

MASTER PLAN
LAND USE ELEMENT
AMENDMENT

BOROUGH OF MADISON
MORRIS COUNTY, NEW JERSEY



ADOPTED
NOVEMBER 4TH, 2009

2009 MASTER PLAN AMENDMENT

PREPARED FOR:

THE BOROUGH OF MADISON PLANNING BOARD

ADOPTED NOVEMBER 4TH, 2009

**PREPARED BY
EFB ASSOCIATES, LLC**

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INTRODUCTION

This amendment to the Madison Master Plan addresses key land use issues identified by the Planning Board in 2009. Specifically, this amendment reviews the existing conditions and zoning of three key areas and supplements the land use policy recommendations put forth in the Borough's Master Plan documents in an effort to balance development opportunities with the achievement of other community goals and objectives. The areas of emphasis are as follows:

- The Green Village Road School site;
- The Park Avenue corridor, west of the central business district, including the Verizon site; and,
- Main Street between Greenwood and Alexander Avenues.

In addition to these focus areas, this amendment also addresses the following issues and areas in a more cursory manner:

- The continued use of the Bayley Ellard site for religious, institutional, public, and recreational purposes;
- Downtown vitality with an emphasis on design related issues to ensure that new development, rehabilitation, and infill development maintain the established character of the core of the downtown;
- Incentives to encourage the use of sustainable design practices;
- A review of the R-4 District along Lathrop Avenue; and,
- Land use policies governing approximately 1.7 acres at the northeast corner of Cook and Ridgedale Avenues.

This amendment first provides a brief overview of relevant land use related goals and objectives from prior planning documents along with recommended modifications to land use planning objectives. Sections on each of the key focus areas follows this discussion of land use related goals and objectives. The final section of this Land Use Element amendment addresses a range of issues, as identified above.

I. LAND USE RELATED GOALS AND OBJECTIVES

The 1992 Master Plan contains a variety of goals and objectives that continue to be relevant in guiding future land use decisions within the Borough. The following additional Land Use Element objectives are intended to supplement the 1992 objectives:

- To promote the use of sustainable design and green building practices;
- To encourage development opportunities that incorporate transit-oriented design principles in locations within 1/4 mile of the NJ Transit train station with densities, amenities and uses reflective of the specific neighborhood context and site-related features and opportunities;
- To encourage downtown design and infill development that reflects the unique scale, context, and character of the core of the downtown;
- To support and encourage locally owned and oriented retail businesses and services within the downtown;
- To encourage pedestrian accessibility, including street level pedestrian interest and activity within the downtown.

II. GREEN VILLAGE ROAD SCHOOL SITE

Existing Conditions:

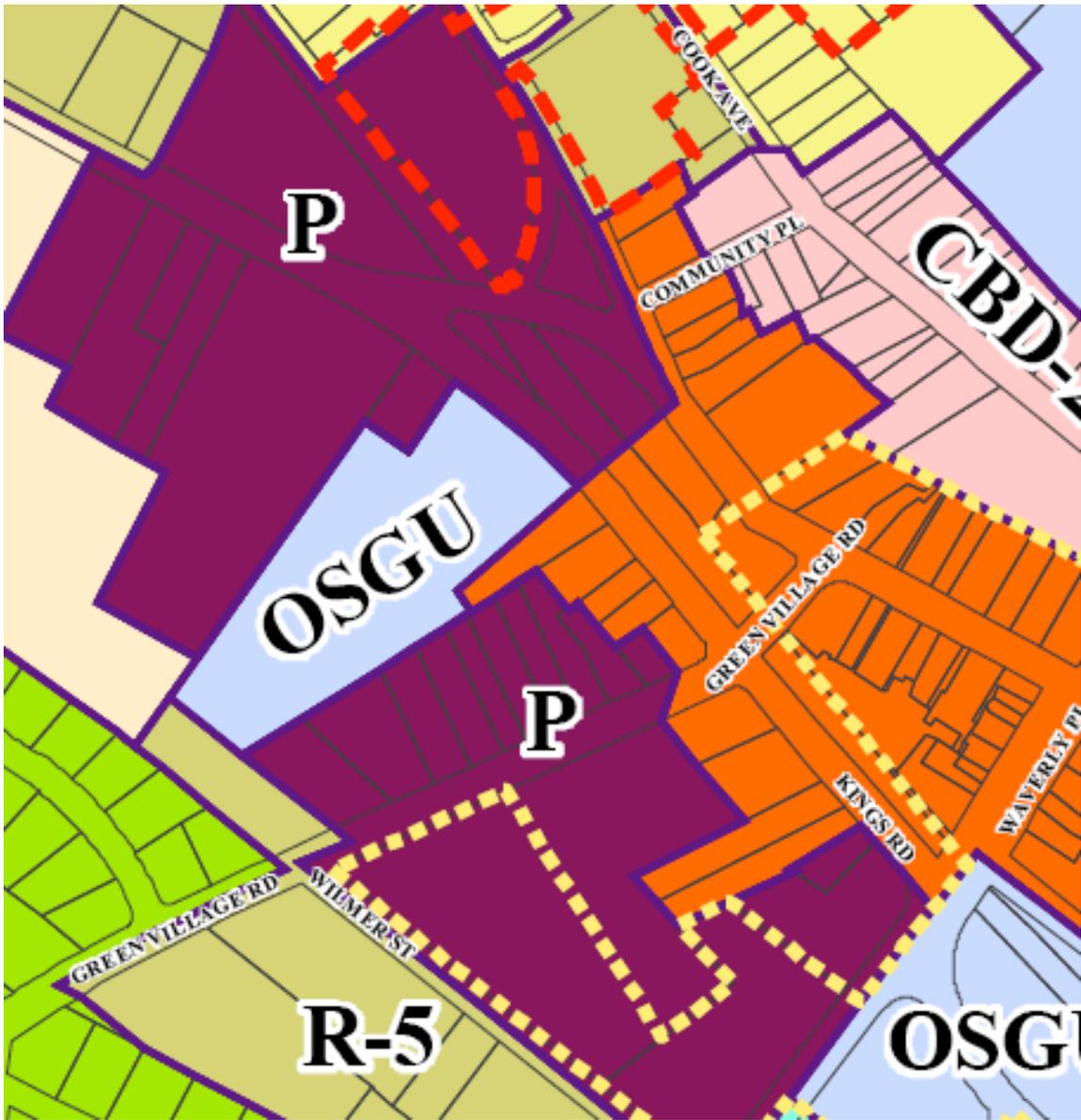
The site contains 4.99 acres of land with frontage on Kings Road (approximately 270' of frontage) and Green Village Road (approximately 110 feet of frontage). Formal access to and from the site is from Green Village Road, with a secondary egress to the rear of the school to Kings Road. The Red Cross parking lot and access is located on the Green Village Road School (GVR) property. The school building occupies the upper +/- 2 acre part of the site with the fields occupying the balance of the property. Site elevations vary from just over 300' at the eastern end of the site at the Green Village Road access drive to around 260' at Kings Road. The existing school building itself occupies around a 16,000 square foot footprint and has a full basement level, first story and partial second story with total gross floor area of approximately 37,000 square feet.

1992 Master Plan:

The 1992 Land Use Plan includes this site as part of a larger area designated in the Professional Office/Residential land use category. However, upon creation of a new designation for Open Space and Government Use (OSGU), with the exception of the small area of the site that fronts Green Village Road, the site was zoned OSGU to reflect its use as a public facility. Given that the property is no longer needed for school use, it is appropriate to revisit land use policies for this area. Along these lines, the 2008 Housing Element identifies this site as appropriate for inclusionary housing given proximity to transit, the downtown, and public facilities.

Existing Zoning & Land Use Pattern:

The GVR site is presently zoned primarily OSGU. This zone permits only public facilities and train stations as permitted uses. Zoning and land use patterns abutting the site include a CBD-1 Zone to the east fronting Kings Road, P Zones to the north and south, an R-5 Zone to the west fronting Green Village Road, and the U District (Drew) also to the west. An R-2 District lies to the west of both the U and R-5 Districts. A variety of land uses abut the site including commercial uses along Kings Road, a mix of office and residential uses along Green Village Road (including a 3 to 4 story apartment building just west of the site), the Red Cross building to the north, and a church in the P Zone to the northwest.



Green Village Road School Site (OSGU Zone) and Surrounding Zoning Designations (Source: Borough of Madison Engineering Dept.)

Opportunities:

The site's proximity to transit, the downtown and public facilities is an asset that merits incorporation of transit-oriented design principles. The size of the parcel and its topography also present opportunities. At almost 5 acres, this is one of the largest parcels with revitalization potential within the Borough. The property's topography also presents an opportunity to incorporate moderate to higher densities in a context sensitive manner. In terms of land uses, the site abuts downtown commercial uses, as well as professional office uses, institutional uses, and multi-family development. Given the site's size and locational advantages, as well as surrounding land use patterns, future zoning should provide as much flexibility as possible to incorporate both commercial (especially along Kings Road) and residential uses with appropriate standards to address the scale, design and siting of these uses on the site consistent with transit-oriented design principles. The ability to accommodate some cultural or institutional uses is also desirable, as is strengthening the connection of this part of Kings Road to the core of the downtown. From a siting and scale perspective, any future design should take advantage of site topography to break up the mass of buildings and incentives should be considered to incorporate green building practices and other desirable aspects of design, including public and cultural amenities. In addition, there are opportunities to extend the new land use designation for the Green Village Road school site to potentially encompass some abutting properties, specifically neighboring Lot 7 (the Red Cross building), Lot 9, Lot 23 (Green Village Arms apartments), and Lot 22.

Purpose/Goal Statement:

The following statement of purpose and overarching goal is proposed for this area:

To maximize the development potential of the area, consistent with transit-oriented design and sustainable design principles, in a manner that is context sensitive, that strengthens the connection between this area of Kings Road and the core of the downtown, and that balances site development opportunities with impacts.

More specifically, land use policies and future zoning for the site should reflect the following objectives:

- Maximizing the positive economic impact of future development and strengthening the connection between this area along Kings Road, Drew University, and the downtown.
- The incorporation of a wide range of housing types, including attached

- housing, multi-family housing, as well as age-restricted housing, and providing for the required 20% affordable housing obligation mandated by COAH.
- Providing for density consistent with transit-oriented design principles given site proximity to the train station, but achieving this in a context-sensitive manner that takes advantage of topographical conditions of the property and ability to incorporate a range of building types and heights, while minimizing visual impacts. Residential densities will ultimately depend on the extent of the site developed for residential use, as well as the type and size of residential units constructed, with maximum densities ranging from 18 to 25 units per residential acre with the use of incentives to reach the higher end of this range.
 - Encouraging mixed-use development along Kings Road with first floor retail and opportunities for offices, cultural uses and residences on upper floors. Alternatively, a small boutique hotel could also anchor the site and provide street level activity and interest for pedestrians.
 - The use of incentives or other tools to promote inclusion of publicly accessible pocket park interior to or along the Kings Road frontage, the use of green building practices, inclusion of structured or below-grade parking, and provisions for other public and cultural amenities.
 - Bulk regulations that allow for a range of heights and design standards to require building massing and siting to take advantage of the property's existing topography to minimize visibility of structures to the greatest extent feasible. Building heights of up to three to four and a half stories on parts of the site should be permitted under this guiding principle of site topography to minimize the visibility of structures.
 - Design standards to ensure high quality architectural elements and cohesive overall design, including, but not limited to: provisions encouraging a range of building heights, requirements for articulated facades, the use of natural materials, inclusion of green roofs, pedestrian accessibility and facilities, and structured parking wrapped with commercial and/or residential uses.
 - Buffer requirements, particularly along the western boundary adjacent to Drew University property and residences.
 - The incorporation of visual simulations into any future site plan approval process to gauge the proposed building, massing and architectural treatment from key locations surrounding the area.
 - Development of an access scheme that addresses the needs of non-motorized and motorized traffic, as well as emergency access.

III. PARK AVENUE CORRIDOR

The following land use analysis of the Park Avenue corridor is divided into two parts: the Verizon site at the Borough's western boundary on Park Avenue and the remainder of the Park Avenue corridor.

Existing Conditions

A. Park Avenue:

The majority of the Park Avenue corridor continues to be residential in character with a mix of single-family and two-family residences, as well as the occasional three-family and multi-family structure. Commercial uses are predominantly contained within the existing CC Community Commercial zones and generally consist of small-scale commercial uses including a gas station, two restaurants, a medical supplies business, and some professional office uses. Lot sizes along the corridor are generally small, with most properties no more than 150 feet deep and 100 feet in width. There are some exceptions to this pattern with greater lot depth along the north side of Park Avenue for a handful of parcels between Chateau Thierry and North Street, as well as a few parcels within the R-5 Zone west of Elm Street. In addition, there are a few homes with historic significance on 200-foot deep lots on the north side of Park between Ridgedale Avenue and Anthony Drive (49 Park Avenue and 57 Park Avenue), as well as an area designated with a historic streetscape on the south side of Park between Elm Street and Madison Avenue. Two other structures (along with 49 Park Avenue) are also part of the Force Houses and Iron Works historic site: the commercial building at 42-44 Park Avenue and 38 Park Avenue¹. In addition to land use patterns, it should be noted that Park Avenue is a County arterial roadway that carries significant traffic. Please see the appendix for representative photographs of the corridor.

B. Verizon Site:

The Verizon site consists of 15.25 acres and contains an approximately 225,000 square-foot building with back office/call center operations and switching equipment. The site also includes a very large surface parking area for approximately 900 cars, as evident in the aerial view below. The site is surrounded by residential uses on three sides, including Madison Commons' townhouses to the east and southeast, as well as single and two-family residences to the south along Chateau Thierry and Park Avenues. An 8.9-acre vacant parcel (previously part of the Exxon property) abuts the site directly to

¹ Based on the Madison Historic Resources Survey, 1996.

the north, presently serving as a buffer between the Verizon facility and the Florham Green development in neighboring Florham Park. This parcel was recently de-annexed and is now part of Florham Park.

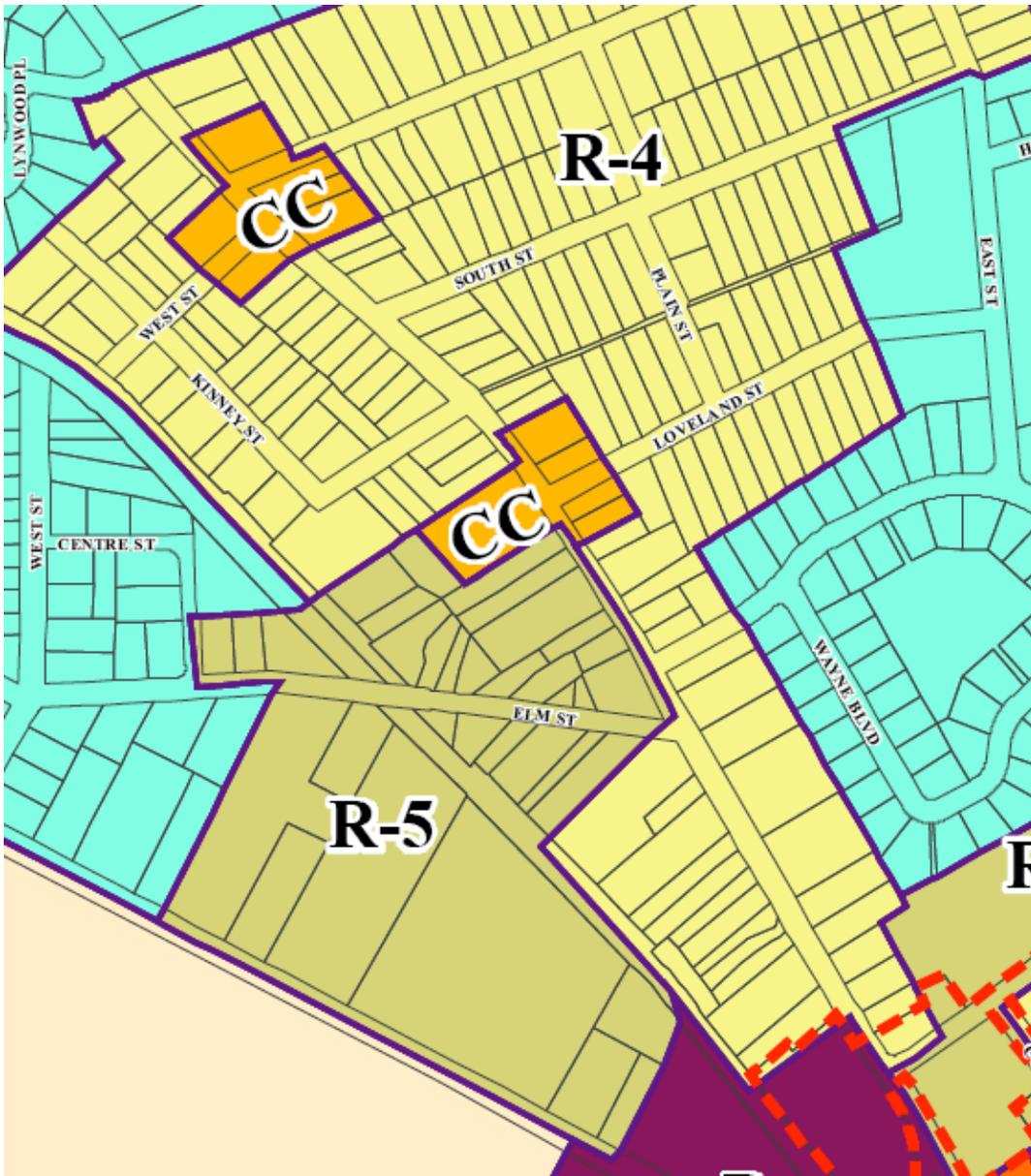


Aerial view of Verizon facility and adjacent land uses (Source: GoogleEarth)

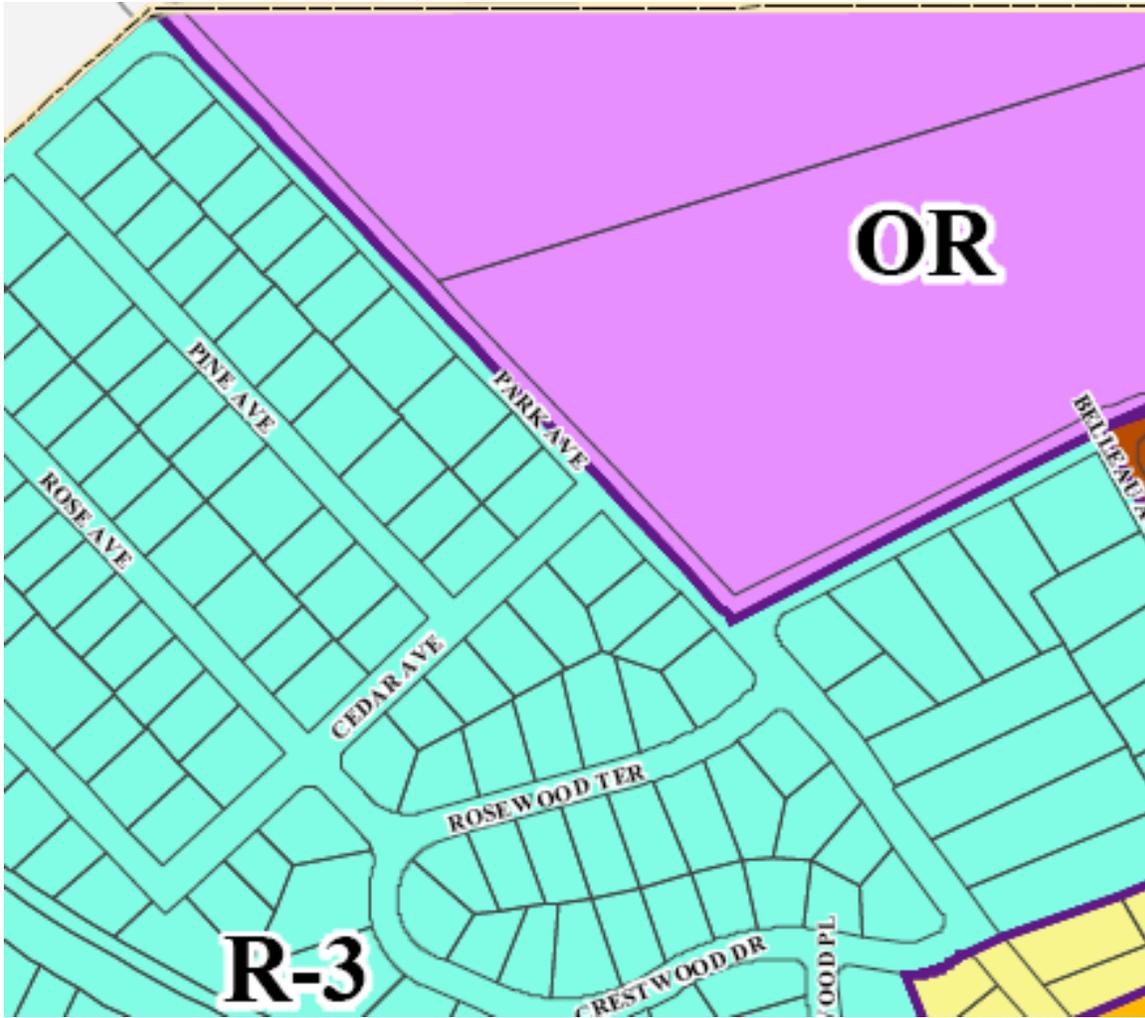
Existing Zoning

A. Park Avenue:

The zoning along Park Avenue is predominantly R-4, Two-Family Residential, from Ridgedale Avenue westward to Crestwood Drive with the exception of two small CC Community Commercial zones at West/North Streets and at Loveland Street and one small area zoned R-5, Multiple-Family Residential, on the south side of Park Avenue between Elm Street and Amici's. From Crestwood Drive westward to the Florham Park border Park Avenue is zoned R-3 Single-Family Residential, with the exception of the OR Zone that contains the Verizon facility (see section on Verizon site for information on the OR Zone). The use and bulk regulations of the R-3, R-4, R-5 and CC Districts are summarized below (for a complete review of regulations, please see the Borough Land Development Code, Chapter 195).



Park Avenue Corridor Existing Zoning from Ridgedale Avenue to Crestwood Drive
(Source: Borough of Madison Engineering Dept.)



Zoning along the western end of Park Avenue from Crestwood to Florham Park border
 (Source: Borough of Madison Engineering Dept.)

R-3 Zone Summary:

Principal permitted uses:

- Single-family detached dwellings
- Public parks and playgrounds

Key Bulk regulations:

- Maximum height: 2.5 stories/35 ft
- Minimum lot area: 9,375 sq ft
- Minimum lot width (interior): 75 ft
- Maximum lot depth: 100 ft
- Maximum impervious coverage: 30%
- Maximum principal bldg coverage: 15%

R-4 Zone Summary:

Principal permitted uses:

- Single-family detached dwellings
- Two-family dwellings
- Public parks and playgrounds

Key Bulk regulations for single-family development:

- Maximum height: 2.5 stories/35 ft
- Minimum lot area: 6,250 sq ft
- Minimum lot width (interior): 50 ft
- Maximum lot depth: 110 ft
- Maximum impervious coverage: 40%
- Maximum principal bldg coverage: 20%

Key Bulk regulations for two-family development:

- Maximum height: 2.5 stories/35 ft
- Minimum lot area: 7,250 sq ft
- Minimum lot width (interior): 60 ft
- Maximum lot depth: 110 ft
- Maximum impervious coverage: 40%
- Maximum principal bldg coverage: 20%

R-5 Zone Summary:

Principal permitted uses:

- Multiple-family dwellings
- Patio homes
- Public parks and playgrounds
- Single-family attached dwellings
- Single-family detached dwellings (in accordance with R-4 District regulations)

Key Bulk regulations for multi-family, single-family attached and patio home development:

- Maximum FAR: 0.30
- Maximum density: 4 to 6 units/acre
- Minimum common open space: 30%
- Maximum height: 2.5 stories/35 ft
- Minimum lot area: 6,500 sq ft
- Minimum lot width (interior): 150 ft
- Maximum lot depth: 300 ft
- Maximum impervious coverage: 50%
- Maximum principal bldg coverage: 5%

CC District Zone Summary:

The purpose of the CC District is “to provide community commercial uses which will primarily serve the residents of the Borough. This zone is not intended for the development of large, regional retail uses. The development of small-scale office buildings and multifamily housing are permitted uses, which complement the community retail uses. The standards of this zone are intended to create a visually pleasing streetscape, which establishes a positive aesthetic relationship between the public space (e.g., roads and sidewalks) and the building facades and layout of the sites” (Section 195-32.5.A. of the Borough Land Development Code).

Principal permitted uses:

- Retail sales and service
- Business, medical, professional, executive or administrative offices
- Restaurants, non drive-through
- Institutional uses
- Theaters
- Apartments over retail and/or office uses (added in 2005)
- Financial institutions without drive-up window
- Any use permitted in any residential zone
- Funeral homes
- Recreational facilities, commercial or private

Conditional uses:

- Assisted-living residences
- Long-term care facilities
- Restaurant, drive-through
- Gasoline service stations
- Financial institutions with drive-up window
- Public garages

Key Bulk regulations for two-family development:

- Maximum height: 2.5 stories/35 ft
- Minimum lot area: 7,500 sq ft
- Minimum lot width (interior): 50 ft (75 ft corner)
- Maximum lot depth: 150 ft
- Maximum impervious coverage: 70%
- Maximum building footprint: 5,000 sq ft
- Maximum FAR: .25

In addition to the above regulations, there are supplemental design standards for the CC District that address residential conversions, parking, screening, landscaping, building design, apartments over retail and/or office uses, and visual character consistent with pedestrian-oriented development that is sensitive to neighboring residential uses.

B. Verizon Site:

The Verizon site is located in the Borough's Office-Research Zone. The purpose of the OR Zone is "to permit office facilities in appropriate locations in the Borough which provide minimal impact on residential neighborhoods" (Section 195-32.7.A of the Borough Land Development Code). The Verizon site is the only parcel located within OR Zone. Permitted uses in the OR Zone include all types of offices as well as institutional uses. Bulk regulations require relatively large front and rear yard setbacks (75 ft each, however no building is allowed within 100 feet of any residential zone), a minimum lot size of 100,000 square feet and a maximum height of two stories/38 feet. There are no supplementary design standards tailored to the OR Zone. However, it should be noted that the existing building slightly exceeds the maximum height set forth in the OR Zone and the maximum impervious coverage of 42.5%.

1992 Master Plan & 2004 Re-Examination Report

A. Park Avenue:

The 1992 Master Plan contains the following comments and recommendations regarding the Park Avenue corridor:

"Park Avenue is an arterial road which has seen steady increases in traffic volumes over the past several years. Nonetheless, it has maintained its residential character, except for two isolated commercial areas in the GBA zones. The two small GBA zones contain a combination of commercial and accessory multi-family uses. Uses in the two GBA zones include a gas station, a welding company, a grocery/liquor store and small retail uses. Land use options include maintaining these GBA zones or discouraging further nonresidential and multi-family development by rezoning these areas to R-4. It is recommended that the Park Avenue GBA zones remain and continue to serve neighborhood business and service needs and that the residential zoning of the remaining areas on Park Avenue should be maintained (Pages II-11, 12)."

Consistent with the 1992 Master Plan, the commercial zoning has remained in tact in the two small nodes along Park Avenue and the prior General Business Zone designation for these areas was modified to the CC District to ensure the uses and scale of development in these nodes reflects the scale of neighboring residential areas. In addition, the corridor's residential zoning remains consistent with the 1992 Master Plan.

The 1999 Master Plan Reexamination Report notes that the 1992 Master Plan recommended that the existing residential and commercial zones remain and indicates that these recommendations continue to be valid. The 2004 Reexamination Report notes that the Park Avenue corridor has some unique characteristics and land use issues, including some examples of distinctive architecture, which deserve specific study. The 2004 Report also identifies perimeter development to the north in Florham Park as likely generating significant traffic and other impacts adversely affecting the Borough.

B. Verizon Site:

The 1992 Master Plan indicates that the NJ Bell facility on Park Avenue is included in the office land use category and that no changes are proposed to this designation. The 1999 Master Plan Reexamination does not recommend any change to this designation; however, the 2004 Reexamination recommends that the portion of the Exxon property that extends into Madison adjacent to the Verizon site be evaluated to determine whether rezoning is appropriate. Given that this parcel is now part of Florham Park, this recommendation is no longer relevant.

Opportunities, Concerns, & Land Use Policies

The following is an overview of the opportunities, issues of concern and recommended land use policies for the Park Avenue corridor and the Verizon property.

A. Park Avenue Corridor:

There are several issues that warrant consideration in refining the land use policies for this area, including the following:

- The continued residential character of the corridor with the exception of the two small CC zones that contain neighborhood-oriented commercial businesses. It should be noted that the CC Zone contains appropriate design standards to ensure that businesses do not encroach on neighboring residential uses and that the scale of buildings within the CC Zones reflects the surrounding residential character of the corridor;

- The impact of adjacent development in Florham Park known as “The Green at Florham Park” on land use policies within Madison broadly and on Park Avenue traffic patterns in particular. The major concern identified to date relates to traffic impacts and the need for traffic improvements to accommodate future development along the corridor. The Green has been in the planning stages for a couple of years with a 250-room Marriott Renaissance Hotel and adjacent 75,000 square foot sports club currently in the local approval process. In addition, a four-story, 100,000 square foot sports medicine clinic had been proposed for the site but has been indefinitely delayed. In addition to these plans, other phases include several hundred thousand square feet of commercial office space and 425 units of age-restricted housing². In the current master plan for the site, age-restricted housing abuts the Madison Borough boundary.
- The presence of historic resources along the Park Avenue corridor.

The current zoning districts along Park Avenue continue to reflect the range of existing uses and support development at a scale that is compatible with the residential character of the corridor and surrounding areas. There are some opportunities to enhance and encourage preservation of documented historic resources within the corridor through allowing a limited number of commercial uses, such as Bed & Breakfasts, within the R-4 District as conditional uses. In such a scenario, conditions should address historic preservation, frontage and access on Park Avenue, parking, minimal and contextually appropriate signage, and other controls to protect the largely residential character of the corridor.

B. Verizon Site:

The size and location of this site on a County arterial roadway warrant continued consideration of nonresidential zoning. In addition, land use policy should encourage the environmentally sensitive reuse of the significant investment present in the site’s structures and improvements. However, the site’s location on a corner lot adjacent to residential development also make residential development a longer term possibility in terms of land use compatibility, especially given the plans for age-restricted housing at the adjacent “Florham Green” development.

Land use policy for this site should consider:

- This site’s location proximate to several universities and desirable

² Schillaci, Sarah. Plans proceeding for ‘The Green at Florham Park, *The Star Ledger* 21 May 2009.

- residential communities;
- The site's large size and developed footprint make it a potentially significant redevelopment target;
- Site location on an arterial roadway with access via both Park Avenue and Chateau Thierry;
- Location adjacent to large-scale development in Florham Park and surrounded by residential development on three sides within Madison, including the Madison Commons townhouses to the east.

As a result of these issues, the Borough should consider amending the existing OR Zone to permit a greater mix of low-intensity commercial uses (presently only office uses are allowed), as well as an option for townhouse development as a potential conditional use. In addition, to encourage continued use, reuse and occupancy of the existing site infrastructure, the bulk requirements of the OR District should be modified to reflect the existing height of the building, as well as some increase in impervious coverage. However, any reuse of the site for permitted office uses should also incorporate green building and design techniques to minimize the effects of this largely impervious site on surrounding land uses. Finally, the need for off-tract traffic improvements will need to be evaluated for any site redevelopment given the adjacent Florham Green development project, as well as the use of Chateau Thierry Avenue as a primary access point serving the site and as a popular cut-thru route.

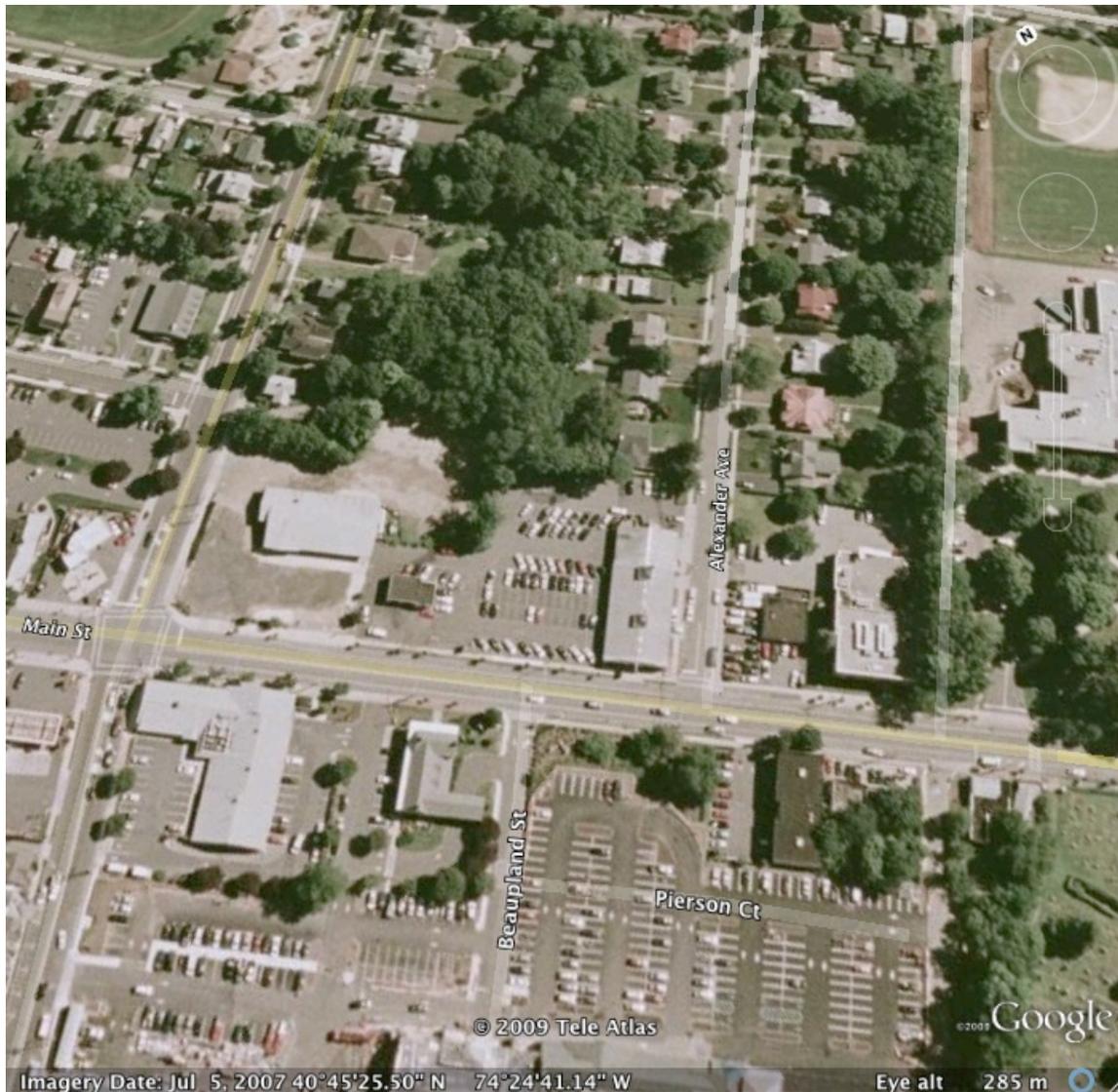
IV. MAIN STREET BETWEEN GREENWOOD AND ALEXANDER AVENUES

This section of the Land Use Element amendment focuses on Main Street between Greenwood and Alexander Avenues, with particular emphasis on the north side of Main Street where infill redevelopment opportunities exist. After a brief summary of existing conditions, zoning, and opportunities, land use goals and objectives will be presented to guide the future redevelopment of this critically important block that marks the entry to the Borough's downtown.

Existing Conditions:

This block of Main Street presents unique infill redevelopment opportunities at the eastern gateway to Madison's downtown. This area presently contains a mix of uses, several constructed prior to the current zoning of the area, as well as several vacant properties. The north side of the block previously contained an Exxon gas station at the corner of Greenwood and Main, as well as several auto repair/sales uses east of the Exxon Station that are not presently occupied. Rose City Transmission is located just east of the Alexander Avenue intersection with a Verizon facility located between Rose City and the Madison Junior School. Gary's Wines is located on the south side of Main Street, with smaller commercial buildings scattered along the frontage in addition to part of the parking lot for the Stop and Shop development.

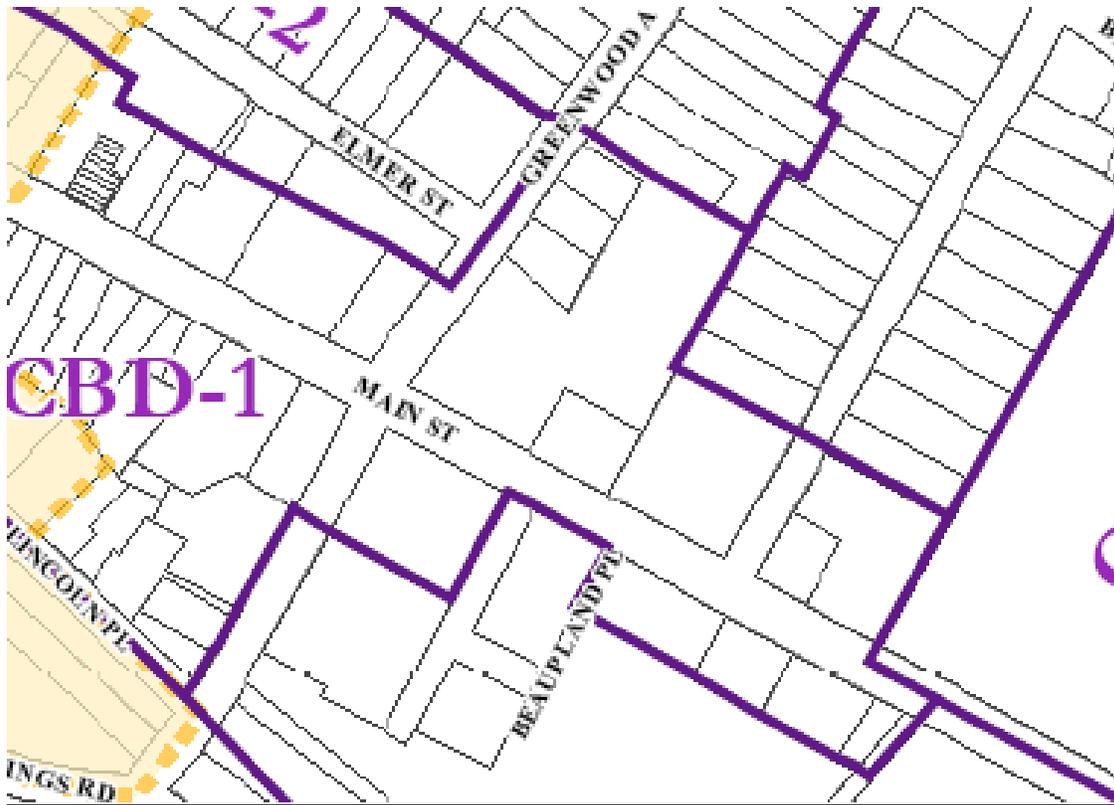
A residential neighborhood with a mix of single- and two-family residences is located to the rear of the properties on the north side of Main Street between Greenwood and Alexander Avenues. The Stop and Shop development is the primary use abutting the commercial frontage along the south side of Main Street.



Aerial view of Main Street between Greenwood and Alexander Avenues
(Source: GoogleEarth)

Existing Zoning:

The zoning along this segment of Main Street is primarily CBD-1 (see Zoning figure). The CBD-1 Zone allows a broad range of uses, as well as the opportunity for mixed-use development with residential units permitted on upper floors over commercial space. The CBD-1 Zone allows a maximum of three stories and 45 feet in height, 85% impervious coverage, and does not have a maximum units per acre provision in terms of residential density.



Zoning along Main Street between Greenwood & Alexander Avenues (Source: Madison Borough Engineering Dept.)

1992 Master Plan & 2004 Re-Examination Report:

Ensuring the continued viability of the central business district is the primary goal of prior master plan documents with respect to the downtown. In particular the 1992 Master Plan Statement of Goals & Objectives specifically includes the goal ‘to maintain and improve the downtown business district,’ along with a similar objective to strengthen the downtown shopping area. The 1992 Land Use Element further identifies the continued viability of the central business district as one of several major land use issues of importance to the Borough. The 1992 Land Use Plan recommended including the Main Street block between Greenwood and Alexander Avenues in the CBD designation, consistent with current zoning and noted that this area serves as the “gateway” to the downtown. The 2004 Reexamination Report notes that the CBD continues to offer challenges in promoting a balance of historic preservation, commercial vitality, and a resource for housing opportunities. More specifically, the 2004 report encourages mixed residential and commercial uses within the CBD and creative solutions to increase the downtown parking supply.

Opportunities & Land Use Goals/Policies

New Jersey's downtowns continue to be confronted with numerous challenges, including maintaining their historic character and scale, as well as preserving the locally-oriented retail businesses and services that are so closely tied to the unique character of the central business district. These challenges are particularly evident in blending infill and edge development opportunities into the fabric of the downtown in a way that enhances the overall viability of a central business district. As a result of these challenges, the following additional Land Use Element objectives for the downtown are recommended to supplement the 1992 objectives:

- To encourage downtown design and infill development that reflects the unique scale, context, and character of the core of the downtown;
- To support and encourage locally owned and oriented retail businesses and services within the downtown;
- To encourage pedestrian accessibility, including street level pedestrian interest and activity within the downtown.

In addition to these broad objectives, the following goals should guide future infill and edge development opportunities on the north side of Main Street between Greenwood and Alexander Avenues:

- Site circulation and access should be coordinated to limit the addition of curb cuts onto Main Street and to minimize the separation between buildings given that there is no required side yard setback within the CBD Zones;
- Parking areas should be connected to facilitate access between adjoining uses and sites, consistent with the layout of the core of the downtown;
- Dense planted buffers should be provided to fully screen adjacent residential areas;
- Site lighting should reflect the minimum intensities necessary to safely light the site and should incorporate the use of cut-offs, downward facing fixtures, and other technologies to eliminate glare and spillage, while promoting energy efficiency;
- Streetscape elements, including pedestrian street lamps, sidewalk detailing, benches, and street trees should be seamlessly extended along the public street frontages, including Main Street and Greenwood Avenues;
- Mixed-use buildings should be encouraged in the CBD Districts in general, with the inclusion of housing specifically encouraged in mixed-use developments to help anchor this gateway block;

- Site layout, building design and architecture should reflect pedestrian accessibility, encourage the use of non-motorized modes of transport, reflect the human scale, and provide visual interest at the street level; design guidelines based on these principles should be developed (see Section V.b.)

V. OTHER LAND USE ISSUES

a. Bayley Ellard Site:

As recommended in 1992 Master Plan, the RC Residential Cluster Zone was implemented to govern future development of the Bayley Ellard property for single-family cluster residential use. Since that time, the site has accommodated a variety of uses related to religious and/or educational use as well as public uses, including the Borough's lease of the former Bayley Ellard High School building for municipal offices during the renovation of the Hartley Dodge building. In addition, the Borough has acquired ten acres of the site encompassing the ballfield as permanent open space. As a result, it is recommended that the RC District be modified to expressly permit the continued use, maintenance and renovation of the existing buildings and related site improvements previously devoted to use as Bayley Ellard High School for religious and/or educational uses, as well as for public uses. In addition, a minimum lot size of ten acres should be incorporated into the RC District for religious and/or educational uses.

b. Preservation of Downtown Character & Scale:

The Borough's downtown is currently regulated via the CBD-1 and CBD-2 Zoning Districts. These Districts contain only the bare minimum bulk and use regulations without any guidance on design issues that greatly influence the viability of future development and redevelopment opportunities. Increasingly, New Jersey communities are adopting design standards to direct investments that maintain and enhance the scale, character, and pedestrian-orientation of downtown shopping districts. Interestingly, the Borough's CC District contains guidance on site design through the incorporation of supplementary design standards and a maximum building footprint standard. It is recommended that similar standards be developed and tailored to the development and redevelopment opportunities within the CBD Districts. In particular, it is recommended that, at a minimum, downtown standards address the following issues:

- the context, massing, and scale of development consistent with the established character of the core of the downtown;
- the promotion and preservation of locally oriented retail businesses and services, particularly on the ground floor, consistent with the historic scale and character of the downtown;

- building orientation, design and architectural treatment;
- standards to promote retail emphasis of the ground floor of buildings;
- parking design, access, and landscaping (including standards for parking structures);
- landscaping, lighting and signage;
- walls, fences, and screening of loading areas; and,
- pedestrian safety and circulation.

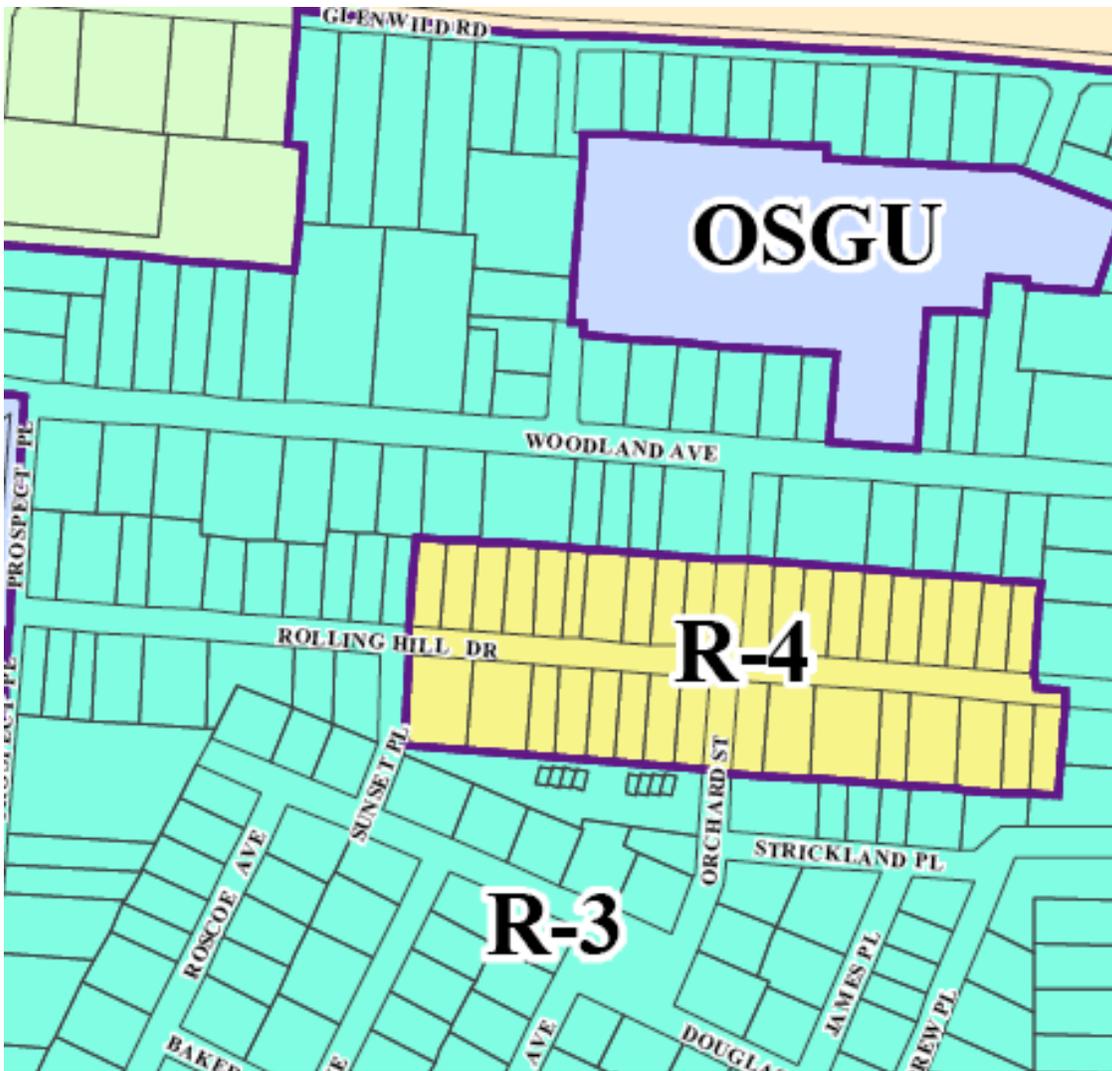
Given the importance of a vital, pedestrian-oriented center, the Borough recently amended its land development ordinance to clarify that all drive-through windows are prohibited in the downtown zoning districts. Similarly, given the importance of maintaining the historic scale and character of the downtown, the CBD Zone height limitation was reduced to three stories and 45 feet to reflect the prevailing development pattern of the district.

c. Sustainable Design Practices:

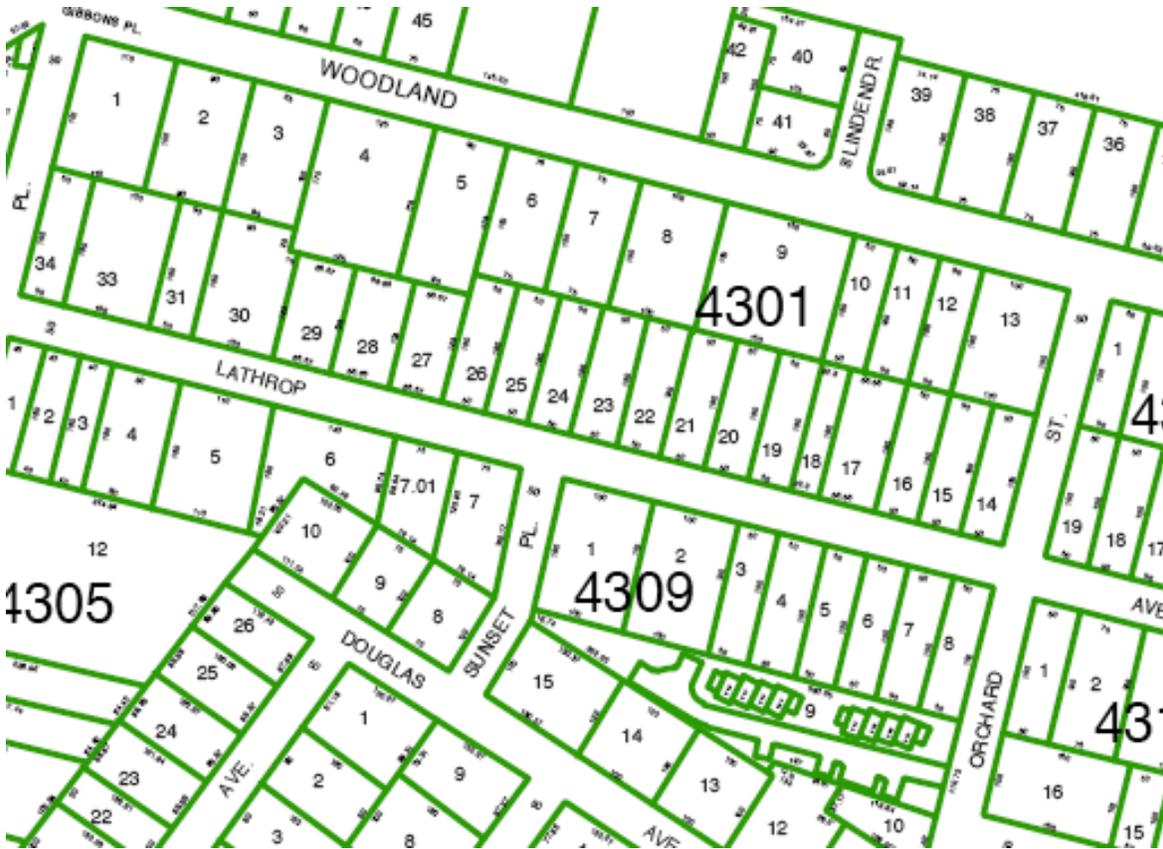
The past few years have seen a tremendous surge in municipal green building policies. A growing number of local governments in New Jersey and throughout the country recognize that changing building practices is important not only for conserving scarce natural resources and preventing pollution, but also for improving health and achieving economic sustainability. Some communities are requiring the use of green design techniques for large-scale projects in an effort to offset the negative impacts of development on natural resources. Madison's land use policies should increasingly incorporate provisions that promote and encourage the use of sustainable design and green building practices. Specific tools include the use of density bonuses in exchange for achieving specified levels of green building certification (such as the Silver certification level within the LEED rating system developed by the US Green Building Council) or through provision of identified green building techniques such as green roofs, pervious pavement, underground parking, parking (and impervious coverage) reductions, etc. In addition, as part of the effort to incorporate sustainable design practices, and in particular energy efficiency, in all major development and redevelopment projects, it is recommended that the Borough's lighting standards be re-evaluated to encourage the use of energy efficient fixtures, to set maximum average intensity standards, and to minimize glare and spillage.

d. Lathrop Avenue R-4 District:

The R-4 area along Lathrop is predominantly developed with a mix of single and two family residences on lots ranging from 5,000 to 10,000 square feet. The R-3 District encompasses a much larger area and is developed predominantly with single-family homes on parcels ranging from 5,000 to over 20,000 square feet with most lots over 9,000 square feet. The R-3 Zone permits single-family homes on 9,375 square foot lots with a minimum lot width of 75 feet, while the R-4 Zone permits single-family homes on 6,250 square lots with a minimum lot width of 50 feet and a minimum lot depth of 110 feet. The R-4 District along Lathrop Avenue was recently expanded to include two additional parcels (Block 4301, Lots 24, & 25) on the northeastern side of Lathrop Avenue. Lots 24 & 25 are currently vacant with single-family homes proposed on each lot. These parcels were previously located in the R-3 District but were substandard in terms of lot width and lot area. The proposed single-family use, along with the size and layout of these properties (50 feet of frontage and 150 feet of depth) is consistent with the R-4 District's regulations for single-family residences.



R-4 Zone along Lathrop Avenue (note Lathrop Avenue is mislabeled as Rolling Hill Drive); Source: Borough of Madison Engineering Dept.



Tax Map of Lathrop Avenue (Source: Borough of Madison Engineering Dept).

e. Northeast Corner of Cook/Ridgedale Avenues:

This area encompasses approximately 1.7 acres at the northeastern corner of Cook and Ridgedale Avenues. Located on the edge of the Central Business District and adjacent to existing multi-family residential development, this area has the potential to accommodate a range of housing opportunities with appropriate development standards with a base density of approximately 12 units per acre and the ability to increase the density by up 20 percent (exclusive of any affordable housing obligation) through the use of incentives. Permitting a range of residential housing types at the proposed transit-supportive density will help to complement and support the downtown commercial core. Regulations should also be incorporated into the new land use category that ensure compatibility with abutting residential uses and historic resources, and reflect the area’s accessibility to mass transit, public services and major roadways. As a result, while densities are relatively high at 12 units per acre, the maximum building heights should not exceed three full stories as measured from the frontage along both Cook and Ridgedale Avenues. The standards of this zone should also encourage superior building aesthetics, sustainable

building practices, adaptive reuse of historic resources, and streetscape enhancements at a scale appropriate to this area and the Borough. Parking should be encouraged below grade and/or within the principal structure to minimize the visual impact of future development on surrounding properties and to maximize the incorporate of green space and sustainable building practices. The design and location of site access and traffic impacts should be carefully evaluated with an eye toward minimizing impacts on the Cook/Ridgedale Avenue and Ridgedale/Park Avenue intersections.

Affordable housing, consistent with the requirements of COAH, may be provided on- or off-site. Visual simulation tools should be employed during the development review process to ensure that the proposed scale, massing and architectural treatment of any future multi-family development considers the context of the surrounding area. Finally, design standards should be developed to address concerns related to access, scale and massing of development, parking location, landscaping and building design and arrangement.

VI. APPENDICES

- Park Avenue Corridor: Select photographs of Existing Conditions.

APPENDIX: SELECT PHOTOGRAPHS OF PARK AVENUE CORRIDOR



CC DISTRICT AT NORTH/WEST STREETS



VERIZON PROPERTY LOOKING WEST TOWARDS
FLORHAM GREEN PROJECT



CC DISTRICT - EXXON ON WEST SIDE OF PARK



LOOKING WEST DOWN PARK AVE FROM CC
DISTRICT AT NORTH/WEST STREETS



LOOKING WEST DOWN PARK FROM KINNEY



**LOOKING EAST DOWN PARK FROM KINNEY
TOWARD CC DISTRICT AT LOVELAND STREET**



VIEW EASTWARD OF CC DISTRICT AT LOVELAND
STREET



HOMES FRONTING PARK AT KINNEY



AMICIS IN CC DISTRICT OPPOSITE LOVELAND ST.



COMMERCIAL BUILDINGS FRONTING PARK AT
LOVELAND ST.



VIEW OF PARK AVE LOOKING EAST OF ELM ST.



**COMMERCIAL BUILDING AT 42/44 PARK AVE –
PART OF FORCE HOUSES & IRON WORKS HISTORIC
SITE (C. 1880)**



VIEW OF RESIDENTIAL FRONTAGE ALONG PARK
LOOKING WEST FROM 44 PARK AVE TOWARD ELM
ST. (PART OF HISTORIC STREETScape, CA. 1850-
1900)



49 PARK AVE - MULTI-FAMILY HOME (PART OF
FORCE HOUSES & IRON WORKS HISTORIC SITE, C.
1880)



61 PARK AVENUE - TWO-FAMILY HOME



57 PARK AVENUE, MULTI-FAMILY RESIDENCE
WITH HISTORIC SIGNIFICANCE (DAVIS HOUSE, CA.
1876)



**38 PARK AVE - MULTI-FAMILY HOME (PART OF
FORCE HOUSES & IRON WORKS HISTORIC SITE, C.
1880)**