency of the master plan and development regulations are addressed through periodic reexamination reports.

5. *Ensure that the Borough's development does not conflict with development and general welfare of neighboring municipalities, the County and the State as a whole.*

The Borough's development is consistent with neighboring municipalities, Monmouth County and the region. Keansburg participated in the 2004 Cross Acceptance Process with the Monmouth County Planning Board to address regional and statewide planning issues. In addition the Borough participated in the preparation of the Bayshore Regional Strategic Plan with the Monmouth County Planning Board.

6. *Coordinate public development with land use policies to encourage the appropriate and efficient expenditure of public funds.*

The Borough takes into account the municipal land use policies in any public development or capital improvement.

7. *Provide sufficient spaces in appropriate locations for residential, recreational, commercial and open space use.*

The Borough provides sufficient spaces in appropriate locations for residential, recreational, commercial and open space use through its zone plan.

8. *Locate and design transportation routes to promote the free flow of traffic while discouraging congestion or blight.*

The Borough is a built out community and no new roads are contemplated. Congestion has been addressed through intersection improvements and enforcement of roadway regulations. Bus service is provided to the community.

9. *Promote a desirable visual environment.*

Streetscape improvements were installed in 2009 on Main Street.

10. *Conserve historic site and districts.*

The Borough continues to encourage property owners to restore and preserve the historic features of their buildings. A Historic Society was formed in 1995 and is active in town events.

11. *Protect wetlands and areas with scenic, cultural and recreational values.*

The Raritan Bay beach area and some of the wetlands areas associated with Waackaack Creek are zoned as "Conservation Recreation" to "promote the conservation of valuable



natural resources and prevent environmental degradation.” (Section 22-5.13, Keansburg Development Regulations)

12. *Promote the recovery of recycling materials from municipal solid waste and encourage the conservation of energy.*

Keansburg collects recyclables from residential properties.

13. *Encourage development that contributes to the revitalization of the community.*

In July 2005 the Borough designated the entire Borough as an “Area in Need of Rehabilitation.” The designation allows the Borough to adopt redevelopment plans to encourage revitalization and investment in the town’s commercial areas. In December 2005 and July 2006 the Borough Council adopted redevelopment plans in accordance with the NJ Local Housing and Redevelopment Law. The Borough is contemplating a redevelopment plan along the western segment of Beachway.

14. *Improve and maintain residential neighborhoods by encouraging rehabilitation of existing dwellings and residential construction at suitable densities.*

Keansburg Borough executed a Regional Contribution Agreement (RCA) with Middletown Township and Holmdel to rehabilitate over 400 housing units. This project is complete.

15. *Maintain and attract beneficial commercial uses.*

The town’s involvement with streetscape improvements is an effort to maintain and attract beneficial commercial uses.

16. *Improve and revitalize the Main Street/Church Street commercial district.*

A Redevelopment Plan was adopted in July 2006 for four subareas in the Borough. One of the subareas included the Main /Church Street commercial district. The Redevelopment Plan envisions the creation of a node and activity center along Main Street to create a sense of place, development of additional housing units, revitalization of the commercial businesses, development of small infill and pocket parks and the necessary utility and infrastructure upgrades.

17. *Guide waterfront development to maintain visual and pedestrian access to the Bayshore for the general public while encouraging development that is suitably scaled, compatible with public facilities and services, and appropriate to a waterfront location.*

The municipality has been very active in assisting in waterfront development for the benefit of the Borough. A handicap accessible ramp was constructed to provide a walkway to the beach from Beachway.

18. *Maintain a continuous planning process which will coordinate capital expenditures with the Master Plan and provide for development reviews to assure that the policies and standards promoted by the Master Plan are adhered to.*

The Borough has authorized the 2011 Master Plan Reexamination Report to assure that the development regulations are current under the law.

19. *Utilize available funding sources, at the Federal, State, and County level to revitalize the community.*

The Borough pursues available grants and loans where appropriate from federal state and county agencies to achieve municipal goals and objectives. In addition, as noted above, Keansburg has participated with two Monmouth County municipalities to obtain Regional Contribution Agreement funding to rehabilitate over 400 homes.

### 2003 Master Plan Reexamination Report

The 2003 Master Plan Reexamination Report made the following recommendations:

1. *Master Plan and Land Development Regulations*
  - a. *Review the Land Use Plan to verify that that the current land uses and the designated land uses are consistent. Adjustments to the land use plan or the zoning designations should be made as necessary;*
  - b. *Update the Housing Plan Element*
  - c. *Consider the creation of a Downtown Business Improvement Zone.*

None of the above recommendations have been addressed. However, the review for this Reexamination Report included an evaluation with the Borough Administrator as to the general consistency of the current land uses with the Borough zoning designations. In addition, the Borough has adopted a Redevelopment Plan for the downtown business area to address planning and zoning issues for the downtown business district.

2. *Redevelopment*
  - a. *Study the Main Street, Beachway, and Carr Avenue commercial areas as well as the residential area near the beachfront between Carr Avenue and Laurel Avenue to determine if the areas can be classified as areas in need of redevelopment or rehabilitation.*
  - b. *Study other areas of the Borough which may be determined to be in need of redevelopment.*

The Borough adopted a comprehensive redevelopment plan addressing four distinct areas within the municipality. The area along Beachway is currently under consideration for a Redevelopment Plan.

3. *Other*
  - a. *Petition the State Planning Commission for plan endorsement.*

A petition for Plan Endorsement has not been submitted. The NJ Office of Planning Advocacy, the office which staffs the NJ State Planning Commission and is the successor agency to the former Office of Smart Growth, is preparing recommendations for a major reform of the Plan Endorsement

process. Therefore the Borough should await the promulgation of new rules, review the revised process for consistency with the State Plan and decide an appropriate course of action.

In addition, the 2003 Master Plan Reexamination Report indicated that the recommendations in the 1988 Land Use Plan remain valid.

#### **4.0 EXTENT TO WHICH THERE HAVE BEEN SIGNIFICANT CHANGES IN THE ASSUMPTIONS, POLICIES AND OBJECTIVES**

The following significant changes in the assumptions, policies and objectives relating to land development in Keansburg are noted:

##### Changes at the State Level

##### Time of Decision

On May 5, 2010, Governor Christie signed P.L. 2010 c.9 into law, effectively nullifying the “time of decision” rule which had previously allowed municipalities the ability to alter zoning requirements even after an application for development had been filed but before a formal decision on the application had been rendered. P.L. 2010 c.9 provides that the development regulations applicable to a property at the time an application for development is filed will govern the review of the application and any decision made pertaining to it. P.L. 2010 c.9 was effective on May 5, 2011,

##### Solar and Wind Facilities as Permitted Uses in Industrial Zones

The Municipal Land Use Law (MLUL) was amended in 2008 to provide that solar and wind facilities on parcels of 20 acres or more shall be deemed as permitted uses in industrial zone districts.

##### Stormwater Management

Shortly after the preparation of the 2003 Reexamination Report, the New Jersey Department of Environmental Protection (NJDEP) adopted municipal storm water regulations that required preparation and adoption of a storm water management plan and ordinance by the Borough to address the need for promoting groundwater recharge and controlling the impacts of storm water runoff from development. The Borough adopted storm water management regulations to address current state storm water rules in 2007.

##### NJ Council on Affordable Housing (COAH)

The Borough has not been involved in the COAH process except as a receiving municipality for Regional Contribution Agreements for housing rehabilitation. During the last five years there have been several legal challenges and court decisions focused on the Third Round rules and COAH’s growth share methodology for calculating municipal housing obligations. In addition, the NJ Legislature was active in 2010 and 2011 in COAH reform legislation. However, no housing bill has been enacted at this time. At this time, the NJ Supreme Court is evaluating COAH’s rules and will be issuing another decision later this year which may require new regulations by COAH.

## Green Element

The NJ Legislature amended the Municipal Land Use Law (MLUL) in 2008 to add an additional optional element to the municipal master plan. The scope of the new element is described as follows: “A green buildings and environmental sustainability plan element, which shall provide for, encourage, and promote the efficient use of natural resources and the installation and usage of renewable energy systems, consider the impact of buildings on the local, regional and global environment; allow ecosystems to function naturally; conserve and reuse water; treat storm water on site; and optimize climatic conditions through site orientation and design.”

## Redevelopment Case Law

There have been a number of recent court decisions concerning the use of the criteria for determining an area “in need of redevelopment” pursuant to the Local Redevelopment and Housing Law (LRHL). The most significant of these decisions is the NJ Supreme Court’s decision in Gallenthin vs. Paulsboro, which reevaluated and set guidelines for the use of the statutory criteria for determining an area in need of redevelopment. The New Jersey Legislature also held hearings in 2010 on legislation to update the NJ Redevelopment and Housing Law. Given that some of the Borough revitalization efforts are based on redevelopment, municipal officials should monitor these legal decisions and legislative initiatives.

## Changes at the County level

### Bayshore Region Strategic Plan

The Monmouth County Planning Board prepared a regional planning study of the Bayshore area in 2005 and 2006. The study was prepared with input from all of the municipalities in the Bayshore region, stakeholders and citizens. The Plan was adopted in May 2006 and contains a number of action-oriented strategies relating to growth initiatives, preservation strategies, transportation improvements, housing issues and design guidelines.

The Bayshore Region Strategic Plan contains a regional vision as well as economic development, waterfront and open space, transportation and housing strategies to spur economic development in the region while recognizing the importance of the region’s natural resources. A selection of some of specific management and implementation strategies in the Plan applicable for Keansburg Borough are:

#### Economic Development:

- Develop gateway design concept for Main Street intersection along Route 36 and Henry Hudson Trail.
- Create node and activity center at Main Street intersection along Route 36.
- Review zoning and design guidelines in downtown areas.

#### Waterfront and Open Space:

- Implement the Bayshore Waterfront Access Plan and Bayshore Trail System Design Manual.
- Continue planning on Waackaack Creek Greenway.
- Review and evaluate waterfront zoning.

## Transportation:

- Work individually and with other towns, NJ Transit, bus and ferry operators to improve transit and intermodal transportation opportunities.
- Implement water taxi service.

## Housing:

- Revise zoning and design guidelines to protect community character.
- Pursue affordable housing opportunities in downtown centers.

## **Changes at the Local Level**

### Demographic Changes

During the decade of 2000 to 2010 there was a small decrease in the total population (6%) and a minor increase (1%) in the number of housing units in Keansburg. We await the complete results of the 2010 Census over the next two years to know the degree of changes in the characteristics of the population and housing during the last decade. Data released in May 2011 is provided below:

#### **DEMOGRAPHIC PROFILE Keansburg Borough**

<b>Characteristic</b>	<b>2000</b>	<b>2010</b>
<b>Total Population</b> (Persons)	10,732	10,105
Male	5,237	4,938
Female	5,495	5,167
<b>Median Age</b> (Years)	34.4	36.8
<b>Race</b>		
White	93%	84%
Black	2%	7%
Asian and other	5%	9%
<b>Hispanic or Latino</b> (of any race)	8%	15%
<b>Households</b>		
Family	2,563(66%)	2,407(63%)
Non-Family	1,309(34%)	1,398(37%)
Total	3,872	3,805
<b>Housing Occupancy</b>		
Total Units	4,269	4,318
Occupied Units	3,872(91%)	3,805(88%)
Vacant and Seasonal use (units)	397(9%)	513(12%)
<b>Housing Tenure</b>		
Total Occupied Units	3,872	3,805
Owner Occupied Units	2,074(54%)	2,105 (55%)
Renter Occupied Units	1,798 (46%)	1,700 (45%)

Source: Monmouth County Planning Board and the 2010 US Census.

## **2004 Cross Acceptance, NJ State Development and Redevelopment Plan**

Keansburg participated in the State Plan cross acceptance process with the Monmouth County Planning Board in 2004. Cross acceptance is a process of comparing statewide planning policies among government levels to attain consistency among municipal, county, regional and state plans.

Keansburg is situated in the Metropolitan Planning Area (PA-1), the most urban of the planning designations, in the State Development and Redevelopment Plan Resource Planning and Policy Map(RPPM)

No amendments to the State Plan or RPPM were included for Keansburg in the 2004 Cross Acceptance report submitted by the County to the State Planning Commission. To date, the State Planning Commission has not adopted a new State Development and Redevelopment Plan since 2001.

### **Flood Hazard Area /Flood Insurance**

The Federal Emergency Management Agency (FEMA) adopted in 2009 a revised flood hazard map for Keansburg Borough and other areas in the Bayshore. The revised flood hazard maps changed the Flood Insurance Rate maps which govern the properties that should obtain flood insurance. Previously only certain portions of the Borough were located in areas identified as lower risk flood hazard. The current map designates the majority of the Borough in the AE (High Risk) flood hazard area.

### **Zoning of Adjoining Municipalities**

Keansburg shares its municipal boundary with Hazlet Township, Middletown Township and Union Beach Borough. The lands in Keansburg and Middletown which adjoin are developed on both sides of the boundary for the most part with small lot residential use. There are two minor inconsistencies – a Light Industrial zone in Keansburg adjacent to the Henry Hudson Trail and a business zone in Middletown on Port Monmouth Road. In addition there is an inconsistency in the area between the Henry Hudson Trail and Route 36 since the Keansburg area is zoned R-7 residential and Middletown is zoned B-3 business. All of the areas have coexisted for some time and there is no need for a revision in the Keansburg zoning.

Keansburg’s municipal boundary with the Township of Hazlet is along the Waackaack Creek. On the Hazlet border, most of the abutting lands are wetlands and the two towns generally have similar zoning designations. Some of the lands along the Keansburg side of the Creek are designated for conservation. One inconsistency is an industrial zone in Hazlet north of the Henry Hudson Trail, abutting a single family residential area.

The Borough of Keansburg adjoins Union Beach for a very short distance along the Waackaack Creek at the outlet to the Raritan Bay and there are no zoning conflicts.

## **5.0 SPECIFIC CHANGES RECOMMENDED FOR THE MASTER PLAN AND DEVELOPMENT REGULATIONS**

### **A. Master Plan**

#### **1. Creation of a New Master Plan**

The last full Master Plan adopted in 1988, the associated updates in the 2003 Reexamination Report and the recommended Land Use Plan Element amendment should be sufficient to guide the Borough for the immediate future. However, since the next Reexamination Report, after adoption of this (2012) Reexamination, will not be

required until 2021, it would be appropriate for the next reexamination of the Master Plan to be a comprehensive review to address all of the changes in land use, housing, circulation and community facilities since the last comprehensive Master Plan prepared in 1988.

At this time, the Planning Board recommends that the Borough not prepare a new comprehensive master plan. However, an amendment to the Land Use Plan Element is recommended to address the adoption of the two redevelopment plans in 2005 and 2006.

## 2. Green Element of the Master Plan

Many New Jersey municipalities have endorsed efforts to reduce their carbon footprint, decrease greenhouse gas emissions, encourage the use of renewable energy sources, conserve energy and minimize the use of natural resources. Federal and state programs have been established to assist municipalities to address these goals. In the private sector, the US Green Building Council, a private organization, has established the Leadership for Energy and Environmental Design (LEED) certification programs to encourage and standardize the certification of buildings which are energy efficient and incorporate sustainable environmental design concepts.

Recognizing the importance of green building and sustainability, in 2008 the New Jersey Legislature adopted an amendment to the Municipal Land Use Law (MLUL) to add the "Green Building and Environmental Sustainability Plan Element" to the list of optional elements of municipal master plans. The Planning Board should review the scope of this new master plan element and consider the preparation of a green element prior to the preparation of the next master plan or during the next comprehensive update of the Borough Master Plan.

## 3. Gateways

The Bayshore Region Strategic Plan recommended that the Borough develop gateway design concepts for the key intersections to the Borough at Route 36, Henry Hudson Trail and Main Street. The gateways will increase recognition for the Borough and encourage interest in the commercial areas. The Planning Board should review the concept and incorporate such recommendations, if appropriate.

# **B. Zoning Map and Development Regulations**

## 1. NJ Residential Site Improvement Standards (RSIS)

The Residential Site Improvement Standards (RSIS) were adopted in 1997 to reduce the multiplicity of standards for residential subdivisions in the state in order to eliminate unnecessary increases in costs. The standards encompass streets, parking, water supply, sanitary sewers and storm water management for residential developments. Since the NJ RSIS governs all site improvements in connection with any residential subdivision or residential site plan, the Borough development regulations should be reviewed for consistency with the statewide standards and revised as necessary.

2. Zoning Map

The boundary line between the B-2 Zone and the Conservation Recreation Zone on the northwest side of the Borough near Block 184 does not follow the lot line or the mean high water line. The reason for the zone boundary should be re-visited and adjusted if appropriate.

3. Zoning Board of Adjustment

The Borough consolidated the functions of the Planning Board and Zoning Board into one "Land Use Board" as allowed by stated statute. However the current ordinance contains numerous references related to the Zoning Board. The Ordinance should be modified to reflect the current Land Use Board process.

4. Zoning of the St Ann's and Elementary School Properties

St. Ann's Church and School and the Frances Place Elementary school comprise two full blocks between Terrace Place on the north, Carr Avenue on the east, Frances Pace on the south and Ramsey Place on the west. The community facilities are located in the R-7 zone district. While such facilities may seem permanent, the need for and dynamics which govern the schools and houses of worship are subject to the changing character of the town and region. In addition policies of outside entities such as state government may impact on facility needs. Therefore the Planning Board may wish to be proactive as to the land use designation of this large tract in a future Land Use Plan Element of the Master Plan. An analysis can consider affirmation of the current zoning, another designation based on a planning rationale or consider the Borough open space and recreation needs.

5. Redevelopment

Specific changes regarding redevelopment are addressed in Section 6.

6. Floor Area Ratio

The Borough should investigate floor area ratio (FAR) limits for single family residential lots, as a tool to better regulate the bulk of new single family residences and their resultant impact on the neighborhood. Floor area ratio or FAR is defined as "the gross floor area of all buildings and structures on a lot divided by the total lot area." (Source: *The Latest Illustrated Book of Development Definitions*, Harvey S. Markowitz and Carl G. Lindbloom, Rutgers, The State University of New Jersey, 2004) Some care should be taken in establishing a proper FAR figure for each of the residential zone districts and the portions of the residential dwelling that will be included or excluded in the FAR limit.

7. Permitted uses in Commercial Areas

In order to maximize flexibility and keep pace with new types of businesses in the commercial zones, the Zoning Officer should be authorized to allow a use, not specifically permitted, if the proposed use is classified by the industrial classification system under the same two digit code as the permitted use. [Please note that the SIC or Standard Industrial Code has been replaced by the North American Industry Classification System (NAICS)].



## C. Other Recommendations

### 1. Drainage improvements

The Planning Board recommends that the Borough continue to minimize the impacts to property caused by flooding through improvements to the storm water management system such as replacement of the storm drainage outfall pipes and gate valve structures. Improvements to the municipal storm water management system are critical to the Borough should be continued.

### 2. Streetscape improvements

The Borough has constructed a number of improvements to the streetscape along Main Street such as crosswalks. To encourage further revitalization of the commercial areas and effectuate the redevelopment areas, the Planning Board recommends that such improvements be continued as and where appropriate

### 3. Grants and Loans for Infrastructure

Investment in the infrastructure (roads, drainage, etc.) and quality of life improvements such as parks and recreation must continue to strengthen the Borough's neighborhoods. Aggressive pursuit of grants and loans through federal, State lower and county agencies as well as foundations should be continued and increased. Such efforts will leverage many future benefits.

### 4. Flood Hazard

The linkage between flood hazard areas and public health and safety are important components of any municipal master plan. The following recommendations address programs to assist the Borough in reducing flood hazard risk but will not be reflected in the zoning or planning documents

#### a. Elevation of Residences

The Federal Emergency Management Agency (FEMA) provides funding to towns through the Flood Mitigation Program to reduce or eliminate long-term risk of flood damage to structures insured under the National Flood Insurance Program (NFIP). The purpose of the program is to reduce or eliminate claims under the NFIP through mitigation activities. The federal share is a 75% grant and the balance of the funding is from the homeowner or other sources. Working with the homeowner, the municipality coordinates the elevation of the home to above the base flood elevation to raise the living area above all but the most severe floods.

#### b. Participation in FEMA's Community Rating System (CRS)

The increase in the flood hazard area in the Borough has increased the number of homeowners that are subject to flood insurance. Flood hazard insurance, when mandated by the mortgage holder although not mandatory, is similar to a property tax unless the property is upgraded to raise the home above the base flood elevation. Such premiums increase the cost of homeownership and rents. To help

offset the flood insurance costs the Borough can undertake certain activities that FEMA has recognized that reduce flood damage costs in the long run. The program can reduce flood insurance premiums by up to 45% while helping to provide flood protection and education activities that may save lives and property in the event of a flood.

The National Flood Insurance Program (NFIP) has established the Community Rating System (CRS) that recognizes community efforts beyond the minimum standards to reduce flood insurance premiums. There are 18 public information and floodplain management activities within the CRS program.

#### 5. Bikeways

The Henry Hudson Trail is an important recreational resource. The bikeway is maintained by Monmouth County and links all of the Bayshore communities. Keansburg should investigate the feasibility of identifying shared road bike ways that link the Henry Hudson Trail to the beach and amusement area and other important bike destinations in the Borough.

### **6.0 RECOMMENDATIONS CONCERNING THE INCORPORATION OF REDEVELOPMENT PLANS**

In July 2005, the entire Borough of Keansburg was designated as an “Area in Need of Rehabilitation” pursuant to the NJ Local Housing and Redevelopment Law. The designation is based upon the age of the housing stock in the municipality and the age of the water and sewer infrastructure. As a result of the designation, the Borough may establish plans (zoning and building standards) for the redevelopment of areas within the town. In addition, the Borough may adopt limited five-year tax abatement program for homeowners to assist in revitalization efforts.

#### **Beachway Avenue Waterfront Redevelopment Plan**

In December 2005 the Borough Council adopted the Beachway Avenue Waterfront Redevelopment Plan (Ordinance #1403). The Plan provides development guidelines for the redevelopment of the Beachway Avenue Waterfront Redevelopment District. The Redevelopment Plan was incorporated into the Borough development regulations at Section 22-14.1.

The Borough Council is actively discussing at this time the concept of redevelopment of the existing Beachway Avenue to permit multifamily residence development. Once amended, the new plan should be incorporated into the Borough’s Zoning Ordinance and map.

#### **2006 (Borough-Wide) Redevelopment Plan**

On July 26, 2006 the Borough Council adopted a (borough-wide) Redevelopment Plan (Ordinance #1415) for four redevelopment subareas for the commercial nodes and gateways. They are as follows:

- Subarea 1: Main Street Commercial Node – 19 acres, along Main Street
- Subarea 2: Main/Beachway Node- 5 acres in Block 21 and 22, Main Street near Beachway Avenue.
- Subarea 3: Carr/Raritan- 18 acres, Blocks 10 through 15.

- Subarea 4: Route 36 Gateway- one two acre lot on Route 36.

The purpose of the 2006 Redevelopment Plan is to set forth design guidelines to enhance and revitalize the Borough's commercial activity at the Route 36 gateway and its largely commercial downtown nodes along Main Street and Carr Avenue. The Redevelopment Plan has been incorporated into the Borough development regulations at Section 22-14.2 by description and reference to the adopted redevelopment plan. The Zoning Map should be amended accordingly.

The Planning Board recommends that the aforementioned Redevelopment Plans be incorporated into the Land Use Plan Element of the Keansburg Master Plan.