



2021 Master Plan Reexamination Report

**Township of Mansfield
Warren County, New Jersey**

2021 Master Plan Reexamination Report

Township of Mansfield Warren County, New Jersey

Adopted by the
Township of Mansfield Land Use Board

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Introduction

The New Jersey Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.) stipulates that each municipality in the State of New Jersey shall reexamine its Master Plan and development regulations at least every ten years. Specifically, N.J.S.A. 40:55D-89 states:

“The governing body shall, at least every ten years, provide for a general reexamination of its Master Plan and development regulations by the Planning Board, which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which report and resolution shall be sent to the County Planning Board and the municipal clerk of each adjoining municipality.”

The purpose of a Master Plan Reexamination (“MPR”), prepared in accordance with the Municipal Land Use Law, is to periodically reexamine the master plan, zoning, and land development regulations of a municipality to determine whether they continue to address the development goals and objectives of the municipality and to provide recommendations that will address proposed changes in development goals, the impact of development within the municipality and the impact of planning and development regulations by the County, the State of New Jersey and the Federal government.

The Mansfield Township Master Plan was adopted in January 1999. A Reexamination and Amendment of the Master Plan was adopted in April 2001. Changes were recommended in the 2001 MPR to remove the Village Residential Zone, allow Adult Retirement Communities to become a conditional use, not limited to one specific parcel, and to restore the previous boundaries of the Industrial Zone.

In July 2002, the Master Plan was again amended to recommend the rezoning of lands just north of Beattystown on the east side of Route 57 from R-2 to B-2. This area has since been developed with *The Shoppes At Mansfield* shopping center. In August 2008, the Land Use Board adopted an MPR in accordance with the six-year timeframe then required by N.J.S.A. 40:55D-89.

A Master Plan Reexamination Report was adopted by the Planning Board on December 17, 2018, which reviewed the major problems and objectives identified in the 2008 Reexamination Report. This MPR amends and updates the 2018 MPR to recommend additional changes to the master plan and zoning regulations in relation to the Township’s affordable housing settlement.

This reexamination of the Township of Mansfield Master Plan conforms to the requirements of the Municipal Land Use Law and addresses the requirements of N.J.S.A. 40:55D-89 by including the following:

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

It is important that a Master Plan be kept up-to-date and flexible so that it can respond to changing conditions and reflect the current land use policies of the municipality. The Master Plan should be a document that is easily amended so that it can respond to both concerns and opportunities. The aforementioned requirements of the Municipal Land Use Law are addressed in the sections of this report that follow.

Municipal Summary

The Township of Mansfield is located in the southeastern portion of Warren County, New Jersey. It is bordered by Washington Township, Oxford Township, Liberty Township and the Town of Hackettstown in Warren County. Mansfield's southern boundary is coincident with the Musconetcong River, which separates Mansfield from Lebanon Township in Hunterdon County and Washington Township (aka. Long Valley) in Morris County.

The Township of Mansfield was founded as Mansfield-Woodhouse Township in 1754 from Greenwich Township in Sussex County. It was later incorporated as Mansfield Township in 1798. Mansfield was one of the six municipalities within Warren County at its creation in 1824. With approximately 30 square miles today, Mansfield is much smaller in area than it was in

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1824, with portions subsequently set off to Franklin Township, Washington Township, Washington Borough, Oxford Township, and Hackettstown.

Mansfield has maintained its rural agricultural characteristics for the northerly two-thirds of the Township. Meanwhile, the southern portion along State Route 57 is built-up with suburban shopping centers, apartments and single-family residential development. The Township has not seen any significant changes in land use since 2008 that impact the overall character of the municipality.

Significant Changes in Assumptions, Policies and Objectives

Changes in Demographic and Economic Conditions

At the time of the 2008 MPR, the latest Census Data was from 2000. It is instructive to compare 2000 Census Data with 2010, and also with the most up-to-date American Community Survey (ACS) data, which is from 2016. The ACS is an ongoing survey conducted by the U.S. Census Bureau. The ACS gathers information previously only available in the decennial census.

Key Demographic Indicators - Mansfield Township

<u>Subject</u>	<u>2000¹</u>	<u>2010¹</u>	<u>2016²</u>
Total Population	6,653	7,725	7,516
Median Age	37.1	40.7	44.7
Total Households	2,334	2,972	3,102
Total Housing Units:	2,415	3,316	3,417
Owner Occupied	1,685	1,739	1,772
Renter Occupied	649	1,233	1,337
Average Household Size:			
Owner Occupied Unit	2.95	2.81	-
Renter Occupied Unit	2.28	2.15	-

- 1. U.S. Census Data
- 2. American Community Survey Data

Key Economic Indicators - Mansfield Township

<u>Subject</u>	<u>2000¹</u>	<u>2010¹</u>	<u>2016²</u>
Median Household Income	\$61,763	\$74,063	\$64,756
Per Capita Income	\$26,277	\$32,259	\$35,182
Percent of Individuals Below Poverty Level	3.9	6.3	5.8

- 1. U.S. Census Data
- 2. American Community Survey Data

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The above data indicates an increase in total population in Mansfield between 2000 and 2010 of over 16% but then the total population declined by 2.7% between 2010 and 2016. The increased population was reflective of the number of new housing units built in the Township between 2000 and 2008. After the Recession of 2008, very little housing has been constructed in the Township and average household size has been declining also contributing to lower population totals. Housing construction trends are shown in data from NJ Department of Community Affairs (“NJDCA”), which tracks all Certificates of Occupancy and demolition permits issued for housing units for all New Jersey municipalities. The year-by-year data for Mansfield Township since 2000 is shown in the following table:

HISTORIC TREND OF RESIDENTIAL CERTIFICATES OF OCCUPANCY & DEMOLITION PERMITS																			
	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	'17	Total
COs Issued	26	38	10	3	20	8	3	9	1	2	1	1	0	0	0	3	1	2	128
Demolitions	0	0	2	0	0	11	7	2	2	0	1	2	3	4	1	1	0	6	42
Net Development	26	38	8	3	20	-3	-4	7	-1	2	0	-1	-3	-4	-1	2	1	-4	86

Source: "New Jersey Construction Reporter" - New Jersey Department of Community Affairs.

As shown in the table above, 128 housing units were built between 2000 and 2017. The number of demolitions during the same time period was 42. During the last ten years, demolitions (20) have actually exceeded new CO’s issued (11).

Another trend in the population data that is very evident is the aging of the population. The median age in 2000 was 37.1 years; in 2010 it was 40.7 years, and in 2016 it was 44.7 years. The 2016 median age is higher than both Warren County (43.1 years) and the State (39.5 years).

In terms of income, both median household income and per capita income have increased over the years. The reported median household income in 2016 of \$64,756 is about 90% of that for both Warren County and the State. This figure, as well as the 2010 median household income are suspect however because of the relatively low number in 2016 and the high number in 2010 especially in comparison to per capita income. The per capita income shows a steady increase over the years of approximately 2% per year in contrast to the up and then downward trend of the reported household income. The per capita income in fact, is about the same as for Warren County in 2016 (\$35,386) and a little less than the State (\$37,538). The percent of individuals below the poverty level at 5.8% in 2016 is less than Warren County at 7.9% and the State at 10.9%. Nevertheless, it is considerably higher than in 2000 (3.9%) but less than in 2010 (6.3%) during the recession.

Land Use Changes

Property tax data is utilized to identify changes in land use since the 2008 MPR. The NJDCA-Division of Local Government Services (“DLGS”) publishes a summary of the tax ratables for each year. From 2008 to 2017, the Township gained 177 vacant parcels, which would indicate that larger vacant tracts have been subdivided into smaller building lots, yet remain vacant and

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unbuilt. Meanwhile, the Township also saw an increase in the number of commercial and industrial parcels, indicating that new nonresidential development has occurred since 2008.

The most notable change since 2008 is the decrease in total equalized assessed property values¹ from \$969.9 million to \$728.6 million for private properties in the Township. Based on these values, the average residential property value was \$349,000 in 2008, which fell to \$245,000 by 2017. This decrease in value is most likely attributable to the economic recession and housing collapse of 2008.

Property Tax Ratable Base						
Land Use Type	Number of Parcels			Property Value		
	2008	2017	% Change	2008	2017	% Change
Vacant	560	737	32%	\$22,665,982	\$17,831,084	-21%
Residential	1,813	1,797	-1%	\$632,968,475	\$441,647,484	-30%
Farm Homestead	176	188	7%	\$74,529,912	\$56,796,264	-24%
Farm Land	304	302	-1%	\$3,913,050	\$3,608,470	-8%
Commercial	50	61	22%	\$139,255,425	\$125,128,752	-10%
Industrial	13	14	8%	\$23,598,680	\$18,703,844	-21%
Apartments	4	4	0%	\$73,020,381	\$64,848,197	-11%
Total Value	2,920	3,103	6%	\$969,951,906	\$728,564,095	-25%

Source: http://www.state.nj.us/dca/divisions/dlgs/resources/property_tax.html

Employment Changes

The NJ Department of Labor and Workforce Development (“NJDLWD”) maintains tabulations of employment and wage data for employers covered under the New Jersey Unemployment Compensation Law. The data is published quarterly and annually, utilizing the North American Industry Classification System (NAICS). The data shows that in 2008 there were 77 private sector businesses in Mansfield, which decreased to 28 in 2017. There were 1,209 private sector employees in 2008, earning an average annual salary of \$41,600. In 2017, there were 1,003 employees earning an average of \$38,546 annually. This decrease in employment data indicates a decline in economic conditions in the Township since 2008.

¹ These values have been adjusted using to the State Equalization Ratio for the respective year. The equalization ratio is the rate of property assessed value compared to market value. The equalization ratio in 2008 was 68.20 percent, meaning that the Township assessed properties an average of \$68.20 for each \$100 in market value. The equalization ratio in 2017 was 92.62 percent. The assessed property values reported by the DLGS have been adjusted to represent comparable market value; however, these figures have not been adjusted for inflation.

Changes in State Planning Regulations

State Development and Redevelopment Plan (SDRP)

In March 2001 the New Jersey State Development and Redevelopment Plan (SDRP) was adopted, which amended the previous plan adopted in 1992. In 2010, the State released a new draft State Plan, which went through public comment and hearing. The *Draft Final State Strategic Plan: State Development and Redevelopment Plan* was approved in November of 2011 and is still awaiting final adoption. As this is the most recent SDRP, it has been reviewed for the purposes of this report. The document contains only four goals, which are:

- Goal #1: Targeted Economic Growth – Enhance opportunities for attraction and growth of industries of statewide and regional importance.
- Goal #2: Effective Planning for Vibrant Regions – Guide and inform regional planning so that each region of the State can experience appropriate growth according to the desires and assets of that region.
- Goal #3: Preservation and Enhancement of Critical State Resources - Ensure that strategies for growth include preservation of the State’s critical natural, agricultural, scenic, recreation, and historic resources, recognizing the roles they play in sustaining and improving the quality of life for New Jersey residents and attracting economic growth.
- Goal #4: Tactical Alignment of Government – Enable effective resource allocation, coordination, cooperation and communication among those who play a role in meeting the mission of this Plan.

It should be noted that this new plan does not include a map, nor does it include planning area designations as the 2001 Plan did.

Municipal Land Use Law (MLUL)

Notable amendments to the Municipal Land Use Law (MLUL) since the 2008 MPR include:

1. The MLUL was amended to include the “Statewide Non-residential Development Fee Act” at N.J.A.C.40:55D-8.1 through 8.7, which allows municipalities to collect development fees for non-residential development to be utilized for the provision of low- and moderate-income housing (Sections 32 through 38 of P.L.2008, c.46, approved July 17, 2008).
2. The Statewide Non-residential Development Fee Act was later amended by the “New Jersey Economic Stimulus Act of 2009” (P.L. 2009, c. 90, approved July 28, 2009).
3. N.J.A.C. 40:55D-66.11 now provides that renewable energy facilities on parcels comprising 20 or more contiguous acres that are owned by the same person or entity shall

be a permitted use within every industrial district of a municipality (P.L. 2009, c. 35, adopted March 31, 2009).

4. A Master Plan Reexamination Report is now required at a minimum of once every 10 years instead of every 6 years (P.L. 2011 c. 65, approved on May 4, 2011).
5. The MLUL was amended to define "inherently beneficial use" for purposes of zoning variance and specifically includes facilities and structures that supply electrical energy produced from wind, solar, or photovoltaic technologies (P.L. 2009 c. 146, approved on November 20, 2009).
6. The MLUL was amended to add a "Green Buildings and Environmental Sustainability Plan Element" to the components that comprise a municipal master plan, which shall provide for, encourage, and promote the efficient use of natural resources and the installation and usage of renewable energy systems; consider the impact of buildings on the local, regional and global environment; allow ecosystems to function naturally; conserve and reuse water; treat storm water on-site; and optimize climatic conditions through site orientation and design (P.L. 2008, c.54, approved on August 5, 2008).
7. General development plan (GDP) protection can now be extended to development projects situated on sites less than 100 acres based on certain criteria. GDP's can now be sought for projects with a non-residential floor area of 150,000 square feet or more, or with 100 residential dwelling units or more, on sites of 100 acres or less (P.L. 2011 c. 86, approved July 1, 2011).
8. The MLUL was amended to allow municipalities to authorize noncontiguous development, including the transfer of floor area ratio or density between noncontiguous parcels (P.L. 2013, c. 106, approved August 7, 2013).
9. The MLUL was amended to require that for any land use element of a municipal master plan adopted after the effective date of P.L 2017 c. 275 (January 8, 2018), the land use element shall include a statement of strategy concerning: smart growth, including consideration of potential locations for the installation of electric vehicle charging stations; storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure; and environmental sustainability (P.L 2017 c. 275, approved on January 8, 2018).

Local Redevelopment and Housing Law (LRHL)

A "Non-Condensation Redevelopment Area" provision was included in the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-6) by P.L. 2013, C. 159, approved on September 6, 2013. This amendment significantly changes the way that municipalities may designate areas in need of redevelopment pursuant to the Local Redevelopment and Housing

Law (N.J.S.A. 40A:12A-1 et seq.). Chapter 159 provides that a municipality make a decision to utilize or reserve the power of eminent domain at the beginning of the redevelopment process. When a planning board investigates whether an area should be designated as being “in need of redevelopment”, the municipality must indicate whether it is seeking to designate a potential redevelopment area as a “Non-Condensation Redevelopment Area” or a “Condensation Redevelopment Area”. The evaluation criteria for each type of redevelopment area are the same except for determining whether the power of eminent domain will or will not be exercised.

Council on Affordable Housing (COAH)

Mansfield did not participate in COAH’s First Round of Substantive Certification but petitioned for Second Round Substantive Certification on April 13, 2000. Mansfield received Second Round Substantive Certification from COAH on August 2, 2000.

Mansfield petitioned for Third Round Substantive Certification on August 2, 2006. Mansfield was notified that the COAH review process had begun by letter from COAH dated October 13, 2006. Mansfield has received no further correspondence or had otherwise been contacted by COAH since the October 13, 2006 letter. COAH ceased all reviews, including Mansfield’s, when litigation was filed on January 24, 2007 opposing the Third Round Rules.

In October of 2008, COAH adopted numerous amendments to its substantive and procedural regulations to address the Third Round fair housing requirements in New Jersey. The Third Round methodology, adopted in September 2008, required that a municipality’s fair share consist of three elements: the 1) rehabilitation share, 2) any remaining Prior Round obligation that was not provided for, and 3) the Growth Share or Third Round, which is based upon one affordable housing unit for every four market-rate units built and one affordable unit for every 16 new jobs created. In addition to these new rules, COAH allocated new rehabilitation, Prior Round and Third Round obligation numbers to each municipality. Additionally, the State legislature passed Assembly Bill A-500 (now P.L. 2008) that made significant changes to COAH’s rules.

Mansfield adopted a new Housing Element & Fair Share Plan on June 18, 2012 but did not petition COAH for Third Round Substantive Certification.

In 2009, appeals were filed regarding the new Third Round rules’ methodology. The case worked its way through the Appellate Division and finally went before the Supreme Court. Oral argument occurred in November 2012 and an Order was finally issued by the Supreme Court on September 26, 2013. The Supreme Court ruled that the key set of rules establishing the growth share methodology as the mechanism for calculating “fair shares” was inconsistent with the Fair Housing Act (FHA) and the Mount Laurel doctrine. The Supreme Court instructed COAH “to adopt new third round rules that use a methodology for determining prospective need similar to the methodologies used in the first and second rounds,” within five months. In March 2014, the N.J. Supreme Court extended the deadline for adoption of rules to November 2014.

After COAH failed to promulgate its revised rules by the November 2014 deadline, the Supreme Court made a ruling on March 10, 2015, which allows for judicial review for constitutional compliance, as was the case before the FHA was enacted. The ruling allows low- and moderate-income families and their advocates to challenge exclusionary zoning in court, rather than having to wait for COAH to issue rules that may never come. It also provides a municipality that had sought to use the FHA's mechanisms the opportunity to demonstrate constitutional compliance to a court's satisfaction before being declared noncompliant and then being subjected to the remedies available through exclusionary zoning litigation, including a builder's remedy.

Pursuant to the March 10, 2015 Supreme Court Order, Mansfield filed a motion with the court on July 9, 2015 seeking a Declaratory Judgement that the municipality has fulfilled its constitutional obligation to provide affordable housing. Mansfield is currently in the process of negotiating a Settlement Agreement with the Fair Share Housing Center to determine the Township's affordable housing obligations and the proposed mechanisms to address the obligations.

Since March 2015, the Township of Mansfield has been in negotiations with interested parties and intervenors to determine the Township's third round obligation and the mechanisms to satisfy the obligation. A Settlement Agreement was reached between the Township and the Fair Share Housing Center ("FSHC") on December 12, 2018, setting forth the extent of Mansfield's Rehabilitation, Prior Round, and Third Round fair share obligations, providing a brief description of the compliance mechanisms by which Mansfield proposes to address those obligations, and setting forth other terms relevant to compliance and monitoring.

One of the terms of the Settlement Agreement is that the Township must adopt an updated Housing Element & Fair Share Plan, along with a Spending Plan, and adopt all zoning ordinances required as part of the Settlement Agreement. This Master Plan Amendment is prepared to provide Master Plan and Zoning Ordinance recommendations to effectuate the Settlement Agreement and fulfill the Township's affordable housing obligations.

Stormwater Management Program

Enacted on February 2, 2004, New Jersey's stormwater management program, comprised of two separate Rules (N.J.A.C. 7:8 and 7:14A), establishes a framework for addressing water quality impacts associated with existing and future stormwater discharges. Together with the new Flood Hazard Control Act Rules (N.J.A.C. 7:13), they provide for Category One (C1) Water Protection, including a 300-foot Special Water Resource Protection Area or riparian buffer for new major development adjacent to all C1 waters and upstream tributaries of C1 waters within the same HUC-14 sub-watershed. These regulations have implications in Mansfield Township as the Barker's Mill Brook, Hances Brook, Musconetcong River, Pequest River Pohatcong Creek, Shabbecong Creek, Trout Brook, and Tunnel Brook are all classified as C1 waterways.

The Township has complied with the 2004 rule changes as follows:

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1. Obtaining a Stormwater Permit from the State of New Jersey and addressing the Statewide Basic Requirements (SBN's) in that permit on a recurring basis.
2. Preparing and adopting a Stormwater Management Plan.
3. Preparing and adopting a Stormwater Control Ordinance.
4. Reviewing development applications for compliance with the adopted Stormwater Control Ordinance where applicable.

Mansfield Township is classified as a 'Tier A Municipality' and is responsible for preparing a Storm Water Pollution Prevention Plan (SPPP) and providing updates as necessary pursuant to its MS4 Permit. In addition, the Annual Stormwater Report, which is required to be filed each year with NJDEP, requires certification that the SPPP has been adopted and is current. The Township adopted an update to the SPPP in June 2016 to reflect current information, so the Township will continue to be in compliance with its MS4 permit.

The Highlands Act

Of all the State initiatives since 2001, the one of greatest significance to Mansfield is the Highlands Water Protection and Planning Act (Highlands Act). The Highlands Act was passed in August 2004 with far reaching consequences for the future of development in Mansfield and the rest of the Highlands Region. The Act established a Preservation Area and a Planning Area with the area under the jurisdiction of the Highlands Council. Mansfield Township has 13,032 acres in the Preservation Area and 5,969 acres in the Planning Area of the Highlands Region.

Through passage of the Highlands Act, the New Jersey Highlands Water Protection and Planning Council (Highlands Council) was created and charged with the task of developing a Regional Master Plan to protect the critical natural resources and other features of the Highlands Region. A fundamental aspect of the Highlands Regional Master Plan is the process known as Municipal Plan Conformance. The Highlands Act directed the Highlands Council to develop a set of requirements to protect the Highlands Region, which include mandatory restrictions over land use and development practices within the Preservation Area and provisions for voluntary municipal conformance within the Planning Area. In summary, Plan Conformance on behalf of municipalities is mandated within the Preservation Area and voluntary within the Planning Area. On December 10, 2008, the Mansfield Township Council adopted a Resolution 2008-104 Notice of Intention to Petition the Highlands Council for Plan Conformance. The Township also participated in Module 1 (Current Municipal Conditions and Build-Out Analysis) and Module 2 (Land Use and Resource Capacity Analysis) of the Highlands Plan Conformance process, which was funded by a grant from the Highlands Council. The purpose of Modules 1 and 2 is to develop a build-out analysis that incorporates the policies and objectives of the RMP.

A Municipal Build-Out Report was prepared for Mansfield in September 2009. The RMP build-out process requires a Limiting Factor Analysis to examine three categories of constraints:

1. Land Based Capacity (potential developable lands);
2. Resource Based Capacity (Septic System Yield and Net Water Availability); and
3. Utility Based Capacity (public water and wastewater).

The Municipal Build-Out Report provides the results of the local build-out analysis based on potential developable lands and existing municipal conditions, including sewer and water supply capacity and Net Water Availability where relevant. It incorporates the results of the Modules 1 and 2, which were completed through a detailed process involving a cooperative effort of the municipality and the Highlands Council. The RMP build-out analysis for Mansfield estimates the following new development results for potential developable lands for the entire municipality:

1. Development in Wastewater Utility Service Areas: 14 residential dwelling units and 119,375 square feet of non-residential development, resulting in a wastewater demand of 6,525 gallons per day (gpd), or 0.006525 million gallons per day (MGD), and estimated public water supply demands of 4,300 gpd, or 0.0043 MGD.
2. Development in Septic System Areas: 237 septic systems in the Planning Area for all RMP Land Use Capability Zones and HUC14 subwatersheds, and 56 septic systems in the Preservation Area.

The build-out results based on potential developable lands are not constrained by water supply utility capacity and wastewater utility capacity. The water supply demands from the build-out are constrained by water availability resulting in a constraint on build-out potential of 0.000566 MGD in one subwatershed, which is 18 percent of the land-based total build-out demand for the Hackettstown WPCF, and a constraint on build-out potential of 0.001367 MGD in another subwatershed, which is 41 percent of the land-based total build-out demand for the NYK Logistics and Megacarrier facility. The remaining wastewater utility capacity, after all RMP build-out demands are met, is constrained by water availability.

To date, the Township has not completed any of the other Modules and has not petitioned the Highlands Council for Plan Conformance.

Water Quality Management Planning

The New Jersey Department of Environmental Protection (NJDEP) administers the Statewide Water Quality Management (WQM) Planning rules, N.J.A.C. 7:15, in conjunction with the Statewide WQM Plan, which together constitute the Continuing Planning Process conducted pursuant to the Water Quality Planning Act, N.J.S.A. 58:11A-1 et seq., the Water Pollution Control Act, N.J.S.A. 58:10A-1 et seq., and N.J.S.A. 13:1D-1 et seq., and as required by Sections

303(e) and 208 of the Federal Clean Water Act (33 U.S.C. 1251 et seq.). The intent of the continuing planning process is to align federal, state, regional and local land use planning to ensure that these land use plans do not conflict with each other.

NJDEP last amended the WQM Planning rules (N.J.A.C. 7:15) on November 7, 2016 (47 N.J.R. 2531(a)), which repealed the 2008 version of the rules. The NJDEP rules adoption notice provided the following summary of the new rules:

The new rules reflect the NJDEP’s determination that water quality planning should be based on the principle that “planning” involves the ability to consider a range of options to solve or avoid problems; planning should not be directive or rigid. As part of its revised approach, the NJDEP reduced the number of analyses required, and revising the timing of their required submission, simplifying the water quality planning process, and committing to providing assistance to local communities as necessary to address water quality issues within particular communities. The Department will no longer mandate that the wastewater management planning agencies conduct all of the analyses previously required as part of the wastewater management plan (WMP), or that local communities downzone or enact nonpoint source pollution prevention ordinances as a condition of WMP adoption. The adopted new rules recognize that determinations regarding the land use impacts of future development and the means to address wastewater treatment needs are more appropriate at the permitting stage, when detailed site-specific information is available. Because the rulemaking is a repeal and replacement of this chapter, adoption of the new rules will result in Executive Order 109 (2000) (EO109), which directed the NJDEP to require appropriate alternatives analyses before approval of a WMP or amendment thereto, becoming inoperative.

The Warren County Board of Chosen Freeholders opted not to accept the role of responsible entity for wastewater management planning in Warren County. Each municipality in Warren County is therefore responsible for preparing their own municipal wastewater management plan. Mansfield last adopted a wastewater management plan in 2007, which projects wastewater needs through the year 2024. The Township of Mansfield has not updated its wastewater management plan based upon the 2008 or 2016 NJDEP wastewater management planning rules.

Together North Jersey

In November 2011, the U.S. Department of Housing and Urban Development (HUD) awarded Together North Jersey (“TNJ”, also known as the North Jersey Sustainable Communities

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Consortium) a \$5 million Sustainable Communities Regional Planning Grant. The grant is matched with an additional \$5 million in leveraged funds from project partners. TNJ brought together a coalition counties, municipalities, educational institutions, nonprofits, businesses and other groups, to develop the first comprehensive plan for sustainable development for the 13 northern New Jersey counties: Bergen, Essex, Hudson, Hunterdon, Middlesex, Monmouth, Morris, Ocean, Passaic, Somerset, Sussex, Union and Warren.

The final TNJ Plan was released in November 2015. The plan presents an overview of the TNJ regional planning process that took place from 2011 to 2015 and proposes strategies for achieving a competitive, livable, efficient, and resilient region. The Goals and Objectives of the TNJ Plan are as follows:

Goal 1: Grow a Strong Regional Economy

- Keep and create well-paying jobs.
- Ensure infrastructure (transportation, utilities, and communications) is in good repair, can support economic development and is resilient to extreme weather.
- Ensure the region’s workforce has the training and skills needed to support current and future industry needs.
- Support small businesses and entrepreneurship.

Goal 2: Create Great Places

- Maintain or expand vibrant downtowns and “main streets.”
- Create safe, stable, resilient neighborhoods with high-quality housing options affordable to a range of incomes.
- Preserve and enhance the character of existing neighborhoods and communities.
- Make it easier and safer to walk, bike and take transit.

Goal 3: Increase Access to Opportunity

- Connect where people live with where they need to go.
- Create inclusive, mixed-income neighborhoods.
- Maintain and improve the quality of schools.
- Improve access to community, arts, cultural and recreational resources (e.g. theaters, museums, libraries, senior centers, youth activities, and parks).
- Improve public health and access to health services.

Goal 4: Protect the Environment

- Preserve and enhance open space, natural areas and wildlife habitat.

Township of Mansfield

- Improve air quality and reduce emissions that contribute to climate change.
- Increase ability to respond to and recover from extreme weather events.
- Improve water quality and ensure adequate supply.

Goal 5: Work Together

- Ensure broad participation in planning efforts, including populations traditionally under-represented.
- Foster collaboration among levels of government and provide a regional framework for making decisions about growth and investment.
- Respect property rights during planning and implementation.

Changes in County Planning Regulations

Warren Heritage Byway (NJ State Route 57)

New Jersey State Route 57 is a 19-mile two-lane roadway that runs west from Hackettstown through Mansfield Township, Washington Township, Washington Borough, Franklin Township, Greenwich Township and Lopatcong Township. The entire Route 57 corridor was designated a State Scenic Byway in February 2009. The Warren Heritage Byway Corridor Management Plan (“WHBCMP”) was released in November 2010.

The WHBCMP provides the following description of the Warren Heritage Byway through Mansfield Township:

Mansfield Township MP 12.67-20.54

Entering Mansfield Township, the views become more attractive as the Musconetcong River gets closer to the roadway. The hamlet of Anderson (MP 14.1) is a favorite scenic spot with its historic homes, hotel, and church at the bottom of a large hill.

One of the best locations to access the river for recreation and other uses is the Point Mountain Section of the Musconetcong River Reservation at MP 14.4. This site consists of over 700 acres of parkland along the Musconetcong Mountain range and gorge, providing visitors with opportunities for mountain biking, fishing, horseback riding, canoeing, cross-country skiing, hiking, hunting, nature study and picnicking.

Departing from the River Reservation, travelers encounter Penwell Lime Kiln #1 (MP 14.7) just off Route 57. A site of countywide importance, this lime kiln is representative of the process used to burn limestone rock. The resulting lime was used to stabilize and change the pH of farm soils and was incorporated in a variety of construction materials.

Beginning at MP 15.3 and continuing through MP 18.2, travelers along Route 57 can see glimpses of the Musconetcong River flowing alongside the highway. Across from the river at MP 15.8 is Miller Farmstead, a cluster of outbuildings and a farmhouse listed on the State and National Historic Registers. The farmstead covers 108 acres, and was constructed in 1924 in the Greek Revival style.

Historic Beattystown (MP 19.3), originally known as Beatty's Mill, was settled circa 1760. The oldest historic village in Mansfield Township, it was originally settled as a mill town. At that time, it was the most important trade center on the southeastern edge of what would become Warren County.

The WHBCMP provides the following vision statement for the corridor:

- To preserve and enhance the beauty of natural, cultivated, and built landscapes and their relationship to our history, culture, and future.
- To enhance tourism in proximity to centers of recreation and commerce.
- To encourage land uses that create and complement scenic viewsheds, vistas, and panoramas.
- To highlight historic sites and, through heritage tourism, help residents and tourists discover the stories in the landscape.
- To mitigate the tensions between preservation and development.

According to the WHBCMP, the zoning in Mansfield could impact the quality of the scenic corridor. Specifically, the WHBCMP states, "Directly on Route 57, at Port Colden near the Mansfield Township border, there are areas zoned for Planned Industrial on three acre lots and Valley Residential on four acre lots. Development of this Valley Residential zone could affect scenic viewsheds, depending on the location and design of new structures; this area appears to be one of those most vulnerable to the potential loss of scenic resources."

To guide future land use along the byway and help protect the corridor's valued qualities, the WHBCMP recommends a number of strategies and techniques, including land acquisition, scenic easements, scenic corridor overlay zoning, or conservation zoning. NJDOT has prepared a Route 57 Corridor Plan Implementation Toolkit to guide municipalities in implementing techniques to protect the byway. Guidelines for scenic corridor overlay zoning, scenic easements, and conservation zoning can be found on the NJDOT website at <https://www.state.nj.us/transportation/works/studies/rt57/maps.shtm> and are included in the Appendix.

Changes in Municipal Land Use Regulations

Since the adoption of the 2008 MPR, the Township Committee adopted the following ordinance amendments affecting land use:

- **Ord. No. 2010-20** (Adopted 11-23-2010) - Amending Chapter 30 of the Land Use Administration and Procedures regarding Attorney, Engineer, and Expert Fees.
- **Ord. No. 2011-17** (Adopted 8-24-2011) - Amending Chapter 22 of the Zoning Ordinance to Provide Regulations Regarding Renewable Energy Facilities (Solar and Wind).
- **Ord. No. 2012-09** (Adopted 1-9-2013) - Amending Chapter 19 of the Land Use Administration and Procedures by Providing a Penalty Provision for Failure to Comply with Conditions Imposed on Land Subdivision, Site Plan or Variance Approvals.
- **Ord. No. 2013-17** (Adopted 12-11-2013) - Amending Chapter 19, Section 7.10, Land Use Administration Fees.
- **Ord. No. 2015-05** (Adopted 6-10-2015) - Amending Chapter 22 “Renewable Energy Facilities”
- **Ord. No. 2015-07** (Adopted 6-10-2015) - Providing for the Maintenance of the Code; Repealing and Saving from Repeal Certain Ordinances Not Included Therein; Establishing a Penalty for Altering or Tampering with the Code; and Making Certain Changes in Previously Adopted Ordinances.
- **Ord. No. 2015-08** (Adopted 6-24-2015) - Amending Chapter 256 to Prohibit Certain Nuisances
- **Ord. No. 2015-13** (Adopted 9-23-2015) - Adding a Chapter Entitled “Residential Maintenance Code” Including a New Section to Establish Standards for the Registration and Maintenance of Vacant and Abandoned Residential Properties in Foreclosure by Creditors
- **Ord. No. 2017-03** (Adopted 2-23-2017) - Amending and Supplementing Chapter 363 Article V Titled “Signs” to Create A New Section 363-24.1 Titled “Signs Prohibited on Public Property”.
- **Ord. No. 2018-09** (Adopted 10-24-2018) – Amending Section (Prohibited Uses) of the Township Land Development Ordinance to prohibit marijuana cultivation facilities, marijuana production or manufacturing facilities, marijuana testing facilities, and retail marijuana stores in all zone districts.

Master Plan Problems & Objectives

As required under N.J.S.A. 40:55D-89 (a) and (b), the following section of the MPR examines the major problems and objectives relating to land development in the Township of Mansfield that were included in the 2008 MPR and identifies the extent to which such problems or objectives have changed. The goals and objectives of the 1999 Master Plan were reiterated and

reviewed in the 2008 MPR. There was one main goal with nine additional specific goals, each with one or more related objectives, as follows:

Overarching Goal:

The main goal of the 1999 Master Plan is to protect the quality of life in Mansfield and to preserve this unique and historic community for generations to come. This rural, agricultural and residential community includes intact hamlets and villages, reflecting the community life of previous centuries. Mansfield's mountainous conditions, along with other environmental constraints, have resulted in less-than-average population densities and provide a rural and peaceful setting. These environmental constraints need special protection.

To achieve this main goal, the following specific goals and objectives are established for Mansfield Township:

1. Agricultural Preservation

***Goal 1:** Preserve active farmlands and encourage their continued viability which recognizes that farming is an integral component of the economy of the Township and the region.*

***Objective 1A:** Manage growth and development in agricultural areas such that the best agricultural soils should be permanently preserved for farming and development should occur first on the least usable agricultural soils.*

***Objective 1B:** Encourage and coordinate local agricultural land use preservation with the programs of the state and county and with adjoining municipalities.*

***2008 MPR Review:** This goal remains as valid in 2008 as it was in 2002, if not more so. The Township of Mansfield since 2002 has seen several parcels acquired and preserved as farmland within the Township. These have in general either been acquired utilizing monies from the open space trust fund or via the efforts of state and county agencies. As of June 2008, over 600 acres have been preserved.*

2018 MPR Review: Agricultural preservation continues to be an important objective for Mansfield Township. Prior to 2008, there were a total of 835.1 preserved agricultural acres in Mansfield. Since 2008, an additional 704.8 acres have been preserved. Mansfield now ranks the seventh highest in total agricultural acres preserved of the 22 municipalities in Warren County.²

² Sources: Warren County Comprehensive Farmland Preservation Plan Update, May 2017 and New Jersey Farmland Preservation Program Website, May 15, 2018.

2. Environmental Protection

Goal 2: *Protect environmentally sensitive areas, preserve the natural environment, and ensure a compatible balance between economic and environmental interests.*

Objective 2A: *Protect environmentally critical areas from development by preventing encroachment on sensitive areas such as wetlands, 100-year flood plains, and steep slopes in excess of 25%.*

Objective 2B: *Continue to require new development to observe rigorous performance standards to minimize adverse environmental impacts.*

Objective 2C: *Relate development standards and the permitted intensity of land use to the carrying capacity of the soil and water supply with the objective to preserve natural features.*

Objective 2D: *Ensure that development respects the conditions of the site, including limited water supply and restricted potential for wastewater disposal, which are the result of the soils and geology native to the Township.*

2008 MPR Review: *This is still a valid goal of the Township. However, much of the preservation of environmentally important areas has been usurped by the State through several vehicles; the Highlands Act, C-1 stream corridors and most recently riparian buffers. While all of these vehicles seek to preserve parts of the environment, they do so in a manner that is oriented toward the large-scale overview of regional environmental protection without attention to the need for a compatible balance between environmental interests and economic interests.*

2018 MPR Review: There has been no substantial change in environmental regulations since 2008. The NJDEP maintains environmental jurisdiction within the Highlands Preservation Area, C-1 stream corridors, freshwater wetlands and flood hazard areas. The Township continues to require an environmental impact statement for all development applications to promote the protection of environmental resources. Additionally, it is noted that approximately 22 percent of the Township (4,188 acres) is preserved as open space. The vast majority of the preserved land is held by the State of New Jersey (3,926 acres). Mansfield Township holds 178 acres of open space, Warren County holds 77 acres, and the Heritage Conservancy owns 6 acres.

3. Residential Development

Goal 3: *Preserve the existing housing stock and provide the opportunity for the development of a wider variety of housing types to meet the needs of different income and age levels, family compositions and life styles.*

Objective 3A: *Encourage residential clustering that maximizes the amount of common open space to be achieved.*

Objective 3B: *Continue to meet the Township's Mt. Laurel affordable housing obligation through the rehabilitation of substandard housing units.*

2008 MPR Review: *While preserving the existing housing stock, Mansfield since 2002, has also sought to diversify its type of housing stock. A case in point is the age-restricted Regency at Mansfield development which is expected to break ground in 2009. Mansfield currently does provide housing for a wide variety of income levels housing both large lot detached single family homes and a number of garden apartments. An area of the Township which is not zoned residential, but which should be considered as a potential area for residential development is the area currently zoned Industrial south of Port Murray Road near its intersection with Route 57. The area known as Hillcrest Manor 2 is the location of numerous 25 x 100 foot lots many of which have been foreclosed by the Township for lack of tax payments. There are scattered residences in this area and due to the problem of land accumulation and lack of access it is not likely to be developed for industrial uses. The Township is also currently responding to the Third Round Council on Affordable Housing requirements and is seeking ways to provide additional affordable housing. Township sponsored affordable housing could potentially be located on foreclosed lots in Hillcrest Manor. The Highlands Water Protection and Planning Act has and will have a substantial negative impact on the establishment of new residential developments, particularly in the Preservation Area.*

2018 MPR Review: There has been no substantial change in residential development since 2008. The Regency at Mansfield development is under construction. The Township is currently in litigation regarding the affordable housing requirements and compliance with the March 10, 2015 Supreme Court Order.

4. Economic Development

Goal 4: *Encourage development of industrial, commercial, office, research and service uses, selected and regulated so as to preclude land use incompatibilities and in an amount that would increase the tax base which supports the local government and the public school system without disturbing the fragile residential-agricultural balance in the remainder of the Township or negatively impacting traffic circulation.*

Objective 4A: *Guide future commercial development into appropriate areas to provide a desirable diversity of goods and services within convenient reach of concentrations of population.*

Objective 4B: *Create a favorable atmosphere for industrial development in appropriate locations by providing adequate land area and municipal services.*

2008 MPR Review: *Since 2002 Mansfield has seen little in the way of industrial tax base growth and in fact due to plant closures has seen a reduction in the industrial tax base. In most cases the current climate of state regulation and low- and moderate-income housing regulations have effectively stifled opportunities for development. In one particularly egregious case an industrial facility that has been in the Township for 75 years was thwarted from expanding an existing factory after five to ten years of product development when it was placed in the Highlands Preservation area only the width of a rail line removed from being placed in the planning area and not being in the preservation area. If the facility was in the planning area expansion would have been allowed. The location of the boundary between the preservation area and planning area appears particularly arbitrary in this case since environmental conditions are the same on both sides of tracks. The Township has fared somewhat better in the area of retail development most notably the Shoppes At Mansfield which were a result of the 2002 Master Plan Amendment.*

2018 MPR Review: Since 2008, the Township has not seen much economic growth in terms of new retail or other nonresidential development. The shopping centers will continue to see turnover in retail tenants, such as the former Sears store now being occupied by Marshalls or Bensi's restaurant in the Shoppes at Mansfield now a Taphouse Grille. Ruby Tuesdays recently closed its restaurant along Route 57. Some properties are looking for other ways to increase economic activity, such as the Bank of America ATM kiosk now open as a second principal use on the QuickMart property.

5. Circulation

Goal 5: *To encourage the design of transportation routes and traffic controls to promote the free and coordinated flow of traffic and discourage facilities and routes which would result in congestion or blight.*

Objective 5A: *Protect the Township's rural road system by restricting more intense development and regional traffic to County and collector roads. Planning for future development should recognize the constraints of existing narrow roads with their vertical and horizontal curves, which have limited capacity to handle increased traffic.*

2008 MPR Review: *This matter has been a top priority of Mansfield particularly in the area surrounding Hackettstown where several million dollars of improvements financed by private developers have solved a number of problems. Mansfield has sought to maintain its road system through a combination of state aid grants and local tax money being utilized for local maintenance projects.*

2018 MPR Review: The Land Use Board reports that traffic problems continue to exist along Route 57 in Beattystown, west of Airport Road. The Land Use Board is concerned that future development in Washington Township (Long Valley) will further exacerbate traffic problems in this area as additional traffic is drawn over the Kings Highway bridge to access the Route 57 retail corridor.

6. Community Facilities and Recreation

Goal 6: *Ensure the provision of adequate community, recreation and educational facilities to adequately accommodate existing and future needs of the Township. Objective: Develop community recreation facilities for existing and future population centers in concert with the needs and desires of residents.*

Objective 6A: *Encourage the location of new public facilities, such as parks and schools, so that they are within effective service areas of future population centers.*

Objective 6B: *Promote the cooperative use of school facilities for recreational and community activities for all residents to the extent practicable.*

Objective 6C: *Provide adequate public safety services (police, fire, rescue squad) with appropriate facilities, manpower and equipment distributed according to existing and future development patterns.*

2008 MPR Review: *This again continues to be a priority for the Township. The Township has recently sought to expand its recreation and park system. The Township is planning a new park with athletic fields and other recreation facilities on a 128-acre tract in Port Murray. The park is currently under design.*

The Board of Education has consistently sought to maintain its facilities to a high standard. Recently the Township Committee donated to the Board of Education several acres of property across the street from the elementary school for school use including recreation uses.

2018 MPR Review: There has been no substantial change in this issue since 2008. Plans were prepared for Hector A. Cafferata Jr. Park on Port Murray Road north of the municipal building and a portion of the park has been constructed, including a baseball field and four tennis courts.

7. Utilities

Goal 7: *Ensure that more intensive development occurs in areas where public sewer and water supply exists or may be easily extended in a limited fashion.*

Objective 7A: Discourage water and sewer improvements which would increase growth pressures in rural and agricultural areas.

Objective 7B: Ensure that new lower-density development areas outside of the public sewer service area adhere to strict environmental performance standards prior to development approvals and follow sound septic system management techniques to assure high levels of ground water and stream quality.

Objective 7C: Ensure that the higher density development areas are adequately served by public water, sewers, stormwater drainage and other utility systems in an economic and coordinated manner.

2008 MPR Review: Mansfield Township has continued to ensure that more intensive development occurs where there is public sewer and water supply. At the end of 2007, the Township received approval from the NJDEP for a new Wastewater Management Plan. There were several notable features of that plan, which included the creation of a new service area on the western end of the Township to accommodate the new adult retirement community. This area lies within a second water franchise area originally established by the Township as a result of its take over and reconstruction of a deficient privately owned water system. That system was then sold to New Jersey American Water Company who is the franchisee. In the Hackettstown area, the existing public sewer and water supply area has been solidified in the new Wastewater Management Plan.

2018 MPR Review: There have been no changes to the Wastewater Management Plan since 2007 and there is no intention to amend the plan at this time.

8. Historic Preservation

Goal 8: Preserve and protect sites and villages of significant historic interest for present and future generations to appreciate and enjoy.

Objective 8A: Encourage the preservation and restoration of structures, landmarks, hamlets and villages of significant historic interest. Require design standards in historic areas for new and renovated buildings that will respect the Township's history and rural character.

2008 MPR Review: The Township has been supportive of the historic elements within the Township but has chosen not to implement ordinances requiring historic conservation within those areas. It does support activities to passively protect and preserve these areas.

2018 MPR Review: There has been no substantial change in historic preservation since 2008. However, the Township is assisting with the restoration of the Mount Bethel Methodist Church on Mount Bethel Road.

9. Recycling

Goal 9: Ensure the recycling of materials within the Township in compliance with the New Jersey Mandatory Source Separation and Recycling Act of 1987.

Objective 9A: Establish and enforce Township regulation on the recycling of recyclable materials.

Objective 9B: Continue to provide for the collection of recyclable materials and increase the types of items to be collected as circumstances allow.

2008 MPR Review: *The Township continues to ensure that recycling of materials within the Township is in compliance with State regulations. Warren County has recently improved the options for recycling in the Township by making available the Eager Beaver Recycling Trailer for community events.*

2018 MPR Review: The Township has improved recycling options for the residents by providing a roll off container for paper and cardboard at the municipal building available 24/7 in addition to the recycling depot open from 8am to noon on the second Sunday of every month.

Changes Recommended for the Master Plan or Development Regulations

This section identifies specific recommendations for the Master Plan or development regulation, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. The Land Use Board recommends the following zoning changes:

1. The historic Anderson United Methodist Church located on Block 1507, Lot 7 at the corner of Asbury-Anderson Road and Route 57 is currently vacant. In order to encourage the adaptive reuse of the existing structure, the Land Use Board is recommending that the zoning for the property be changed from R-2 Residential to the B-2 Business District (see Map in Appendix).
2. The Land Use Board has discussed changing the zoning along the north side of Route 57, near the Washington Township border, from I Industrial to B-2 Business to encourage

Township of Mansfield

economic development in the area (see Map in Appendix). Potential properties to be included in the B-2 District are as follows:

Block	Lot	Address	Owner	Use	Acres
1501	1	435 Route 57	Sharma, LLC	Professional Office	3.12
1501	2	461 Route 57	Logothetis, P C/O Panagiotou, Tina	Farm	18.0
1501	3	495 Route 57	Annuals, Perennials & More, LLC	Farm	10.14
1501	4.01	501 Route 57	Highland Valley Partners, LLC	Farm	3.454
1501	5.01	507 Route 57	Erb, Paul & Joanne	Residential	0.5
1501	5.02	Route 57	Erb, Joanne C	Farm	6.21
1501	6	517 Route 57	NJ Cars, LLC	Commercial (Junkyard)	5.98

The Land Use Board has also discussed implementing a scenic corridor overlay zone in this area, as recommended by the Warren Heritage Byway Corridor Management Plan. Further study of this area of the Township should be conducted to determine the appropriate zoning to encourage economic development that is compatible with the scenic qualities of the Route 57 corridor.

3. The following changes are recommended the Master Plan and Zoning Ordinance to facilitate compliance with the Township’s affordable housing obligations as set forth in the FSHC Settlement Agreement:

a. Minac Associates (Block 1102, Lot 4.04)

The Minac Site is a 107.6-acre parcel known as Lot 4.04 in Block 1102 in the Township of Mansfield. The property is currently developed with an 812-unit multi-family apartment complex owned by Mansfield Plaza, LLC. The property contains approximately 20 acres of vacant land, which is separated from the developed portion of the tract by a 285-foot wide JCP&L utility easement. There is also another 50-foot wide JCP&L easement that runs through the center of the vacant portion of the site. (See Map in Appendix.)

The vacant portion of the Minac Site is currently zoned R-2 Single Family Residential, which allows for single-family dwellings on 22,000-square foot parcels.

The vacant portion of the Minac Site is located in the rear of the existing commercial shopping center containing Home Depot and Weis. It is adjacent to existing multi-family residential development within the northern portion of the same parcel as well as multi-family development on Lot 3.02. To the west, the property is adjacent to an existing single-family neighborhood and an undeveloped farm site (Allen Farm).

This MPR recommends that the vacant portion of the Minac Site, Block 1102, Lot 4.04, be rezoned to a new AH-1 Affordable Housing Zone District to permit a multi-family development with a maximum of 200 market-rate residential units (a density of approximately 10 du/ac). An affordable housing set-aside of 15% shall be met by placing deed restrictions on existing units within Block 1102, Lot 4.04 owned by Minac Associates.

The developed portion of the Minac Site should be rezoned to a new AH-2 Affordable Housing Zone District, which would accommodate the future subdivision of Block 1102, Lot 4.04 without creating nonconformities for the existing multi-family development. No more than 812 dwelling units shall be permitted, all of which exist and 35 of the existing units shall be registered and deed restricted as affordable housing units occupied by qualified low- and moderate-income households. The 35 affordable units shall be created in proportion to the development of 200 units in the AH-1 zone and phased in accordance with UHAC regulations. The affordable units shall be integrated throughout the existing development. Maximum building coverage, impervious coverage and other requirements should be relaxed to accommodate the existing development on a reduced lot area after subdivision.

b. Allen Road (Block 1102, Lot 9)

The Allen Farm Site is a 15.7-acre parcel known as Lot 9 in Block 1102 in the Township of Mansfield. The property is an active farm with several agricultural structures erected in the central portion of the site. The Allen Farm Site is located along the east side of Allen Road, adjacent to the existing commercial shopping center containing Home Depot and Weis. It is adjacent to the vacant portion of the Minac Site on Lot 4.04 as well as the existing single-family neighborhoods to the north and west. (See Map in Appendix.)

The Allen Farm Site is currently split zoned between the R-2 Single Family Residential, which allows for single-family dwellings on 22,000-square foot parcels, and the B-2 Business District, which permits retail sales and services, offices, indoor recreation, hotels and motels at a maximum floor area ratio of 0.25.

The Allen Farm Site is recommended to be rezoned to a new AH-3 Affordable Housing Zone District permitting multi-family inclusionary housing at a density of 10 du/ac (157 units) and a mandatory affordable housing set-aside of 15% (24 units) in the case of rental housing and 20% (32 units) in the event of for-sale housing.

c. Donaldson Farm (Block 1105.10, Lot 5)

The Donaldson Farm Site is a 59.4-acre parcel known as Lot 5 in Block 1105.10 in the Township of Mansfield. The property is an undeveloped qualified farm parcel, which is part of the larger Donaldson Farm site of approximately 280 acres. The Donaldson Farm

Township of Mansfield

Site is located along the west side of Allen Road, adjacent to the existing multi-family development known as “Alexandria” on the east side of Allen Road. The site is surrounded by farmland to the west and south and abuts the railroad right-of-way to the north. (See Map in Appendix.)

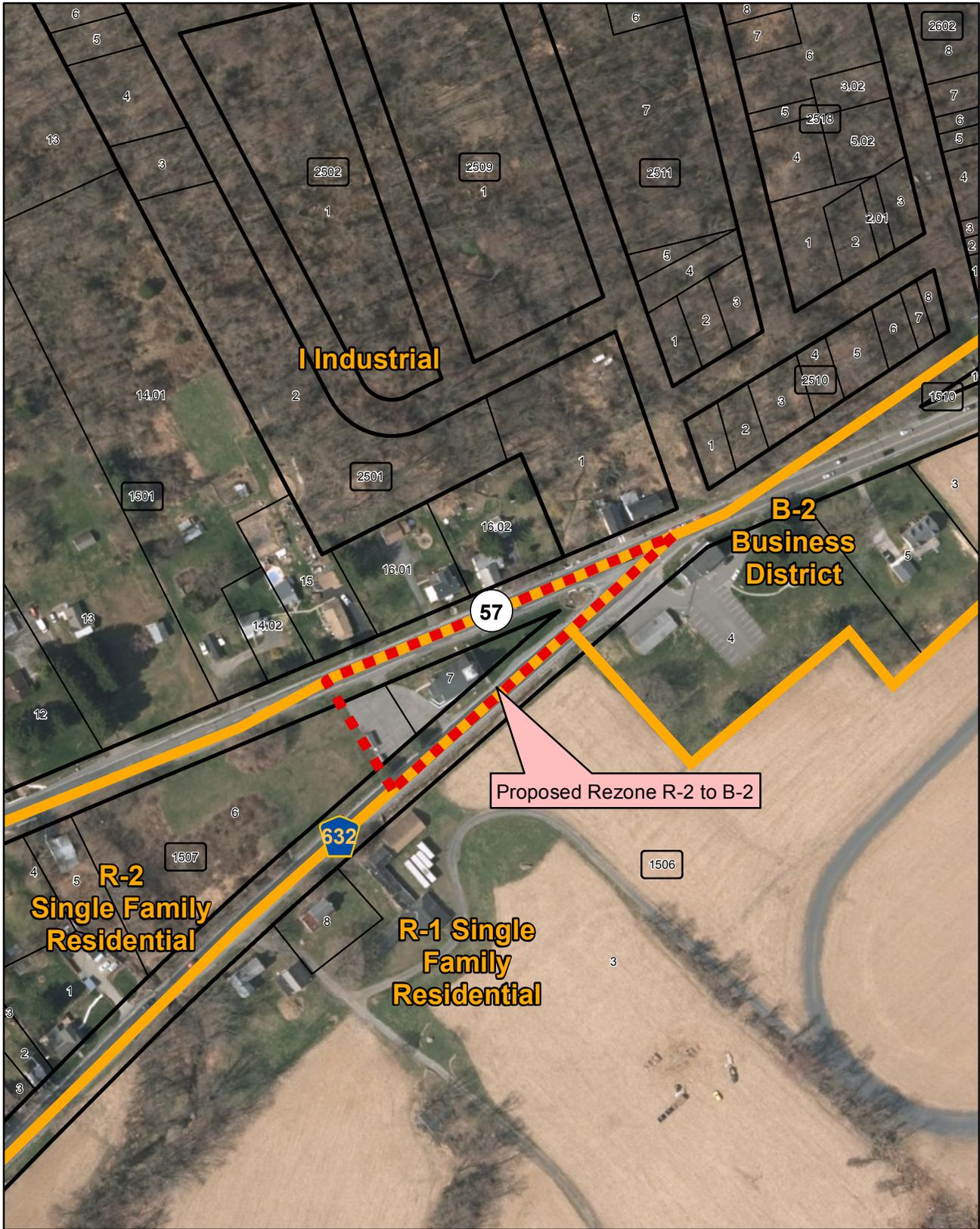
The Donaldson Farm Site is zoned R-1 Single Family Residential, which allows for single-family dwellings on 3-acre parcels.

The Allen Farm Site is recommended to be rezoned to a new AH-4 Affordable Housing Zone District permitting multi-family inclusionary housing at a density of 10 du/ac (157 units) and a mandatory affordable housing set-aside of 15% (24 units) in the case of rental housing and 20% (32 units) in the event of for-sale housing.

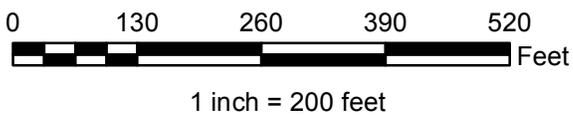
Recommendations Concerning the Incorporation of Redevelopment Plans

There are no recommendations concerning the incorporation of redevelopment plans at this time.

Appendix

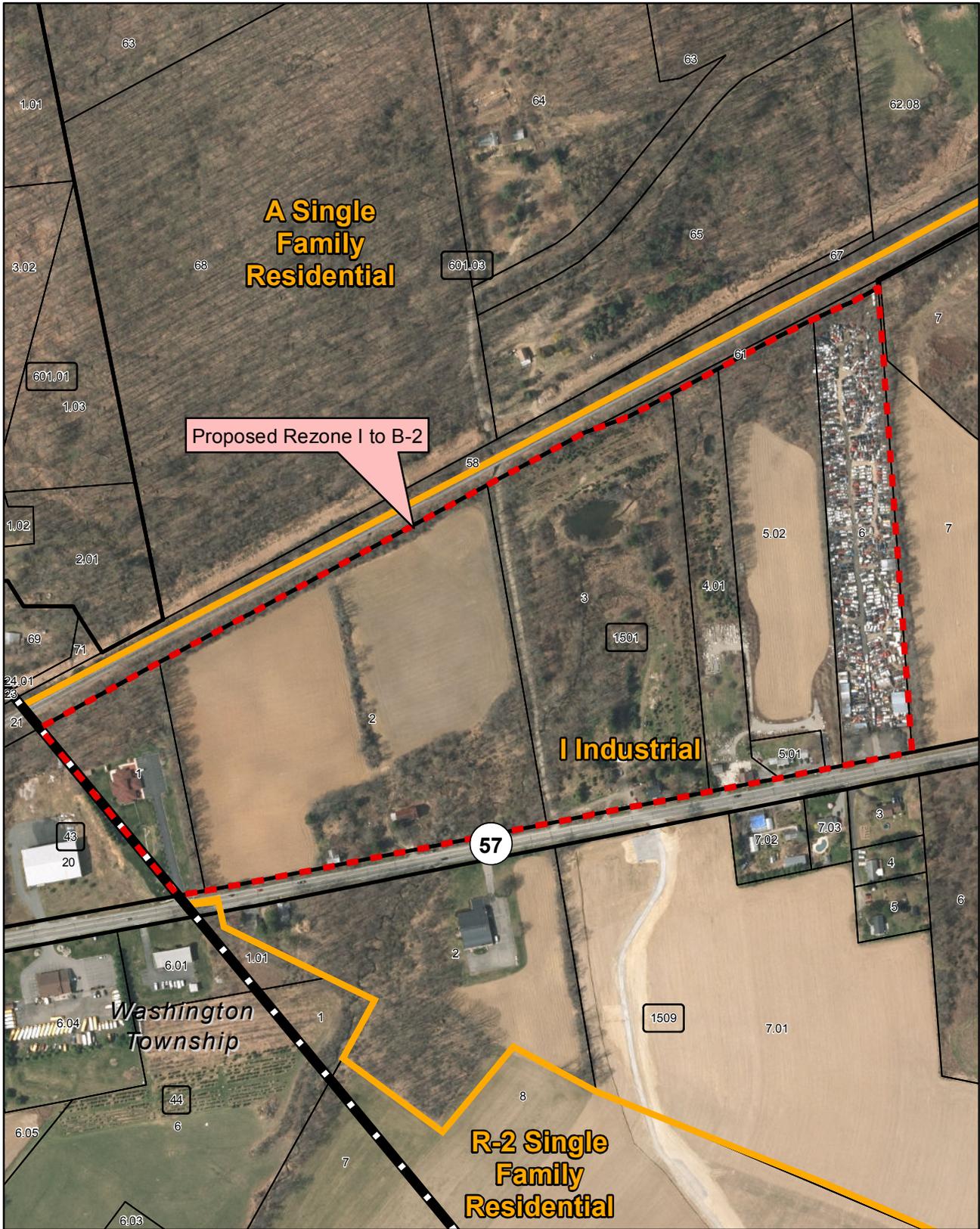


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Proposed Rezoning
Anderson Church R-2 to B-2
Township of Mansfield
Warren County, New Jersey





Proposed Rezone I to B-2

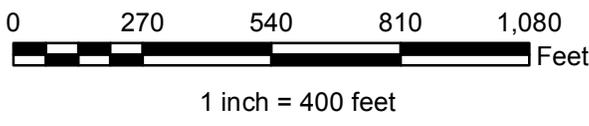
A Single Family Residential

I Industrial

R-2 Single Family Residential

Washington Township

57



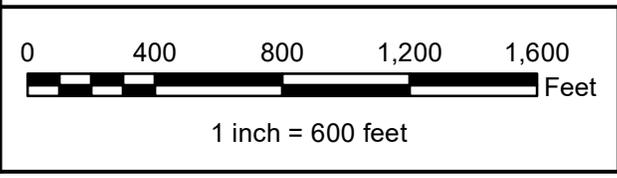
Proposed Rezoning
Portion of I Zone to B-2 Zone
Township of Mansfield
Warren County, New Jersey



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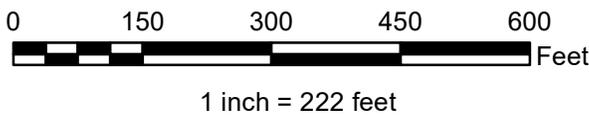


Proposed Rezoning
 Minac Site R-2 to AH-1/R-3 to AH-2
 Township of Mansfield
 Warren County, New Jersey





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Proposed Rezoning
Allen Farm Rezone R-2/B-2 to AH-3
Township of Mansfield
Warren County, New Jersey

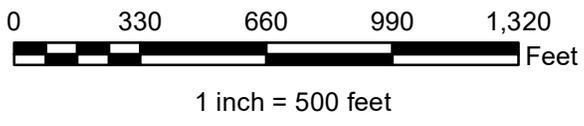




Proposed Rezone R-1 to AH-4

R-1 Single Family Residential

R-3 Multi-Family Residential



Proposed Rezoning
Donaldson Farm R-1 to AH-4
Township of Mansfield
Warren County, New Jersey



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The Route 57 Corridor is nestled in a valley between natural features that include the Marble, Scotts, and Upper Pohatcong mountains to the north and Pohatcong Mountain and the Musconetcong River to the south. Travelers experience exceptional scenic vistas that have become increasingly vulnerable to development pressures. Over 30 individual viewsheds have been identified along the road's length.

In addition to the Design Guidelines, Conservation Zoning, and other regulatory methods described in this Toolkit, Corridor Overlay Zoning offers a promising technique for preserving the corridor's scenic quality. Under this approach, participating Route 57 municipalities would work together to implement a Scenic Corridor Overlay District that encompasses the corridor's significant viewsheds. Form-based codes may be ideal for some applications of Scenic Corridor Overlay Zoning.



The natural and built environments can coexist in ways that create pleasant and productive landscapes.

The creation of an Overlay District would not change the underlying use categories (e.g., Residential, Highway Commercial, etc.) and it would not prohibit development in the viewshed areas, but any future development would be subject to more stringent standards designed to reduce the visual impact of new structures, parking, signs, and other features that might obstruct existing vistas. Each participating municipality along Route 57 would then adopt a Scenic Corridor Overlay Zoning Ordinance to

WHAT IS OVERLAY ZONING?

Overlay Zoning applies new provisions "on top of" those already in force through the municipal zoning ordinance. According to the Pace Law School Land Use Law Center, an overlay zone can be used "to conserve natural resources or realize development objectives without unduly disturbing the expectations created by the existing zoning ordinance."

protect the critical Route 57 viewsheds within its own jurisdiction.

PROCESS OF DEVELOPING CORRIDOR OVERLAY ZONING

The process of developing an Overlay Zoning ordinance for Route 57 would begin with municipalities creating inventories of their locally significant viewsheds. For this effort, NJDOT can assist with information gathered in previous viewshed studies, as well as work being undertaken as part of the Scenic Byway designation initiative that is currently underway.

Once the inventory of significant viewsheds is completed and the boundaries of the Overlay District are mapped,



Roadside billboards can detract from the scenic quality of the landscape.

ROUTE 57 CORRIDOR PLAN IMPLEMENTATION TOOLKIT

the municipalities would incorporate specific scenic preservation goals into their master plans. The master plans should also describe the measures that will be taken to preserve, protect and enhance scenic vistas, including Overlay Zoning ordinances and Design Guidelines or other complementary strategies to be enacted. Some municipalities may want to limit their efforts to the Route 57 corridor, while others may choose to develop a town-wide approach that includes views from other scenic local roads. This would depend upon local priorities and the quality and extent of the viewsheds. Municipalities undertaking a more comprehensive approach may wish to prepare a town-wide Viewshed Management Plan.

The following are some the features that could potentially be regulated through Scenic Corridor Overlay Zoning, subject to further discussion among participating municipalities:

- Building height, mass, and siting
- Building materials, colors and styles
- Parking
- Signs, billboards, and telecommunications towers
- Outdoor lighting
- Landscaping and grading
- Tree and woodland conservation

Collectively, these provisions would act to minimize visual obstructions as well as encouraging attractive building and site designs that harmonize with the surrounding landscape. As these ordinances are developed, consideration should be given to any exemptions that may be needed for farming operations. The Overlay Zoning ordinance and each of the individual sections should include clear statements of purpose and intent, such as “To maintain the visual environment and scenic beauty of [municipality].”

BUILDING HEIGHT, MASS, AND SITING

Housing, commercial, and mixed use development within the viewshed would be subject to height limits, as well as other design standards, including limits on building mass and scale. Guidance would also be provided on the siting of buildings within parcels so as to minimize viewshed impacts. Siting provisions may encompass

distance from the roadway as well as specific steps to be taken to minimize impacts through attention to the characteristics of individual parcels.

BUILDING MATERIALS, COLORS AND STYLES

Additional requirements or guidelines for building appearance, such as lists of acceptable materials, colors, or style requirements could also be considered, subject to the constraints of the Municipal Land Use Law. For example, some municipalities require or recommend that commercial buildings include windows, surface textural treatments, and a pitched roof to avoid the appearance of a flat “box” on the landscape. Building orientation may also be regulated to avoid exposing rear facades to public roadways. Within residential subdivisions, standards for achieving variety among buildings may also be developed.

Communities may also wish to specify building styles and materials that are aesthetically compatible with the agricultural setting or consistent with existing historical styles (e.g., traditional farmstead, 18th century village). Towns may wish to provide several alternative prototype development patterns to aid developers in understanding local preferences.

PARKING

Scenic vistas are vulnerable not only to poorly designed or situated buildings, but to the visual impacts of large parking lots. For this reason, parking should be carefully regulated within the Scenic Corridor Overlay District. A widely recommended approach is to require that parking be located behind stores, offices or other buildings, or otherwise screened from direct view through landscaping. Landscaping could also be required within parking lots, to help break up the appearance of a sea of asphalt.

SIGNS, BILLBOARDS, AND TELECOMMUNICATIONS TOWERS

Sign regulations are among the most important elements for a scenic corridor overlay zone. Signage should be “simple, concise and contextual.”¹

SCENIC CORRIDOR OVERLAY ZONING

A sign ordinance may address the dimensions, number, location, and appearance of signs to minimize their impact on corridor views and the general appearance of the roadside. It is generally recommended that commercial signs be low in height, to reduce visual impact while still providing effective communication to the motorist. Sign ordinances may regulate color and illumination of signs as well.

Local restrictions on the installation of new billboards are also critical to avoid further obstruction of scenic views. Information on billboard regulation is available from Scenic America,² along with strategies for regulating wireless telecommunications towers and reducing the visual impact of overhead utilities.

To avoid First Amendment challenges, this section of the ordinance should indicate the intent to balance the rights of persons to convey their messages through signs and the right of the public to be protected against the unrestricted proliferation of signs. Sample language to this effect is available in a model ordinance developed by Citizens for a Scenic Wisconsin.³

OUTDOOR LIGHTING

Outdoor lighting can also be regulated in a scenic corridor overlay zone, both to control the appearance of light fixtures and illuminated signs and to ensure that lighting complements the visual quality of the corridor at night. Some scenic byway program literature recommends that historic structures be accented with special lighting. Other considerations in drafting a lighting ordinance are the avoidance of light pollution that interferes with the visibility of the night sky, while providing necessary lighting for safety at intersections and pedestrian crosswalks. Sample language concerning light pollution is available in the Model Municipal Outdoor Lighting Ordinance for Hunterdon County, New Jersey.

LANDSCAPING AND GRADING

The Corridor Overlay zoning ordinance could include requirements for landscaping to soften and buffer constructed features such as commercial buildings, gasoline stations, and signs. Some municipalities also regulate the grading of building sites, in order to

preserve existing contours and help ensure that future development is harmonious with existing topography. Landscaping may also be required to provide for naturalistic transitions between preserved areas and developed areas. To implement these provisions, developers would be required to file landscape plans (and potentially, grading plans) along with their site plans. The landscape plans would show how existing landscape features would be preserved or modified, and the extent and type of new landscaping. Sample provisions for landscaping ordinances are available from Scenic America's website at <http://www.scenic.org>.

TREE AND WOODLAND CONSERVATION

Within the Scenic Overlay District, development would be subject to landscape requirements that could include the protection of certain categories of existing trees and other vegetation (such as farm hedgerows and mature tree stands or established meadows that form part of a critical viewshed). For municipalities with significant forested areas, this could be accomplished through a separate Woodland Conservation ordinance that would help protect woodland vistas along local roads as well. (In this case, the Master Plan should be amended to incorporate specific goals for woodland conservation and an inventory of critical woodland resources.) Either type of provision may be applicable to the forested areas along the Musconetcong in the eastern portion of the corridor. A model Woodland Conservation ordinance developed



Cell phone towers have become a common feature in the built environment.

SCENIC CORRIDOR OVERLAY ZONING

for New Jersey municipalities is available through the Hunterdon County Environmental Toolbox project.

(Endnotes)

¹ Kelly and Raso, "Sign Regulation for Small and Midsize Communities," Planning Advisory Service

² <http://www.scenic.org>

³ Citizens for a Scenic Wisconsin, Model Billboard Control Ordinance, 2003.

RESOURCES

Appendix – Sample Protection Techniques, Alabama Scenic Byway Program

<http://www.alabamabyways.org/manual/programmanual.pdf>

Model Billboard Control Ordinance (2003), Citizens for a Scenic Wisconsin

Model Municipal Outdoor Lighting Ordinance, Hunterdon County, New Jersey

http://www.co.hunterdon.nj.us/planning/ordinances/toolbox/Environmental_Toolbox-Lighting.pdf

Model Woodlands Ordinance, Hunterdon County, New Jersey

http://www.co.hunterdon.nj.us/planning/ordinances/toolbox/Environmental_Toolbox-Woodlands.pdf

"Overlay Zoning," Planning Advisory Service, Pace Law School, Land Use Law Center. Series III: Innovative Tools and Techniques, Issue No. 2 (not dated)

<http://www.law.pace.edu/landuse/boverlay.html>

Scenic America

<http://www.scenic.org>.

Sign Control on Rural Corridors: Model Provisions and Guidance (2003),

Univeristy of Georgia Land Use Clinic, School of Law and College of Environment and Design

"Sign Regulation for Small and Midsize Communities," by Kelly and Raso

Planning Advisory Service



A variety of regulatory techniques are available to help the Route 57 Corridor municipalities preserve scenic landscapes, working farms, and the rural environmental quality treasured by many residents. One promising technique that can benefit both landowners and the corridor communities is Conservation Zoning.

Conservation Zoning and Conservation Subdivisions work on a simple principle: development is allowed on a portion of a land parcel, with the remainder of the land placed in conservation. Typically, developers may construct the same number of units that would have covered the parcel under conventional zoning, by reducing the size of the individual lots. Homes can then be sited on the property in such a way as to minimize impacts on natural resources and scenic views.



Houses tucked discreetly behind treeline along ridge, preserving rural view from road

The overarching technique is to let the location of those features of greatest value for preservation – whether scenic views, forests, stream corridors, or best quality farmland – drive the design of each project. The approach can be used on either a voluntary basis with developer incentives, or on a mandatory basis. An advantage to the municipality is the ability to preserve natural resources without having to purchase development rights. Developers benefit through reduced costs for infrastructure and construction. In addition, developers often find that homes in a conservation subdivision are especially attractive to buyers due to the amenity value

of the conserved features.

As a first step in implementing conservation zoning, the municipality spells out conservation goals in its Master Plan, along with an inventory and map of specific features to be preserved. Once specific conservation goals are established, the tools and techniques below may be tailored to address the community's specific needs.

CLUSTER DEVELOPMENT ZONING

Cluster Development Zoning encourages the preservation of large tracts of land while allowing development of new homes and generating revenue to the farmer who sells the land. The preserved open space helps to retain scenic vistas from the road. Cluster development may not always result in significant preservation of usable farmland, but may allow for the preservation of many natural forms such as wooded areas, slopes, and wetlands. These conserved areas can be designed to be contiguous across parcels so that as each parcel is developed, a greenway will gradually emerge.

INCENTIVE ZONING

Incentive Zoning allows developers to increase the number of lots by a factor such as 25 percent or more, in exchange for clustering the development and preserving the balance of undeveloped land. In East Amwell, a 50 percent density bonus is offered to developers who use the municipality's open lands zoning to retain 75 percent of a tract for farming or natural resource conservation. However, a single family dwelling may also be placed on the preserved lot.

RURAL HIGHWAY ZONING

Rural Highway Zoning is a design and conservation technique that aims to retain the traditional rural appearance of a highway corridor. By working with developers and employing design guidelines, new homes are carefully sited and designed to minimize their visual impact from the road. For instance, on open sites such as farmland, new homes can be clustered to resemble groupings of farmhouses, while employing traditional vernacular architecture in terms of scale, roof pitch and building materials. New homes can be easily related to

ROUTE 57 CORRIDOR PLAN IMPLEMENTATION TOOLKIT

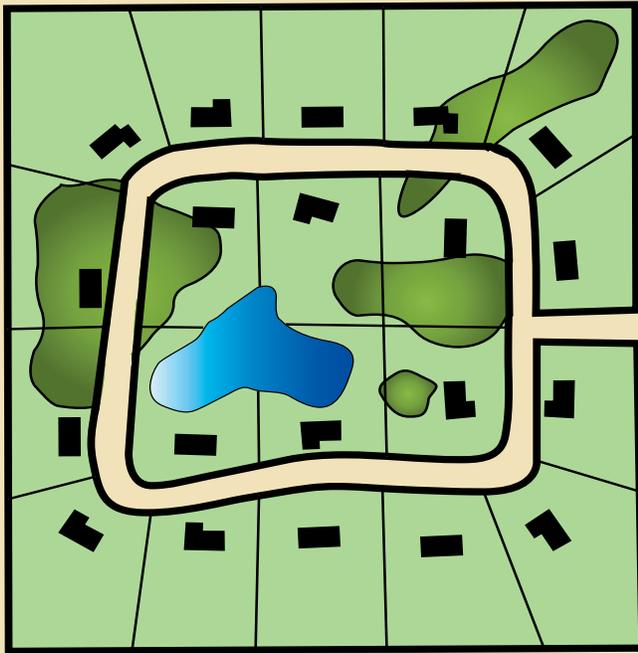


Figure A

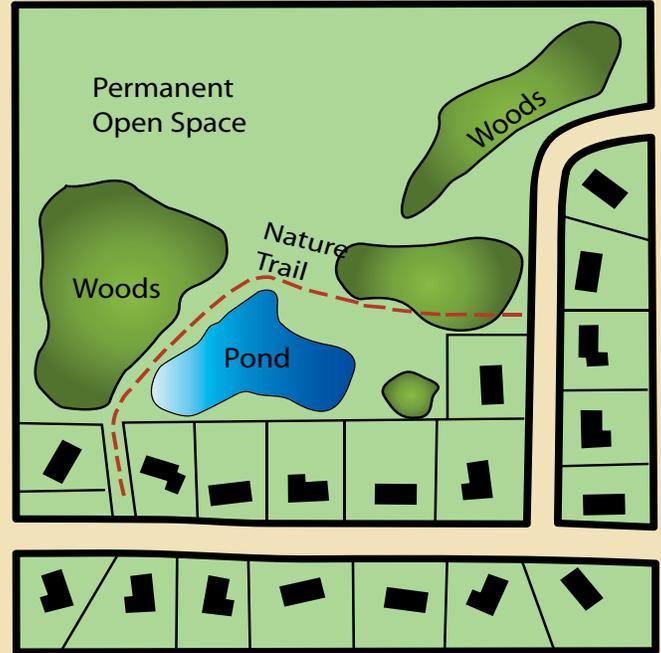


Figure B

Schematic illustrations of rural subdivision design options. Figure A shows lot size and layout under conventional zoning, with no preserved open space. Figure B shows the same 20 houses on smaller lots, which allows for permanent common open space with pond and nature trail access for all residents.

existing brush and hedgerows, or placed behind new buffer plantings. On wooded sites, houses can be tucked behind existing treelines through the use of a long winding driveway. Commercial businesses are encouraged to locate within town centers and at intersections, rather than along the more open scenic portions of the highway. However, these town centers should also be carefully designed to maximize environmental quality, for example, by placing parking areas behind buildings.

SLIDING SCALE ZONING

Sliding Scale Zoning is used to decrease the density of development by limiting the number of times a parcel of land can be split based on its size. Once the lots are subdivided, no new divisions may take place. For example, if a farmer were to create 6 lots from his 58-acre parcel and leave one 50-acre lot for continued farming use, further subdivision of the 50-acre lot would not be allowed. The use of sliding scale zoning is most effective in areas where a wide range of parcel sizes exist and non-farm residential development has already begun.



Farmstead preserved through conservation zoning in Hunterdon County

LOCAL PRECEDENTS

Shy Creek and Woodside

Developers of the *Shy Creek* and *Woodside* housing subdivisions in Alexandria Township in Hunterdon County were encouraged to reduce lot sizes from the three-acre minimum to one-acre lots. The resulting two adjacent parcels were designed to integrate their open spaces, protecting more than half of the existing farmland. This acreage has been permanently protected through a conservation easement. There is only one entrance into these developments from County Road 513, and most houses were placed out of sight from the road, protecting the rural scenic views.

Farmview

Farmview in Bucks County, PA is located in a zone where the minimum lot size is one acre. Developers were permitted to build on half-acre lots under a cluster zoning amendment. The houses are mostly sited away from local roads to preserve rural views, and remain popular with buyers despite the smaller lot sizes. Ownership of the preserved cropland was transferred to the Farmland Preservation Corporation, a local conservation organization.

Hunterdon County Model Ordinance

Hunterdon County's *Model Ordinance for the Protection of Natural, Cultural and Historic Resources in Major Subdivisions* provides sample subdivision plans that are based upon the county's historic settlements. These plans preserve a maximum amount of contiguous farmland and maintain rural views from public roadways. Developed as part of Hunterdon County's Environmental Toolbox, the model ordinance may be used by any municipality within the county. The purpose of the ordinance is to preserve irreplaceable natural, cultural, and historic resources while permitting development at acceptable densities, located and designed to mitigate the perceived intensity of development. The features to be protected by this ordinance are described and mapped in the municipality's approved Environmental Resource Inventory (ERI) in order to provide developers with a clear understanding of which features are to be preserved.

Cluster Development Ordinance

White Township in Warren County recently updated its Cluster Development Ordinance. The Ordinance is meant to further the goals of the 2004 White Township Master Plan, which encourages planning for open space in new residential subdivisions, specifically between roadways

and new construction. The following elements are included in the revised Ordinance:

- Open space as perceived from public rights-of-way should be located to preserve scenic vistas and the rural character of pre-existing farmsteads, barns and homesteads.
- Applicants seeking major subdivision approval anywhere in White Township must apply for a mandatory cluster or lot-averaging subdivision. The developer's application must include a plan of the area to be retained as open space.
- Reduction of the Township's minimum lot size of 3 acres to no less than 1 ½ acres in cluster developments.
- An open space parcel within a cluster subdivision or lot averaging subdivision must contain at least 50 percent of the gross tract area and may not include any rights of way.
- Designated open lands within subdivisions are permanently deed restricted from further subdivision.
- Where subdivision tracts include existing farmland operations, open space parcels should facilitate the continuation of farming.



View within Woodside subdivision, Alexandria Township. The preserved open space, surrounded by a rustic white fence, is home to native birds and other wildlife

CONSERVATION ZONING

QUARTER/QUARTER ZONING

Quarter/Quarter Zoning is a density-based zoning technique most appropriate for agriculturally-based rural areas with large parcel sizes. The term refers to a quarter of a quarter section of land (e.g. 1/16 of 640 acres, or 40 acres) where a limited number of non-farm homes are allowed for every 40-acres of land. The non-farm splits are usually regulated by minimum and maximum sizes, and are often required to be contiguous. These provisions help to avoid the breaking up of farmland into smaller or odd-shaped parcels.



Open space in front of new homes as viewed from county road

RESOURCES

A Model Ordinance for the Protection of Natural, Cultural, and Historic Resources in Major Subdivisions, (2005) Hunterdon County, NJ Environmental Toolbox Committee, Model Clustering Subcommittee

Designing Open Space Subdivisions: A Practical Step-By-Step Approach (1996), by Randall Arendt

Available through American Planning Association Planners Book Service, Chicago, IL

Growing Greener: Putting Conservation into Local Plans and Ordinances (1999), by Randall Arendt

Available through the Natural Lands Trust, Washington, DC

New Jersey Department of Agriculture Smart Growth Toolkit, <http://www.state.nj.us/agriculture/toolkit.htm>

New Jersey Department of Community Affairs, Office of Smart Growth, Grants and Resources

<http://www.nj.gov/dca/osg/resources/grants/index.shtml>

Rural By Design: Maintaining Small Town Character (1994), by Randall Arendt Available through American Planning Association Planners Book Service, Chicago, IL

Township of Pohatcong Open Space and Recreation Plan (September 2004), Morris Land Conservancy and Township of Pohatcong Environmental Commission

White Township Ordinance No. 2005-13: "An Ordinance of the Township of White Establishing Mandatory Cluster and Lot Averaging Requirements, Natural Resource Conservation Calculations for the Protection of Constrained Lands, Stream Corridor Buffer Requirements and Regulations for the Protection of Steep Slope Areas."



LAND ACQUISITION & SCENIC EASEMENTS

The goal of protecting the scenic quality of Route 57 can be accomplished in a number of ways. Local master planning and conservation zoning may be used to steer future growth away from sensitive viewsheds. Design guidelines, such as those provided in this Toolkit, may be used to encourage compact community forms and attractive building types that harmonize with the surrounding landscape. Scenic overlay zoning may also help municipalities limit visual disturbances, by regulating such elements as building heights, parking, and commercial signs.

In some cases, certain views may be so highly valued by community residents that consideration can also be given to the outright acquisition of land for preservation purposes. Alternatively, landowners may be willing to grant scenic easements that protect views while allowing current activities to continue on a parcel.

Public sector programs that may assist with the acquisition of specific parcels of land along Route 57 include NJDEP's Green Acres Program and Warren County's Department of Land Preservation. Private land trusts are another resource. Resources for acquiring preservation easements include the State Agriculture Development Committee's "Planning Incentive Grants" (PIGs), which target active farmland. Some of these programs require that the land in question be part of a municipal open space or farmland preservation plan.

NJDEP GREEN ACRES

The mission of the New Jersey Department of Environmental Protection Green Acres Program is:

"To achieve, in partnership with others, a system of interconnected open spaces, whose protection will preserve and enhance New Jersey's natural environment and its historic, scenic, and recreational resources for public use and enjoyment."

The Green Acres program seeks to acquire land that creates open space corridors by linking existing protected lands. Since its inception in 1961, the program has preserved more than 390,000 acres statewide. The program has also



The Great Swamp Watershed Association owns this 23-acre conservation area in Harding Township, Morris County.

helped to develop public parks and recreational areas.

The NJDEP Green Acres program provides funding assistance for the acquisition of municipal parks and recreation areas listed in the municipality's open space and recreation plan. Municipalities with a dedicated funding source for conservation and recreation purposes (such as funds from an open space tax) and an Open Space and Recreation Plan are eligible to receive Planning Incentive Grant monies, which cover up to 50% of land acquisition costs for a specific tract. Low-interest loans are also available for acquisition of open space for conservation as well as recreation.

NJDOT/WARREN COUNTY PARTNERSHIP

NJDOT sponsored a study to identify the scenic views and their priorities for acquisition based on factors such as the proximity to Route 57, other preserved parcels, and historically or culturally intrinsic qualities. The parcel can be kept in agricultural production. The first purchase under the partnership was an 80 acre site in Franklin and Greenwich Townships. The parcel contains a segment of the original Morris Canal route, approximately 0.3 miles in length. The parcel will be kept in agricultural production.

OPEN SPACE PLANS

Open Space Plans provide a comprehensive picture for land use planning by identifying special natural attributes in order to propose areas which may be suitable for preservation efforts and funding. Common elements in open space plans include an inventory of preserved and potentially preserved land, a comprehensive action plan to meet stated open space goals, analysis of the landscape, and an inventory of natural features such as forests, wetlands, farmland, and wildlife. Open space plans may include an additional recreation plan or farmland preservation plan element. Preparation of a combined Open Space and Recreation Plan helps a municipality to qualify for funding from the New Jersey Department of Environmental Protection's Green Acres program. Guidelines on the preparation of these plans are available from Green Acres. Information is also available through the Association of New Jersey Environmental Commissions (ANJEC), as local environmental commissions are often instrumental in preparing these plans.

The majority of the municipalities in the Route 57 corridor have now completed or are in the process of developing open space plans. Although an open space plan is an optional element of a community Master Plan, many municipalities choose to create open space plans in order to receive funding and guidance from state and national agencies. Some state programs administered by the Department of Environmental Protection and Department of Agriculture require communities to have an open space plan before agreeing to aid in local land conservation efforts. Most state and federal grant programs require a dedicated source of funding from the municipality, if not an open space plan. The adoption of open space plans aids communities in securing these land acquisition funds by identifying or adopting sources of local aid, whether through an open space tax or non-profit preservation commission. Additionally, adoption of an open space plan demonstrates the commitment of the community to preserving land—another important element in securing federal, state, and non-governmental funding.

PRIVATE LAND TRUSTS

A private land trust is a nonprofit organization that assists landowners and agencies with land preservation. Land trusts aim to work with landowners to preserve land through donations, easements, and sales. They seek to protect existing open space from potentially undesirable future uses, or simply to preserve land for specific purposes, including parks, farmland, or as open space. Private land trusts active in New Jersey include the Morris Land Conservancy, Ridge and Valley Conservancy, New Jersey Conservation Foundation, Heritage Conservancy, and the Trust for Public Land, among others.

SCENIC AND CONSERVATION EASEMENTS

A conservation easement is a legal agreement between a land owner and a qualified land trust, government entity, or conservation organization with the purpose of protecting natural resources. Through this voluntary deed restriction, the land owner retains ownership, but some control—such as water rights or the right to develop or subdivide the land—is given to the partner organization. An easement may qualify as a federal tax-deductible charitable donation and reduce property taxes for the landowner, while restricting development, protecting habitat, and conserving land for the future.

If an easement's primary goal is preserving the scenic qualities of a specific parcel of land or viewshed, it is often referred to as a scenic easement. The acquisition of scenic easements to preserve viewsheds along highways is an eligible category for transportation enhancement funding under NJDOT's Local Aid program. (The acquisition of scenic or historic sites qualifies, as well.) Under this program, NJDOT seeks to "promote the protection of scenic and historic values through acquisition of scenic easements and historical sites adjacent to a scenic highway."

Where the property in question is farmland, the Planning Incentive Grant (PIGs) program of the NJ State Agriculture Development Committee is another potential resource. PIGs are available for the purchase of development easements to permanently protect large tracts of contiguous farmland. Municipalities seeking these grants must have adopted a Farmland Preservation Plan element in their local master plan. The Farmland

LAND ACQUISITION & SCENIC EASEMENTS



This farmland vista along Route 57 is characteristic of the landscapes that NJDOT, NJDEP, environmental groups, and other local partners hope to preserve for future generations.

Preservation Plan may be part of a municipality's greater open space plan, or it may be a separate element. It should be noted that farmland preservation and scenic preservation do not always coincide. For instance, the owners of preserved farm properties may have the right to construct additional farm buildings or to grow tall crops, including tree farms, that could potentially obscure existing views.

RESOURCES

Association of New Jersey Environmental Commissions
<http://www.anjec.org>

Heritage Conservancy
<http://heritageconservancy.org/>

Morris Land Conservancy
<http://www.morrislandconservancy.org>

New Jersey Conservation Foundation
<http://www.njconservation.org/>

New Jersey Department of Environmental Protection
(DEP) Green Acres Program
<http://www.state.nj.us/dep/greenacres/>

New Jersey Department of Transportation Local Aid
and Economic Development
<http://www.state.nj.us/transportation/business/localaid/>

New Jersey State Agriculture Development Committee,
Planning Incentive Grant (PIG) Program
<http://www.state.nj.us/agriculture/sadc/pigprogram.htm>

Ridge and Valley Conservancy
<http://www.rvclandtrust.org>

Scenic America
<http://www.scenic.org/>

Trust for Public Land
<http://www.trustforpublicland.org>

Warren County Department of Land Preservation
Bob Resker, Director
Ph: (908) 453-3252
Email: rresker@co.warren.nj.us



New Jersey Route 57 Conceptual Corridor Plan DESIGN GUIDELINES



CONTENTS

1. DEVELOPMENT PRINCIPLES

The first section, *Development Principles*, outlines several fundamental recommendations for development along the Route 57 corridor. The Principles are the foundation of the design guidelines document and serve as a framework for assessing the appropriateness of development throughout the corridor. Because these are principles rather than prescriptive standards, they provide a simple context for understanding the choices involved when considering new development in the region.

Development Principles for:

- Rural Development*
- Street Layout*
- Site Design*
- Mixed-Use*
- Parks & Open Space*

2. PLACE TYPE DEVELOPMENT GUIDELINES

The second section, *Development Guidelines*, provides recommendations for five distinct Development Types that are reflected in the Demonstration Plans. The Development Types vary in development intensity, from Urban (Downtown) to Rural (Village). Each type has a unique mixture of uses, street types, frontages, and open space based on its development intensity and relationship to rural surroundings. The Development Types and related guidelines emphasize the importance of center-based development.

Guidelines for:

- Downtown*
- Commercial Center*
- Neighborhood Center*
- Rural Neighborhood*
- Village Centers*

3. DESIGN ELEMENTS & STANDARDS

The third section, *Design Elements & Standards*, presents design standards for essential elements of new development. The elements and standards range from those appropriate in urban settings to those specific for rural areas. The standards are intended to be general guidelines for design and implementation, assuring appropriate application while providing a degree of flexibility.

Design Standards for:

- Street Types*
- Buildings & Frontages*
- Signage*
- Parking*
- Parks & Open Space*

ROUTE 57 CORRIDOR PLAN IMPLEMENTATION TOOLKIT

INTRODUCTION

The Route 57 Design Guidelines are intended to serve as a resource for local, county, and state planners, citizens, and the development community on best practices for placemaking and preservation along the Route 57 corridor. These design guidelines are one piece of a larger implementation toolkit which outlines planning and analysis methods, regulatory tools, economic development incentives, funding sources, and other strategies which can be used to advance the vision for long-term sensitive development, redevelopment, and preservation along the Route 57 corridor. The four demonstration plans developed as part of the corridor study include references to these guidelines as noted in the table below.

Demonstration plans provide a framework for community members to discuss key land use and transportation issues and opportunities. Each model area provides a venue to focus on issues for that location and similar places. The demonstration plans are conceptual in nature, and each municipality may decide which elements, if any, they would like to adopt.

TRANSITIONAL

Street Types	Commercial Main Street, Neighborhood Street, Neighborhood Alley, Rural Residential, Rural Road
Frontage Types	Shop Front, Porch Front, Residential Yard, Rural Yard
Parking	On-Street, Internal Surface, Residential Parking
Open Space	Town Square, Greenway, Recreational Park, Neighborhood Park, Greenway, Passive Open Space

SMALL VILLAGE

Street Types	Neighborhood Street, Neighborhood Alley, Rural Road
Frontage Types	Shop Front, Porch Front, Residential Yard
Parking	On-Street, Residential Parking
Open Space	Neighborhood Park, Recreational Park, Greenway, Passive Open Space

FARM/VILLAGE PRESERVATION

Street Types	Neighborhood Street, Neighborhood Alley, Rural Residential, Rural Road
Frontage Types	Shop Front, Porch Front, Residential Yard, Rural Yard
Parking	On-Street, Surface, Residential Parking
Open Space	Neighborhood Park, Recreational Park, Greenway, Passive Open Space

BOROUGH/TOWNSHIP

Street Types	Commercial Main Street, Neighborhood Street, Neighborhood Alley, Rural Residential
Frontage Types	Shop Front, Porch Front, Residential Yard, Rural Residential Yard
Parking	On-Street, Surface, Residential Parking
Open Space	Town Square, Neighborhood Park, Recreational Park, Greenway, Passive Open Space



1 DEVELOPMENT PRINCIPLES

The following Development Principles set a framework for considering development along the Route 57 corridor. Although arranged under separate headings, it is important to consider them as five interrelated pieces, contributing to and reliant on each other for successful placemaking. New and infill development should strive to realize these principles to ensure the development of walkable places that minimize land consumption, balance pedestrian and vehicular traffic, foster a vibrant mixed-use environment, and protect and enhance the rural qualities of the region.

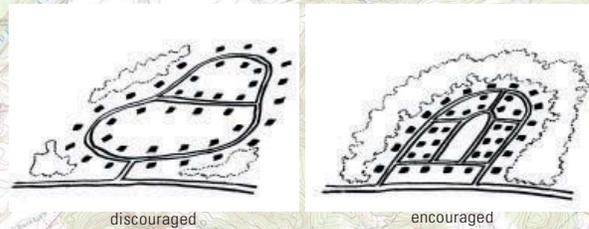
A diverse mix of land use types also supports the diverse population mix from youth to elderly that is the hallmark of healthy and vibrant communities.

1. RURAL DEVELOPMENT

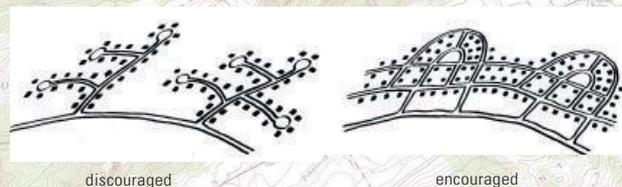
Development in rural areas presents a unique set of challenges. Paramount among these is the efficient use of land area. In rural settings, compact development strategies are encouraged to minimize land consumption and allow the set-aside of preserved open space. Through compact development, connected open spaces may be protected as shared parks and greenways, rather than existing in the form of unconnected lands on large, private lots. Additionally, compact development allows scenic viewsheds to be preserved without prohibiting development altogether. At a broader level, implementation tools such as Transfer of Development Rights, may be considered to achieve high-density development within urban areas in exchange for the permanent preservation of land within rural areas.

2. STREET CONNECTIVITY

Despite its importance, street connectivity is often overlooked when assessing new development. Advantages of an interconnected street network include enhanced access, reduced congestion, and more responsive emergency services. Well-connected residential areas promote pedestrian activity and encourage walking in place of driving for local trips. Additionally, this framework promotes mixed-use development patterns with smaller block sizes and a greater diversity of building types within close proximity. Small blocks are an important element within a walkable area. Small blocks help to create a comfortable scale for pedestrians by creating an increased sense of location and direction, breaking down the space between intersections and destinations, and providing increased visibility for businesses and offices.



The contrasting development strategies above illustrate the difference between large-lot rural zoning and higher-density cluster development. Large-lot zoning distributes open space evenly among large residential lots, whereas cluster development draws development into a compact center, preserving an untouched ring of open space at the perimeter and a shared park at the center. The cluster technique also provides better street connectivity, improved access, and more efficient provision of emergency and public services.

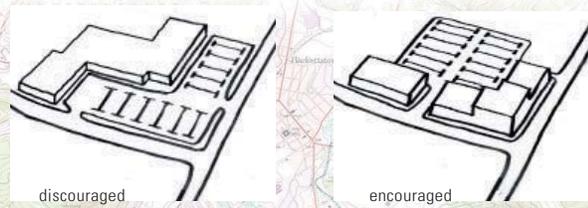


Current residential patterns often reduce or eliminate connections to surrounding neighborhoods and roadways, limiting all traffic to one outlet. Creating a more interconnected residential pattern allows more choices, in turn making it possible to reduce lane widths and reduce vehicle speeds. Doing so also fosters the connected, accessible environment needed to create pedestrian activity. In commercial areas, an interconnected street network allows all buildings to have a street presence, improving visibility and accessibility for customers, while reducing the scale of required parking areas.

DESIGN GUIDELINES

3. SITE DESIGN & PARKING

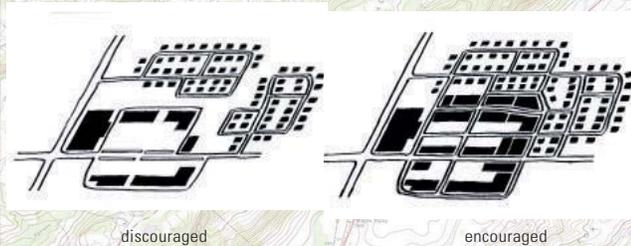
Successful site design balances car and pedestrian accessibility and creates a presence that is welcoming to both from the street. A key factor is the organization of buildings and parking relative to adjacent streets. Frequently, conventional development places buildings far back from the road, leaving a large, open expanse of pavement visible to visitors from the roadway. A more desirable alternative reverses this placement, drawing the building to the street edge and moving parking to the rear. Doing so provides a prominent and pedestrian-friendly edge for the site - one where buildings frame the street, giving them an urban quality with entrances fronting the sidewalk while presenting a more attractive and inviting look to the public. Additionally, the visual impact of parking is minimized, as it is shielded to the rear of the buildings. It is important to note that standard parking requirements can lead to an oversupply of parking spaces and open expanses of asphalt. Reducing minimum off-street parking requirements and setting average-usage standards in place of peak-usage standards reduces parking needs and required development area.



The primary determinants in Site Design are parking and access. To meet these needs, parking is frequently pulled to the street edge, leaving buildings at the back of the site. As a result, parking dominates the street edge and the building can do little to welcome pedestrians. An alternative approach reverses this convention, moving the building to the street edge and moving the parking behind. By turning the building towards the street and shifting parking away from it, a street-friendly and pedestrian accessible result can be realized.

4. MIXED-USE

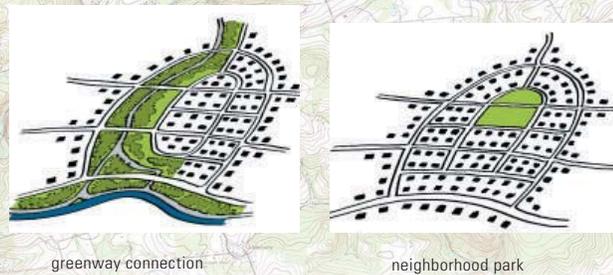
Mixed-Use development provides a diverse range of commercial stores, shops, restaurants, and housing within a compact, walkable area. To be successful, mixed-use development must provide strong connections between different uses, allowing residents, employees, and patrons to naturally overlap and cross between uses. Creating a compact and interconnected street network also enhances opportunities for pedestrians and cyclists and also allows users to park once and walk between several uses in a single trip. Customers can make multiple shopping stops at the same location, requiring a single trip, instead of driving from one shopping center to the next to fulfill their needs. Additionally, the diversity of uses balances activity between the daytime, nighttime, and weekend hours, fostering a busier, safer, and more exciting environment for all residents, employees, and visitors and at all times of day.



A fundamental part of Mixed-Use development is the integration of land uses. Often this is done by locating one use on the ground floor with different uses on upper stories. In lower density scenarios, the integration relies on a strong street network to connect diverse uses. The above illustrations show the use of connections to draw together residential and commercial blocks into a unified center.

5. PARKS & OPEN SPACE

Carefully planned open space is necessary to maintain the richness of rural areas over time. Open space is a broad classification for public spaces ranging from community recreational areas to town squares. Formal civic spaces, such as town squares, should be located in urban settings serving areas of highest intensity, while recreational facilities, greenways, and preserved open spaces should be strategically placed to serve the community at large. Often, environmental and natural features are integrated into open space planning. Viewsheds and natural features, including waterbodies, wetlands, and steep slopes, should be preserved as open public space wherever possible.



Open spaces serve a variety of uses as connectors - such as greenways - and community spaces - such as a neighborhood park. Open spaces and parks should be located to serve a broad population and provide maximum access to natural features.

2.a DOWNTOWN DEVELOPMENT GUIDELINES



Downtown areas are focal points for the larger region. They are characterized by a higher-intensity and mixture of land uses than surrounding areas. Mixed-use blocks oriented around a Main Street define the center of the downtown. The Main Street must be low-speed and pedestrian-friendly, creating a walkable environment between small shops, stores, and offices. Higher-density residential areas are encouraged within close walking distance to the Main Street.

EXAMPLE FEATURES

- 1 Main Street
- 2 Mixed-Use Buildings Framing Main Street
- 3 Greenway along River
- 4 High-Density Residential Blocks

1. STREET LAYOUT & CONNECTIVITY

Street Types

Main Street, Neighborhood Street, Neighborhood Alley

The Main Street is the commercial center of Downtown and must be pedestrian-friendly, providing wide sidewalks, shade trees, and safe crosswalks. For higher-density residential areas, alleys are recommended to accommodate parking and service needs.

Connectivity & Block Size

300-600' blocks

Because of the building density, small block sizes are appropriate in the Downtown area, with commercial uses having the smallest blocks, gradually giving way to larger residential blocks. The tight network provides many routes for pedestrians, connects parking lots, and joins the residential and mixed-use areas.

3. MIX OF USES

Types of Uses

Storefront Retail, Restaurant, Office, Service, Multi-Family Residential, Single-Family Residential

Downtown has the largest diversity of uses, combining retail and office in close connection to residential and other varied uses. This mixed-use quality is important to the vibrance of downtown, creating an energized streetscape for residents, patrons, and workers.

2. SITE DESIGN

Building Height & Setbacks

2-5 stories, 0-15' setbacks (20' for residential)

The tallest buildings making up the Downtown Main Street provide a sense of spatial enclosure, creating an 'urban room' for pedestrians. Setbacks should be minimized, with no setback along primary commercial streets.

Parking

On-Street, Surface, Residential, future potential for Structured

On-Street parking is encouraged along both commercial and residential streets. Surface parking should be placed to the rear of buildings, shielded from the sidewalk and Main Street setting. As density increases over time through redevelopment, structured parking may become a feasible option.

4. PARKS & OPEN SPACE

Integration of Open Spaces

Town Square, Greenway, Recreational Park

Due to its development intensity, Downtown has limited opportunities for open space. A Town Square is the most appropriate type of open space and is encouraged to establish a public civic space at the center of Downtown. Greenways may provide connections to downtown from surrounding areas and Recreational Parks may be placed at the edge of Downtown to serve the community at large.

2.b COMMERCIAL CENTER DEVELOPMENT GUIDELINES



Conventional commercial centers are predominately single-use, car-oriented destinations. However, incorporating multiple uses into walkable, pedestrian-friendly environment is much more desirable. Ideally, commercial centers will include a mix of retail and office uses, with connected residential uses at the periphery. A centralized public space is encouraged to establish the identity of the center as a community center and not solely a destination for shopping. A healthy center is busy throughout the day and the evening, not just from 9-5 and vacant during the evening.

EXAMPLE FEATURES

- 1 Commercial Blocks
- 2 Walkable Main Street, separate from main arterial roadway
- 3 Connection to Residential Neighborhood
- 4 Small Park and Greenway Trail

1. STREET LAYOUT & CONNECTIVITY

Street Types

Main Street, Neighborhood Street, Neighborhood Alley

Commercial Centers should include a Main Street that is located off of the main arterial roadway. The Main Street is lower-speed and walkable and provides a pedestrian environment not possible on arterial roadways. Additional commercial and neighborhood streets can branch off of this main connector.

Connectivity & Block Size

300-800' blocks

Because of the building density, small block sizes are appropriate in the Commercial Center. Block sizes for commercial uses must be expanded to accommodate large retail stores without disrupting the overall block network. Where there are smaller scale storefronts, office uses, and residential, the block size may be reduced.

3. MIX OF USES

Types of Uses

Large Retail, Storefront Retail, Restaurant, Office, Service, Multi-Family Residential, Single-Family Residential

Although Commercial Centers are decidedly retail in nature, a diverse integration of uses, including storefront retail, office, and residential is recommended. This mixed-use quality is important to the vibrance of a Commercial Center, creating an energized streetscape for residents, patrons, and workers.

2. SITE DESIGN

Building Height & Setbacks

2-4 stories, 0-20' setbacks (30' for residential)

The tallest buildings making up the Commercial Center should be concentrated around the Main Street to provide a sense of spatial enclosure, creating an 'urban room' for pedestrians. Setbacks should be minimized, with no setback along Main Street.

Parking

On-Street, Surface, Residential

On-Street parking is encouraged along both commercial and residential streets. Surface parking should be placed to the rear of buildings, shielded from the sidewalk and Main Street setting. Large surface parking lots should be placed within the interior of blocks and arranged to maximize sharing between multiple uses.

4. PARKS & OPEN SPACE

Integration of Open Spaces

Town Square, Greenway, Recreational Park

Due to its development intensity, Commercial Centers allow limited opportunities for open space. A Town Square is the most appropriate type of open space and is encouraged to establish a public civic space at the core. Greenways may connect between the center and peripheral areas. Recreational Parks may be integrated at the edge of the commercial area to serve the community at large. Center-based parks and open space tend to be more structured than natural rural parks and open space.

2.c NEIGHBORHOOD CENTER DEVELOPMENT GUIDELINES



Neighborhood Centers should provide a range of residential housing types and lot sizes. Generally, this includes a balance of single-family residences and some multi-family housing. A central, neighborhood park is an excellent asset for a neighborhood center, and is strongly encouraged. Connections should be made to surrounding neighborhoods or commercial centers wherever possible. Where roadway connections are not feasible, greenway connections are recommended.

EXAMPLE FEATURES

- 1 Single-Family Residential
- 2 Multi-Family Residential
- 3 Neighborhood Park
- 4 Greenway Trail

1. STREET LAYOUT & CONNECTIVITY

Street Types

Neighborhood Street, Neighborhood Alley

Neighborhood Streets are the primary street type within Neighborhood Centers. Because of the residential character of these centers, commercial streets are limited, and the range of commercial activities should be focused on serving the local population.

Connectivity & Block Size

200-600' blocks

Block size should relate to the lot size and density of residences. Higher-density blocks allow for smaller block sizes, where lower density areas may have larger scale blocks. Connectivity with adjacent land uses, primarily nearby neighborhoods, is encouraged. Where street connections are not feasible, greenways are recommended.

3. MIX OF USES

Types of Uses

Storefront Retail, Office, Multi-Family Residential, Single-Family Residential

While predominately single-family residential, Neighborhood Centers should incorporate some degree of mixed-use, primarily in the way of multi-family residential. Storefront retail and office may be integrated at a residential scale.

2. SITE DESIGN

Building Height & Setbacks

1-3 stories, 10-35' setbacks

The majority of buildings in Neighborhood Centers are residential. As such, buildings have a reduced scale and deeper setbacks in comparison to Downtowns and Commercial Centers. Shorter setbacks and appropriate building types are recommended for higher-density residential blocks.

Parking

On-Street, Residential

On-Street parking is suggested in higher-density residential areas. Where block sizes are bigger, on-street parking may fully give way to residential driveways and garages. Where garages are present, it is important to set them to the side and rear of the residence, so that they do not dominate the residential frontage.

4. PARKS & OPEN SPACE

Integration of Open Spaces

Neighborhood Park, Greenway

Ideally, Neighborhood Centers incorporate a shared green space at their core. Neighborhood Parks may vary in scale, but are intended to serve local residents as recreational and gathering space. If possible, it is suggested to integrate greenway trails linking the neighborhood to surrounding neighborhoods and open spaces.

2.d RURAL NEIGHBORHOOD DEVELOPMENT GUIDELINES



Rural Neighborhoods are smaller in scale than Neighborhood Centers. Although smaller in scale (they occupy less land), rural neighborhoods should strive to maintain a density equal to neighborhood centers to maximize preserved land. Rural neighborhood planning must be particularly sensitive to existing natural features, agricultural land, and viewsheds when positioning development. Rural neighborhoods are predominately single-family residential, but may incorporate multi-family and small scale retail and farm uses.

EXAMPLE FEATURES

- 1 Compact Center with Small Park
- 2 Greenway Trail
- 3 Roadside Farm Stand
- 4 Farm-Use Path

1. STREET LAYOUT & CONNECTIVITY

Street Types

Rural Residential Street, Rural Road

Rural Residential Streets are the primary street type within Rural Neighborhoods. Because of the rural character of these centers, streets do not require curbs and gutters or fixed sidewalks. Off-road paths are often a more appropriate solution than formal sidewalks.

Connectivity & Block Size

200-400' blocks

When a Rural Neighborhood takes a compact form, block sizes should remain relatively small. However, some situations do not allow typical, defined blocks, in which case no maximum block size is applicable. In such situations, it is still important to maintain a connected street network.

3. MIX OF USES

Types of Uses

Single-Family Residential, Multi-Family Residential

While predominately single-family residential, Rural Neighborhoods may incorporate a limited amount of multi-family residential, typically positioned at the center of the developed area.

2. SITE DESIGN

Building Height & Setbacks

1-3 stories, 15' minimum setback

The majority of buildings in Rural Neighborhoods are residential. As such, buildings have a reduced scale and greater setbacks in comparison to Downtown and Commercial Centers. Due to the varying rural quality of such neighborhoods, no maximum setback is established.

Parking

Residential

In a rural setting, formal on-street parking is rarely required or appropriate. For residential parking, it is important to set garages to the side and rear of the residence, so that they do not dominate the residential frontage.

4. PARKS & OPEN SPACE

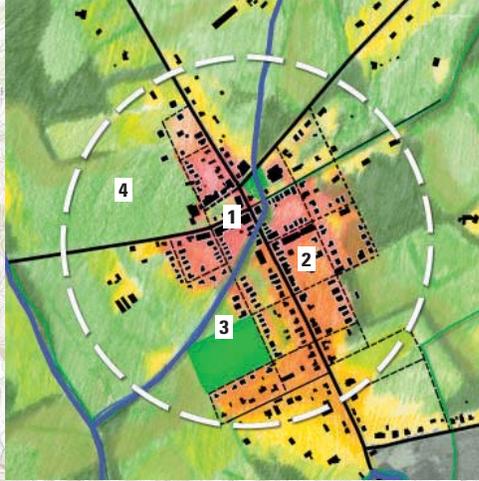
Integration of Open Spaces

Neighborhood Park, Greenway, Passive Open Space

Rural Neighborhoods provide a great opportunity for open space preservation, typically at the periphery surrounding the developed area. Neighborhood Parks are recommended at the core. If possible, greenway trails may be integrated to link Rural Neighborhoods with surrounding neighborhoods and open spaces.



2.e VILLAGE CENTER DEVELOPMENT GUIDELINES



Partly owing to the historical presence of the Morris Canal, the Route 57 corridor has a strong heritage of compact port villages centered on commercial and transportation hubs. As a development type, Village Centers, borrow from this historical antecedent. Village centers are characterized by a small, mixed-use core surrounded by residential uses. An essential component of Villages is their strong connection to surrounding natural features and open spaces. By focusing development towards the core, a green buffer may be created around the village, closely integrating open spaces with the developed center.

EXAMPLE FEATURES

- 1 Mixed-Use Blocks at Center
- 2 Residential Blocks
- 3 Recreational Park linked to Natural Features
- 4 Preserved Open Space

1. STREET LAYOUT & CONNECTIVITY

Street Types

Neighborhood Street, Neighborhood Alley, Rural Road

Neighborhood Streets are the primary street type within Village Centers. Because of the residential character of these centers, commercial streets are limited, but may be present at the core of the village.

Connectivity & Block Size

200-400' blocks

The mixed-use Village core should have small block sizes to accommodate a limited, but dense, collection of small retail uses. Residential block size should relate to the lot size and density of residences. Higher-density blocks allow for smaller block sizes, where lower density areas may have larger scale blocks.

3. MIX OF USES

Types of Uses

Storefront Retail, Office, Multi-Family Residential, Single-Family Residential

While predominately single-family residential, Village Centers should incorporate mixed-use at their core, including, small-scale storefront retail and office. Multi-family residential may also be integrated at the core and within surrounding blocks.

2. SITE DESIGN

Building Height & Setbacks

1-3 stories, 10-35' setbacks (15' minimum for Residential)

The majority of buildings in Village Centers are residential. As such, buildings have a reduced scale and greater setbacks in comparison to Downtown and Commercial Centers. Due to the varying rural quality of Villages, no maximum setback is established.

Parking

On-Street, Residential

On-Street parking is suggested in higher-density residential areas. Where block sizes are bigger, on-street parking may fully give way to residential driveways and garages. Where garages are present, it is important to set them to the side and rear of the residence, so that they do not dominate the residential frontage.

4. PARKS & OPEN SPACE

Integration of Open Spaces

Neighborhood Park, Recreational Park, Greenway, Passive Open Space

Village Centers provide a great opportunity for open space preservation, typically at the periphery surrounding the developed area. Neighborhood Parks are recommended at the core. If possible, greenway trails may be integrated to link Villages with surrounding neighborhoods and open spaces.



DESIGN GUIDELINES

3 DESIGN ELEMENTS & STANDARDS

Each of the place types presented in Section 2 requires a unique combination of street types, building frontages, signage, parking, and open spaces. Just as the place types vary in terms of development intensity from Downtown to Village, so to do the design elements that compose new development. Within the transition from urban to rural, different design elements are appropriate at each scale. For example, Downtown may be characterized by a Main Street, shop fronts, and on-street parking. Conversely, a Village Center typically includes mostly residential streets and yards, and limited on-street parking. The following graphic illustrates this relative transition for Streets, Building Frontage, and Parks and Open Space.

DESIGN ELEMENTS: TRANSITION WITH DENSITY



STREETS



Main Street

Neighborhood Street

Rural Road

Farm-Use Path

BUILDING FRONTAGE



Shop Front

Stoop Front

Neighborhood Yard

Rural Yard

PARKS & OPEN SPACE



Town Square

Neighborhood Park

Active Recreational Park

Passive Open Space



ROUTE 57 CORRIDOR PLAN IMPLEMENTATION TOOLKIT

3.a STREET TYPES

Streets and corridors provide the framework for the center. Effective street design is critical to the success of a mixed-use activity center. Streets must provide an efficient and balanced network for vehicles, bicycles, and pedestrians to mix together in pursuit of the many everyday activities that make for healthy and vibrant communities. A diverse and interconnected roadway fabric provides multiple routes of access and evenly distributes street activity. The dispersal of vehicle loads allows streets to remain narrow and be treated at a human scale. Streetscape elements

provide a softened appearance and enhance the quality and appeal for pedestrians. Narrow road widths naturally reduce travel speeds and give greater spatial enclosure to the street environment.

key principles

Streets must balance vehicular and pedestrian traffic and support a variety of activities, age groups, and life stages.

Narrow lane widths reduce vehicle speeds

Street Trees and On-Street parking create a buffer between the pedestrian realm and vehicular traffic

1. COMMERCIAL MAIN STREET

A main street provides low-speed access to high density mixed use commercial and residential areas. A main street may serve as a focal street within a mixed-use center. The narrow street width, on-street parking, street trees, and small setbacks create spatial enclosure. Sidewalk bulb-outs may be used to minimize pedestrian crossing distances. Individual street trees are typically planted in planting wells. Main Streets have a raised curb and closed drainage.



2. NEIGHBORHOOD STREET

A neighborhood street is a local low-speed thoroughfare connecting residential and mixed-use areas. Neighborhood streets include sidewalks and street trees. Small building setbacks, such as dooryard or stoop fronts, contribute to the street's spatial enclosure. Some provide for residential on-street parking. Neighborhood streets have curb and gutter drainage.



3. NEIGHBORHOOD ALLEY

A neighborhood alley provides rear access to garages and driveways, enhances the privacy of rear yards, and provides play areas for children. Alleys are appropriate in higher-density residential areas and allow for private driveways and garages while maintaining density. Alleys may be paved or use a gravel surface.



3.a STREET TYPES (continued)

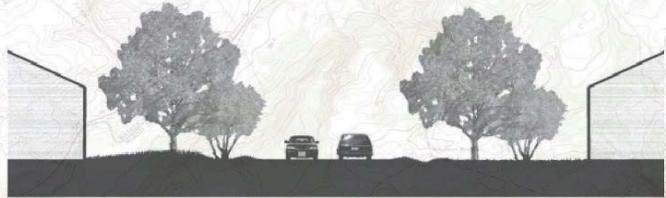
4. RURAL ROAD

A rural road is a small-scale connector route. Roads provide frontage for low-density buildings such as houses. A rural road is lined with pathways instead of sidewalks and has open drainage. Roads may be lined with existing trees and natural vegetation and may or may not accommodate informal off-street parking.



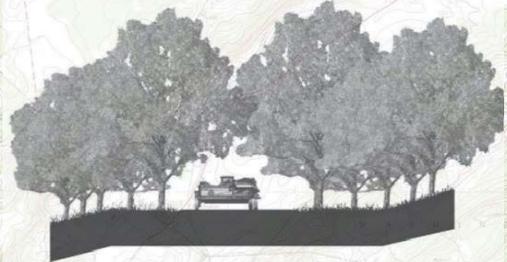
5. RURAL RESIDENTIAL STREET

A rural residential street is a local low-speed thoroughfare within a low-density rural area. A rural residential street is lined with pathways instead of sidewalks and has open drainage. Streets may be lined with existing trees and natural vegetation and may or may not accommodate informal off-street parking.



6. FARM-USE PATH

Farm-use paths are designed to be a safe alternative to the higher speed and higher traffic roadways for transporting farm vehicles and equipment. Farm-use paths should be surfaced with gravel to maintain rural character and allow unimpeded drainage.



3.b BUILDINGS & FRONTAGE TYPES

Conventional development is becoming oriented towards the automobile at an increasing rate. By simply reconfiguring a site, building placement can reduce walking distances for customers and make streets more useful for pedestrians, transit users, and bicyclists. Buildings should be drawn to the street edge to create a defined edge and provide “spatial enclosure,” an important quality for a pedestrian-friendly streetscape. Building

entries should border main streets and public thoroughfares to foster a vibrant, walkable environment.

key principles

Buildings should be oriented towards the primary street
Building entries enliven the sidewalk and invite pedestrians inward

Setbacks needs differ dramatically between urban and rural settings

1. BUILDING FRONTAGE & ENTRY

Building frontages are the interface between the public street and the building interior. Treatment of building fronts should reflect the use of the interior space. Retail frontage (storefront) is intended to draw the public into the interior, while residential frontage (setback with raised porch) protects the privacy of the interior; yet allows the residents to observe and engage with neighbors and passers-by. The ground level should always be given the most careful consideration. Ground floor heights, facade articulation, setbacks, and entry design have a critical impact on the overall street environment. The dimensions and relationships between elements vary depending upon building types and uses, vehicle traffic, and pedestrian traffic.



2. BUILDING SCALE & MASSING

Building massing describes the physical form of a building or group of buildings. In order to maintain a comfortable feeling of scale, building massing must be carefully considered in building design. Massing should be compatible with surrounding buildings to create a streetscape that maintains a consistent scale while allowing unique articulation between buildings. A single, uniform building mass should be avoided. Variations in height and horizontal divisions may be used to create façade articulation. Visual aspects of larger buildings must be detailed to maintain a sense of human scale, particularly at the pedestrian level.



3. BUILDING SETBACKS

Building setbacks determine a building's relationship to the street. Drawing buildings to the edge of the street creates a human-scaled pedestrian environment with a clearly defined edge. Using buildings to transform the street into a “public room” is essential to creating an attractive, walkable streetscape. Certain elements such as parking lots and large building setbacks discourage the sense of spatial enclosure and result in an unfriendly pedestrian environment that welcomes cars instead of people.

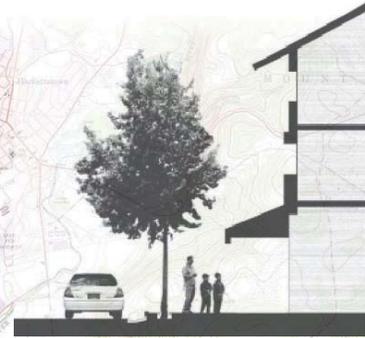
In rural settings, setbacks must be treated differently. To protect the rural quality of roadways, larger setbacks are often desirable. When determining rural setbacks, care should be given to the presence of viewsheds and scenic moments along the roadway. Ideally, buildings can be positioned to remain outside of viewsheds, preserving the scenic qualities of the roadway.



3.b BUILDINGS & FRONTAGE TYPES

4. SHOP FRONT

A shop front is intended to promote retail activity. The front building facade should be at or near the edge of the right-of-way. Higher ground floor heights ensure a civic presence at street level. The ground floor often has large windows, drawing attention inward and allowing pedestrians to window shop. Awnings and signage may cantilever over the right-of-way.



5. PORCH FRONT

A porch front is designed to promote social interaction between pedestrians and residents of individual houses without compromising the privacy of those same residents. It is typically found in American neighborhoods built between 1890 and 1940.



6. RESIDENTIAL YARD

A residential yard uses a substantial building setback. The front yard created may be fenced or unfenced and should have similar landscaping to adjacent yards. With the deep setback as a buffer, a large lawnfront can be suitable for higher speed thoroughfares.



7. RURAL RESIDENTIAL YARD

A rural residential yard is applicable in rural residential areas. To maintain rural character, homes and buildings are substantially setback from the roadway. Within scenic rural areas, the placement of residences should be sensitive to viewsheds and open spaces to preserve the rural experience along the roadway.



3.c SIGNAGE

Signage must be responsive to its context. Signs that are sensitive to nearby non-commercial uses, respect the scale and proportion of buildings, and contribute to the ambiance of a place can help secure and maintain a healthy economic climate. The character of the community, neighborhood, or district should be reflected in the design of signage. Commercial districts that are spread out along corridors are primarily accessed by car while some business districts are compact mixed-use areas easily transversed on foot. Additionally,

communities that are rich with historic buildings, must carefully locate and size signage to respect the architectural character of the area.

key principles

The clearest signage uses few colors and consistent type styles and sizes

Sign size and placement is dependent on the surrounding environment (high-speed or slow-speed road) and intended viewer (motorist or pedestrian)

Scale and design must respect local architectural character

1. VISIBILITY & LEGIBILITY

Placement is critical to a sign's visibility, particularly along higher-speed roadways. As speeds increase, a driver's visual field decreases, restricting peripheral vision. Lowering speeds and placing signs close to the right-of-way helps drivers to detect and read signs from a longer distance. Signs placed outside of the driver's cone of vision are either distracting or unnoticeable. In addition to placement, the format and design of the sign are also important factors in readability. For example, using a minimal number of words allows for larger letter size and in turn increased clarity and quicker response time. Increasing letter-spacing and using mixed-case letters also help to make information more legible from greater distances. Colors may be used to provide contrast between titles and information and the background of the sign. Colors, however, should be used with restraint to limit distractions to motorists and negative effects on the surrounding visual environment.

2. SIZE & PLACEMENT

Signage in walkable areas should be oriented to both moving vehicles and pedestrians. Because buildings are closer to the street, signs should be smaller and placed at a lower height, preferably at the ground floor level. A variety of signs may be used, including: awnings, hung signs, storefront window signs, and signs fixed to building facades. Because movement is slower, signs may incorporate multiple colors and text types.

Many times, the primary entrance to commercial uses is from a parking lot. This presents a difficult scenario for signage. It is often necessary to place signage along the roadway, visible to motorists, to advertise the retail and commercial uses that the parking lot serves. The latter option should be integrated with the buildings and landscaping and incorporate clear directional information for motorists. Tall masts and multiple individual signs are discouraged. It is preferential for each store to have individual signage integrated within the building facade and elevated to ensure visibility across the parking area.



3.d PARKING

The proper supply, placement and design of parking is a key element in creating an environment conducive to pedestrians, bicyclists, transit users, and those traveling by car. Standard parking requirements can lead to an oversupply of parking spaces and open expanses of asphalt. Reducing minimum off-street parking requirements and using average-usage standards instead of peak-usage standards make additional land available for development. To reduce surface parking needs, on-street parking should be

counted towards the required number of spaces. Large lots of surface parking should also relate to the established block size of the surrounding street grid.

key principles

On-Street parking reduces surface parking needs and buffers the sidewalk realm from the street traffic

Surface parking lots should incorporate landscaping to break up uninterrupted expanses of paving

Expansive parking lots create a negative visual environment

1. PARKING LOT LAYOUT

Parking lots should be placed at the rear of buildings rather than directly adjacent to the roadway. This configuration allows the buildings to be drawn to the street edge and contribute to the pedestrian atmosphere of the street, and also provides convenient building entry access from the sidewalk and for transit. This strategy reduces walking distances and enlivens the streetscape while leaving parking quantity unchanged.

Parking lots should provide clear, safe pathways for pedestrians. It is important to have direct and well-marked circulation between parking spaces and building entrances. Parking rows should be organized perpendicular to the building. This limits the number of aisle crossings and creates a clear, direct route for pedestrians. Parking areas should integrate paved paths that are comfortably separated from the parking aisles. As with streetscapes, trees should be provided to shade walkways. Buildings with both street frontages and parking lot frontages should provide two entrances, one providing access from the street sidewalk and another providing access from the parking area. Pedestrian alleys may also be provided as links between the street and parking area. New development shall provide a direct, unobstructed pedestrian access way from the public street to the building entrance. This access way should be a standard sidewalk with pavement markings at any places it crosses parking rows or service drives.

2. STRUCTURED PARKING

Structured parking allows for an efficient use of space in high density areas. Garages eliminate the need for extensive surface parking and help maintain a consistent density within downtown areas. Garages should be located within block interiors with liner buildings or as stand alone structures with careful attention to facade articulation that reflects the proportion, rhythm and massing of surrounding buildings.



3.d PARKING

3. SURFACE PARKING

Surface lots should be placed in the rear of buildings or in block interiors to minimize visual impact. Landscaping is recommended to break the visual blight of large paved areas. Trees provide screening and noise reduction to help ease disruption. Well-defined pedestrian pathways can be used to break up parking rows and provide safe access to buildings. Plantings within parking lots also help to reduce storm water runoff, filter air, provide shade, and maintain property values.



4. ON-STREET PARKING

On-street parking provides parking spaces within the thoroughfare right-of-way. It contributes to the street environment, helping to buffer pedestrian space from vehicular traffic. Spaces are distributed evenly along the street edge, helping maintain visual consistency and appeal in downtown areas. On-street parallel parking is preferred over angled parking on low speed urban streets. Parallel parking provides more space for bike lanes and wider sidewalks.



5. RESIDENTIAL PARKING

Residential parking is a significant component of residential neighborhoods. Frequently, driveways and garages have a dominating presence along residential streets. To enhance the pedestrian-orientation of residential streets and create a stronger connection between homes and the street, it is encouraged to set residential garages back from the front entry of residences. Setting garages back separates the house volume from the garage volume, better balancing the relationship between the home and street, and vehicles and pedestrians. In higher-density residential areas, residential alleys prove an effective way of providing private driveways and garages without limiting potential density.



6. LANDSCAPING, LIGHTING, & PAVING

Parking, particularly surface parking lots, occupy an increasing percentage of developed land. Carefully considered landscaping, lighting, and paving can minimize parking lot effects on pedestrians, surrounding land uses, and the environment. Trees and landscaping may be used to break-up large expanses of surface parking, provide refuge for pedestrians, shade vehicles, and collect stormwater runoff. Effective lighting is critical to ensuring safe and secure parking areas. As part of this role, it is important to carefully calibrate and direct lighting within the parking area to minimize light pollution. The primary way of doing this is: to integrate more, smaller (in both height and intensity) lighting fixtures; thus providing light shields to direct all light downward towards the parking surface, eliminating light overflow to surrounding uses. Finally, alternative paving materials may be used to reduce environmental impacts and minimize paved, impervious area. Using pervious paving materials (such as crushed stone) reduces the volume of stormwater runoff, in turn reducing or even eliminating the need for stormwater retention ponds.



3.e PARKS & OPEN SPACE

Carefully planned open space is a necessary and critical element of mixed-use centers and the vitality of the public realm. Open space is a broad classification for public spaces ranging from community recreational areas to civic squares. The scale, enclosure, and density of surrounding conditions inform the properties of the open space: formal/informal, active/passive, and open/contained. Formal civic spaces should be located in the center area, serving the area of highest intensity, while recreational facilities, greenways, and neighborhood parks should be strategically placed to serve the mixed-use communities surrounding the core. Many qualities contribute to the appeal of open spaces. Often, environmental and natural features are integrated into open space planning. Wetlands, critical slopes, drainage swales, and vegetation should be conserved

as open public space wherever possible. In urban settings, water retention systems can be rethought and formalized as landscape elements that punctuate design. Attractive civic spaces in the center, such as canals, ponds, and fountains promote gathering, interaction, and comfort. Moveable seating, tables, and elements that are multi-functional (planters that are at seat height) allow people to congregate and personally define spaces. Shade trees, greens, and cooling fountains help create a comfortable setting.

key principles

Public spaces such as town squares are essential for the civic identity of commercial areas

Natural features and viewsheds provide ideal locations for preserved open spaces and greenway trails

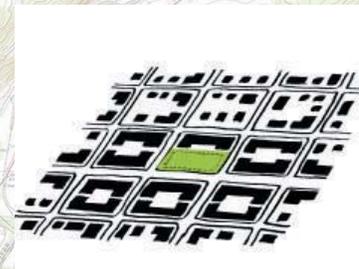
Compact residential development with preserved land and a neighborhood park is an alternative to large-lot zoning

1. TOWN SQUARE

A town square is the most formal public space and is generally less than half the size of a block located at the intersection of important thoroughfares. It is devoted to civic uses and commercial activity and is surrounded by buildings on all sides. Its landscape is composed primarily of durable pavement and formally planted trees. Significant architectural features such as fountains, statues, and other vertical elements help mark the civic prominence of the square. Such features are most successful when planned in accordance with a strong visual axis, allowing the square to be visible from a distance.

2. NEIGHBORHOOD PARK

A neighborhood park is an open public space serving a residential area. The space may be used for civic gatherings and recreation. Neighborhood parks provide a safe open area free from moving traffic for children and neighborhood residents. Neighborhood parks may be bound by residences or small scale institutional or civic buildings to form a common green. These parks are intended to serve the local area, unlike recreational parks, which serve a larger residential population.



3.e PARKS & OPEN SPACE

3. RECREATIONAL PARK

Recreational parks are open public space, reserved for civic gatherings and recreation. Often, recreational parks are designed around existing natural features. Its landscape consists primarily of grassy areas, paved or unpaved walks, and shade trees. Formal playing fields may be established to serve community needs. The park should be surrounded by a mix of residential, commercial, and civic buildings. Recreational parks may also serve nearby institutions, such as schools. Parking needs and other necessary facilities must also be considered and sensitively integrated with the landscape.



4. GREENWAYS

Greenways provide places for recreation and help maintain the scenic quality of landscapes. It is important from a transportation mobility and access perspective that greenways function by connecting places where people want to go: neighborhoods, business centers, shopping areas, schools and parks. Additionally, greenways provide an excellent opportunity for embedded community and neighborhood parks. Greenways also provide opportunities for unique recreational activities such as mountain biking and equestrian trails.



5. PASSIVE OPEN SPACE

Passive open space provides scenic views and may accommodate greenway trails and walking paths. Golf courses may also be incorporated into passive open space. Recreational uses such as playing fields or courts are not typically included however. Passive open space may be retained to serve individual neighborhoods or the overall community. Rural and agricultural land may be preserved as passive open space.

