

CITY OF TRENTON
Douglas H. Palmer, Mayor

DEPARTMENT OF HOUSING AND DEVELOPMENT
Alan Mallach, AICP, Director

JUNE 1998

Amended April, 2006

**EAST STATE STREET REDEVELOPMENT
PLAN**

Attachment A

A DESCRIPTION OF REDEVELOPMENT AREA & OBJECTIVES

1. Boundaries

The boundaries of the East State Street Redevelopment Area Plan are indicated on the attached Boundary Map, (Map 1). Throughout this document, the East State Street Redevelopment Area is referred to as the Area and the East State Street Redevelopment Area Plan is referred to as the Plan.

In general, the redevelopment area included all properties fronting on East State Street between Olden Avenue and Monmouth Street and between the New Jersey Transit Railroad right of way and Freeman Lane and Wilmar alley. If the City and the community determine that an expansion of this area is in the interest of the community, and consistent with the intent of the Plan, the Plan may be amended in the future to expand the boundaries of the area to include additional portions of the Wilbur neighborhood.

2. Consistency with the Trenton Master Plan

The redevelopment of the East State Street area as proposed in this Plan is consistent with the Trenton Master Plan and the City of Trenton re-examination report in several ways:

- The Area is designated for residential and commercial redevelopment as part of the City Land Use Ordinance.
- The Plan recognizes that old industrial buildings are often no longer suitable for continued industrial uses, and recognizes that future land uses must address the employment and open space needs for the surrounding residential properties.
- The Plan recommends the adaptive re-use of underutilized industrial buildings, and encourages the demolition or conversion of obsolete buildings.
- The Plan recognizes the value of the existing housing in the Area as an affordable housing resource for households currently living in the area, and seeks improvements to that housing stock to benefit the households of similar social and economic condition.
- The Plan recognizes the opportunity to create affordable housing choices on infill sites in the area, especially along East State Street.

The Plan recognizes that a productive re-use of the NJ Transit Bus Depot is of significant importance to both the community and the City. As such, reuse strategies should be consistent with the land use objectives of this plan.

3. Redevelopment Plan Objectives

For the past twenty-five years, Better Community Housing, Inc. has engaged in comprehensive redevelopment work in this area: rehabilitating vacant City structures for first time homeowners, providing a community health center, a learning center and a facility for homeless families.

The intent of this plan is to build upon these initial efforts in partnership with the community residents, businesses, State and County agencies and other stakeholders.

The primary objective of this Redevelopment Plan is to eliminate those blighting conditions which cause the area to be considered an area in need of redevelopment under State of New Jersey statutes, as described in the Renewal Area Report, while ensuring that the present residents of the Area will benefit from the process. The City's intention is to foster mixed-use development, maintaining the principally residential character of the Area, while encouraging a variety of activities that will coexist and support the residential community. The uses anticipated for this Redevelopment Area include commercial, residential, and light industrial. In order for this mixed-use concept to be successful, an overall plan for the Area must be developed. The plan takes into consideration the proper relationship between uses within the Area, and the Area's relationship to adjoining neighborhoods.

By creating mixed use development, and fostering an environment that renders development economically feasible, the City expects to make the Area more productive. Job opportunities, new and improved housing, enhanced retail trade, new open space and additional tax revenues are anticipated to result from the implementation of the Plan. Increased economic activity in the Area will have a positive effect on adjoining neighborhoods and on the City as a whole.

In addition to the general redevelopment goals stated above, the City desires to achieve the following:

- a. To maintain and strengthen the architectural scale and character of the Area.
- b. To encourage new retail operations to locate in vacant commercial/retail buildings, particularly in close proximity to the East State Street/Olden Avenue intersection.
- c. To create and promote enhanced open space through a creative reuse of the area along the north side of East State Street. This Plan envisions the development of a significant new open space and recreational center on the north side of the 900 block of East State Street. This new facility will include both passive and active recreation uses that can be used by the community residents as well as the school children at the adjacent P.J. Hill Elementary School.

- d. To create a new infill housing project on the south side of the 900 block of East State Street that will, in conjunction with the new park development, serve as "an eyes on the park" project.
- e. To promote the physical and visual integration of the site with the surrounding community through ample pedestrian access and appropriate streetscape details.
- f. To provide adequate off-street parking, traffic control and lighting to facilitate multiple uses by residents, workers and visitors alike, and to mitigate any adverse effects these uses and their traffic demands may have on the neighborhood.
- g. To encourage the conversion of vacant residential properties into homeownership units for first-time homebuyers.
- h. To foster the rehabilitation of existing housing in a manner that fosters a high quality of rehabilitation and long-term maintenance of the area's housing stock.
- i. To create an advisory board which should consist of area residents, businesses, local non-profits and City representatives to insure that an effective link exists between the community and government officials.
- j. The City, in partnership with other agencies and community organizations, shall encourage redevelopers to utilize local contractors and laborers to work on the construction projects generated by the redevelopment of this area.

B. LAND USE

The entire Redevelopment Area is designated a Business B Area. This category permits a wide variety of compatible and mutually supportive commercial and residential facilities, but prohibits industrial uses, including junkyards, recycling facilities, and similar uses that do not belong in residential areas.

While the zoning permits a variety of uses, certain uses are appropriate for certain properties and not for others. The Plan requires that certain sites be used for particular uses in order to ensure that the community benefits from the redevelopment of the Area, and because of the particular character or location of those properties. Those uses are listed below as Required Uses.

1. Required Uses

Notwithstanding any other provisions of this Plan or the standards of the Business B zone in the City of Trenton Land Use Ordinance, the following areas shall only be used for the following purposes:

- a. NJ Transit Bus Depot (Block 311 Lot 1) shall be used for commercial, light industrial or an appropriate public facilities use. It is the intention of the Plan to foster uses in this property that will create job opportunities for area residents.
- b. The V&S and City-owned (known as Thropp and Ortiz) properties along the north side of East State Street shall be used for open space and recreational purposes. It is the intention of the Plan to foster a reuse of this property that will significantly improve open space and recreation opportunities for residents of the area and for the children of PJ Hill elementary School.
- c. Existing residential structures on East State Street should remain in use as housing, except that conversion of residential uses to commercial uses serving the community within the area between Cuyler and Olden Avenue will be permitted. It is the intention of the Plan to maintain the principally residential character of the area, while encouraging commercial activity close to the East State Street/Olden Avenue intersection. Where the opportunities exist, new infill housing should be encouraged along E. State Street. The setbacks of the buildings on East State should be similar to the adjacent existing units, thereby creating a strong street wall along the street. Materials and building heights shall be in accordance with standards outlined on Section C. DENSITY AND CHARACTER OF DEVELOPMENT of this report. On the 900 block of East State Street, a new residential development will be allowed whereby a percentage of the units will not be required to front on a public street as long as the requirements in this section are strictly adhered to.

2. Permitted Uses

Except as provided above, permitted uses in the Area include single family and multi-family uses as permitted in Business B zones, retail and offices uses as permitted in Business B zones, except that (a) used car lots are prohibited, and (b) convenience food stores larger than 2,000 square feet are permitted. Retail uses include restaurants and any establishments providing either retail goods or service to the public. The Trenton Planning Board may permit light industrial uses that are shown to be environmentally compatible with adjacent residential or commercial uses where such light industrial uses can provide job opportunities or other benefits to the community. Warehousing, where it is clearly needed to support adjacent retail or service uses, is permitted.

C. DENSITY AND CHARACTER OF DEVELOPMENT

The amount of permitted commercial development will be limited based upon the development's off-street parking requirements and traffic impact. The Plan does not anticipate any significant increase in density of either residential or commercial activity, except with respect to the NJ Transit Bus Depot. The reuse of the bus depot site is anticipated to increase the number of jobs in the area. In view of the increased level of vehicular activity that will occur with the reuse of the site, the City shall explore the feasibility of establishing a vehicle entrance and exist to S. Olden Avenue to reduce the level of truck traffic from E. State Street.

1. New Construction

New building construction shall be allowed which is compatible with the architectural scale and character of the area and the overall Plan for the Area. The following bulk and setback requirements shall apply to new construction.

<u>Feature</u>	<u>Standard</u>
Maximum Height	The height of new buildings shall be no more than the height of the tallest of the adjacent existing buildings in the Area.
Front Yard	The front elevation of new buildings shall align with the facades of existing adjacent buildings.
Building Materials	The exterior facades of all new buildings shall be an acceptable material similar to or visually compatible with the materials of the existing buildings. The size and placement of windows, window openings, entryways and façade details shall seek to be compatible with those features of adjacent facades.

The City shall work with other public and private entities to identify sources of funds adequate to implement this plan.

2. Design Guidelines for Residential Buildings

Design guidelines are crucial to maintain the architectural character of the Area as new uses are accommodated. They must be general enough to permit compliance with current building codes and functional requirements, and to provide the opportunity for appropriate treatments that maintain the architectural theme of the street. The City recognizes public sector support will be required to achieve the objectives of this section of the Plan, and that flexibility in the enforcement of these standards will be required to ensure implementation of the Plan.

Masonry – Masonry surfaces shall be cleaned by appropriate techniques, such as a water-based system, to avoid damage to individual units or to the mortar. Sandblasting is inappropriate. Replacement masonry units shall match the original in size, color and texture. Repointing shall match the color and texture, porosity, strength, elasticity, texture, and tooling. Masonry shall not be painted or stuccoed unless it originally had this treatment, or unless it can be proven necessary to preserve the original.

Exterior Details – Original hardware, light fixtures, cast iron, sheet metals, and slate roofing shall be retained and stored wherever feasible. In cases where exterior details cannot be restored and must be replaced, the new elements shall, to the extent possible, match the design and construction of the original. Additional decorative elements should be compatible with existing details.

Paint – To the greatest extent possible, new paint and finishes on all exterior wood or metal surfaces shall be based on colors and finishes appropriate to the original character of the buildings or features.

3. Streetscape & Site Design Guidelines

a. East State Street Frontage

In the event that one or more buildings along the East State Street frontage are demolished, the design treatment of infill construction along the street frontage shall be compatible with the remaining street wall. Use of materials, massing, signage, and other features shall be reviewed by the Division of Planning with particular respect to fostering an attractive visual character in context with the existing buildings on both sides of the street, and a pedestrian-friendly street-level environment.

Site Plan Controls – (900 Block of E. State Street – south side of block)

This plan calls for the redevelopment of the 900 block of E. State Street with new affordable housing units that will have significant frontage on East State Street with many of the units fronting onto the new park to be developed across the street. Freeman Lane will provide rear access to these units, eliminating any need for curb cuts on E. State Street. This block of East State Street is very deep and does not lend itself to a traditional row house development. As such, this plan will allow a new interior configuration of single family homes that do not need to front onto a public street. The following standards must be adhered to if a redeveloper chooses to develop new homes on this block lacking street frontage:

1. A significant percentage of the new units must front on East State Street with a setback that mirrors the adjacent existing structures on the block, thereby creating a strong “street wall” on East State Street. Preliminary plans for the units fronting on E. State Street shall be approved by the City of Trenton prior to the redeveloper submitting a site plan application to the City’s Planning Board.
2. If buildings do not front on East State Street, the redeveloper shall add design elements that strengthen the concept of a strong “street wall”. Elements may include a decorative fence and/or a decorative fence with pillars or other elements that hold the street line.
3. No curb cuts will be allowed on East State Street. All access shall be from Freeman alley.
4. Units interior to the block, that do not front onto a public street, can front onto an open space plaza, as long as sidewalks are provided that create a pedestrian connection to East State Street.
5. One parking space per unit must be provided. Parking can be provided in parking lots to the rear of the units as long as the units have direct access to the parking lots.
6. The residential density requirements must be adhered to as stipulated under the LAND USE section of this plan. Density can be calculated by dividing the number of units by the square footage of the development site. Open space shall be provided at 120 square feet per unit and can be calculated by dividing the number of units by the amount of open space available on site.
7. All other sections of this Plan shall apply to this site

c. Paving/Sidewalks and Curbs

An overall streetscape/paving plan shall be prepared for the area. New paving shall be consistent with this Plan.

d. **Lighting**

An overall lighting design for the Area shall be prepared. This design shall take into consideration the lighting of streets, sidewalks, parking areas, and open spaces. Streetlight fixtures throughout the Area shall be predominantly pedestrian in scale. Daylight color-corrected mercury vapor lamps are recommended along pedestrian ways. High pressure sodium vapor lighting may be used along major auto traffic routes in parking lots. Adjacent streets should also be lighted to promote safety and access.

e. **Street & Public Furniture**

New benches and seating shall be appropriate contour-type, in painted cast iron or steel frame. Bicycle racks shall be provided near active open spaces. Public telephones shall be provided at regular convenient locations and integrated where possible with information facilities and transit shelters.

f. **Signage**

The design, scale, location, and color of new signage shall harmonize with the architecture of the Area, and conform to local zoning.

g. **Refuse**

Public receptacles shall be conveniently located at areas historically known to attract litter. Dumpsters and other large pick-up facilities shall be designed and located to be as inconspicuous as possible and to avoid conflicts with pedestrian passages and courtyards.

h. **Architectural Salvage**

The redeveloper will be required to consult with the City's Historic Preservation Specialist prior to the demolition of any buildings and/or structures in the Redevelopment Area and must work with the City to identify potential organizations for removing any salvageable historic architectural elements. Preference should be given to Trenton-based organizations and/or non-profits.

D. PARKING

Each land use or individual project within the Area shall be provided with adequate off-street parking to accommodate patrons and employees.

1. Parking requirements

Individual projects shall provide parking according to the following table:

<u>Use</u>	<u>Parking Requirements Per SF of Facility or Other Factor</u>
Retail Stores	1 space per 250 sf.
Offices	1 space per 400 sf.
Light Industry	1 space per 1 000 sf.
Wholesale & Distribution	1 space per 750 sf.
Housing	1 space per dwelling unit ¹

These requirements can be modified subject to an approved shared parking plan. Where the uses are taking place in existing buildings the Planning Board may modify the requirements in light of physical constraints. Uses not listed above will be subject to City zoning requirements.

2. Parking Facility Design

- a. Each off-street surface parking area shall have a minimum area equivalent to one parking space per every 10 parking spaces landscaped with shrubs and with deciduous trees of no less than 3" caliper. Such landscaped spaces shall be distributed throughout the parking area in order to break the view of long rows of parked cars in a manner not impairing visibility.

In addition to these landscaping requirements, any off-street surface parking area containing space for more than 30 vehicles shall have the various parking bays and areas divided by landscaped pedestrian pathways, installation of decorative street lighting, fixtures, street furniture, and other appropriate treatments in order to ensure that the visual character of such areas is compatible with the character of adjacent buildings and the complex as a whole. Detailed landscaped plans shall be submitted for all such off-street parking areas.

- b. Lighting used to illuminate off-street parking area shall be arranged to reflect the light away from residential premises and streets.
- c. Surfacing and curbing shall be in accordance with City Department of Public Works specifications.

- d. All off-street parking lots shall have adequate designations to indicate traffic flow and parking spaces.

3. Access

Parking areas shall include adequate driveway and necessary turning areas to handle the vehicles for which provision is made. Parking areas shall be designed to permit each motor vehicle to proceed to and from the parking space provided for it without requiring the moving of any other motor vehicles.

4. Shared Parking

Mixed-use developments enable parking to be shared by several uses, since peak spaces needed will be less than the total required for each individual use. Shared parking shall be utilized wherever possible.

5. Pedestrian Circulation

Site plans shall provide for attractive pedestrian connections between the different buildings and activities in the area, and for pedestrian connections to other parts of the larger East State Street Area not included in this plan but anticipated to be the subject of future redevelopment efforts. The design and layout of vehicular circulation, parking, and loading areas shall minimize conflict with pedestrian circulation.

E. ACQUISITION/RELOCATION

Certain properties and property interests, including but not limited to easements and reversions, located in the Area may be owned by parties not interested in participating in redevelopment of the Area. In that event, the City will encourage developers to acquire such additional properties or property interests through private transactions as may be required to carry out the objectives of the Plan. Should it not be possible to acquire in that fashion all properties or property interests needed to carry out the objectives of the Plan, the City may institute public action, including condemnation, to acquire these properties and sell or lease them to developers for redevelopment as specified in the Plan.

The terms and conditions under which the City will acquire properties or property interests within the Redevelopment Area and convey them to developers shall be the subject of separate agreements between the City and the developer or developers designated by the City.

The City will limit the acquisition of properties through eminent domain to only those residential or commercial properties that are vacant or deemed by the Department of Inspections to be an imminent hazard. In that situation, any such resident or business will be entitled to relocation assistance and financial benefits as provided by law, which will be made available by the City's Division of Real Estate.

F. RECREATION & COMMUNITY FACILITIES

1. Open Spaces

As part of its efforts to provide more affordable housing and implement the City's open space and recreational initiatives for this area, the existing Greg Grant Park will be relocated to the opposite side of East State Street. The relocated Greg Grant Park will be incorporated into a much larger park that is to be created through the consolidation of underutilized lands. This new park will include significant open space and recreation center. To that end, the City of Trenton received approvals under the New Jersey Green Acres Program to relocate Greg Grant Park and create this new facility. This new park will be completed in phases, with the early phase to include the relocation of the play area to its new location. Under the Green Acres agreement the play area from the existing Greg Grant Park must be relocated prior to de-commissioning the existing playground.

To effectively manage this open space, the City will seek to establish partnerships with community organizations and the PJ Hill School.. In partnership with the residents, the City shall investigate the feasibility of creating a community garden and determine an appropriate location.

2. Community/Cultural Facilities

In order to produce a rich, attractive environment, the City, acting in association with community groups and area on-profits, will endeavor to create a variety of cultural facilities within and in the immediate vicinity of the Area.

3. Other Community Improvements

The City and developers will work to ensure that physical improvements to the adjacent residential area, including street lighting, planting, and sidewalk improvements, will take place simultaneously with the implementation of this redevelopment plan.

G OTHER PROVISIONS NECESSARY TO MEET STATE AND LOCAL REQUIREMENTS.

The laws of the State of New Jersey require that any redevelopment project be undertaken in accordance with a Redevelopment Plan for the Project Area. Furthermore, the Trenton city council must approve by Ordinance the Redevelopment Plan for the East State Street neighborhood on the basis that the proposals in this Redevelopment Plan are in accordance with the local plan objectives and the Master Plan of the City of Trenton. The City of Trenton “Periodic Re-examination of the City of Trenton’s Land Use Plan and Regulation” as adopted by the City of Trenton Planning Board, February 2005 as well as the City’s Master Plan, states as its goals for this area the redevelopment of vacant industrial area, including the V & S Recycling, Thropp, and Standard Roofing properties into a community park linked to the adjacent PJ Hill elementary school and adjacent residential uses. The vision for the Wilbur neighborhood as stated in the Master Plan is to build a stable, livable and mostly residential neighborhood.

The creation of new housing that provides parking and open space as mandated by the City of Trenton Land Development Ordinance as well as the development of a new community park and recreation facility meets the local objectives of the City of Trenton Master Plan. The attached Land Use Map as amended shall become an overlay map to the city’s existing zoning map.

1. Significant Relationship of the Redevelopment Plan to the Master Plans of contiguous municipalities

There are no significant relationships between this redevelopment plan and the contiguous municipalities needing further review. The City of Trenton is a designated Urban Center as defined under the State of New Jersey Development and Redevelopment Plan. Goal #1 of the State Plan is the revitalization of the State’s Cities and Towns. Additionally, The County of Mercer Growth Management Plan, Part 1, states as a goal creating opportunities for housing development and rehabilitation to serve a full range of incomes and lifestyles. Also, the Mercer County Open Space and Recreation Plan states as a goal the provision of active recreational facilities in urban and suburban areas of the county where adequate infrastructure already exists and the majority of the population have access to it.

The Redevelopment Plan’s stated objective to create new affordable houses, open space, upgrade the existing streetscape and redevelop vacant lots for appropriate uses is consistent with both the Mercer County Master Plan and the State of New Jersey Development and Redevelopment Plan. Furthermore, it is not believed that the stated objectives of this redevelopment plan will impact the master plans of contiguous municipalities in any significant way.

G. PLANNING REQUIREMENTS FOR DEVELOPERS

The East State Street Redevelopment Area Plan is a basic framework within which development can proceed. In order to produce the highest quality project, additional detailed planning will be required. The developer shall prepare a detailed plan for the Area illustrating how it would propose to proceed with the project. This plan, which may be developed in consultation with community groups and the City shall be in accord with the redevelopment objectives and may, if warranted, include the following items:

- Rendered site plan.
- Land and building use plans.
- Traffic, parking and transportation plan and impact analysis.
- Open Space and landscaping plan.
- Site lighting plan.
- Phasing plan.
- Implementation time schedule.
- Typical building schematic plans and sections.
- Summary of areas by use and building

Developers shall comply with all escrow and fee requirements required by the Trenton Land Use ordinance, pursuant to the provisions of the Municipal Land Use Law.

H. AFFIRMATIVE ACTION

The successful execution of the objectives of the Plan assumes total compliance with applicable affirmative action and equal employment opportunity guidelines. The developer, contractor, subcontractor and other entities involved with this Plan's implementation shall be subject to P.L. 1975, c.127 (N.J.A.C. 17:27).

I. PUBLIC FUNDING SOURCES

The City recognizes that adequate funding is an essential element in bringing about successful implementation of the Plan. To that end, the City will work with Mercer County and the State of New Jersey to identify and secure other public funding for the Plan, as well as seek private sector financing. The City will utilize any or all of the following funding sources in carrying out the Plan: Community Development Block Grant, HOME, Balanced Housing Program, New Jersey Urban Site Acquisition Program, and City of Trenton Capital Budget funds.

J. PROCEDURE FOR CHANGING APPROVED PLAN

The City shall establish a mechanism by which it will monitor the progress of redevelopment plan implementation; evaluate how successfully the City is meeting the plan objectives; and determine whether amendments are warranted to better meet the objectives of the plan.

The Redevelopment Plan may be amended from time to time upon compliance with requirements of law, provided that with respect to any land in the project area previously disposed of by the Department of Housing and Development for use in accordance with the Redevelopment Plan, the Department of Housing and Development receives the written consent of the owner of any such land materially affected by such amendment.

East State Street Redevelopment Area



0 125 250 500 750 1,000 Feet

June 1998
June 2006

