2025 MASTER PLAN
RE-EXAMINATION REPORT

City of New Brunswick
Middlesex County, New Jersey



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May 28, 2025

City of New Brunswick Planning Board Members and Staff

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Alyssa Van Liew, Planning Board Secretary
Daniel Dominguez, AICP, PP, Director,
Department of Planning, Community and Economic Development

This re-examination report was adopted by the
New Brunswick Planning Board on:
June 9, 2025



Henry Bignell, PP
NJ Lic: 33LI00237400
For the Firm

and



Todd Bletcher, AICP, PP
NJ Lic: 33LI00592200
For the Firm

The original of this report was signed and sealed in accordance with N.J.S.A. 45:14A-1, et. Seq. and N.J.A.C. 13:41-1.1, et. Seq.

CITY OF NEW BRUNSWICK
PLANNING BOARD

RESOLUTION TO ADOPT 2025 MASTER PLAN
RE-EXAMINATION REPORT

WHEREAS: the New Brunswick Planning Board conducted a Master Plan Re-examination pursuant to N.J.S.A. 40:55D-89; and

WHEREAS: the New Brunswick Planning Board had a public hearing on June 9, 2025; and

WHEREAS: the following documents were submitted for review:
2025 Master Plan Re-examination Report

WHEREAS: The following witnesses testified at the hearing:
Todd Bletcher, Bignell Planning Consultants
Daniel Dominguez, City of New Brunswick

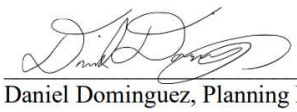
WHEREAS: After considering the above-referenced report, and after considering the testimony of the witnesses and the testimony of the members of the public, the New Brunswick Planning Board made the following findings and conclusions:

1. The City of New Brunswick adopted its last comprehensive Master Plan in 2022;
2. Pursuant to N.J.S.A. 40:55D-89, the New Brunswick Planning Board reviewed the Master Plan Re-Examination Report dated May 28, 2025;
3. The New Brunswick Planning Board finds that the Re-Examination Report adequately address the issues set forth in N.J.S.A. 40:55D-89(a) thru (e);
4. The New Brunswick Planning Board concurs in the findings and recommendations set forth in the Report and recommends that the New Brunswick Master Plan be amended in accordance with the recommendations set forth in the Re-Examination Report.

THEREFORE BE IT RESOLVED: That the Board accept recommendations and recommended amendments to the Master Plan in accordance with the recommendations set forth in the City of New Brunswick Master Plan Re-Examination Report dated May 28, 2025; and

BE IT FURTHER RESOLVED THAT: Copies of this Resolution with the Re-Examination Report attached shall be sent to the Middlesex County Planning Boad and that a notice that the Report and Resolution has been adopted shall be sent to the Municipal Clerk of each adjoining municipality, who may on behalf of the governing body of that municipality request a copy of the report and resolution.

The above is a true copy of a resolution passed by the Planning Board for the City of New Brunswick at a meeting held on the Ninth day of June, 2025.



Daniel Dominguez, Planning Board Secretary

Bignell Planning Consultants, Inc.

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2025 Master Plan Re-Examination Report

I. Background

1. Statutory Requirements: Re-examination Report

The City of New Brunswick Master Plan was adopted in 2022. Although this was fairly recent plan adoption, a number of changes have occurred in the City in the past three years, as well as in the underlying assumptions of the 2022 plan which now require modification. Some issues raised in the 2022 Master Plan have been addressed and can be removed from the plan. Some new issues have arisen which need to be addressed and added via plan amendment. Also, the 2022 Master Plan relied on 2020 census data which notoriously undercounted certain populations due to data collection limitations during the COVID-19 pandemic. Certain trends in the office and housing market have become intensified in the past few years and need to be addressed through a re-examination report/plan amendment.

The Department of Planning and Economic Development staff and the 2022 Master Plan have both identified several issues and objectives in need of modification relating to land development in the City. This Re-examination Report and Master Plan Amendment is provided to address these issues. This report, as adopted, shall be considered an addendum to the 2022 Master Plan, which shall remain in effect with the items modified herein. This "Re-examination Report" is prepared to satisfy §40:55D-89, which reads,

"The Governing Body shall, at least every 10 years, provide for a general reexamination of its master plan and development regulations by the Planning Board, which shall prepare and adopt by resolution a report on the findings of such reexamination…"

This outline shall serve as a preliminary reexamination report reviewing the changes in the City over the last several years and outlining the items the Planning Board may wish to address in a subsequent Master Plan amendment. The elements of this general re-examination report include:

A. A summary of the major problems and objectives relating to land development in the City at the time of the adoption of the Master Plan, which include:

1. Modifications are needed in residential zones to allow multi-family apartment uses in a larger array of appropriate locations.
2. Streamlining the text of the zoning ordinance and eliminate confusing overlay zones.
3. Reduction and consolidation of multiple zones along commercial corridors.
4. Provide guidance for orderly growth and expansion of the Hospital zones.
5. Physical decay and abandonment of former sites used for manufacturing, commercial, institutional or residential purposes.

6. Regulate cannabis manufacturing and refine locations for retail sales based on established land use patterns.

B. An analysis of the increase or reduction to the above problems and objectives identified in the Master Plan.

The items raised in this report were not generally the focus of the 2022 Master Plan and are therefore included in this re-examination report.

C. A re-examination of the extent to which there have been significant changes to the assumptions, policies and objectives forming the basis of the previous Master Plans or development regulations. This would include particular focus on density, distribution of population and land uses, housing, circulation, conservation of natural resources, energy conservation, flood resilience and sustainability, and changes in Municipal, County, State or Federal policies. There have been significant changes to assumptions and policies within the city particularly relating to:

- Permitted uses in residential zoning districts,
- Proliferation of apartment buildings in several zoning districts
- Regulations for rebuilding after natural disasters,
- The ability to reconstruct damaged buildings after establishing pre-existing non-conforming status,
- The need to provide a framework for the adaptive reuse of commercial and residential buildings on Livingston Ave.,
- The need to provide a zoning framework for development of student apartment buildings in the area surrounding College Ave.,
- Regulations regarding adaptive reuse of existing commercial spaces into residential and mixed-use buildings,
- Clarification is needed on overlay zones on a citywide basis,
- Elimination of a density cap in the R-6 zone,
- Expansion of permitted uses in the I2 and I2E industrial zones,
- The need for clarification on truck terminals and drayage,
- The need for clarification on electric vehicle charging regulations

D. A resulting list of specific changes recommended for the Master Plan or development regulations, if any.

The list of recommended changes is provided in later sections of the report.

E. Recommendations of the Planning Board concerning in incorporation of Redevelopment Plans into the land use element municipal Master Plan and recommended changes, if any, in the local development regulations necessary to effectuate the Redevelopment Plans of the City.

The list of recommended changes is provided in later sections of the report.

II Master Plan Modifications

A. Modifications to Section 1 – Statement of Purpose

No modifications proposed to this element at this time.

B. Modifications to Section 2 – Land Use Plan Element

1. **Modifications to Residential Zoning Districts**

   a. The zoning ordinance should review and **clarify the definition and calculation methods for the term "Floor Area Ratio"** relative to structures like attached/detached garages, basements and the floor area of parking structures/levels. This should be cross-referenced with §17.030.080 which provides regulations for private garages. This subsection contains conflicting information.

   b. **A city-wide zoning framework should be added allowing for the adaptive re-use of existing commercial and office buildings and their conversion into residential or mixed-use buildings.** Standards should be created to permit a minimum dwelling unit size of approximately 650 sf for a 1-bedroom unit and 900 sf for a 2-bedroom unit. Adaptive re-use should allow an increase in the maximum permitted floor area for safety improvements such as stairways and elevators, but total increase should not exceed 10% of the maximum permitted floor area of the applicable zone, and/or should not create the need for any new variances or new parking spaces. This is recommended to be added to the text of the specific zones where this is envisioned. The City's Land Development code should be revised to ensure that such adaptive reuse options are site plan exempt when following the devised standards.

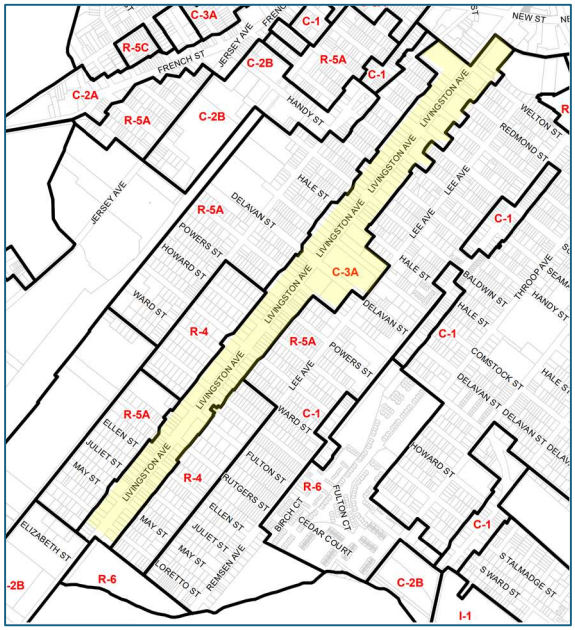
   c. **Existing residential developments with at least 300 units should be permitted ancillary/accessory commercial space of <3,000 GFA where no additional parking or loading spaces will be required in the calculations for that floor space.** This should be added to the text of the R-6, R-7, C-4 zones and any redevelopment plan/zone based on the use and bulk requirements of the aforementioned zones. This should not necessarily relieve applicants of site plan requirements related to the efficient layout of these parking and loading spaces.

   d. Existing **Section §17.03.150 should be modified** – 'Existing lots less than minimum area and width standards' should be reviewed. The ordinance should consider modifying the "natural disaster" reconstruction clause in subsection A. The overall wording and placement of this subsection should be reconsidered. (See following related item.)

   e. In all residential zones, the ordinance should more leniently permit the **reconstruction of pre-existing non-conforming single-family or two-family residential dwellings which have been substantially destroyed** by fire, tornado, flood, natural disaster, and/or similar acts of nature. In such cases, reconstruction shall be expressly limited to rebuilding the dwelling to its exact documented conditions, without changes to the location of the foundation, which were lawfully existing on the site before the damage occurred, and which can be documented to the satisfaction of the Zoning Officer. When the exact details of the pre-existing building cannot be verified through documentation of historic plans, the current height, bulk and FAR requirements of the applicable zoning district shall control.

   f. **The C-3A Zone, and perhaps in peripheral area proximate to the Livingston Avenue corridor, should provide a zoning framework for the adaptive re-use of existing commercial and office buildings into residential or mixed-use buildings.** Standards should be created to permit a minimum dwelling unit size of approximately 650 sf for a 1-bedroom unit and 900 sf for a 2-

bedroom unit. Adaptive re-use should allow an increase in the maximum permitted floor area beyond the 0.8:1 FAR standard for safety improvements such as stairways and elevators but should not exceed 10% of the maximum permitted floor area of the building, and/or should not create the need for any new variances or new parking spaces. The purpose of this should be to preserve the Victorian character of this Livingston Avenue. The map of the applicable area is shown below.



g. On a city-wide basis, the **R-5A Zone should be amended to add residential apartments as a conditional use.** Conditions should generally include:
- A minimum lot area of ±10,000 square feet
- Minimum ±1 parking space per dwelling unit
- Maximum Building coverage of ±60%
- Maximum Impervious coverage of ±80%
- The other existing bulk/setbacks of the existing R-5A zone should apply with increased 10'/20' side setbacks and a rear setback of not less than 20'
- A maximum building height of 3 stories and ±36'
- A maximum F.A.R. of 1.8

h. **The R-6 Zone should be amended to eliminate the density cap for townhouse, low-rise multi-family garden apartments and other multi-family uses.** There no longer exists a need to limit these apartments, especially where increased density is desired around downtown areas within proximity of mass transit. The proliferation of small lots in this zone has also led to a number of high-rise apartments on small lots rendering an inflated density calculation when proposed on small parcels. The other remaining bulk standards are sufficient regulate buildings in this zone. This clause exists in the text of §17.04.040.C.9.e.

i. The Zoning Ordinance should be amended to **allow existing single-family detached dwellings as a permitted use in the R-7 Zone**. This is the City's most intense residential-only zone and impacts a few dwellings on George Street near Landing Lane. Because the existing bulk standards of the R-7 Zone will not be useful in regulating single-family detached dwellings, the bulk standards of the R-3 Zone should be employed. An "existing as of January 1, 2023" date is recommended.

j. **The Zoning Ordinance currently contains several overlay zones which permit multifamily residential development in section §17.04.045. The following modifications are recommended:**

1. ROSE Remsen Avenue Mid Rise
   (Overlaying the C-1 and R-5A Zones on the Remsen Avenue Corridor)
   The ROSE Remsen Avenue Overlay Zone should be eliminated. The underlying R-5A and C-1 Zones on the Remsen Avenue corridor are recommended (elsewhere in this report) to be amended to allow 3-story mid-rise residential apartments and/or 3-story mixed-use buildings with ground floor commercial and residential uses above, all as a conditional use. The text of the conditional use ordinance should specify if items like bulk standards are conditional use criteria or applicable as bulk requirements. This replacement will not change the uses permitted in this zone and will provide clearer text in the zoning ordinance.

2. MDGO Graduated Density Medium Density Mid-Rise Apartments
   (Overlaying the R-5A Zone on the south/west side of Easton Avenue)
   This MDGO Graduated Density Overlay Zone should be eliminated. The underlying R-5A Zone is recommended (elsewhere in this report) to allow 3-story mid-rise residential apartments and 3 story mixed-use buildings with ground floor commercial and residential uses above, as a conditional use. The text of the conditional use ordinance should specify if items like bulk standards are conditional use criteria or applicable as bulk requirements.

3. (CAN - RD) See other sections of this report.
4. (CAN - RE) See other sections of this report.
5. (CAN - CMD) See other sections of this report.

6. College Avenue District Overlay
   (Overlaying the R-5A Zones on the east side of Easton Avenue and the west side of George Street) **This overlay zone should be eliminated**. The underlying R-5A Zone should be amended to permit 4-story mid-rise "student apartments" as a conditional use. One of the conditions should require this development be located within the College Avenue Campus area bounded by George Street, Easton Avenue, Hamilton Street and Buccleuch Park. The text of the conditional use ordinance should specify if standards are conditional use criteria or applicable bulk requirements. Ground floor commercial space could be an optional element of this use when located on major street frontages as a design option. The overall goal should be to recognize the proliferation of right-sized multi-unit apartment buildings in the 5th and 6th ward area behind the College Avenue Gymnasium and modify the zoning in this area to have a clear set of design requirements for future student housing development. The small instances of C-3B, C-3C, C-3D zoning overlaid in this area do not need to be altered. The "student apartment" use need not be strictly limited to enrolled students. **R-5A Zone should be amended to add student apartments as a conditional use. Conditions should generally include:**
   - A minimum lot area of ±10,000 square feet
   - Maximum Building coverage of ±60%
   - Maximum Impervious coverage of ±80%
   - The existing bulk/setbacks of the existing R-5A zone should apply with an increase to 10'/20' side/combined setbacks.
   - A maximum building height of 4 stories and ±48'
   - A F.A.R. shall be permitted up to 2.4:1
   - Minimum ±0.25 parking space per occupant (at maximum occupancy)

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2. **Modifications to Commercial Zoning Districts**
   a. On a city-wide basis, the **C-1 Zone should be amended to add residential apartments as a conditional use.** Conditions should generally include:
      - A minimum lot area of ±10,000 square feet
      - Minimum ±1 parking space per dwelling unit
      - Maximum Building coverage of ±60%
      - Maximum Impervious coverage of ±80%
      - The other existing bulk/setbacks of the existing zone should apply with increased to 10'/20' side setbacks
      - A maximum building height of 3 stories and ±40'
      - A maximum F.A.R. of 1.8

   b. The ordinance should **define and regulate "smoke shops"** and similar uses selling legal tobacco, hookah, water pipes, and similar smoking paraphernalia. This should be a conditional use in the C-3B and C-4 Zones and/or limited to Easton Avenue or the Downtown Commercial/Office Zone with a condition of a 500' setback from sensitive uses such as schools, worship, other smoke shops, etc. Additional conditions should be considered. Careful distinction should be made between this use and a retail cannabis use.

   c. The **C-4 Downtown Commercial/Office Zone should add uses such as gyms, indoor recreation, libraries and museums** to the list of permitted uses in this zone.

   d. The **C-4 Downtown Commercial/Office Zone should add uses such as indoor theatres, concert halls and art exhibition galleries** to the list of permitted uses in this zone. Specific details should note this does not include adult uses.

   e. The C-4 Downtown Commercial/Office Zone should also consider **permitting tattoo** parlors but only on Easton Avenue.

   f. The physical extent of the **C-4 Downtown Commercial/Office Zone should be extended westward** on the City Zoning Map to: (On the southwest side of Easton Avenue) Block 56, Lot 1.01. (a.k.a. 'The Verve' apartment building) & (On the northeast side of Easton Avenue) Block 47, Lot 15.01. (a.k.a 'Thomas Sweets' building.)

   g. The C-4 Downtown Commercial/Office Zone should consider permitting **cannabis manufacturing**, processing and packaging uses on upper floors and basement spaces. This should specifically exclude ground floor spaces. This should be subject to the City's other cannabis ordinances and policies.

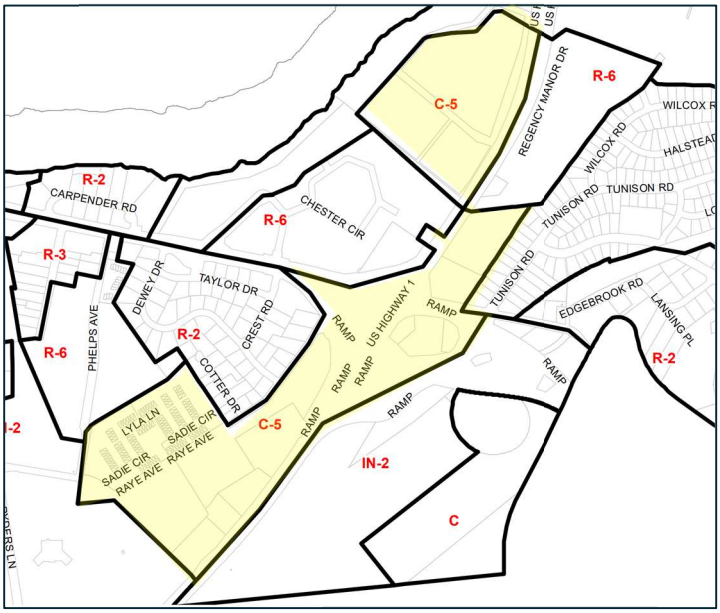
   h. The City should consider **consolidating and/or eliminating the C-3C and C-3D** Commercial Zones and rezoning these properties into a simplified C-3B Commercial / Office Zone.

   i. **The City should consider modifying the text of several of the residential-allowing commercial and mixed-use districts to increase allowance of ground floor residential uses where they are typically only permitted on upper floors.** This has led to the proliferation of "token" commercial spaces in residential buildings where they have been provided to meet the use standards of the zone but remain difficult to lease or occupy. The city has often granted exceptions for ADA accessible units when elevators are not provided. Clearer policy is needed. This may include the

C-4, C-5, C-6 zones as well as the O-1 and possibly the IN-1 or IN-2 Zones. This should not be applicable to George Street between Albany Street and Livingston Avenue, and also not applicable on French Street east of the intersection of Oxford Street, and Easton Avenue / French Street & Hamilton Streets (between Easton and George Streets) and other locations where ground floor uses are desired to create a walkable streetscape of businesses and activity.

j. The City should consider **allowing mixed-use development along the Route 27 Corridor** opposite Franklin Township. This is applicable to the ±2-mile-long corridor east of French Street which contains several zoning districts along the frontage of the state highway. Since an overlay is not recommended, this modification should be considered to be added to the text of appropriate zones as a conditional use.

k. **Multi-family residential apartment buildings, without a mixed-use component, should be added as a permitted or conditional use in several commercial zones.** This may include all C-1 through C-5 zones. This should also be added as a permitted use in the C-6 Zone with or without a mixed-use component. Multi-family residential units are already permitted in these zones. Complications arise when an unnecessary commercial component is added to these uses for zoning compliance.



l. The City should **consider if the C-5 Zone should continue** to exist or if C-5 areas should be "upzoned to the C-6 zone or "downzoned" to the C-3B Community Commercial Zone. Only 2 areas of C-5 Zoning exist: The northern portion of the C-5 zone has been developed with a movie theatre, multi-family apartments, and restaurant pads. The southern area of C-5 contains a mix of highway commercial, retail, restaurant and residential uses. At minimum, the residential development areas within these zones may be considered for residential rezoning into an appropriate "multi-family" residential zone as these contain consistent townhouse and apartment building developments.

m. **Joyce Kilmer Avenue corridor between New Street and Suydam Street should be considered for rezoning** from the R-5A Zone to the C-1 Neighborhood Commercial Zone for lots fronting on Joyce Kilmer Avenue. This should exclude the family courthouse site. The aim of this change is to bring the zoning into consistency with existing development in that corridor.

3. Modifications to Industrial Zoning Districts

   a. **Data centers should be added as permitted uses to the I-1, I-2, and I-2E-Zones.** These uses are emerging throughout the region and would fit in all industrial zones in the City. Reduced parking standards are recommended for this use as they tend to have lower parking needs than traditional warehouses or manufacturing facilities. A new definition of data centers may be needed. Typical large format warehouses such as the one below have recently been constructed at the corner of Jersey Avenue and Van Dyke Avenue.



   b. The City should consider **permitting all non-retail cannabis uses** in the I-2 Industrial and I-2E industrial zones, subject to the City's other cannabis ordinances and policies. This should specifically exclude retail cannabis sales.

   c. **The list of permitted uses in the I-2 & I-2E Zone should be amended to add restaurants (sit-down and drive-through) and veterinary facilities and kennels.** These uses are currently listed as conditional uses in these zones. Both uses are in character with this zone and would not create any adverse impacts to these districts if they were permitted uses.

   d. **The list of permitted uses in the I-1, I-2, and I-2E Zones should be amended to add Office and Medical Office uses, and Laboratory uses should be listed as a standalone use to improve clarity.** Office uses are currently permitted in the I-2 and I-2E Zones, and while that is inclusive of medical office uses it would be in the interest of clarity for prospective users and developers to note it in a clear way. Additionally, all three zones allow laboratories, but the use is included with research and development facilities which makes it easy to miss. Finally, the I-1 does not include office and medical office uses as permitted but given the nature of the zone as "light industrial" and next to a residential area, office uses would offer a relatively low intensity use available to the zone.

   e. A general Zoning Ordinance examination and/or Master Plan item is needed to address the rise of **truck terminals and container storage uses** in the city.

4. Modifications to Institutional Zoning Districts
   a. **In the IN-1 Institutional Educational (College Avenue) Zoning District, private dormitories and similar purpose-built student apartment buildings should be made a conditional use** in the area surrounding the College Avenue Campus of Rutgers University. The existing College Avenue Overlay District, which overlays the IN-1 Zone is recommended to be eliminated in other subsections of this report. The underlying IN-1 Zone should then be amended to permit 4-story mid-rise "student apartments" as a conditional use. The overall goal should be to recognize the need for right-sized multi-unit apartment buildings in the area surrounding College Avenue Campus and to have a clear set of design requirements for future student housing development. The "student apartment" use need not be strictly limited to enrolled students.



Credit: Premierpropertiesofnewbrunswick.com (15 Maple Street)

One of the conditions should require this development be located proximate to the College Avenue Campus. Care should be taken to ensure the parking and noise impacts of these uses are mitigated in the text of the ordinance. The text of the conditional use ordinance should specify if standards are conditional use criteria or applicable bulk requirements. Ground floor commercial space could be an optional element of this use when buildings are located on prominent street frontages, such as Hamilton Street, but are not appropriate on residential streets. Conditions should generally include:

- A minimum lot area of ±10,000 square feet
- Maximum Building coverage of ±60%
- Maximum Impervious coverage of ±80%
- The existing bulk/setbacks of the existing IN-1 zone should apply with an increase to 10'/20' side/combined setbacks.
- A maximum building height of 4 stories and ±48'
- A F.A.R. shall be permitted up to 2.4:1
- Minimum ±0.25 parking space per occupant (at maximum occupancy)

   b. Five (5) residential lots front on the west side of Sandford Street near Cook/Douglass Campus between Nichol Avenue and Jones Street. This includes Block 234, Lots: 12, 13, 13.01, 14.01, 16.01. These lots

contain residential homes fronting a city street; however they remain in an institutional zone. **The zoning map should be modified at this location to rezone these properties from IN-2 (Cook/Douglass) Institutional Zone to the R-5A zone**, which controls the entire abutting neighborhood in this area.

c. **The City should anticipate a future scenario of slow, steady, outward growth of the Downtown Hospital - Institutional District (D-HI) and Hospital Institution (HI) zones around the both Robert Wood Johnson University Hospital/Morris Cancer Hospital/Bristol-Myers Squibb Children's Hospital, Rutgers Medical & Nursing Schools, and Saint Peter's Hospitals.** These medical complexes are a major economic engine of this City. A finite amount of space is available for this conglomerate of healthcare facilities. Advancement in this industry often includes construction of new facilities to keep up with the state-of-the-art medical technology. Several hospital buildings will approach 100 years old in the next few decades. The Master Plan and Zoning Ordinance should provide careful guidance to encourage expansion into desired locations and to minimize encroachment into residential neighborhoods. Historically, hospital growth in the D-HI Zone has been a natural progression along the Sommerset Street corridor, which is expected to continue. For the HI Zone around Saint Peter's Hospital, expansion is more difficult as this area is enclosed on all sides by Easton Avenue, a city park, and existing residential neighborhoods. Expansion possibilities are limited to the former Bank of America property on Easton Avenue, located at Block 400, Lot 1.01, and the former Middlesex County Vocational-Technical High School on Easton Avenue, located at Block 448, Lot 1.01. Additionally, single and two-family detached houses currently existing in the D-HI Downtown Hospital -Institutional Zone and HI Hospital Institution Zones should be made permitted uses in these zones, subject to the regulations of the R-5A. The D-HI and HI zones already have a high number of one- and two-family homes within it. By adding single and two-family homes to the zone by right, future expansion of the zone will protect existing property owners and prevent their properties from becoming pre-existing non-conforming uses from a zone change. This will also provide greater flexibility for future Redevelopment Plans that might be created for specific hospital expansion sites.



(Photo: cinj.org)

d. The (D-HI) Downtown Hospital — Institutional District is dominated by medical facilities**. There should be a district-wide increase in building height and Floor Area Ratio in this district.** The following standards are recommended:

Current Building Height: Maximum 150'
Recommended: Maximum 250'
Current Floor Area Ratio: Maximum 12:1'
Recommended: Maximum 25:1'
Photo Credit: CINJ.ORG

e. **The D-HI Downtown Hospital - Institutional Zone should be expanded on the Zoning Map to include:**

1. Plum II (The block bounded by Plum, Prospect, Somerset and French Streets)
   [Block 28 below]

2. The Jack and Cheryl Morris Cancer Institute. This is the old St. Peter's High School site between Hardenberg and Division Streets and should include the cancer hospital parking structure and powerplant.
   [Block 51 below]

3. The general area bound by Somerset Street, Hardenberg Street and Condict Street which already contains several medical, medical office and proximate uses such as the Ronald McDonald House.
   [Block 49 below]

Block:	Lot:	Description:
28	1.03	Plum II Medical Complex (French Street)
28	1.04	Plum II Parking Deck
28	1.05	Plum II Medical Complex (Somerset)
51	2.01	Cancer Hospital
51	31.01	Cancer Hospital
51	31	Cancer Hospital
51	29.02	Cancer Hospital
51	29	Cancer Hospital
51	28	Cancer Hospital
51	27	Cancer Hospital
51	5	Cancer Hospital
51	6	Cancer Hospital

(Note: The above tract is now Block 51, Lot 5.01)

49	11.01	(Aspire West) Ronald McDonald House property
49	16.01	(Aspire West) Demolished Corner Dwelling
49	23	(Aspire West) Dwelling on Condict Street
49	24	(Aspire West) Dwelling on Condict Street
49	18.01	(Aspire West) 1 Dwelling on Hardenberg Street
49	19-21	(Aspire West) (3) Dwellings on Hardenberg

5. Modifications to the General Zoning Ordinances Subsection(s)
   a. The Zoning Ordinance should clarify the difference between a waiver and a variance and should specify which standard of relief is needed for each situation.
   b. A general inventory should be conducted to include all overlay zones. These should be simplified and should be added into underlying zones as permitted and/or conditional uses. Those not eliminated should be added to the zoning map.
   c. Each time a Redevelopment Project is completed the City should review and update the underlying zoning for either the project site or the entire zone in order to ensure that the new project is broadly conforming under the standard zoning going forward.
   d. The "Zoning Districts" subsection should be reorganized with a subsection heading for each zone to make the electronic version of the ordinance more easily searchable.
   e. This Master Plan/report contemplates the City may adopt future ordinances related to flood resilience, including ordinances to harden community assets most vulnerable to flooding, extreme weather, natural disasters, and sea-level rise. This may include ordinances requiring back-up power generation at specific uses and sites including utility stations, gasoline stations, banks and ATM machines, communications facilities, and grocery stores. Potential ordinances should also consider requiring new facilities in this category to be "generator ready" should mobile generator support be made available during a natural disaster. This may also include protecting automotive re-fueling facilities when these are designed as electric vehicle charging stations (EVCS.) If the City leaders believe this is an emerging issue, this plan provides the affirmative basis for this concept, however any forthcoming zoning changes remain at the discretion of the City Council. In terms of climate change, the issue of long-term sea level rise is the singular concern facing the City. The National Aeronautics and Space Administration has created a Sea Level Change Projection Tool (Available: https://sealevel.nasa.gov/ipcc). An alternate Coastal Flood Exposure Manager tool is available from the National Oceanic and Atmospheric Administration. These online visualization tools support communities assessing their coastal hazard risk. The tools create a collection of user-defined maps that show the people, places, and natural resources exposed to coastal flooding. The maps can be saved, downloaded, or shared to communicate flood exposure and potential impacts. Models predict a 0.85 meter (2.7 feet) rise in sea level over the next 100 years (Data for 2120; Sandy Hook monitoring location.) (Available: Coastal Flood Exposure Mapper (noaa.gov))
   f. The City should explore designating a narrow scope for the permissibility of smoking lounges and similar uses to only allow for them as conditional uses and only in the most intense commercial areas such as the C-4 and the I-2 and I-2E. Conditions should be applied to minimize the potential nuisance factors. The smoking lounge use should be differentiated from restaurants and similar uses that have outdoor spaces where they might allow smoking, but where smoking is not the principal use.

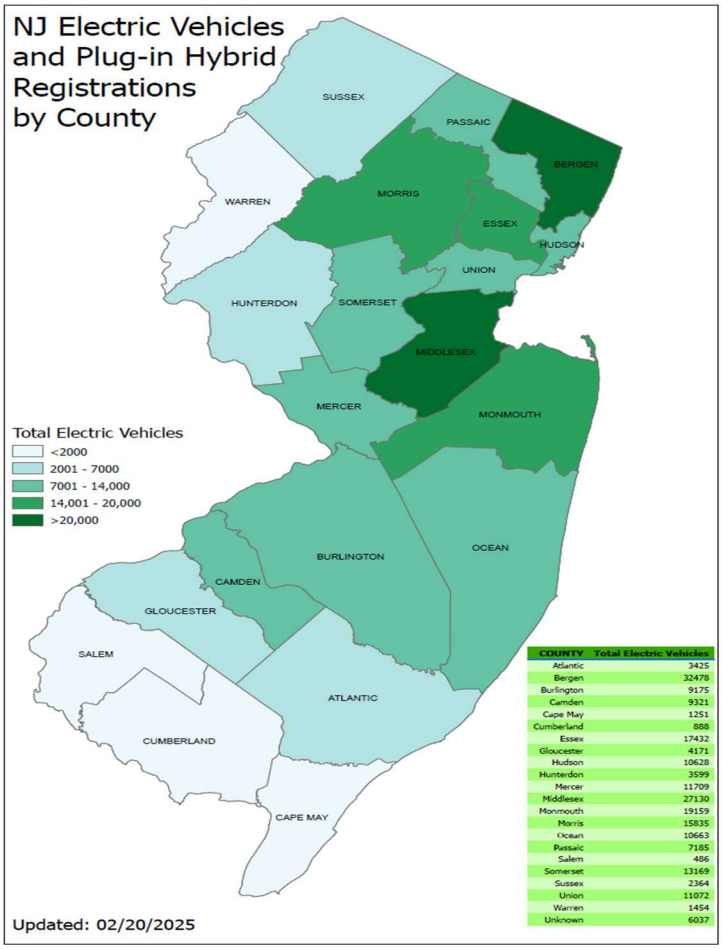
6. Modifications to Development Application Submission Ordinance
   a. The "Application for Development" plan submission process and requirements should be reexamined and updated in the ordinance. The submission checklists should be updated to reflect the city's current electronic plan submission procedures. This should also include a reduction and simplification of the City's development application forms.

7. Modifications to the Parking Ordinance

a. **Reduced Parking Requirements in High Transit areas.**
In areas that lend themselves to high transit availability (Downtown or near College Avenue Campus areas) and in areas that have low car-ownership rates the City should explore revising parking standards away from RSIS. The newest version of RSIS grants municipalities greater latitude with parking requirements provided they do not exceed RSIS standards.

b. **Electric Vehicles (EV) and Electric Vehicle Charging Stations (EVCS)**
Increasing usage of clean vehicles and other transportation alternatives is a key strategy in reducing greenhouse gas emissions and improving air quality in the State. Accordingly, several major vehicle manufactures have announced fleet-wide production goals of electric vehicles as high as 30%-40% by 2030. This report aims to support the use of electric vehicles by promoting the installation of electric vehicle charging stations in an orderly way.

In 2012, there were 338 electric vehicles (EV) registered in New Jersey. As of December 2022, there were 91,515 electric vehicles registered with 10,034 registered in Middlesex County alone. See the map to the left for a county-by-county analysis.



The 2023 rate of EV sales in NJ is currently double the national rate and, according to New Jersey's Electric Vehicle Act 2020, the number of EVs in the state will increase three-fold over the next three years to over 300,000. This will bring the amount of EVs in New Jersey to 25% of all registered vehicles with a full transition goal to a 100% clean energy transportation system by 2050. Recommended EVCS sites in the City should include all gasoline stations, popular public destinations such as parks, employment centers, restaurants, retail sites, and public parking facilities.

The zoning ordinance should generally review §17.05.010.S Electric Vehicle Supply/Service Equipment (EVCS) to clarify the ordinance provides a 2-for 1 bonus credit up to 10%, not a requirement reduction; to clarify that make-ready spaces do count toward overall EVCS requirements; and to clarify if/how payments-in-lieu-of-parking are provided for EVCS spaces. The table below is recommended to be adopted in ordinance form to reconcile with the NJ Model Ordinance for Electric Vehicles:

EVCS Calculation based on NJ Model Ordinance		
Use Type:	**Total Required with Site Plan:**	**Make-Ready Required:**
Residential:		
1-4 units	None	None
5 or more units (or mixed use per NJ Model Ordinance)	[15% of required off-street parking spaces] Initial Occupancy: 5% of total required spaces	By Year 3: 10% of total By year 6: 15% of total
Non-Residential:		
Non-Residential Parking Facilities ("All others" per Model Ordinance)	No initial spaces required. See column to right for Make-Ready requirement: (See Note 1.)	26-50 or fewer parking spaces: 1 EVCS
		51-75 parking spaces 2 EVCS
		76-100 parking spaces: 3 EVCS
		100-150 parking spaces: 4 EVCS & (1 must be ADA accessible)
		> 150 parking spaces: 4% of total parking spaces (5 % ADA accessible)
Retailer that provides 25 or fewer off-street parking spaces, developer or owner of a single-family home	Exempt	Exempt
1. In lieu of installing Make-Ready parking spaces, a parking lot or garage may install EVCS to satisfy the requirements. *2. One EVCS spaces counts as 2 spaces for up to 10% of the total parking requirement.*		

8. Modifications to the Cannabis Ordinance

a. The city's Cannabis Ordinance currently exists as (3) separate overlay zones and text in §17.04.045.C through E. and is duplicated for clarity below. These three subsections of the overlay ordinance should be eliminated. The CAN-RD and CAN-RE are the "retail" cannabis zones and these zones should be consolidated into a single use category and incorporated as a permitted use in the C-4 Downtown Commercial Zone, which will control most of the existing overlay areas. The text of the zone should specify that retail cannabis uses should only be a permitted use on: George Street between Livingston Avenue/Liberty Street and Albany Street; and Easton Avenue between Little Albany/Wall Streets and Hamilton Street. The ordinance should continue to require each establishment must have a legal license from the State of New Jersey for the applicable (retail, etc.) cannabis use.

The CAN-CMD is the city's current overlay zone permitting the cultivation, manufacturing and distribution of cannabis. This subsection of the overlay ordinance should be eliminated. The current uses permitted in the CAN-CMD should be incorporated as a permitted or conditional use in the I-2 General Industrial Zone. The ordinance should continue to require each establishment must have a legal license from the State of New Jersey for the applicable (cultivation, processing, manufacturing, etc.) cannabis use. Retail sales should not be permitted in this zone.

Existing text of the Cannabis Zone §17.04.045:

C. CAN-RD Retail Cannabis Overlay Zone—Downtown.

1. Intent. The intent and purpose of this overlay district is to create a zone where retail cannabis establishments can operate and sell cannabis products as a conditional use.

2. Bulk Standards. Bulk standards within the overlay zone shall comply with the requirements of the underlying base zone.

3. Permitted Uses. All uses permitted under the underlying zone(s) will continue to be allowable per the same guidelines and standards of their zoning code.

4. Conditional Uses.

a. Retail cannabis establishments with the following condition:

i. Each establishment must have a legal license from the State of New Jersey for the retail sale of cannabis.

D. CAN-RE Retail Cannabis Overlay Zone—Easton Avenue.

1. Intent. The intent and purpose of this overlay district is to create a zone where retail cannabis establishments can operate and sell cannabis products as a conditional use.

2. Bulk Standards. Bulk standards within the overlay zone shall comply with the requirements of the underlying base zone.

3. Permitted Uses. All uses permitted under the underlying zone(s) will continue to be allowable per the same guidelines and standards of their zoning code.

4. Conditional Uses.

a. Retail cannabis establishments with the following condition:

i. Each establishment must have a legal license from the State of New Jersey for the retail sale of cannabis.

E. CAN-CMD Overlay Zone.

1. Intent. The intent and purpose of this overlay district is to create a zone where cultivation, manufacturing, wholesaling, distribution, and delivery of cannabis products shall be permitted as conditional uses.

2. *Bulk Standards. Bulk standards within the overlay zone shall comply with the requirements of the underlying base zone.*
3. *Permitted Uses. All uses permitted under the underlying zone(s) will continue to be allowable per the same guidelines and standards of their zoning code.*
4. *Conditional Uses.*
   a. *Cultivation, manufacturing, wholesaling, distribution, delivery of cannabis uses with the following condition:*
      i. *Each establishment must have a legal license from the State of New Jersey for the retail sale of cannabis.*

C. Modifications to Section 3 – Housing Plan Element

No modifications proposed to this element at this time.

D. Modifications to Section 4 – Circulation Plan Element

No modifications proposed to this element at this time.

E. Modifications to Section 5 – Utility Service Plan Element

No modifications proposed to this element at this time.

F. Modifications to Section 6 – Community & Educational Facilities Plan Element

1. <u>The 2020 Census was problematic</u>

The City should consider this brief demographic update as part of an addendum to the Community Facilities Master Plan element. In 2020, as in past years, the US Census didn't get a completely accurate count, according to the bureau's own report. The official census number reported more non-Hispanic whites and people of Asian backgrounds in the U.S. than there actually were, and it reported too few Blacks and Hispanics. The people most commonly missed are those with low incomes, people who rent or don't have homes at all, and people who don't speak or read English well. The COVID-19 pandemic made that process more difficult for the 2020 census, both by making people uncomfortable with in-person visits and by shortening the timeline for collecting the data.

Official estimates show that the 2020 census missed counting 3.3% of Black Americans and 5% of people of Hispanic or Latino origin. This performance is much worse than in the previous two censuses, when smaller proportions of those populations were missed. The 2020 census also counted 1.64% more non-Hispanic whites than there actually are in the country. For example, college students could have been counted twice – at their college residence and at their parents' home. The US Census Bureau conducts off-year surveys to update decennial censuses. The 2025 American Community Survey results have been published to update the 2020 Census data profile for the City. The city should consider a demographic element update as part of a "stand alone" Master Plan element. (A.H, Young, ASU, January 2025; Census.gov)

Updated community data is provided in the summary tables below. Table III-1 shows 65-year population growth in the City with stable growth in recent decades. Table III-2 shows population density compared to neighboring towns. Table III-3 shows 2020-2025 Census economic and housing data compared to Middlesex County and the State of NJ for that year.

Table III-1 : Population Growth Trends: 1970-2025

YEAR	CITY OF NEW BRUNSWICK		MIDDLESEX COUNTY		NEW JERSEY	
	POPULATION	% CHANGE OVER PREVIOUS DECADE	POPULATION	% CHANGE OVER PREVIOUS DECADE	POPULATION	% CHANGE OVER PREVIOUS DECADE
1970	41,885	-	433,856	-	7,168,143	-
1980	41,442	-1.06%	583,813	+34.56%	7,364,823	+2.74%
1990	41,711	+0.65%	595,893	+2.07%	7,730,188	+4.96%
2000	48,573	+16.45%	750,162	+25.89%	8,414,350	+8.85%
2010	55,181	+13.60%	809,858	+7.96%	8,791,894	+4.49%
2020	55,225	+0.08%	863,162	+6.58%	9,288,994	+5.65%
2025	57,576 (2025 EST)	+4.26%	890,119	+3.12%	9,500,851	+2.28%

Table III-2 : Population Density Compared to Middlesex County Municipalities

Municipality	Population	Area in Square Miles	Population Density (Persons per Square Mile)
Old Bridge	65,998	40.7	1623
East Brunswick	48,010	22.4	2143
Sayreville	44,556	18.7	2382
South Amboy	9,411	2.7	2913
Edison	107,558	30.7	3503
Metuchen	15,049	2.7	4895
South River	16,118	2.9	5557
Highland Park	15,072	1.8	7875
New Brunswick	***55,266***	***5.8***	***9926***

Source: Middlesex County Planning Department, & US Census Bureau

TABLE III-3 : 2025 Census Data	New Brunswick	Middlesex County	New Jersey
Housing			
Housing units, 2023, (V2023)	TBD	319,111	3,804,012
Owner-occupied housing unit rate, 2019-2023	21.8%	63.5%	63.7%
Median value of owner-occupied housing units, 2019-2023	$316,800	$439,300	$427,600
Families & Living Arrangements			
Households, 2019-2023	15,905	305, 610	3,478,355
Persons per household, 2019-2023	3.02	2.7	2.63
Education			
High school graduate or higher, percent of persons age 25 years+	65.9%	88.7%	87.4%
Bachelor's degree or higher, percent of persons age 25 years+, 2019-2023	24.0%	45.6%	43.8%
Economy			
In civilian labor force, total, percent of population age 16 years+, 2019-2023	68.9%	61.1%	63.3%
In civilian labor force, female, percent of population age 16 years+, 2017-2021	59.5%	60.9%	60.9%
Total retail sales per capita, 2019	$5,447	$24,443	$22,528
Income & Poverty			
Median household income (in 2023 dollars), 2019-2023	$60,248	$105,055	$99,781
Per capita income in past 12 months (in 2023 dollars), 2019-2023	$25,693	$49,125	$52,583
Persons in poverty, percent	31.6%	8.7%	9.7%

G. Modifications to Section 7 – Open Space and Recreation Plan Element
As the city adds park properties, it should periodically update its open space inventory to maintain a current list of these properties. The (Bayard, Neilson, Liberty) park site should be included.

H. Modifications to Section 8 – Recycling Plan Element
No modifications proposed to this element at this time.

I. Modifications to Section 9 – Relationship to Other Plans
No modifications proposed to this element at this time.

J. Modifications to Section 10 – Strategic Implementation Plan
No modifications proposed to this element at this time.