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**Draft Phase I Analysis:
Existing Conditions and Opportunities
Downtown Parking/Redevelopment Study**

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**for
Borough of Madison
Downtown Development Commission**

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1.0 INTRODUCTION/OVERVIEW

1.1 Purpose and Goals of the Parking/Redevelopment Study

Phillips Preiss Shapiro Associates and Pennoni Associates (the “study team”) have been retained by the Madison Borough Downtown Development Commission (DDC) to prepare a report—the “Borough of Madison Downtown Parking/Redevelopment Study”. This report will be based upon prior studies and on an analysis of existing conditions (parking and circulation, existing land uses, and current zoning) in and around the Central Business District (“CBD”) in the Borough of Madison, Morris County, New Jersey. The report will clarify the level of commercial and residential demand in the downtown area, and will generate a set of clear and achievable recommendations for accommodating potential growth.

Madison already has a successful and thriving downtown area with considerable assets: a diversity of uses, walkability, a thriving business sector and historic character. If Downtown Madison is working well for both residents and businesses, what is the purpose in strategizing about change? The Borough should be applauded for being proactive. It is appropriate to be looking forward and taking action to ensure that Downtown Madison continues to be a vibrant and attractive location. The challenge is finding the right balance between accommodating demand for growth while at the same time retaining and adding value to the character that makes downtown so special.

Helping the DDC and the Borough find that balance is the focus of this project, and will be accomplished through several actions:

- (1) Identifying land use standards and information sources that could be enhanced or updated to allow the Borough to manage and maintain Downtown at its optimum capacity;
- (2) Examining current land use policy to see which standards might be tweaked to accommodate (or at least, not inhibit) growth;
- (3) Identifying and agreeing upon potential sites for development that could accommodate new development or redevelopment and might deserve closer and more detailed examination;
- (4) Understanding existing and potential/future demand for certain uses (retail; housing; mixed-use); and
- (5) Creating development scenarios for specific sites that will accommodate demand while at the same time not detract from the special character of downtown.

Much work has already been done to analyze the CBD and generate ideas about its parking, circulation and development challenges. Some potential development sites have been examined. Incremental enhancements and adjustments have been identified. However, the Borough and the DDC understand the need to take a next step. In the end, what the business community, residents and decision-makers require is an action plan (not a report that sits on the shelf), the purpose of which is to set forth a series of achievable de-

velopment options or actions (based on market realities) that can be used as a framework for future planning and development initiatives.

1.2 Purpose of Phase I Analysis and Report

The consultant team’s scope of work has been organized into five major phases (with the first four phases providing a framework for the final report):

Phase I:	Existing Conditions and Opportunities
Phase II:	Development Potential Analysis
Phase III:	Recommendations/Scenarios
Phase IV:	Implementation
Phase V:	Report

This report summarizes findings for the Phase I analysis. It provides an update and fresh new look at past studies. It provides a review of existing downtown conditions from a parking, land use and zoning perspectives, and provides relevant data and mapping. It offers recommendations for updating Borough information. Based on the existing conditions analysis, it also offers initial recommendations for accommodating future growth and maintaining character by: (1) identifying current land use policies that, if tweaked, could help to accommodate future growth; (2) proposing new land use/zoning standards; and (3) identifying preliminary redevelopment areas in and around downtown that may be worthy of more detailed examination.

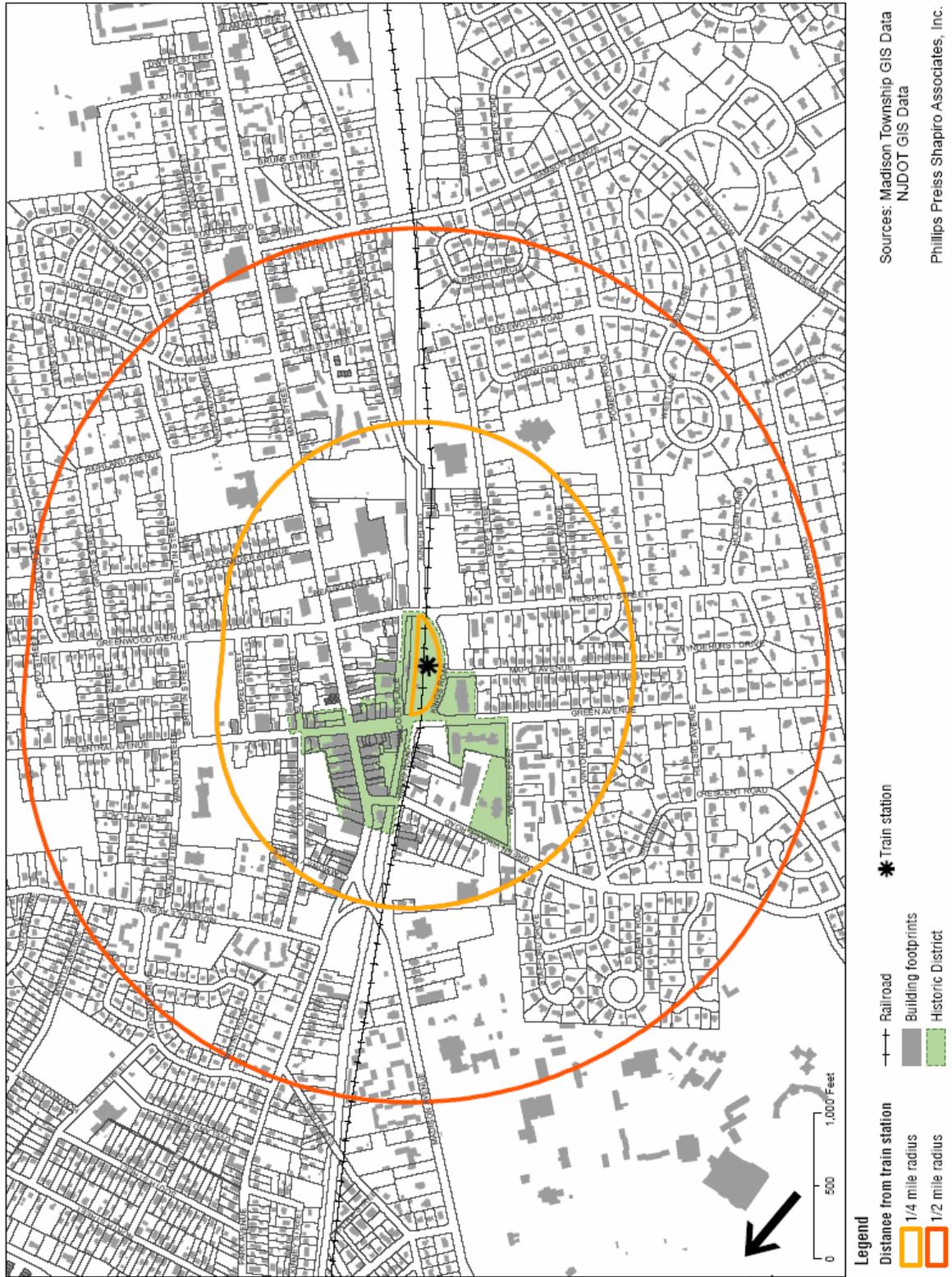
The DDC’s feedback to this initial set of observations, especially the preliminary identification of potential redevelopment areas, is essential. This will help to determine which recommendations to focus on during later phases of the study.

1.3 Study Area Description

While the study was originally limited to the CBD zoning districts in the downtown core, the study team felt it important to look beyond those districts to better understand the variety of influences which impact Madison’s downtown redevelopment and parking concerns (see **Figure 1**). As such, we have reviewed existing conditions in detail within a one-quarter mile boundary of the train station—an easy, five-minute walk for most people—and looked beyond that area to consider additional influences such as major employment and education centers.

The term “study area” in this report specifically references the entire area within the one-quarter mile boundary as shown in **Figure 2**. The area generally follows Kings Road along the railroad tracks from the intersection of Park Avenue and Madison Avenue on the west to the point where Kings Road crosses north of the tracks on the east. The northern boundary is generally along Chapel Street and the southern boundary is generally along Pomeroy Road.

Figure 1: General Area Map



Additional regional considerations will be taken into account in the market analysis portion of the study since the demand for housing, retail and mixed-use development lies beyond the study area boundaries (in the study's Phase II Analysis).

2.0 REVIEW OF PAST STUDIES/PROJECTS

As an initial step in the existing conditions analysis, the study team reviewed past parking, circulation and redevelopment studies, focusing particular attention on three documents:

1. 1997 Parking Study – Borough of Madison, prepared by Moscowitz, Heyer & Gruel (“1997 Parking Study”);
2. Borough of Madison: A Center for Transit, the Arts, Lifelong Learning and Health & Recreation, prepared by the Edward J. Bloustein School at Rutgers University and the New York University Real Estate Institute (“Rutgers/NYU Study”); and
3. Reexamination of the Master Plan and Development Regulations, adopted by the Madison Borough Planning Board on December 7, 2004 (“MP Reexam”)
4. DDC Business Info, a survey of commercial uses in Madison, dated August 25, 2005.

The goal of this initial step was to ensure that previous analysis is assimilated into the current study. At the same time it was necessary to update information in a manner that leads the DDC to a better understanding of practical opportunities, limitations and needs associated with parking and development downtown. Discussion of each of these documents is included throughout the existing conditions analysis.

3.0 EXISTING CONDITIONS ANALYSIS: PARKING, LAND USE AND ZONING

3.1 Parking Analysis

3.1.1 Background

The study team was requested to evaluate parking conditions in the downtown area of the Borough of Madison. While this type of examination would typically involve hourly occupancy counts along the street, public lots, and private lots within the downtown study area, the study team was advised to rely heavily upon a previous parking study prepared for Madison Borough in lieu of new data collection. As such, the “1997 Parking Study” was used as a basis for the analysis. Site visits to the downtown area, as well as conversations with the Madison Permit division of the Police Department and staff from the Madison Planning / Zoning Board, helped the study team to update and supplement the information included in the 1997 Parking Study.

3.1.2 Summary of 1997 Parking Study Findings

- Availability and Location of Parking in CBD

The 1997 Parking Study indicated the following parking availability by area:

Table 1

Area	Private Spaces	Public Lot Spaces	Street Parking
A	116	50 Green Avenue (permit)	23
B	24	43 Waverly Green	77
C	284	139 Cook Plaza (35 permit)	60
D	168	49 Elmer (19 permit)	35
E	235	0	61
F	104	463 Kings Road Lots 1, 2, and 3 (458 permit)	60
Total	931	744	316

Figure 3 illustrates the six parking areas (A-F) in the downtown CBD. Detailed maps of each area are included in *Appendix B* at the end of this report.

Of the 744 spaces at municipal lots, 562 spaces (75%) were reserved for all day permit holders, leaving 182 spaces for CBD customers.

- Permits Issued

During 1996, the following permits were issued:

Table 2

Type of Permit Holder	Number Issued	Percentage of Total Permits Issued 1996
Merchant	293	33%
Tenant	87	10%
Resident Commuter	288	32%
Non-resident Commuter	86	10%
Borough Employee or Committee Member	145	16%
Total	899	100%

Merchants and tenants were allowed to park in the Green Avenue Lot (Area A), in the 35 spaces at Cook Plaza (Area C), or the 19 spaces at Elmer (Area D). Kings Road Lots 1, 2, and 3 in Area F were permitted for Borough employees and resident and non-resident commuters.



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**Madison Downtown
 Parking/Redevelopment Study**
 Borough of Madison
 Morris County, NJ

**Figure 3
 Key Map**


 Not To Scale

- Estimation of Parking Shortage

The 1997 Parking Study indicated an overall shortage of 1523 off street parking spaces in the downtown CBD based on ordinance parking requirements. For example, the existing (1996) businesses in Area A would require 189 off street parking spaces based on business type and square footage (per the Borough of Madison Land Use Regulation § 195-25), but only 116 were provided, indicating a deficiency (based on the ordinance) of 73 spaces. The available off street private parking and required parking (per Ordinance) for each Parking Area is as follows:

Table 3

Parking Area	Off Street Private Parking Available	Required Number of Spaces per Ordinance	Parking Deficiency per Ordinance
A	116	189	73
B	24	417	393
C	284	801	522
D	168	431	263
E	235	504	272
Total Parking Areas A-E	827	2,342	1,523

The 1997 Parking Study specifically omitted Parking Area ‘F’ from these calculations, since there was not a parking demand per ordinance for the train station, which is the largest parking generator in Area ‘F’.

Supplemented with parking from the public lots and street parking, the overall deficiency per ordinance for Parking Areas A-E was reduced from 1,523 to 987. The 1997 Parking Study indicated that the true deficiency can only be truly determined by utilization studies. The study indicated that the actual deficiency was likely lower than 987 spaces, as patrons in the CBD can shop at several stores while their vehicle is parked at a one-hour street space or a two-hour lot.¹

The 1997 Parking Study also stated that public and private spaces are fully occupied throughout the day, Monday through Sunday, while commuter lots were available in the evenings and on weekends; however, the actual peak hour of occupancy was not provided.

- Considerations for Improvement

The 1997 Parking Study listed the following recommendations for improvement of parking in the CBD:

¹ Even today, the actual deficiency would be difficult to quantify even with additional data collection. The actual supply, or number of spaces, is known but the demand cannot be quantified through utilization counts, because at peak occupancy times, no spaces are available. When all spaces are occupied, it is impossible to determine whether 10 vehicles or 50 vehicles are circling in search of a parking space.

- 1) Acquire and utilize Block 1601, Lot 8 on Central Avenue east of Cook Avenue for off-street parking. This could provide between 11 to 18 additional spaces.
- 2) Acquire a portion of the Central Avenue School property, also near Central Avenue and Cook Avenue. Three parking layout configurations were considered, all yielding approximately 168 spaces.
- 3) Create a lunchtime shuttle from CBD to Giralda Farms and possibly office complexes along Park Avenue and within Florham Park, thereby reducing demand from office workers using CBD parking during the peak lunchtime hour.
- 4) Enforce off street parking and lot parking more strictly.
- 5) Construct a parking deck in the area of Kings Road Lots 2 and 3

- Update/Comment on 1997 Recommendations:

The idea of a lunchtime shuttle was not explored thoroughly, and the source of funding was suggested but not finalized. In addition, the option of a parking deck was not studied in enough detail to prove an absolute need and identify a committed funding source.

The most attractive consideration from a supply and a cost standpoint would be to acquire a portion of the Central Avenue School property, as it would create approximately 168 surface spaces very close to the downtown CBD just east of Cook Avenue. While the option is technically feasible, permission from the Board of Education has not been obtained. It is the recommendation of this study that this option be further explored.

3.1.3 Review and Update of 1997 Parking Study Findings

While Madison is concerned about parking deficits, the initial review of the 1997 Parking Study, and a subsequent site visit described below, suggest that the parking deficiency in the downtown might not be nearly as severe as earlier reports suggested. The determination of the deficiency in the 1997 Parking Study was based primarily on comparing actual parking provided against the parking standards in the Madison zoning code. However, the standards in the code reflect older thinking regarding parking ratios, more suitable for lower-density suburban shopping centers as opposed to compact, walkable mixed-use downtowns which have both access to transit and a considerable supply of on-street parking. While the ratios in the zoning code are suitable for new retail establishments and shopping centers which are frequented predominantly by motorists traveling from areas some distance from the retail establishments, in a downtown context the ratios in the zoning code would require a much higher amount of parking than best practices suggest are necessary. In a mixed-use downtown environment where a visitor may walk to the downtown from an adjacent residential or office use, or who might park once and then visit multiple uses, it's not necessary to provide the same amount of parking that would be needed for a suburban shopping center.

In an effort to verify and update the findings of the 1997 Parking Study, the study team visited the downtown area on Friday November 3, 2006 to observe parking conditions and note restrictions. The study team found the downtown area busy with pedestrians. (The weather was sunny and cool, typical for an autumn day and conducive to pedestrian activity.) At the intersection of Waverly Place and Main Street, a Police Officer was acting as a crossing guard for pedestrians. This facilitated pedestrian activity and reinforced

the image of Madison being pedestrian friendly and pedestrian focused. Patrons could park their vehicle anywhere in the downtown, walk from shop to shop and easily cross the main commercial street. Discussions with the Borough Engineer indicated that the peak parking demand generally occurs between 10:00 AM and 2:00 PM. Our observations were conducted between the hours of 11:00 AM and 1:00 PM. Based upon these discussions, we believe that the team's observations are representative of a typical week-day during peak demand.

- Parking Restrictions

The study team also walked the study area to document parking restrictions within the downtown area. In general, street parking in the downtown core was restricted to one hour, between the hours of 8:00 AM and 7:00 PM. Opposite the Hartley Dodge building, in front of the train station, parking was restricted to two hours. Residential on-street parking at the edge of the downtown district was restricted to four-hour parking. In front of the Post Office, parking was restricted to 10 minutes. The public lots were all restricted to two-hour parking between 7:00 AM and 4:00 PM, with no parking allowed overnight (from 2:00 AM to 6:00 AM).

- 2006 Permits Issued versus 1996 Figures

The following chart compares the number and type of parking permits issued in 2006 versus in 1996:

Table 4

Type of Permit Holder	2006 Number Issued	2006 Percentage of Total Permits	1996 Number Issued	1996 Percentage of Total Permits
Merchant	176	22%	293	33%
Tenant	49 (with 17 parking at Cook Plaza)	6%	87	10%
Resident Commuter	449 (all using Kings Road Lots 1 and 3. Lot 3 has 41 pay spots for anyone)	55%	288	32%
Non-resident Commuter	0	0%	86	10%
Borough Employee or Committee Member	140	17%	145	16%
Total	814	100%	899	100%

The major changes to the number of permits issued in 1996 are the number of merchant permits, which decreased from 293 to 176 (11%), and the elimination of all non-resident commuter permits, which had 86 permits issued in 1996 (and are now zero in total). With the elimination of non-resident commuter permits and the reduction in merchant permits, the number of resident commuter permits was increased from 288 to 449 (55%).

From discussions with the Police Department, it is understood that some Borough residents have been obtaining resident commuter permits for out-of-town friends. New parking permits that will be issued this month, for 2007. The Police Department has indicated that it will be randomly checking license plates of parked vehicles in the commuter lots on a daily basis. This step is being taken to ensure that only Madison residents are being issued resident permits and parking in the Kings Road Commuter lots. If the registration address of a parked vehicle does not match the address on the permit, the vehicle will be ticketed and towed at the owner's expense. We support this enforcement effort, which should free up spaces for Madison residents. The provision of commuter spaces is a substantial benefit to residents, the actual cost of which on a purely real estate value basis, is a "subsidy" supported by local taxes.

- Changes to Base Parking from 1997

During field observations, the number of delineated spaces along the street was spot checked. In general, the number of delineated on-street parking spaces was consistent with the 1997 Parking Study. In Parking Area 'E' on Prospect Street, the 1997 study listed a total of nine (9) street parking spaces between Main Street and Lincoln Place. In November 2006, we found nine (9) spaces on the northern side of the street and approximately eight (8) spaces on the southern side. However, the southern spaces were blocked off due to construction of a new entrance to the Stop & Shop. This store will provide additional private parking, but it is located south of Prospect Street, just outside of the defined study area, and therefore not included in the counts.

A major change to the 1997 parking study is the net loss of 80 spaces from Kings Road Lot 2 on the southwest corner of Prospect Street and Kings Road, which is being redeveloped with a new building which will house police and fire department. Conversations with Borough staff indicated that the space from the existing fire and police offices will be replaced with other offices, along with renovations to the building, including an elevator for ADA compliance. The original supply of 129 spaces in the Kings Road Lot 2 will be reduced to 48 spaces after the building is constructed and occupied, resulting in a net loss of approximately 80 spaces.

Based on the "April 2005 Parking Transition Plan" GIS map provided by the Borough Engineer's office, several small additions to the study area's parking supply are scheduled to occur:

Table 5

Area	Public lot	Scheduled Change
A	Green Avenue Lot	5 permit spaces converted to public spaces
F	Ambulance squad	Convert 16 spaces to public
F	Kings Road Lot 1	Increase supply of public spaces by 31
F	Kings Road Lot 3	Increase supply of public spaces by 13
F	Hartley Dodge Lot	Will add 8 spaces for public
Total Change in Area A		+5 Public Spaces
Total Change in Area F		+68 Permit Spaces

In summary, the 68 additional public spaces in Parking Area F will almost offset the overall loss of 80 spaces at Kings Road Lot 2.

- Current Parking and Circulation Observations

During the study team’s site visit, available on-street parking was observed in each of the designated Parking Areas (A-F). While counts were not taken, there appeared to be no observable difficulty in finding a parking space on the street, despite the current loss of Kings Road Lot 2. This does not mean that at peak shopping times during weekends or related to seasonal peaks (such as 4th of July or Thanksgiving), there would be difficulty in finding available spaces, not only conveniently located in front of stores, but at some distance somewhere in the downtown. However, conventional practice is to provide sufficient parking for the peak 30th hour of the year, not the very busiest hour of the year.

According to transcripts of past Borough Planning Board meetings convened to focus on the downtown parking issue, there is a general perception among many residents and business owners, of a long-standing parking problem within the downtown CBD. While undoubtedly the difficulty that many residents or business owners have in finding parking is real, experience in similar downtown studies tends to indicate that the perception may be worse than reality. Often such difficulty is perceived in comparison to the situation 5 or 10 years ago, when finding available parking in front of or close to the store one is visiting was a lot easier. Second, for those who are on short-term convenience shopping trips—picking up coffee, buying a loaf of bread or milk or dropping off laundry—the fact that spaces are not available close by leaves one with the impression that there are no spaces available. Tolerance for driving around to find a space is much less for convenience shopping than, say, for a restaurant visit on weekdays at lunchtime or on a weekend evening. Since the perception of a shortage can have a real impact on business, it cannot be dismissed. Managing parking availability for short-term shoppers is very often the key to solving downtown parking problems, rather than increasing the overall supply of spaces. In this study, we intend to pursue this strategy to yield an optimization of all available spaces, before we turn to potentially expensive alternatives for increasing the amount of parking in the downtown.

As already indicated above, there seemed to be little indication of problems or of a lack of available space in the downtown during our limited field observations. It should be noted that utilizing the 1997 study as a basis and supplementing it with limited field observation would still not prove a determination of the actual “deficit” of parking spaces that currently exists (i.e., the number of additional spaces needed so that the perception of a parking problem would disappear) for parking downtown. However, from additional parking observations, counts, and interviews with merchants and/or patrons, the level of additional demand can be estimated, and would be a good starting point to begin to strategize about possible solutions available to meet such a demand. Determining the exact number of parking spaces in the downtown that would satisfy this demand—which we would define as the point at which no consumer would abandon a shopping trip or choose an alternative place to shop because convenient parking is not available—is difficult to quantify.

With respect to the on street parking restrictions, the current regulations ensure a constant turnover of spaces for customers. Although logically one would assume that merchants would have a self interest in leaving such on-street spaces available to customers who would patronize their stores, studies have shown consistently that removing these restrictions encourages merchants to park in front of their store throughout the day, thus removing the valuable downtown parking spaces needed for customers. The key to this dilemma is providing a sufficient parking supply for merchants and employees at a reasonable cost and for a reasonable duration, but in a somewhat more remote location, where it does not infringe on customer parking. The current hourly street parking restriction and the two-hour lot restrictions appear to be working well. However, to the extent that such spaces are not being turned over and used by customers, changes in pricing and duration may need to be reassessed.

3.1.4 October 2005 Parking Considerations

According to the transcript of an October 2005 Borough meeting (supplied by the DDC in its RFP package), short term, interim and long term options to address parking and re-development needs within the CBD were officially discussed at that time. The options are summarized as follows:

- Short-Term Options

These consisted of a review of current supply and permits issued, as well as an evaluation of whether specific municipal and private lots (Cook Avenue; Valley National Bank; Elmer Street) could be reconfigured or opened up for more public/non-permitted use. Other short-term suggestions included the review of allowable time to park, fire lane designations, signage, and the transferability of employee parking permits.

- Interim Options

Interim options included: (1) Reopening the “Cook Avenue North proposal” on providing spaces for permit parking only and (2) determining if the DiBiasse property at Community & Cook could provide additional spaces for permit parking.

- Long-Term Options

Long term options included: (1) to study appropriate locations for a parking deck (including the Waverly Green lot and along Elmer near Central or Greenwood); (2) build a new lot in the interior block bounded by Lincoln Place / Prospect / Main Street / Waverly Place (Parking Area 'E'); (3) Establish a Parking Authority; and (4) attempt to open up or convert private parking to public parking.

The study team has taken these 2005 considerations into account as it formulated its preliminary recommendations (see sections 3.16 and 3.17 below).

3.1.5 Review of Current Parking Standards

Given the space and cost of providing parking, zoning standards related to parking can have a significant impact on the character and viability of development projects. Madison prescribes required parking based on assumptions about the relative amount of vehicle traffic generated, and therefore parking required, for various use categories. Tables laying out those standards are provided in *Appendix A*. The following are the highlights of key Borough standards that the study team believes may impact redevelopment opportunities and character:

- On-street parking adjacent to a property may be included in meeting the parking requirement in some situations. This is an appropriate provision that should be available for downtown sites.
- The amount of parking required may be reduced when multiple uses share parking facilities if the applicant can demonstrate staggered peak parking demand for different uses. This is also an important provision that can make site redevelopment easier. The municipal lots are the best example of shared parking, but individual properties may also share parking with cross-access between the sites permitted.

In addition to standards related to how much parking is required, the Borough's zoning code also includes some minimal standards related to the design of parking areas. These standards can impact both the cost associated with providing surface parking and how well those parking areas are integrated into the overall character of the area.

- The location of private parking lots in the CBD districts is not specifically addressed. In the CC district, parking is generally not permitted in the front of buildings. A similar standard would be appropriate in the downtown districts. Limitations on new curb cuts to access private parking areas would also help to ensure that private parking areas do not interrupt the character of the streetscape.
- Parking lots with ten or more spaces are required to provide landscaping equal to 10 percent of the parking area size, including at least one tree per 20 parking spaces.
- The Board may require off-street parking areas to include 4-6 foot fence as a buffer.

3.1.6 Preliminary Recommendations: Parking Standards

In order to accommodate potential demand for uses within the study area, and at the same time protect the character of the downtown area, the study team recommends two key actions regarding parking standards – reviewing the current standards to ensure they are consistent with best practices, and providing additional flexibility in how parking requirements are met in order to remove hurdles to redevelopment that may be caused by difficulties in providing parking. Options to consider include:

1. Modifying Non-residential Parking Standards. As mentioned above, the standards in the code reflect older, single-use suburban retail parking ratios, requiring a much higher amount of parking than best practices suggest are necessary. For example, the current standard for retail sales uses of 1 space for each 200 square feet is considerably higher than the standard used in many other communities for downtowns. The current standard has a significant impact on the character of the downtown. Since a standard parking space and associated drive aisles can require as much as 300 to 350 square feet, the current standard mandates a larger amount of land be provided for parking as for floor area in a new development. Reducing that standard can remove a hurdle to encouraging new development while still providing adequate parking in the area.
2. Modifying Residential Parking Standards. Similarly, the current standards for residential parking where it is sharing space with other uses, particularly retail uses, seem high and should be reviewed to identify where they could be reduced (for example, the requirement to provide 1.8 spaces for each 1-bedroom garden apartment). Particularly as the Borough looks to encourage additional residential opportunities in the downtown areas, reductions in the amount of required parking based upon the principal of shared parking should be considered. Shared parking opportunities should be considered when residential uses are located in the same building or nearby commercial uses. Credit in the residential standards should also be given in light of access to the train station for commuting to work, as well as to opportunities to walk within the downtown, rather than drive.
3. Developing Parking Structure Design Standards. While the development of a parking garage may not occur immediately, the Borough should adopt design standards to help ensure that if one is constructed, the new garage does not detract from the character of the downtown area. Many communities require garages to be “wrapped” with retail uses on the ground floor and to use materials and window/opening patterns consistent with the character of surrounding buildings.
4. Providing Additional Flexibility in How Parking is Provided. In addition to considering adjustments to the current standards, Madison could also consider new opportunities to provide more flexibility in how parking requirements are met. Some methods to consider include:
 - o Continuing to allow adjacent on-street parking that is documented as “available” during the times it is needed for the proposed new uses, to count towards the minimum parking requirement.

- Expanding the existing standards related to shared parking to allow for a simpler calculation of the parking required, rather than having to rely on a case-by-case parking study in every situation.
- Allow parking to be provided off-site, in remote or centralized lots (public or private)
- Institute a Payment-In-Lieu of Parking (PILOP) program that allows for the payment of a fee that may be used by the Borough (or a parking authority) to construct parking facilities or fund programs aimed at mitigating the parking impacts of new development, rather than providing parking on-site.
- Make sure the new, more permissive standards do not lead to a reduction in existing available on-site spaces, unless such spaces are well in excess of what is required for the new uses.

3.1.7 Preliminary Recommendations: Administrative/Physical Options

Any municipality that wishes to improve the parking situation for its residents can consider and formulate administrative and physical strategies to either: (1) increase the parking supply or (2) decrease the demand for parking. However, before the DDC considers any strategies to accomplish increased supply or decreased demand, the study team strongly recommends that the apparent parking deficit be reevaluated. As discussed above, when considering multi-errands / walking from one use to the next after parking, the actual parking deficit is likely to be significantly lower than the 987 space figure cited in the 1997 Parking Study.

For the Borough to be proactive about accommodating potential/pent-up demand for uses downtown, the study team recommends that the following short-term options be explored before more costly, longer-term options are considered:

Short Term:

1. Analyze all existing off-street parking lots to determine if they could be restricted and configured to yield additional spaces. Many of the existing lots appear to be inefficiently utilized and could yield additional spaces with this very low-cost option.
2. Analyze existing parking lots and access driveways on adjacent lots to determine whether combining the lots and combining access would yield additional spaces. This is another fairly low-cost method of increasing parking supply in the downtown. Incentives for private landowners to undertake such improvements should be considered.
3. Reducing the number of permits issued to free up parking spaces in the lots for patrons. This could be accomplished by increasing the cost of the permit to make it a less attractive alternative and/or decreasing the number of permits issued.²

² In this instance, rather than “confiscate” existing permits, simply “retire” permits that are not renewed by Madison residents.

4. Consider remote parking outside of the CBD area for merchants and municipal staff, freeing up downtown spaces within the CBD. Establishments without a weekday peak (such as churches) should be considered.

Interim:

1. Provide a shuttle service in concert with Short term option # 2, for more remote parking.
2. Approach the Board of Education and again discuss possibility of a parking lot at the Central Avenue School property.
3. Purchase available land outside of the CBD and convert to outdoor surface parking lots. Shuttle may or may not be used with this option.

Long Term:

1. Parking decks or garages within the downtown area. While very expensive and possibly viewed as unattractive, multi-level parking decks provide the greatest opportunity for additional parking capacity in the downtown CBD. This option should only be considered after a thorough parking study is completed that confirms a parking space deficiency for several hours of the day. Parking in decks would be used for commuters, or for long-term merchant and employee parking, so as to free up on-street spaces and parking lots closer to retail stores for short- and intermediate-term shopper parking.

3.2 Existing Land Uses

Madison's vibrant mix of uses in the downtown – including retail, restaurants, office, and residential uses, along with the Hartley Dodge Memorial building and the train station – is a key factor in its success. The unique environment makes it a destination for both local and regional visitors. As an initial step in evaluating redevelopment opportunities, the study team analyzed the type, amount, and distribution of uses in the downtown to better understand that vital mix.

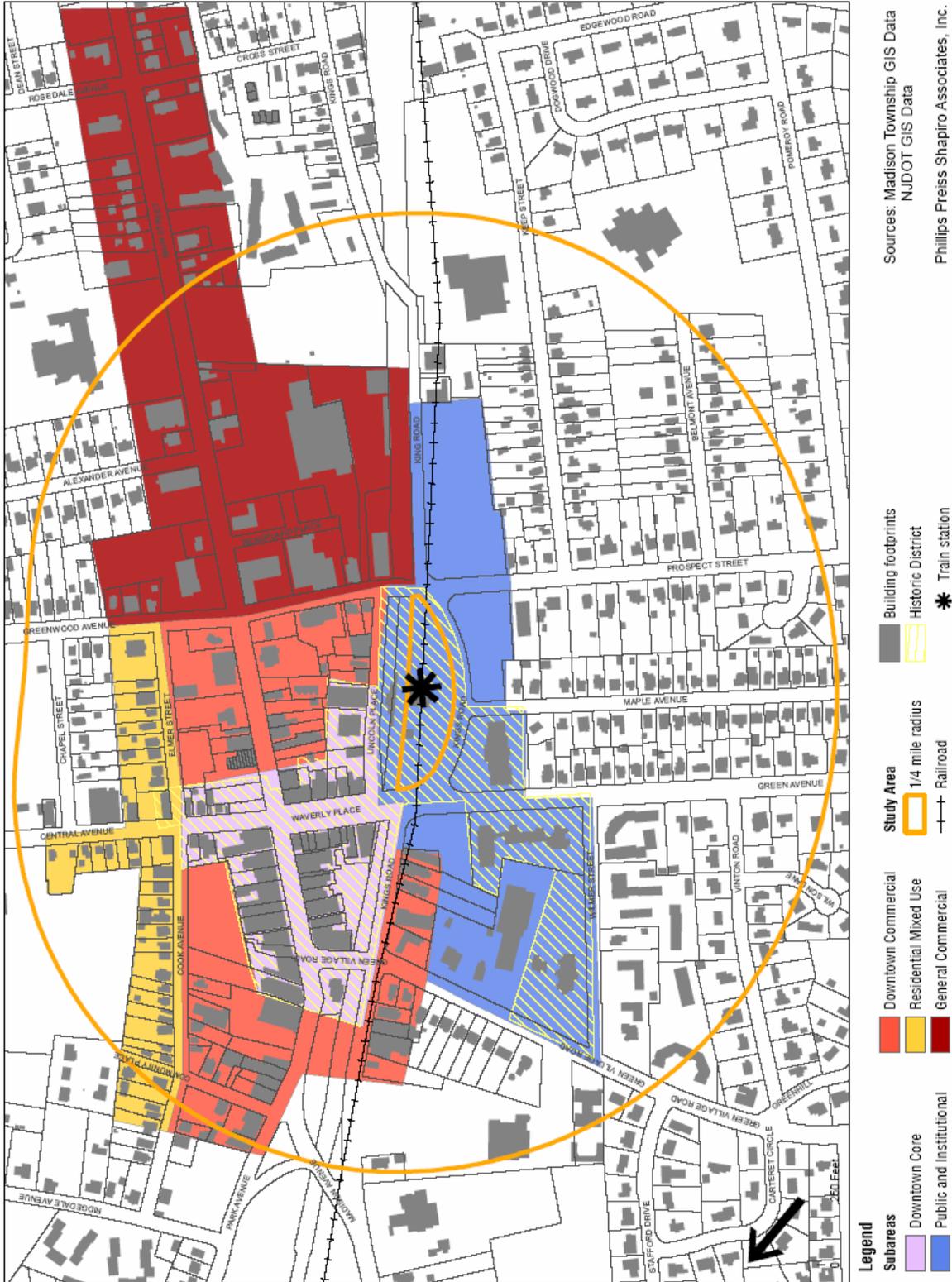
From a land use perspective, the study area can be understood as a collection of five sub-districts, each with its own predominant mix of uses and character, surrounded by residential neighborhoods. The sub-districts, and their predominant uses, are shown on **Figure 4**, below.

1. **Downtown Core:** This area, located in the heart of the downtown around the intersection of Waverly Place and Main Street, includes many of the properties located within The Madison Civic Commercial Historic District (a locally-designated historic district in the downtown core, as shown on Figure 10. It includes much of the commercial area of the downtown as well as the Hartley Dodge Memorial Building, the train station, and the Webb Memorial Chapel and St. Vincent's Catholic Church.) This area is characterized by a pedestrian-

- friendly streetscape and the concentration of historic mixed-use buildings with ground-floor retail and restaurant uses, and upper-story offices and apartments.
2. **Public & Institutional:** Just south of the Downtown Core area is a concentration of government and public uses, many of which are also included in the Historic District, including the Hartley Dodge Memorial building, which houses the Borough offices, the train station, two large churches, and municipal parking lots.
 3. **Downtown Commercial:** Two separate but similar areas on either side of the Downtown Core area are distinguished by newer buildings, with a larger percentage of single-story buildings and fewer residential uses.
 4. **Residential Mixed-Use:** This area, stretching along Elmer Street/Cook Avenue between Community Place and Greenwood Avenue, is characterized by older residential structures, some of which have been converted to commercial (retail, restaurant, office) uses. While zoning in the area is commercial, it is still primarily residential in terms of use and character.
 5. **General Commercial:** This area, stretching east along Main Street from Greenwood Avenue, is characterized by a higher concentration of auto-oriented commercial uses, including auto sales lots, repair garages, and large-scale retail opportunities, such as the Stop & Shop site.

The remainder of the study area is a mixture of single-family neighborhoods and multi-family developments, along with several educational uses (Drew University, Madison Junior High School, and Central Avenue School).

Figure 4: Downtown Sub-Districts



3.21 Update of Past Studies

In its existing conditions analysis, the study team relied largely on two previous studies, supplemented with its own observations, to identify the patterns of use within the study area. A survey from August of 2005 titled “DDC Business Uses” provides a good snapshot of commercial uses in Madison. Information specific to the downtown study area was culled from that study and aggregated into general categories, as shown in Table 6, below.

Table 6:

Use Category	Sq. Ft.	% of Total
General Sales and Service	469,004	57%
Office	94,370	12%
Eating and Drinking Places	89,478	11%
Education and Institutions	92,967	11%
Arts, Entertainment & Recreation	27,604	3%
Health Services	27,533	3%
Construction Related	11,938	1%
Manufacturing and Wholesale Trade	7,045	1%
TOTAL	819,939	

Because this survey only examined commercial uses, the study team supplemented data from that study with information on residential uses from the 1997 Parking Study. Obviously, the age of that study suggests the potential for inaccuracies; however, since much of the existing residential uses in downtown areas are located in older buildings, we expect that the results will still remain fairly accurate. The 1997 Parking Study also did not include the blocks on the north side of Cook Avenue/Elmer Street, or east of Prospect Street/Greenwood Avenue. The 1997 Parking Study was also used to find additional information on public and parking uses. Results of this analysis are shown in Table 7, below, and helped to inform the designation of districts in Figure 4.

Table 7

Use Category	Lots	% of total	Lot Area (SF)	Lot Area (Acres)	% of total
Institutional (Education, Religious)	6	2.6%	956,139	21.95	21.7%
Single-family Residential	80	34.8%	863,051	19.81	19.6%
Commercial (Sales, Service, Office)	59	25.7%	803,806	18.45	18.2%
Public (Government, Transportation, Parks)	14	6.1%	583,176	13.39	13.2%
Parking (Principal Use)	16	7.0%	363,236	8.34	8.2%
Commercial/Residential	23	10.0%	260,147	5.97	5.9%
Multi-family Residential	2	0.9%	218,327	5.01	4.9%
Commercial/Restaurant/Residential	13	5.7%	106,213	2.44	2.4%
Vacant	2	0.9%	91,833	2.11	2.1%
Commercial/Restaurant	6	2.6%	82,614	1.90	1.9%
Restaurant	4	1.7%	52,383	1.20	1.2%
Restaurant/Residential	3	1.3%	18,881	0.43	0.4%
Unknown	2	0.9%	13,348	0.31	0.3%
TOTAL	230		4,413,154	101.31	

As Shown in Table 7, the presence of Drew University and other educational/religious institutions near downtown accounts for the “Institutional” use category totaling the highest percentage of used land (21.7%) in the study area (while only accounting for 2.6% of study area lots). Land dedicated to “Commercial” space and “Single-family Residential” is approximately equivalent, although these residential uses are, not surprisingly, found on more lots.

3.22 A Further Note on Data Limitations and Potential Follow-Up

It is important to note that data from this survey contains several limitations. First, the study did not look at residential uses. This is particularly problematic in the downtown area since many commercial buildings include residential space on upper floors. Second, the study did not disaggregate square footage into separate use categories in the case of mixed-use buildings. Therefore, the study team was forced to divide the total square footage evenly among the various uses in a building to get an estimate for the total amount of space ascribed to each use category. Finally, the review of the data identified a number of discrepancies between the use description and the assigned Standard Industry Classification (SIC) code. These errors were corrected where possible, but a thorough

review of each individual use was not performed. The Borough may wish to update the study with a more detailed land use review specific to the downtown to gain a better understanding of the land use mix in the future.

3.3 Existing Zoning

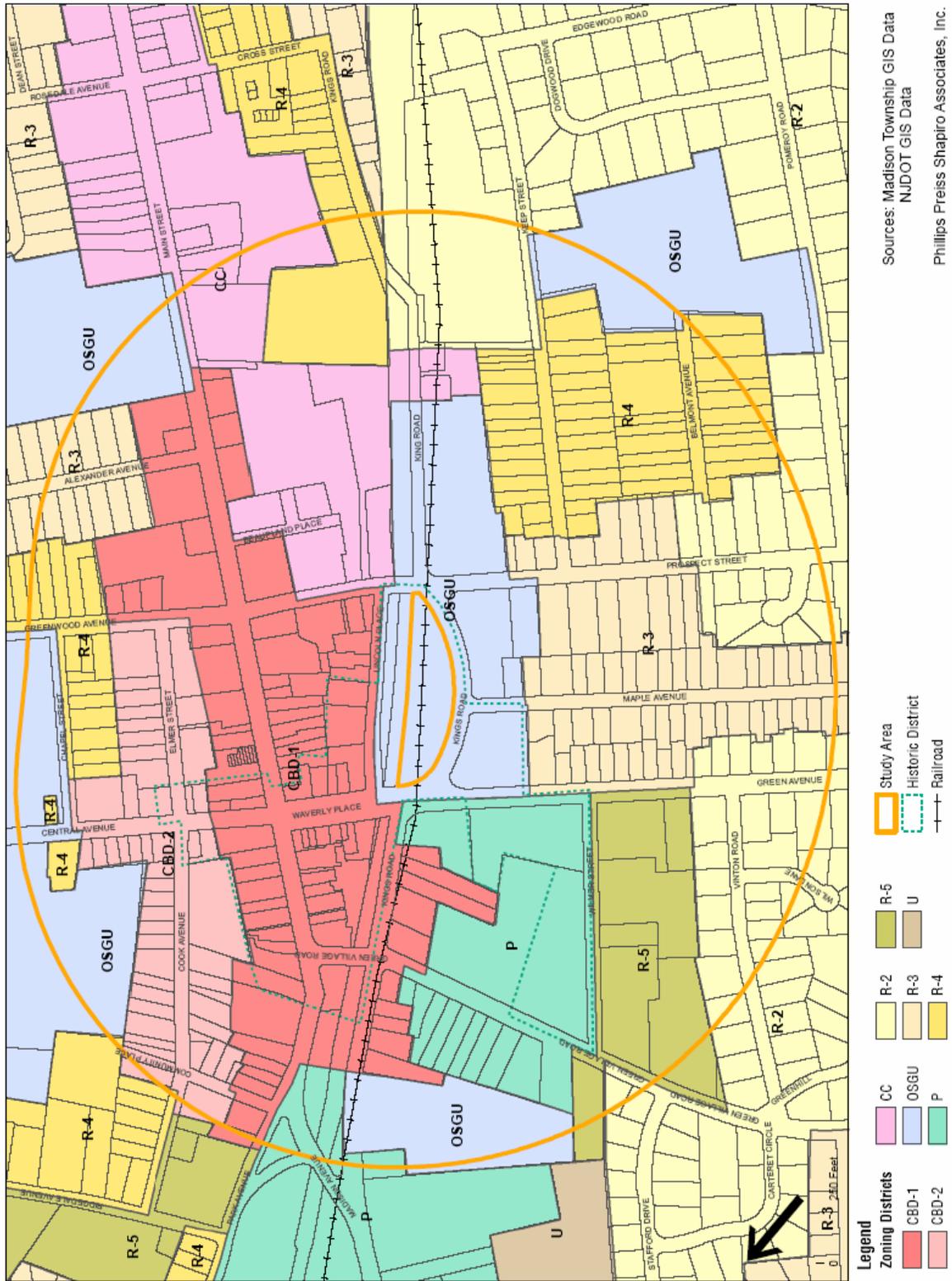
The existing conditions analysis places principal emphasis upon the structure of Madison's zoning regulations themselves and the methods used in their enforcement. Zoning regulations are a key tool in implementing a comprehensive plan for sound community development, since they set the framework for the types of development permitted. These standards need to be reviewed and updated on a regular basis in order to ensure that they reinforce the Borough's planning objectives (to accommodate growth and also retain character). Otherwise, zoning can become a hurdle to attracting and encouraging new development.

Zoning is the primary tool for regulating land use and building form in the study area. Like most zoning codes, Madison's standards focus on the issues of permitted uses and dimensional standards that regulate the location and size of buildings (height, setbacks, etc.). Additional provisions address development quality through basic standards for landscaping and parking, and in some areas (the CC district, particularly) additional standards related to site and building design. Additional guidelines and procedures supplement these standards for those properties located within the designated Historic District.

As shown on **Figure 5**, the study area is focused on the Central Business District -1 (CBD-1) and Central Business District-2 (CBD-2) districts. Districts surrounding this core include: Open Space/Government Uses (OSGU), Community Commercial (CC), Professional (P), Single-Family Residential (R-3) and Two-Family Residential (R-4) districts.

This section summarizes the current standards for those commercial and government districts included within or adjacent to the study area. Following a brief description of each district, tables offer comparisons between them regarding the permitted uses and bulk standards (Tables 8 and 9). Parking standards (which apply across districts) are presented in Table 10. It is beyond the scope of this project to address the residential zones in the study area in depth.

Figure 5: Existing Zoning



Sources: Madison Township GIS Data
 NJDOT GIS Data
 Phillips Preiss Shapiro Associates, Inc.

Core Zoning Districts:

- The **Central Business District-1 (CBD-1)** district covers the heart of Madison's downtown, stretching along Main Street from roughly Community Place to the Madison School and extending south to the train tracks. The district is intended to preserve and strengthen the downtown shopping area. It allows for a wide range of commercial uses, but residential uses are limited to apartments over retail or office uses. Building setbacks are intended to match the historic context, with minimal front and side setbacks permitted. A maximum of four stories/60 feet is permitted.
- The **Central Business District-2 (CBD-2)** district is mapped to the north of the CBD-1 district along between Community Place and Greenwood Avenue along Cook Avenue and Elmer Street. The district is identical to the CBD-1 zone in terms of permitted uses and dimensional standards, except that single-family and two-family residential uses are also permitted. Many of the businesses in this area occupy former single-family residences. The district provides a transition to the residential neighborhoods further to the north. Residential uses are subject to the bulk standards of the Two-Family Residence (R-4) district.

Surrounding Zoning Districts:

- The **Community Commercial District (CC)** extends east along Main Street/Route 124 from the downtown towards Chatham Borough. The district is intended to provide community commercial uses which primarily serve the residents of the Borough. According to the zoning code, it is not intended for the development of large, regional retail uses, though in fact it does contain some uses that draw customers from surrounding areas. Offices and multifamily housing are also permitted. Development is limited to 2 ½ stories/35 feet and a 0.25 floor area ratio. In addition to these basic standards, development in the CC district is subject to a set of more detailed design standards that issues such as parking location, parking lot design and buffering, landscaping, and building design. Apartments built over office or retail uses are encouraged by not counting that floor area against the maximum permitted floor area
- The **Professional Office Zone/Residential (P)** district is mapped over areas south of the commercial uses that line King's Road and around the intersection of Madison Avenue and Park Avenue. The district contains several large religious uses, as well as a strip of mixed residential and office uses along the west side of Green Village Road. The district permits office uses, parks, and single-family residential uses by-right, with institutional uses and assisted-living/long-term care facilities allowed as conditional uses. Dimensional standards are identical to the R-4 residential district, except that additional impervious cover is allowed, presumably to accommodate parking needed for the permitted uses.
- The **Open Space/Government Use (OSGU)** district is mapped over the public uses south of the downtown core, including the train station, the Hartley Dodge Memorial building, and the adjacent municipal parking lots. Educational and recreational uses north and east of the downtown are also included in this zone. The

district is intended to acknowledge and preserve the existing open space/parks and government-related uses throughout the Borough. Dimensional standards are not provided for this district.

3.31 Use Standards

Table 8, below, details the permitted (PU), conditional (CU), accessory (AU), and prohibited (blank) uses in each of the districts discussed above. Key distinctions to note include:

- The CBD-1 and CBD-2 districts are identical, except that single-family and two-family detached residences are permitted in CBD-2 and are prohibited in CBD-1.
- The CC district and the CBD-2 districts are similar, except that restaurants and financial institutions with drive-thru's are a conditional use in the CC district while they are prohibited in the CBD-2. Funeral homes are a permitted use in the CC district while they are prohibited in CBD-2. Off-street public parking facilities are a permitted use in both the CBD districts but are prohibited in the CC district.
- Permitted uses in the P district are very limited, including a prohibition on retail sales and service uses.
- Single-family dwellings are permitted in all districts except the CBD-1 and OS/GU.
- Multi-family dwellings are not permitted in any of the districts in or surrounding the subject area.

Table 8

PU = Permitted Use | CU = Conditional Use | AU = Accessory Use | Blank Cell = Prohibited Use

USE	CBD-1	CBD-2	CC	P	OS/GU
Apartments over retail or office uses	PU	PU	PU ³		
Assisted-living residences	CU	CU	CU	CU	CU
Borough parking lots					PU
Business, medical, professional, executive, or administrative offices	PU	PU	PU	PU	
Child care centers	PU	PU	PU	PU	PU
Customarily incidental and accessory uses	AU	AU	AU	AU	AU
Financial institutions, non-drive-up window	PU	PU	PU		
Financial institutions, with drive-up window			CU		
Funeral homes			PU		
Gasoline service stations	CU	CU	CU		
Home occupations	AU	AU	AU	CU	
Institutional uses	PU	PU	PU	CU	
Libraries					PU
Long-term care facilities	CU	CU	CU	CU	CU
Major public open space lands and recreation areas					PU
Municipally-owned or operated buildings					PU
Off-street parking facilities	PU	PU			
Public garages			CU		
Public parks and playgrounds	PU	PU	PU	PU	
Recreation facilities, commercial or private	PU	PU	PU		
Rescue squad facilities					PU
Restaurants, drive-through			CU		
Restaurants, non-drive-through	PU	PU	PU		CU
Retail sales and service	PU	PU	PU		CU ⁴
Schools					PU
Senior citizen centers					PU
Single-family detached dwellings		PU	PU	PU	
Theaters	PU	PU	PU		
Train stations					PU
Two-family dwellings		PU	PU		

³ Additional standards apply, per § 195-32.5F

⁴ Per §195-32.10.D(3), “commercial uses” are permitted as a conditional use; however, that term is not defined. We assume it refers primarily to “retail sales and service” but clarification is needed.

3.32 Dimensional Standards

Table 9, below, details the height, yard, area, and bulk requirements that govern each of the zone districts discussed above. The following key issues may impact redevelopment opportunities and character:

- Front yard setbacks in the CBD districts are determined based on the “predominant setback.” This is important because the consistent placement of buildings at the front line helps establish the character of the downtown. Buildings set far back from the street (especially to accommodate parking) would be inconsistent with that character.
- New housing built in the CBD-2 district has to meet the same standards as housing in the R-4 residential district.⁵ A number of sources suggest that additional housing in and around the downtown is desired; however, under these standards, the ability to add more housing is limited.
- Maximum principal building coverage is limited to 5,000 square feet in the CC district, presumably to limit intensive uses. However, a number of much larger buildings are located in the district. The coverage limit seems to be a recent addition to the zoning code, but the study team requires more information on the history and application of this standard.

⁵ The R-4 standards are the same as the P standards, except that maximum impervious coverage is limited to 40% (instead of 60%) and there is a 20% maximum principal building coverage.

Table 9

Standard	CBD-1	CBD-2	CC	P	OS/GU
Max. Stories	4	Same as CBD-1 for non-residential uses. Standards for R-4 zone apply to residential uses.	2 ½	2 ½	No dimensional standards.
Max. Height	60		35	35	
Min. Front Yard Setback	(a)		15 (d)	30	
Min. Side Yard Setback	(b)		5	10	
Min Rear Yard Setback	(c)		15	40	
Min. Lot Area (sq. ft.)	10,000		7,500	7,250	
Max. Distance from ROW Area to be Calculated	--		150	--	
Min. Lot Width (Interior)	75		50	75	
Min. Lot Width (Corner)	100		75	100	
Min. Lot Depth	100		150	100	
Max. Impervious Cover	85%		70%	60%	
Max. Principal Building Coverage	--		(e)	--	
Other Requirements	--		Max. FAR 0.25 (f)		

NOTES:

- a: Front yard in the CBD Zones: Predominant setback shall be maintained.
- b: Side yard requirements for CBD: None, except where abutting a side yard in a residential zone, then a side yard of one foot for every two feet of height of the principal structure in the CBD Zone. No such side yard shall be less than 10 feet and none need be greater than 30 feet.
- c: Rear yard in CBD Zone: One foot of rear yard for each two feet in height of principal building, with a minimum rear yard of 25 feet and a maximum of 30 feet. If rear yard abuts a residential use, a minimum five-foot fence shall be erected to screen the business use.
- d: Each side yard shall be the minimum stated in the schedule, if the property in question meets the minimum lot width (interior or corner).
- e: Maximum building footprint: 5,000 square feet.
- f: Except for the provisions in §195-32.5F concerning apartments over retail and/or office uses.

3.33 Additional Development/Design Standards

A variety of additional regulations supplement the key issues of use, dimensional and parking standards in the zoning code. In particular, design standards related to historic properties and building design in the CC district also impact the character of the downtown area and should be considered when evaluating redevelopment opportunities.

A certificate of historic review, issued by the Historic Preservation Commission (HPC), is required before any demolition, addition, new construction, or change in the exterior appearance of a building located in the district is begun. Interior renovations do not require historic review. Each project is reviewed by the HPC at a public hearing. The standards present a general approach to making changes to historic properties aimed at

ensuring that changes are compatible with, but recognizable from, the historic building. In addition to these general standards, the Borough has adopted more specific standards related to “visual compatibility” and “demolition,” as well as more detailed guidelines specific to the Civic Commercial Historic District.

Numerous studies have documented the economic benefits of historic preservation in communities across the country. There are clear benefits both to individual property owners and to local and regional economies. While the historic district standards place additional restrictions on properties in the Historic District, they also protect the historic character and unique sense of place which is a key element in Madison’s economic success.

Development in the CC district is also subject to additional design standards. In this case, however, the standards are very objective and do not require an additional review before the HPC or another board. The standards address a variety of issues and are aimed at improving the pedestrian character and urban design of the area, an important gateway to downtown Madison. Issues covered by the standards include:

- The conversion of residential uses to nonresidential uses;
- Access driveways;
- Parking location, shared parking provisions, and screening or parking areas;
- Landscaping;
- Building design, including standards related to the articulation of building facades, roof forms, and building entrances;
- Street furniture;
- Trash disposal; and
- Supplemental requirements for residential uses when located over retail or office uses.

In addition to these design standards, the issue of non-conforming buildings was raised by the DDC. There are concerns that an existing historic building, if destroyed, could not be reconstructed. The treatment of non-conforming buildings and uses should be clarified in the code to ensure flexibility in dealing with this situation.

3.34 Zoning Recommendations

A variety of efforts undertaken by the Borough in recent years document the strong desire to build upon and expand the success of downtown Madison. The 2004 Reexamination of the Master Plan, for example, identifies a number of objectives aimed at improving the character and functionality of the area:

- Capitalize on opportunities in the CBD to balance historic preservation, commercial vitality, and housing opportunities
- Improve the character and development pattern along East Main Street
- Develop more housing options, including multi-family residential uses in locations accessible to major roadways, commercial services and public facilities
- Meet Madison’s “growth share” responsibilities for affordable housing
- Address issues of parking management and parking supply in the CBD

- Consider more opportunities for mixed-use development in the CBD and CC districts
- Increase pedestrian convenience, comfort and security through streetscape design

A review of Madison’s current standards suggests a number of potential improvements to implement these objectives while accommodating future growth.

Use Standards

Downtown Madison is characterized largely by its mix of residential, retail, office, and civic uses. The variety of uses make downtown a destination for a variety of people – local residents, university students, regional commuters, etc – which adds to the area’s vitality and commercial success. The following issues could be examined further in order to retain and improve the mixed-use character of the area:

1. In the CBD districts, limit permitted uses on the ground floor to active uses that enhance the pedestrian character of the area.
2. Encourage additional housing opportunities and housing types in and around the downtown core, consistent with recommendations in the 2004 Reexamination. While housing above retail/office uses is currently permitted, changes may be appropriate to encourage additional residential opportunities. Options to consider include:
 - a. making multi-family residential uses a permitted use in the area surrounding the downtown core;
 - b. providing incentives for residential uses, such as additional floor area or density provisions;
 - c. making mixed-use buildings (including residential) a permitted use, while making single-use buildings (or buildings that do not include residential) a conditional use, providing a procedural incentive to develop residential options; and
 - d. requiring residential components in new development.
3. Explore options for dealing with institutional uses in the downtown area (and Borough-wide) to address concerns raised in the 1992 Master Plan and the 2004 Reexamination.

Dimensional Standards

Dimensional standards regulate the location, scale, and form of new buildings in the area. The current standards in the CBD districts are generally consistent with the goals of creating a pedestrian-friendly core consistent with the character of the historic downtown. Additional improvements to further reinforce that character and to encourage appropriate redevelopment that could be considered include:

1. Moving from the current reliance on the “predominant” front setback to a more explicit requirement to develop properties close to or at the front property line.

This approach could be more effective and easier to understand for the general public.

2. Providing more explicit standards related to building form such as requirements for storefront windows and entryways facing the sidewalk.
3. Revising the current building height requirements. Both minimum and maximum height requirements should be considered. Many communities now establish a minimum number of stories in downtown areas (two stories is common) in order to reinforce the pedestrian scale and mixed-use character. The current maximum building height restrictions (4 stories in CBD-1, 2 ½ stories in other districts) are consistent with the character of the downtown area and contribute to a generally pleasant and pedestrian-friendly scale. But consideration should be given to whether additional height might be appropriate in some locations (corner sites? key redevelopment sites?). This added height may be a way to incentivize important projects that meet community goals such as providing additional housing opportunities or structured parking.
4. Considering a transfer of development rights (TDR) program, allowing development potential on one site to be transferred to another. While these programs present some inherent difficulties, they can be effective at channeling increased development to desired locations while protecting areas such as historic sites.
5. Changing the dimensional standards for residential uses in the CBD-2 district to allow for additional residential opportunities in that area. Allowing multi-family, townhome, or row home housing types in this area may be appropriate, but would not be possible under the current use and dimensional standards.
6. Similarly, dimensional and use standards in the CC district would also not permit those housing types, which may be appropriate in the area surrounding the downtown core.

Additional Development/Design Standards

1. The treatment of non-conforming uses and buildings should be clarified and revised to allow for the retention or reconstruction of historic buildings.
2. The historic district design and development standards could be reviewed to ensure consistency with the goals of the downtown area.
3. The design standards associated with the CC district could be considered for broader application as they address general concerns applicable in other areas of the Borough.
4. The 2004 Reexamination notes increasing concerns about the impact of new development on stormwater runoff. These impacts should be considered in evaluating the impacts of increased development in the downtown area.

3.4 Preliminary Redevelopment Sites

The various standards discussed above impact the character and viability of future development projects in the downtown area. Those standards should be reviewed to ensure that future projects are developed in a way that adds character and value to the community.

In order to better understand the redevelopment opportunities, and therefore how those standards may or may not need to be revised, the study team has identified a number of sites with redevelopment potential. It is important to note that this list (and the accompanying evaluation) represents an initial review. It is intended to initiate discussion about both where and how redevelopment might occur in the downtown area. The study team will refine this analysis for those sites recommended for additional study by the DDC.

In general, the opportunities for significant redevelopment in the study area are limited. . The following sites were selected either because they are currently vacant or because they are underutilized (meaning that they could be developed more intensively in terms of building use and/or scale). In general, sites that are currently well-utilized are too small for significant redevelopment or are located within the historic district. Even for those sites listed below there may be significant constraints to redevelopment. **Figure 6** shows these sites. Table 10 provides a matrix which includes the study team's initial thoughts on opportunities and constraints associated with each potential redevelopment area. The numbering on both the map and the matrix correspond.

Table 10: Preliminary Redevelopment Sites (Opportunities and Constraints)

Number	Description	Opportunities	Constraints
1	Former gas station site (currently vacant) at NE corner of Main St. & Greenwood Ave.	<ul style="list-style-type: none"> ▪ Prime location with excellent visibility and accessibility on main roads. ▪ Currently vacant and for sale ▪ Large site (1.94 acres) ▪ CBD-1 zoning ▪ Additional development capacity available ▪ Potential to extend downtown district with a new anchor at this intersection. ▪ Increased opportunities if combined with Site 2. 	<ul style="list-style-type: none"> ▪ Potential environmental issues due to gas station use ▪ Odd lot configuration backs to residential uses; inset residential lots ▪ Drainage easement cuts across site
2	Auto sales lot and showroom	<ul style="list-style-type: none"> ▪ Prime location with excellent visibility and accessibility on main roads. ▪ Increased opportunities if combined with Site 1 ▪ CBD-1 zoning ▪ Additional development capacity available ▪ Potential to extend downtown district with a new anchor at this intersection. 	<ul style="list-style-type: none"> ▪ Existing productive use ▪ Potential environmental issues due to auto repair use ▪ Drainage easement cuts across site
3	Strip of several small retail/restaurant/office uses	<ul style="list-style-type: none"> ▪ High visibility on main road ▪ Adjacent to successful shopping area / cross-access possible ▪ CBD-1 zoning ▪ Additional development capacity available 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation ▪ Small size, even when combined ▪ Drainage easement cuts across site ▪ Providing parking on site would be difficult
4	Mix of gas station, restaurant, retail, and parking areas	<ul style="list-style-type: none"> ▪ High visibility on main road ▪ CBD-1 zoning ▪ Additional development capacity available ▪ Historic building could be integrated into development to enhance character ▪ Increased opportunities if combined with site #5 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation ▪ Existing productive uses ▪ Potential environmental issues due to gas station use ▪ Retaining historic building could limit development capacity

Table 10: Preliminary Redevelopment Sites (Opportunities and Constraints)

Number	Description	Opportunities	Constraints
5	Mix of retail, office, restaurant, and residential uses	<ul style="list-style-type: none"> ▪ High visibility on main road ▪ Adjacent to train station ▪ Sloping lot could allow for integrating structured parking at reduced cost ▪ CBD-1 zoning ▪ Additional development capacity available ▪ Increased opportunities if combined with site #4 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation ▪ Adjacency to train could create unacceptable noise impacts for residential uses ▪ Existing productive uses, particularly along Prospect St. appear in good condition and productive ▪ Small/affordable retail spaces along Lincoln Place are relatively uncommon in area
6	Mix of gas station, retail, restaurant, residential uses	<ul style="list-style-type: none"> ▪ High visibility on main roads ▪ CBD-1 zoning ▪ Additional development capacity available 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation ▪ Potential environmental issues due to gas station site ▪ Adjacency to train could create unacceptable noise impacts for residential uses ▪ Existing productive uses ▪ Unusual lot configurations – shallow lots except in middle of block
7	Mix of commercial uses	<ul style="list-style-type: none"> ▪ High visibility on main roads ▪ CBD-1 zoning ▪ Additional development capacity available 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation ▪ Adjacency to train could create unacceptable noise impacts for residential uses ▪ Existing productive uses ▪ Actual additional development capacity may be minimal
8	Elmer Street Parking Lot	<ul style="list-style-type: none"> ▪ Municipal ownership ▪ Parking structure with retail wrap or other uses integrated possible ▪ Significant additional development capacity 	<ul style="list-style-type: none"> ▪ Redevelopment would require accommodating current parking plus parking for any added uses ▪ CBD-2 zoning limits development capacity
9	Cook Street Parking Lot	<ul style="list-style-type: none"> ▪ Municipal ownership ▪ Parking structure with retail wrap or other uses integrated possible ▪ Potential to meet additional community goals (density, affordable housing, etc.) ▪ Significant additional development capacity 	<ul style="list-style-type: none"> ▪ Redevelopment would require accommodating current parking plus parking for any added uses ▪ CBD-2 zoning limits development capacity

Table 10: Preliminary Redevelopment Sites (Opportunities and Constraints)

Number	Description	Opportunities	Constraints
10	Kings Road Lot 3	<ul style="list-style-type: none"> ▪ Municipal ownership ▪ Parking structure with retail wrap or other uses integrated possible ▪ Potential to meet additional community goals (density, affordable housing, etc.) ▪ Significant additional development capacity 	<ul style="list-style-type: none"> ▪ Redevelopment would require accommodating current parking plus parking for any added uses ▪ OS/GU zoning limits uses, development capacity
11	Block of residential and commercial uses	<ul style="list-style-type: none"> ▪ Mostly vacant on western end of block ▪ Significant additional development capacity ▪ Mix of CBD-1, CBD-2 and R-5 zoning could allow for good mix of uses/scale without rezoning 	<ul style="list-style-type: none"> ▪ Multiple owners – would require consolidation to develop entire block ▪ Adjacent to established residential neighborhoods – may be conflicts with increased intensity ▪ Mixed zoning could make overall redevelopment difficult

Additional sites with redevelopment potential are available outside of the study area but still within ½ mile of the train station and downtown. However, as these areas are largely located in established residential areas or are used for public parks, schools, or other quasi-public uses, their value for redevelopment may be limited. Included in this category is the potential for adding parking (or other uses) on some portion of the Central School site, as discussed above.

3.5 Summary of Recommendations

The goal throughout this Phase I Analysis (and throughout the entire study) is to identify strategies and actions that can allow downtown Madison to retain and enhance its existing character while providing opportunities for new development. At this stage of the project, our preliminary recommendations fall into three general categories:

1. Recommendations relating to data and future studies
2. Recommendations related to development regulations
3. Recommendations related to potential redevelopment opportunity sites

1. Data Improvement and Future Studies

The following recommendations identify land use standards and information sources that could be enhanced or updated to allow the Borough to manage and maintain Downtown at its optimum capacity:

- *Detailed land use survey for the downtown area.* While the 2005 Business Information study provides a comprehensive survey of commercial uses in the Borough, for the purposes of this project it could be improved by:
 - Including residential, public, parking, and other uses in the survey;

- Reviewing Standard Industry Classification (SIC) codes for accuracy (or, using a different classification system, such as the Land-Based Classification System (LBCS) that does a better job of grouping uses by land use impacts;
 - Refining the building square footage figures to more accurately describe the space used for each use in buildings with multiple users.
 - Updating the data to reflect changes since 2005.
- *Developing realistic build-out projections based on market demand and current and proposed regulations.* A build-out analysis that can be best utilized for decision-making should consider the total demand for square footage for certain types of uses downtown (retail; residential; etc.).⁶ The study team will be determining this in its Phase II Analysis. A build-out should also consider the impacts of parking and circulation systems in the analysis. The study team may be able to accomplish this task in future phases of the study, but certainly recommends that any attempt on the Borough's part at a build-out analysis occur after the team gets a better understanding of current and future demand for growth.

2. Development Regulations

Identifying current land use policies that, if tweaked, could help accommodate future growth. In summary, they include:

- Ensuring active, pedestrian-friendly uses on ground floors in the downtown area;
- Encouraging additional housing opportunities and housing types in the downtown area;
- Ensuring buildings are designed to reinforce and complement historic patterns;
- Providing additional opportunities for building height or intensity in selected areas, possibly through transfer of development rights programs or incentives;
- Ensuring that required parking is provided in quantities and locations that enhance the functionality and character of the downtown; standards should not require over-parking individual sites and should consider flexible alternatives to meeting

⁶ A note on the Rutgers/NYU Study build-out analysis: The Rutgers/NYU study investigated build-out potential by looking at blocks in the downtown core and projecting the maximum allowable development allowed under current standards. That analysis suggested that the current 567,000 square feet of building square footage could be increased by 290% to over 1.6 million square feet. In all cases buildings are located at the front of the lots with parking provided in the interior of blocks. Properties in the CBD-1 district are built to the 4-story maximum, while properties in the CBD-2 district are built to the 2 ½-story maximum.

The study acknowledged that this approach is unrealistic, since a variety of factors limit complete redevelopment in this fashion. The study therefore also included a more nuanced review of redevelopment potential that assumed a number of existing (largely historic) buildings would remain, with infill development on key lots, including structured parking in the interior of some blocks. The intent was to suggest a redevelopment proposal that acknowledged the community's interest in maintaining many of the character-defining buildings in Madison, while supplementing them with new construction to provide additional opportunities in the downtown. The result of this approach still yielded a substantial increase in development capacity – a 260% increase to nearly 1.5 million square feet.

- parking requirements, including the ability to fund off-site parking improvements rather than providing them on-site;
- Providing realistic design standards for parking structures and parking lots that allow these facilities to complement the downtown character;
- Ensuring historic district guidelines are consistent with the goals of protecting downtown character and allowing for appropriate redevelopment; and
- Providing simple and objective standards for site and building design outside the historic district to ensure that new development contributes to the character of downtown.

In addition to these “tweaks,” the Borough should also consider expanding the current boundaries of the CBD districts to allow for increased development opportunities in the area immediately surrounding the existing downtown core. This could include promoting another anchor development at the intersection of Prospect & Main.

3. Identification of Preliminary Redevelopment Sites

The list of sites provided in Table 10 are preliminary redevelopment areas in and around downtown that may be worthy of more detailed examination. The list is intended to stimulate discussion and suggestions about the location, scale, and character of potential new development in the downtown area. Based on feedback to that list, including recommendations for additional sites to consider, the study team will conduct a more detailed evaluation, including:

- Understanding existing and possibly future demand for certain uses (retail; housing; mixed-use);
- Creating development scenarios on the selected development sites that will accommodate demand and add to, not diminish, the special character of downtown; and
- Identifying and prioritizing potential “catalyst” sites for redevelopment

4.0 NEXT STEPS

As noted earlier, the consultant team’s scope of work has been organized into five major phases (with the first four phases essentially forming the structure of the final report):

Phase I:	Existing Conditions and Opportunities
Phase II:	Development Potential Analysis
Phase III:	Recommendations/Scenarios
Phase IV:	Implementation
Phase V:	Report

In addition to an understanding of downtown Madison from a circulation and land-use/zoning perspective, the final “framework” for development must be based upon an understanding of how Madison, and other successful downtowns, function from a market, retailing, and pedestrian point of view. In Phase II, through a detailed demographic and market analysis, the study team will obtain a full understanding of the demand for resi-

dential and commercial space downtown. This analysis will be complemented by interviews with DDC-identified stakeholders (as nothing substitutes for first-hand knowledge). The study team will then take the initial set of recommendations from Phase I, test them within the Phase II analysis, and create a set of detailed strategies for leveraging or accommodating potential growth in Phase III.

5.0 Appendix

5.1 Appendix A: Parking Tables

Appendix Table 1: Parking Standards for Residential Uses

Housing Unit Type / Size	Parking Requirement
Single-family detached	
2-bedroom	1.5
3-bedroom	2.0
4-bedroom	2.5
5-bedroom	3.0
Garden apartment (b)	
1-bedroom	1.8
2-bedroom	2.0
3-bedroom	2.1
Townhouse	
1-bedroom	1.8
2-bedroom	2.3
3-bedroom	2.4
Retirement community	Values shall be commensurate with the most appropriate housing type and size noted above that the retirement community resembles
Assisted-living	0.5

Appendix Table 2: Parking Standards for Non-residential Uses

Non-Residential Use	Parking Requirement
Automotive showroom/sales	1 per 300 square feet of lot showroom and sales office
Bar, nightclub	1 per 3 occupants at capacity
Bowling establishment	2 per lane
Car wash	3 per washing lane
Financial institution	1 for each 200 square feet of building area or 5 spaces per teller, whichever is greater
Funeral home, mortuary	10 for each viewing room (minimum 30 spaces)
Garden center	1 per each 1,500 square feet of property area
Gasoline service station	3 for each bay, plus 1 for each service vehicle
Golf course	4 per hole
Home occupation	1 per employee
Hotel	1 per room, plus 1 for each 1,000 square feet of conference or similar space
Indoor recreation	4.5 for each 1,000 square feet including roller rink, of building area ice rink, recreation center and sports club
Laboratory, research use	1 for each 300 square feet of net building area
Long-term care facility	.3 per bed, plus one per full-time staff, plus one for every 2 part-time staff on the maximum shift
Office, dental or medical	4 for each doctor, plus 1 per 250 square feet of building area
Office, other	4 per 1,000 square feet of building area
Outdoor recreation	Court games: 4 per court Other: 1 per 150 square feet of assemblage space
Places of worship, community buildings, social halls and places of indoor public assembly	1 for each 3 seats. Where the specific amount of seating is undetermined, then 1 parking space shall be required for each 75 square feet of assemblage area.
Restaurant (including sit-down and take-out), catering hall, delicatessen, sandwich shop, coffee shop and similar food service establishments	1 for each 2.5 seats or 1 for each 180 square feet of gross floor area, whichever is greater
Retail uses not separately listed [Amended 6-13-2005 by Ord. No. 22-2005]	5 per 1,000 square feet of gross floor area
Educational facility: Elementary and intermediate school Secondary school Post-secondary and other educational facility	1 per employee 1 per employee, plus 1 per each 5 students in grades 11 and 12 2 per each 3 full-time students and 1 for each 5 part-time students
Theater	1 for each 3 seats

5.2 Appendix B: Parking Area Maps



Not To Scale

AREA "A"

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNONI ASSOCIATES INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08035
PPEA 0000





Not To Scale

AREA 'B'

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNONI ASSOCIATES INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08035
PP&A 0000





Not To Scale

AREA 'C'

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNONI ASSOCIATES, INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08033
P389 080






Not To Scale

Figure 7
AREA D'

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNON ASSOCIATES, INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08035
PHSA 0867





Not To Scale

Figure 8
AREA 'E'

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNONI ASSOCIATES INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08035
P/ESA 0607





Not To Scale

Figure 9
AREA 'F'

**Madison Downtown
Parking/Redevelopment Study**
Borough of Madison
Morris County, NJ

PENNONI ASSOCIATES INC.
CONSULTING ENGINEERS
515 GROVE STREET
HADDON HEIGHTS, NJ 08035
PR-5A 06/09

