

Goals and Objectives

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Goals and Objectives

The numbering of the topics and the goals within each topic is provided for reference purposes only and is not meant to level of importance or priority.

A. General Planning Goals

1. To comprehensively revitalize the Village's Central Business District as a viable and attractive commercial center.
2. To conserve and enhance the community's parklands and environmental resources.
3. To protect the Village's stable, diverse and attractive residential neighborhoods.
4. To maintain the established, primarily residential, character of the Village.
5. To guide future development and/or redevelopment of land within the Village so as to incorporate new construction without undue disruption of the established character of the Village.
6. To preserve and continue the promotion of a balanced variety of residential, commercial, public, recreation and conservation land uses.
7. To provide an optimal system of community services and facilities.
8. To safeguard and broaden the Village's existing tax base by preserving economic balance and providing for continuing sources of employment and new ratables through appropriate use of land resources.

B. Land Use

1. To protect and preserve the character, diversity, vitality, value and existing density of the Village's neighborhoods.
2. To provide for the continued vitality and upgrading of established commercial districts.

C. Community Character and Historic Preservation

1. To preserve and protect the unique character of each of the Village's many residential neighborhoods, including but not limited to those with a distinct architectural and/or historic character.
2. To preserve and enhance the character of the Village's non-residential areas, including its commercial districts and public uses, particularly those exhibiting a distinct architectural and/or historic character.
3. To preserve and enhance historic sites, structures and districts within the Village.

D. Business Districts

1. To provide economically viable commercial areas which provide a range of community business and service activities.
2. To provide additional retail uses and services for residents within the CBD with an emphasis on providing upscale and/or unique retail opportunities in order to make the CBD a destination for shoppers.
3. To improve the streetscape of the Village's business districts through facade upgrade, improved signage, landscaping, elimination of gaps in the streetscape, attractive street furniture, paving and lighting, pedestrian linkages, appropriate placement and design of parking facilities, etc.
4. To ensure that new construction within the Village's business districts is done in a manner that is compatible in scale, density and intensity with development existing in the surrounding area.
5. To ensure that new construction within the Village's business districts is attractive in appearance such that it adds to the character of the district and surrounding area.
6. To maintain and, where necessary, improve security.
7. To redevelop land occupied by obsolete commercial structures.
8. To develop a comprehensive system of parking facilities that adequately addresses current and future needs of commuters, shoppers and residents in the Village's business districts.
9. To promote roadway improvements that will provide safe and efficient flow of vehicular traffic and enhance the viability of the Village's business districts while appropriately accommodating the needs of pedestrians and cyclists.
10. To create a stronger linkage among all sections of the CBD.
11. To improve opportunities for pedestrian movement and connections so that a more pedestrian-oriented atmosphere is created.
12. To enhance the existing image of the Village's business districts.
13. To improve use of land in the Central Business District which, by virtue of its access to transportation, roads, public facilities and major employment centers, could be more effectively used for the community benefit.
14. To encourage the use of space above the first floor for office and residential uses within the CBD.
15. To reinforce the interrelationship between Seton Hall students and faculty and the Village's business districts.
16. To encourage the provision of new or enhanced cultural and entertainment uses and activities within the CBD.

17. To encourage the development of higher density residential uses within the CBD and the Church Street Redevelopment Area in order to capitalize on proximity to the train station, to reinforce the CBD and the adjacent area as a Transit Village, to capitalize upon access to public facilities and to reinforce the viability of the Central Business District.

E. Housing

1. To maintain and improve the existing quality of housing.
2. To preserve the character and stability of established residential neighborhoods.
3. To meet the Village's affordable housing obligation in a manner that is compatible with the Village's other planning objectives.

F. Circulation

1. To improve the circulation system by incorporating the needs of pedestrians and bicyclists in addition to other modes (autos, trucks, buses and rail), including adapting existing infrastructure to better accommodate biking and walking.
2. To provide transportation choices for all ages.
3. To reduce dependence on automobiles, especially for short trips within the Village.
4. To increase safety for pedestrians and bicyclists.
5. To create a culture of respect for pedestrians and bicyclists.
6. To improve conditions for people with mobility limitations.
7. To provide linkages between origins and destinations within South Orange and points beyond.
8. To promote the use of the South Orange train station as a viable transportation mode and otherwise accommodate the growing demand for transit.
9. To promote continued maintenance and improvement of existing streets.
10. To avoid further hazards to traffic safety.
11. To eliminate existing unsafe conditions.
12. To improve the efficiency of Village roadways.
13. To ensure that trips generated from new development can be safely and conveniently accommodated by existing streets.

G. Community Facilities, Utilities and Services

1. To provide superior community facilities and services in the Village.
2. To ensure that safe and efficient police, fire protection, rescue and first aid services are provided to residents of the Village.

3. To expand library services provided to Village residents.
4. To maintain the operation of a multi-purpose community center accommodating the needs of Village residents.
5. To consistently maintain and improve the water distribution infrastructure within the Village and to improve the quality of water supplied to the Village.
6. To continue to sufficient sanitary sewer service for the Village.
7. To assure timely, clean and efficient collection and disposal of solid waste materials.

H. Stormwater Management

1. To reduce flood damage, including damage to life and property.
2. To minimize, to the extent practical, any increase in stormwater runoff from any new development.
3. To reduce soil erosion from any development or construction project.
4. To assure the adequacy of existing and proposed culverts and bridges, and other in-stream structures.
5. To maintain groundwater recharge.
6. To prevent, to the greatest extent feasible, an increase in non-point pollution.
7. To maintain the integrity of stream channels for their biological functions, as well as for drainage.
8. To minimize pollutants in stormwater runoff from new and existing development to restore, enhance, and maintain the chemical, physical, and biological integrity of the water of the State, to protect public health, to safeguard fish and aquatic life and scenic and ecological values, and to enhance the domestic, municipal, recreational, industrial and other uses of water.
9. To protect public safety through the proper design and operation of stormwater basins.

I. Open Space and Recreation

1. To provide South Orange residents with outstanding active and passive recreation programs and facilities throughout the year.
2. To satisfy the need for more fields for recreational activities as well as the needs for indoor recreation facilities.
3. To acquire more open space.
4. To efficiently utilize and connect existing parks.
5. To improve non-motorized access to parks.
6. To improve opportunities to use parks and natural areas for passive activities like birding, hiking, picnicking and quiet contemplation, and improving the beauty, quality, and habitat of the east branch of the Rahway River.

7. To develop a greenway zone and bikeway/walkway along the river.

J. Conservation

1. To preserve the environmental resources of South Orange.
2. To preserve and enhance natural resources and habitat within the Village.
3. To protect waterways from pollution and to retain, maintain and restore the natural appearance of these areas.

K. Rahway River Corridor

1. To provide safe and continuous non-motorized connections along the river corridor.
2. To improve the ecological/hydrological value of the river corridor.
3. To provide accessibility and enjoyment of river channel along the slope edges.
4. To modify site elements, walls and fences to meet a unified project aesthetic.
5. To preserve and enhance access to recreation along the corridor.
6. To preserve and enhance historical features along the corridor.
7. To improve connections from adjacent communities and land.

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Community Character

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Community Character

Outside of the easy access to transit, no other feature of South Orange draws the amount of positive support as the character of the community. While this pride extends throughout the Village, many South Orange residents also expressed concern over some aspects of community character. These concerns included the state of the Central, Valley Street, and Irvington Avenue business districts and the toll taken by construction in residential neighborhoods. To address these concerns, South Orange residents seek standards to control the appearance of the community. Such design standards could be implemented in three ways. The first is redevelopment, an avenue already pursued by the Village. As described later, design standards can be crafted and included as part of amendments to the Village's existing redevelopment plans. The second avenue is rehabilitation. While already explored by the Village, this solution could be reviewed again, especially due to the age of the Village's housing stock. The final method is through historic preservation, already a goal of the Village. This section reviews the ability of historic preservation to meet the key land use and community character goals desired by South Orange.

Land Use Goals

- To protect and preserve the character, diversity, vitality, value and existing density of the Village's neighborhoods.
- To provide for the continued vitality and upgrading of established commercial districts.

Community Character and Historic Preservation Goals

- To preserve and protect the unique character of each of the Village's many residential neighborhoods, including but not limited to those with a distinct architectural and/or historic character.
- To preserve and enhance the character of the Village's non-residential areas, including its commercial districts and public uses, particularly those exhibiting a distinct architectural and/or historic character.
- To preserve and enhance historic sites, structures and districts within the Village.

Historic Preservation

Historic preservation is an important issue due to the historic nature of South Orange. As explained earlier, South Orange residents feel a great deal of pride in the character of the Village's residential neighborhoods. This much-loved character is derived from the Village's important, unique and beautiful stock of historic homes, in addition to other non-residential historic resources.

As shown on the Current Historic Resources map, South Orange is home to a number of previously identified historic resources. Already identified as a State and National Register District, the Montrose Park Historic District

encompasses most of the northeastern portion of South Orange. The district includes an excellent collection of Victorian and period revival architecture dating from 1870 to 1930. Seven other sites within South Orange are listed on the National Register. An additional four sites are also recognized by the New Jersey State Register of Historic Places, but have not been added to either the State or National Registers.

Yet, despite the importance and number of South Orange's historic resources, there are no active municipally governed preservation activities. The two private historic organizations within the Village (the South Orange Historic and Preservation Society and the Montrose Park Historic District Association) currently take the lead with historic preservation in South Orange, with help and support from the Village. In the survey undertaken as part of this report, respondents of the survey expressed strong support for efforts to protect historic districts and historically significant properties: 87% indicated that they would be "strongly supportive" (53%) or "supportive" (34%) of efforts to protect historic districts and historically significant properties. The public mandate for historic preservation combined with the number and importance of historic resources in South Orange creates a unique and invaluable opportunity to further many Village goals.

Evaluation of Local Historic Preservation Districts/ Commission

The 2000 South Orange Master Plan Reexamination called for the Village to prepare a Historic Plan Element and investigate the creation of a Historic Preservation Commission. In 2002, the Trustees of the Village of South Orange followed through on the recommendations of the Master Plan, creating a special committee to study the creation of a Historic Preservation Commission in the Village. This Committee presented the Village with a report in July of 2003, outlining four major points based on discussions with South Orange residents, the two major historic preservation groups in the Village, and experts from other municipalities. The Committee's report outlines four basic recommendations.

Recommendation 1

The first is the creation of a Historic Preservation Plan Element for South Orange. The New Jersey MLUL requires that all historic sites and historic districts in local zoning ordinances be based on identifications found in a Historic Preservation Plan Element. Therefore, to have a historic preservation ordinance, South Orange must also have prepared and approved a Historic Plan Element as part of the Village's Master Plan. The preparation of a Historic Plan Element would need to meet the following three criteria:

1. Indicate the location and significance of historic sites and districts
2. Identify the standards used to assess the worthiness for historic site or districts identification
3. Analyze the impact of components of the Historic Plan Element on preservation in the Village

Without a doubt, to create the vigorous and active historic preservation commission recommended by the 2003 Committee report, South Orange will need to proceed with a substantive review of the historic value of all

properties in South Orange, a definitive review of all Village historic resources. The second and third requirements for a Historic Plan Element are less involved. Many local historic commissions tend to use slightly modified forms of the national register criteria as the local standards for assessing the worthiness of historic sites and districts. South Orange should do the same.

Recommendation 2

The Committee's second recommendation was the creation of a Historic Preservation Commission. As explained above, this step can only be taken once a Historic Preservation Element has been created. Under the MLUL, the Historic Preservation Commission is charged with six basic tasks.

1. Preparing a survey of historic sites of the municipality pursuant to the criteria identified in the survey report.
2. Making recommendation to the Planning Board on the Historic Preservation plan element of the Master Plan and on the implications for preservation of historic sites of any other Master Plan Elements.
3. Advising the Planning Board on the inclusion of historic sites in the recommended capital improvements program.
4. Advising the Planning Board and Board of Adjustment on applications for development.
5. Providing written reports on application of zoning ordinance provisions concerning historic preservation.
6. Carrying out other advisory, educational, and informational functions to promote historic preservation in the Village.

Recommendation 3

The third committee recommendation was the crafting and adoption of the Historic Preservation Ordinance. The ordinance would work as an overlay to the existing zoning and would apply only to properties individually designated or within districts. Under the MLUL, communities can choose to create strong or weak historic preservation ordinances. In weak ordinances, the Historic Commission would act only as an advisory committee, providing commentary to the Planning or Zoning Board. Strong ordinances allow the Historic Preservation Commission to review development projects within the zoning overlay and make binding decisions regarding the issuance or denial of municipal permits. Based on surveys and other public involvement, the Committee recommended that South Orange adopt a strong ordinance, giving the Historic Preservation Commission binding regulatory power.

Under the strong ordinance, residents would be required to go before the Historic Preservation Commission for approval for exterior modifications/changes/alterations *visible from the street*. Yet, this approval would/should be tempered by a clear differentiation between *minor* or *major* applications. Minor applications (i.e. roof repairs and replacements, window replacements, awning installations, minor air conditioning and heating modifications visible from the street and paving) would require a "Permit for Minor Work" issued by the Commission Chair without public hearing. Major applications (i.e. new construction, major exterior alterations, demolitions and relocations) would require a public hearing and a "Certificate of Appropriateness" by a vote of the Commission.

The Committee also recommended three other basic historic regulations. Cell towers should be prohibited in Historic Districts. If a historic building or site is approved for demolition, appropriate documentation should be provided for Village archives. Work should be delayed if an archeological find is made.

Current and Potential Historic Resources in South Orange

Recommendation 4

The final major recommendation of the Committee is that the Village prepare a thorough survey of local historic districts and properties. As explained previously, this survey would likely be a required part of any Historic Plan Element prepared by the Village. The committee recommended that the Plan identify/designate historic districts and properties which are *already designated* on the State and National Register of Historic Places. As shown on the Current Historic Resources map, South Orange is already home to one designated Historic District (Montrose Park) and six other sites, including the Railroad Station, the Fire Department at First and Sloan Avenues, and the Old Stone House. The New Jersey State Register of Historic Places already recognizes an additional five sites, including the Prospect Street Historic District. Two of these sites, the Chapel of the Immaculate Conception and Temple Sharey Tefilo Israel, have received a Certification of Eligibility, a prerequisite for funding from the New Jersey Historic Trust and some County preservation programs. Together, these twelve sites should form the basis of properties to be initially regulated by the Historic Commission.

Beyond those sites already recognized by the New Jersey State Register of Historic Places, the 1986 Essex County Cultural Resources Survey provides a listing of other historic resources with potential for designation under State and Federal criteria. While not inclusive of all current potential sites, the 1986 Study does form a solid basis for future historic districts and sites in South Orange until a more comprehensive and current survey can be conducted. In total, the 1986 Study identifies five additional historic districts for designation and twenty-four sites for designation. These twenty-nine total sites are listed below and can also be seen on the Potential Historic Sites map. These districts and sites were identified through basic archival research and a “windshield” survey of the Village.

The 1986 Study was of the “windshield variety,” thereby leaving off other potential districts. Therefore, the Committee recommended that any new study by the Village also look at the Tuxedo Park District and the area south of South Orange Avenue (S. Kingman Rd., S. Stanley Rd, Sinclair Terrace). The committee also recommended that the Village investigate whether particular objects, landscapes or vistas should be considered historic sites. In particular, one could imagine the hallmark gas lamps of the Village as possible for designation.

Potential Historic Districts:
Hillside Place District
Meeker Street District
North Ridgewood Road District
Riggs Place District
South Ridgewood Road District
Tuxedo Park

Potential Historic Sites	
356 Clark Street	102 So. Orange Avenue
330 Cumberland Road	119 So. Orange Avenue
339 Cumberland Road	120 So. Orange Avenue
7 East Clark Street	150 So. Orange Avenue
407 Irvington Avenue	497 So. Orange Avenue
5 Mead Street	So. Orange Avenue & Ridgewood
6 So. Kingman Road	279 Tillou Road
Seton Hall Univ.	348 West End Road
14 So. Orange Avenue	355 West End Road
18 So. Orange Avenue	444 West So. Orange Ave
19-21 So. Orange Avenue	370 Wyoming Avenue
88 So. Orange Avenue	386 Wyoming Avenue

Additionally, the 1986 study is also out of date. The general guideline for potential listing on the National Register is that a set amount of time must have passed so that all sites can be properly evaluated. This “passage of time” rule is generally interpreted to be 50 years. Clearly, since 1986, many more South Orange properties fall into the “over 50” category, making their consideration for designation appropriate. The 2000 Census lends credence to this argument, as more than 65% of South Orange housing units were built before 1950 and more than 81% were built before 1960, creating a substantial number of possible residential historic districts in South Orange.

Certified Local Government

The 2003 Committee report also recommend that the Village investigate the designation of a future South Orange Historic Preservation Commission as a “Certified Local Government” (CLG). Receiving CLG status would come with a mix of more stringent requirements for historic preservation in South Orange and potentially increased funding for preservation activities within the Village. To receive CLG status, the South Orange Commission would need, to at a minimum, develop an ordinance that conforms to both the MLUL and the New Jersey Certified Local Government guidelines. These guidelines include requirements such as:

- Surveys for historic properties must utilize the State Historic Preservation Office’s (SHPO) “Guidelines for Architectural Surveys and Survey System or an SHOP approved alternate.
- Surveys for historic properties should be an intensive field survey, in consultation with the SHOP. “Windshield” or “reconnaissance-level” surveys are not adequate.
- The Commission shall obtain professional expertise before rendering a decision, be it on a development application, national register nomination, or other similar matters.
- The Commission should ensure that all Commission members attend either a conference or training workshop on historic preservation issues annually.

Yet, with these more stringent requirements, the CLG program would offer funding for preservation within South Orange. This funding includes the Historic Preservation Fund, a 60% federal/40% local matching grant reserved exclusively for historic resource surveys, preservation planning and predevelopment projects undertaken by Certified Local Governments. Annually, the State awards \$50,000 to \$60,000 in grants. The funding that comes with the CLG program would potentially allow South Orange to fund other historic preservation activities, such as historic tourism marketing and the creation of design standards. Therefore, the Village should strongly consider ensuring that the historic preservation structure developed in South Orange be CLG certified.

Historic Preservation and Neighborhood Issues

Based on information gathered as part of the survey that accompanies this plan, other neighborhood related issues were uncovered. These issues generally relate to the preservation of existing residential neighborhoods in general and the character of these neighborhoods. In particular, much concern was raised regarding the potential for additional subdivision, infill development, and demolition that would fundamentally alter the feel of many South Orange neighborhoods. For a community whose pride is solidly rooted in the attractiveness and character of its residential neighborhoods, these are fundamental questions, particularly as the Village's redevelopment efforts combined with its TOD potential encourage new development.

To that end, respondents of the survey expressed strong support for zoning regulations that would restrict potential future development in residential neighborhoods. 46% indicated that they would be "strongly supportive" of such efforts, another 29% indicated that they would be "supportive." Only 7% indicated that they would be "unsupportive" of such efforts. Specifically, residents express concern over "tear downs" and the construction of out of character newer homes. To address these problems, the survey gauged the desire for design standards in South Orange. Respondents of the survey expressed relatively strong support for specific design guidelines for exterior changes to homes. Fifty-four percent (54%) of respondents indicated that they would be "strongly supportive" (21%) or "supportive" (33%) of such efforts, while 24% would be unsupportive.

Design Standards

Design standards remain the best and most consistent method for monitoring and regulating the character of a community. In particular, the adoption of a strong Historic Preservation Ordinance by South Orange would allow for the establishment of design standards to regulate construction in designated historic districts. Design standards provide an objective, uniform and consistent foundation for making decisions on the alterations, new construction or demolition affecting historic properties or districts. Design standards should be formulated based on the historic and architectural character of the designated historic properties. The goal of design guidelines is to ensure the appropriate treatment of or sensitive alteration of historic properties. Design guidelines also ensure both the

retention of historically/architecturally significant properties and the compatibility of new construction in historic districts. Such guidelines seem tailor-made for the issues afflicting many South Orange neighborhoods.

When considering the creation of design standards for South Orange, two key issues must be considered. The first is that design standards for historic districts are best created individually for each district, with specific guidelines focusing on the unique characteristics of each district. Secondly, the Village as a whole must address how design guidelines should view new construction. Currently there are two basic views in the preservation community on how to integrate new construction into historic districts. The traditional viewpoint is to demand new construction with an "historic" appearance. Often this is addressed through standards that require all alterations and construction to be based on comparable features already found in the district. The more modern viewpoint is to ensure that the new construction is consistent with the historic context (i.e. massing, size) without requiring the construction of a modern "historic" copy.

While the above discussion focuses on the appropriateness and ability of rigorous historic preservation to address local concerns in residential neighborhoods, it should also be noted that historic preservation generally and historic designs standards specifically can be useful in improving commercial districts as well. Designation of a property as historic makes income-producing property (typically commercial) eligible for the Federal Historic Preservation Tax Credit. Once designated, design standards appropriate for commercial districts can also be implemented.

Recommendation

Based on the above information this plan recommends the following:

Short Term

- Commission a detailed study on all possible historic sites and features in South Orange and update the Historic Preservation Element for the Master Plan reflecting the findings of this study
- Create a Historic Preservation Commission and Ordinance with the power to actively regulate development in designated historic districts
- Develop design standards for the Montrose Park Historic District and other properties designated under a South Orange Historic Preservation Ordinance

Medium Term

- Consider application to the Certified Local Governments Program to increase local funding for historic preservation

Long Term

- Produce updated surveys of historic sites in South Orange as necessary and update the Historic Preservation Element for the Master Plan as necessary
- Use the creation of local historic districts to fuel greater historic tourism in South Orange
- Develop design standards as the Village desires for all designated historic sites and districts

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Urban Design

Good design is a critical part of fostering pride in ones community. As explained earlier, South Orange residents clearly expressed views on the character and design of the Village's residential and commercial districts. In the survey, 94% of respondents rated the character of the Village's residential neighborhoods as a positive asset. Conversely, survey respondents consistently held negative views of the appearance of storefronts in all three South Orange business districts (Valley Street, Irvington Avenue, and the Central Business District). Survey respondents also held negative views of the streetscape amenities (i.e. lighting, sidewalks, benches) in both the Valley Street and Irvington Avenue business district.

The strong clear views elucidated in the survey and in public input sessions made clear the desire of South Orange residents to proactively regulate and influence design in the Village, feeling that good design is a critical component of creating the type of community South Orange residents desire. The design standards in this section are intended to reinforce the physical, visual and spatial characteristics desired by South Orange residents. The guiding principle of these standards is the belief that any development that occurs in the Village should be considered in the context of the overall area. These are intended to set a standard of design desired by the community that should be considered in the creation of all subsequent district-specific design standards.

This section breaks down three subsets of design standards that could be developed for South Orange (1) general standards that should apply throughout the Village (2) more specific standards that should be applied in each commercial districts, (3) and some comments regarding design standards for residential districts. The final subsection addresses the importance of enforcement and education in the adoption of design standards.

General Design Standards

These general design standards have been applied in some of the Village's redevelopment areas. These standards could apply generally to all areas of South Orange, residential and commercial.

Architecture

- New buildings shall be oriented to the front and relate to public streets, both functionally and visual. The primary orientation of a building shall not be towards a parking lot.
- New buildings shall relate to existing buildings and other structures in the vicinity that have a visual relationship to the proposed site. Any new development shall attempt to achieve appropriate scale in relation to neighboring structures. Balance shall be achieved so that the new development will not overwhelm or be dwarfed by neighboring buildings.

- Any new development plan shall not openly conflict with the dominant design features of its physical context. Continuity can be achieved through consideration of elements of facade composition (such as fenestration, cornice or soffit line, floor to floor elevation, etc.) through the use of related materials, by maintaining roof pitch, by continuing a line of street trees, decorative lampposts and so forth.
- Building facades shall be consistent with the size, scale and setbacks of adjacent buildings and with those where there is a visual relationship.
- Fire escapes shall not be permitted on a building's front facade.
- The type, shape, pitch, texture and color of a roof shall be architecturally compatible with the building style, material, colors and details. Roof forms should be similar to those predominantly found on adjacent buildings. Modern rooftop elements (e.g. HVAC, skylights, antennas) shall be screened from the public right-of-way.
- Multiple buildings on a single property shall be designed so as to be architecturally compatible with one another, utilizing common color schemes and materials.
- Buildings shall be designed so as to prevent exterior elevations from containing large expanses of blank or featureless walls.
- New construction should respect the existing street pattern and reinforce it where possible and appropriate.
- Chain link fencing shall be strongly discouraged.

Sidewalks/ Crosswalks

- Internal pedestrian circulation shall be separated from automobile circulation through the use of sidewalks and crosswalks.
- Intersections shall contain crosswalks and handicapped accessible ramps.
- Crosswalks will serve as an extension of the sidewalk, and therefore shall be differentiated from roadways through the use of different textures, material and colors such as brick or decorative pavers.
- Other standards should be considered, including regulations for sidewalk width, color, and materials.

Lighting:

- Streetlights shall be placed throughout the Village, particularly along major pedestrian routes.

- All street lighting should be pedestrian scale and residential in nature.
- Other standards should be considered, including regulations for height, style, and fixture.

Commercial Districts Design Standards

The following design standard categories represent a fraction of the more detailed standards that South Orange could apply in each of its commercial districts (the Central Business District, Valley Street, and Irvington Avenue). Ideally, while some standards would be common among all three districts, the specific design standards for each district would attempt to distinguish one from another. Sketches to illustrate the standards would accompany such guidelines.

Facade

Facade standards should focus on the composition of the building as viewed from the street. Such standards often address on how the architecture fits together (i.e. windows, walls, doors) and how the building fits with its neighbors. Such standards can also address preservation of historic features if desired.

Storefronts and Street Level Facades

While storefront standards focus on the interrelationship of the building architectural features, they also address how the building should look at the street level/pedestrian realm.

Entrances

Entrance standards focus on the look of doorways from the street/pedestrian realm.

Materials

Material standards focus on what construction material are allowed in the district and help establish a uniform look.

Color

Color standards focus on what paint colors are allowed in the district and help establish a uniform look.

Windows

Window standards focus on the look of windows throughout the district. Window standards also sometimes address the window coverings.

Lighting

Lighting standards focus on height, style, fixture types, bulb types, positioning, and spacing of lights.

Awnings

Awning standards focus exclusively on the type, materials, and placement of awnings.

Displays

Display standards regulate the merchandise and window displays of a commercial district.

Landscaping

Landscaping standards range from the more general to the more specific, regulating everything from the placement and size of plants to the species allowed.

Signage

Signage standards regulate, among other things, the type, location, and size of signage.

Residential Design Standards

While South Orange residents responded positively to the current state of the Village's residential neighborhoods, residents are also supportive of design standards in residential areas. Due to the concurrent drive to increase historic preservation in South Orange, it is recommended that any additional design standards beyond those described in the General Design Standards section above be incorporated into the Village's historic preservation efforts, as discussed in the Historic Preservation section of this document.

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Business Districts

In any thriving community, both residential neighborhoods and business districts play a key role in the success of the municipality. Without both neighborhoods and business districts operating fruitfully, any community will be incomplete. Village residents recognize the importance of vital business districts to the future of a strong and successful South Orange. To that end, when surveyed, respondents gave clear messages in support of a variety of actions to improve the Village's three business districts. Ninety percent of respondents (90%) were "strongly supportive" (52%) or "supportive" (38%) of specific design guidelines regarding the character and appearance of buildings in business areas. As discussed previously, the Village can and should explore the creation of specific design guidelines to regulate and guide the visual development of business districts. Eighty-three percent (83%) of respondents were "strongly supportive" (51%) or "supportive" (32%) of the creation and/or improvement of public spaces (pocket parks, public plazas, etc.). Seventy-nine percent (79%) of respondents were "strongly supportive" (48%) or "supportive" (31%) of publicly funded programs to help local businesses maintain, rehabilitate and improve the appearance of their places of business. With these solutions in mind, this section breaks down the specific condition of the Village's three business districts: the Central Business District, Valley Street, and Irvington Avenue. Following the description of the business districts, this section ends with the possible paths to improvement for the Village's business districts.

Central Business District

Local Opinions

The appearance and vitality of the Central Business District sets a tone for residents and visitors of South Orange. Home to Village Hall, SOPAC, and the South Orange Train Station, the Central Business District is the social, governmental and transportation hub for its residents. In recent years, the Village has used redevelopment to attempt to improve the quality of this important resource. Yet, many residents are highly critical of the appearance and quality of the district. Seventy percent (70%) of the survey respondents identified the character/appearance of the Central Business District as a "weakness" (34%) or a "strongly negative weakness" (36%). Such negative opinions, particularly in light of the progress made through redevelopment, indicated that the Central Business District has still more progress to make before taping what residents believe to be its full potential. Underscoring the critical link between quality of life and the state of the Central Business District, of those indicating in the survey that the quality of life in the Village has declined over the last few years, the most frequent reasons cited related to the Central Business District including the pace of redevelopment, the availability of parking, vacant stores, appearance of sites awaiting redevelopment, desire for a grocery store, etc.

More specifically, residents remain concerned both about the appearance and offerings available in the Central Business District. The appearance of storefronts in the Central Business District is a major concern. 71% of the survey respondents considered the appearance of storefronts in the Central Business District to be "average" or "poor," with 20% considering storefront appearance to be "very poor". As discussed previously, the poor appearance of storefronts in the Central Business District leads residents to support design standards and programs to improve the quality of storefronts. The availability of stores selling retail goods, however, appears to be the most significant issue in downtown. 76% of survey respondents identified the selection of stores downtown as "poor" or "very poor." Another 21% of respondents rated the availability of retail stores as only "average/fair." In response to another survey question, 70% identified "access to and variety of retail stores in the Village's commercial areas" as a "weakness" (37%) or a "strongly negative weakness" (33%) of the Village. Similar comments were expressed at the visioning sessions. The desire for a quality food store in the downtown, in particular, was expressed in the survey and the visioning sessions. Participants indicated that South Orange lacks "destination shopping" and that downtown South Orange "should be like Maplewood, Westfield, and downtowns in other similar communities." It was suggested that the Village should seek to bring to in "small name retailers" such as Children's Place, Gap, etc. It was expressed that South Orange should "learn from past studies and mistakes" in order to understand why such retailers have not come to South Orange.

Yet, the condition of its storefronts and its offering of shops and services were not seen as the only issues holding back the success of the Central Business District. At the visioning session it was expressed that the width of South Orange Avenue and the amount of traffic (which due partially to the fact that South Orange Avenue is a "regional cutthrough") may hinder the full realization of the downtown area as a "quaint downtown" that is envisioned.

With these concerns in mind, survey respondents and vision session attendees provided a number of specific suggestions to improve the Central Business District. Key to improving any business district is providing the services and atmosphere likely to attract more patrons to the area. For the Central Business District, four changes to the area stood out as offering a very high likelihood of attracting additional patrons. Almost 80% of respondents felt that different types of businesses in the area would "very likely" convince them to go downtown, another 19% indicated that they would be "somewhat likely" to go downtown if there were different types of stores there. More than 50% felt that improved storefront appearance, more restaurants, and more evening activities would draw them in. Safety improvements through better lighting and more police patrols would also seemingly increase the number of people visiting the area.

When asked to identify the types of businesses that should be encouraged in the Central Business District, respondents expressed overwhelming support for an increase in upscale retail shops (85% indicated that they would encourage or strongly encourage such stores, only 3% expressed a negative opinion). Strong support was also expressed regarding the provision of other types of retail stores, additional restaurants as well as arts and entertainment uses. While respondents supported the addition of medical and office space, neither gained the broad support of retail and entertainment uses, indicating that residents want a downtown district that offers more shopping to serve the needs of commuters and residents, rather than an office district. This notion fits in well with the free response comments of the survey, which express the desire for more shopping options in downtown. Residents clearly want to see more retail, restaurant and entertainment options in downtown South Orange. Yet, with increased traffic, more must be done to relieve congestion in the area and provide parking options for residents and commuters.



Streetscape Improvements in the CBD



South Orange Train Station Redevelopment

Existing Conditions

As explained in the Planning Context and History section of this document, over the past decade the Village has carried forward a series of improvements throughout the Village core. These actions by the Village have included visioning sessions, public outreach and separate redevelopment plans for Church Street, the Central Business District, and the South Orange Train Station. The outcome of the visioning and planning have included notable progress such as the development of the South Orange Train Station (the first visible sign of the downtown's rebirth), the construction of the South Orange Performing Arts Center, and the completed streetscape improvements. All of these improvements have assisted in creating a CBD that is more than lively and inviting than previously, reinforcing the marketing efforts and redevelopment activities in the Redevelopment Area.

Valley Street

Existing Conditions and Opinions

Located along the major north-south road extending southward from South Orange Avenue, the Valley Street Business District is the second major business district in the Village, paralleling both the Rahway River and the NJ Transit train line. While the northern portion of Valley Street near South Orange Avenue is clearly more connected to the Central Business District than the Valley Street District, much of the rest of the business district remains more suburban in flavor, featuring larger scale commercial development. Yet, because of its location, this corridor holds tremendous potential for both itself and for its ability to link southern portions of the Village with the Central Business District.



Streetscape along Valley Street



Valley Street

As with the Central Business District, the appearance and character of the Valley Street Business District is not ranked high. Seventy-one percent (71%) of the survey respondents identified the character/appearance of the Valley Street business area as a Village “weakness” (35%) or “strongly negative weakness” (36%). The Valley Street business area was generally rated “average” or “poor” for most factors in the survey. The worst aspects of the area identified in the survey are the appearance of the storefronts, lack of retail stores, and the availability of restaurants. Due to those factors, participants of the visioning sessions generally characterized the Valley Street corridor as a “hodge-podge” with no defined character and no clear purpose other than as a location for stores. Nothing about the district is distinctly South Orange. While retail offerings, appearance and character all impair the success of the Valley Street Business District, in the survey traffic flow generally ranked as average or fair and was not identified as an important issue. Parking, on the other hand, rated average or worse by more than 60% of survey takers.

When residents were asked in the survey to rate which factors would likely increase their patronage of the Valley Street business area, responses centered on the same four aspects as for the Central Business District: more retail, more restaurants, more arts and entertainment, and improved storefront appearance. However, unlike the responses for downtown South Orange, greater overall support exists for other options, including slightly greater emphasis on improved safety and overall appearance of the corridor. This is likely due to the recent efforts of South Orange to improve the streetscape in the Central Business District. To date, no such improvements have been made to Valley Street. Responses to the survey suggest positive opinions of adding most types of businesses to the Valley Street corridor. Clearly restaurants, general retail, upscale retail, arts and entertainment, and mixed-use development would all generally be viewed as positive additions to the area. Participants of the visioning session indicated a desire to have retailers come to Valley Street as well. The area was generally seen as an area where the Village could benefit from tax ratables.

Results of the survey and input from the visioning session also indicate that use such as offices for accountants, doctors, lawyers and small professional offices would generally be viewed as appropriate along Valley Street. Gas stations and auto service uses, however, received generally negative or indifferent responses in the survey. As any number of comments on the surveys showed, South Orange residents desperately want more quality shopping and entertainment options in the Village. Yet, unlike the Central Business District where people clearly demand more retail and restaurants first and foremost, residents seemed to be generally more receptive to other businesses in the Valley Street area. There was also slightly greater emphasis on streetscape and safety improvements. Attendees of the visioning sessions generally agreed that they saw Valley Street as a retail corridor currently and in the future, but that Valley Street was in need of improvement in terms of appearance and the types of commercial uses offered. It was generally agreed that uses such as fast-food restaurants, banks, convenience stores and other such retail uses would be appropriate and desirable in the area. However, there was a strong emphasis that any such uses should be appropriate in scale and designed appropriately and attractively (e.g., building up along sidewalk, façade and signage, parking in rear, drive-through facilities screened, bicycle and pedestrian friendly design, etc.). Clearly, the vision of Valley Street is similar but different from the Central Business District. Where residents demand density, retail, and restaurants in the Central Business District, Valley Street calls for a lower scale development with more variety in commercial offerings combined with an improved appearance.

Future Plans

In recent years, the Village has undertaken some improvements for the area. Between downtown South Orange and the intersection of Valley Street and Fifth Street, streetscape improvements, including brick pavers and gaslights, have improved the appearance and walkability of the area. Yet, even with these improvements, the

hodge-podge of uses and lack of coherent design hold back the area from its true potential as a secondary business district for the Village. To improve the Valley Street business district, the Village is currently considering a number of solutions, including redevelopment and rehabilitation.

Irvington Avenue

Existing Conditions and Opinions

Located along a major east-west road connecting South Orange with Newark, Irvington Avenue is different from either the Central Business District or Valley Street in two key ways. First, while the CBD and Valley Street are both quite large, with much commercial space covering the bulk of both districts, Irvington Avenue's commercial uses are spread along the street and broken up, with only a clear node at the intersection with Ward Place. Secondly, while the first two business districts are clearly for all of South Orange's residents combined with people in neighboring municipalities, Irvington Avenue is directly tied to Seton Hall and the two entities should be considered jointly. Seventy-two percent (72%) of the survey respondents identified the character/appearance of the Irvington Avenue business area as a "weakness" (37%) or a "strongly negative weakness" (35%) of the Village, leaving little doubt about public opinion concerning the current state of the business district.

Yet, while the Central Business District and the Valley Street business area clearly generate strong opinions about its current condition and future improvements, such is generally not the case for the Irvington Avenue business area, where generally more than 25% of the respondents had no opinion on the area. Once again, this lack of opinion is likely tied to the connection between Irvington Avenue and Seton Hall, and few, if any, students participated in the public survey. Participants of the visioning session indicated that the Irvington Avenue business area does not have a "sense of place." "It's a neighborhood type business zone, but hasn't taken off." "While there some good stores and a couple of restaurants, nobody knows them or knows where they are." Some attendees had "never been there." Others indicated that the problem is that the area is "haphazard" in that "the mixture of uses (commercial, residential, auto-related uses, etc.) doesn't make sense." Others indicated that facade restorations are unattractive or inappropriate on most buildings. Much like Valley Street, the Irvington Avenue business area also did not receive high marks on its current condition in the survey. The areas receiving the lowest marks are the appearance of storefronts, availability of restaurants and the availability of retail.

While most of the factors regarding the area were rated as "average" or "poor," some positives do stand out. The availability of parking stands out as particularly good, with 67% indicating parking as "average" or better. Maintenance and litter removal, as well as traffic flow, were perceived by most to be "average" or better.

Similar to the other business areas, most respondents to the survey want to see more stores and restaurants. A significant number of people also want to see improvements to the appearance of storefronts, safety, and overall appearance of the Irvington Avenue area. Some attendees of the visioning session expressed a concern that there is nothing for the college kids in the area (e.g., fast food places, laundry, etc) and that the future development of Irvington Avenue be geared toward Seton Hall students. While no particular retail types were seen as “must haves,” positive opinions were expressed in the survey towards adding most types of businesses to the Irvington Avenue corridor. Only gas stations and auto service uses received generally negative or indifferent responses, consistent with comments at the visioning sessions. Restaurants, general retail, upscale retail, arts and entertainment, and mixed-use development were all viewed as positive possible additions to the area.

A visit to the Irvington Avenue Corridor explains much about the indifference of many locals to the corridor. In recent years the Village has invested in the area, completing a streetscape project that included gaslamps, crosswalks, pavers, benches, and a small park. Yet, even with these improvements, the corridor remains a mix of stores and styles, with few common threads, over-arching designs, or strong connection to the surrounding neighborhoods. The lack of cohesiveness evident throughout the area can be partially explained by the mix of zoning along the corridor. Three different zone districts, (RC-1, R-Townhouse, and B-2 Business) divide the area, with only the stretch between Fairview and Ward zoned for business uses.



Riggs Place and Irvington Avenue



Building under renovation at W. Fairview and Irvington

Not surprisingly, the division of zones throughout the area mirrors the mix of commercial and residential uses that dot the corridor. Between the intersection with South Orange Avenue and the intersection with Cottage Street, Irvington Avenue is mostly a mix of converted residences uses now for professional offices, with some institutional uses also in the area. While this stretch of Irvington is certainly a business district, its location ties it more closely with the Central Business District rather than a separate Irvington Avenue district. Further east on Irvington Avenue,

between Cottage Street and Riggs Place, most uses are single and multi-family residential. The intersection of Riggs Place and Irvington Avenue marks the western gateway to the Irvington Avenue Business District, with a smattering of corner commercial buildings in an area zoned for townhomes. Between Riggs Place and Fairview Avenue, Irvington Avenue is mostly multi-family residential units, with a few single-family units mixed in. Between the intersections of Fairview/Irvington and College/Irvington lies the heart of the Irvington Avenue business district. Most of the structures in this area are street facing commercial buildings, with few gaps in the streetface between Fairview and Ward Place. Not surprisingly this stretch of Irvington Avenue is located in the B-2 zone. East of Ward Place, the commercial strip devolves into a mix of auto-centric uses and non-street facing buildings. Particularly noteworthy of the area's problems are the new residential construction and a carwash.

Combined, the above lays out a clear set of problems that face Irvington Avenue: general indifference by residents, a lack of unified vision for the district, lack of a unified zoning for the district; and slow deterioration of the pedestrian oriented business district. One final aspect of the district must be explored to fully understand the Irvington Avenue, Seton Hall University.

Seton Hall Capital Facilities Master Plan

As is the case often with institutional uses, they can be both a blessing and a burden to the municipalities and neighborhoods they inhabit. Large institutions are often internally focused, most concerned with meeting the needs of the institution itself, supporting the mission of the surrounding community only when both align. Yet, planning for neighborhoods influenced by institutional uses need not be an exercise in futility. In South Orange, it is impossible to consider the Irvington Avenue business district without also discussing Seton Hall University and its long range planning efforts. In recent years, Seton Hall has developed two relevant plans. The first is the Capital Facilities Master Plan and the second is the Sesquicentennial Strategic Plan.

The Capital Facilities Master Plan lays out the proposed real future development expected on the Seton Hall campus in the near-term (the next 5 to 10 years). The most recent Seton Hall Facilities Master Plan lays out four construction projects on the campus. The first and largest in size is the demolition of the existing Duffy Hall, which currently houses a variety of University offices. In its place, a new three story addition will be constructed, with a total square footage of 74,322. The second major upgrade will be a one story, 51,893 square foot addition into Bishop Dougherty University Center. The third major upgrade will include an addition onto McNulty Hall. The four story 23,009 square foot addition will house a science and technology center. Finally, the Capital Facilities Master Plan proposes a one story, 5,622 square foot addition onto Stafford Hall. Combined, these upgrades will help Seton Hall increase the quality of student services and handle additional students.

At this time, the Sesquicentennial Strategic Plan is still being completed. The Plan has identified 220 strategic issues facing the University and also identified a number of general goals for the Plan. While many of the goals and issues relate directly to classes, faculty and students, some of the goals and issues will likely influence South Orange. Two large goals in the Strategic Plan Agenda contained important sub points:

- Building a distinctive undergraduate experience
 - Increasing undergraduate freshmen enrollment from 4,500 to 5,500
 - Increasing off-campus housing
- Fostering a strong community where all can flourish
 - Reach out to South Orange
 - Explore opportunities to unite neighborhood facilities that could positively expand the campus in both traditional and non-traditional ways

Clearly these four sub-points drastically impact South Orange generally and Irvington Avenue specifically. Increasing both off-campus housing and undergraduate enrollment will increase the number of students living in South Orange. Where the University looks to expand for off-campus housing will impact surrounding neighborhoods and commercial districts. Additionally, the University's stated willingness to reach out to South Orange and the openness to considering non-traditional expansions of the campus offer the Village tremendous opportunities to join with Seton Hall in improving the Irvington Avenue business district through an expansion of the University.

Recommendations for Irvington Avenue Business District

Taking all of the above into account, a clearer vision of Irvington Avenue emerges. Our recommendation is to unify the zoning in the area to create a University linked business district with a mix of office and retail uses that both support and are supported by the University, while establishing a character of its own. First and foremost, the boundaries of this new business district should be defined. From an analysis of land use, current buildings, and site visits, it is our opinion that the district extends from Riggs Place on the west to College Avenue on the east, with the bulk of current commercial activity located between Fairview Avenue and Ward Place. We are proposing expanding the boundaries of the B-2 district to encompass the area described. With the boundaries established, the next step is to establish a vision for the development of the corridor and a method for implementing the vision. As the B-2 zone's bulk requirements do not currently accomplish all of the intended development standards proposed, the B-2 zoning district in this area could later be re-designated with a more specific "University" Business or other type of designation or incorporated into a Special Improvement District as described later in this chapter.

Unification and Identity of Irvington Avenue Corridor

- Link with Seton Hall as “University” business district
 - Center area on the intersection of Ward Place and Irvington Avenue
 - Promote signage bike/ped routes to link the campus to the corridor
 - Promote a mix of office and retail with upper floor housing
 - Promote uses designed to meet University student needs
- Consolidate the corridor under one zoning designation that incorporates the following basic principals (Riggs Place to College Avenue)
 - Street facing buildings (no blank faces on Irvington Avenue)
 - Minimum Front Yard Setbacks (0 feet or sidewalk line)
 - Maximum height of 3-4 stories (possible incentives for housing)
 - Mix of uses: commercial, retail, office, multi-family residential
 - Bike and ped oriented
 - Adequate parking in rear yard areas, subsurface or elsewhere (no front yard parking on Irvington Avenue)
 - Buffering from surrounding single-family residential areas
- Keep options open, consider rehabilitation or redevelopment to ensure the long-term growth of the area

University and Municipal Cooperative Development

A key part of a successful transition of the Irvington Avenue corridor to the college oriented mixed use district envisioned above is a partnership between Seton Hall University and the Village of South Orange. While there are many ways for the University and Village to work together, including maintaining an open dialogue regarding planning, one of the most beneficial can be joint-development projects. Such a project was recently completed in New Brunswick, NJ, with the City, DEVCO (New Brunswick’s non-profit development company), and Rutgers University partnering to complete a new mixed-use facility in the heart of downtown New Brunswick. The recently completed Rockoff Hall includes 186 apartment suites for Rutgers students, an 815 space parking garage, a new University operated downtown gym, and street level retail including 7-11 Port, City Java, and Coldstone Creamery. The new project has added approximately 670 student residents into downtown New Brunswick in addition to more parking and retail options. Under the “town-gown” partnership, Rockoff Hall was built and is owned by DEVCO, with DEVCO renting the retail space. DEVCO (in conjunction with the New Brunswick Parking Authority) is also responsible for maintaining the parking facilities. The University’s role in the Rockoff Hall project is to be the building’s main tenant and through a Limited Minimum Revenue Grantee use student-housing payments to fund the bonds for the construction of the residential component of the project.

This relationship did not materialize overnight. Rutgers and the City of New Brunswick have slowly been increasing their partnership over the past two decades, with major strides made since 1990. These strides have included the construction of University Center (student housing, retail and parking), a 160,000 unit facility to house the Mason Gross School of the Arts and the Edward J. Bloustein School of Planning and Public Policy, a new Public Safety Building, and the recently completed Heldrich Center (offices, residences, retail and a hotel). Collectively, these projects have shown that the combined forces of the City and the University can carry forward major components of downtown New Brunswick's revitalization. In the coming years, a similar partnership between South Orange and Seton Hall can have similar positive impacts on the University, the Village, and Irvington Avenue.

Other Possible Solutions

There are a variety of potential solutions to address community concerns over the current condition and offerings of the Village's three commercial districts. Patronage of business districts is directly tied to the appearance (and, by association, quality) of the commercial offerings. By increasing the visual quality of the South Orange business districts, more residents throughout the region will consider patronizing them, and the market itself will drive the addition of more varied stores and restaurants. South Orange residents desired improvement of the appearance of all three Village districts. As discussed before, South Orange should strongly consider implementing design guidelines. General and specific guidelines as discussed in the previous section can be implemented in a variety of ways, including through redevelopment, rehabilitation, and historic district designation. Each of these options would undoubtedly help implement the type of guidelines demanded by Village residents, but all would have far less association with the businesses that populate the districts themselves. Therefore, additional options for implementing both design guidelines and other improvements to the Village's business districts exists: Special Improvement Districts.

Special Improvement Districts

One possible way of addressing the appearance of all three business districts is the creation of a Special Improvement District (SID). SIDs are public/private partnerships where property and business owners in the designated area elect to pay a special assessment levied on all businesses/properties in the district. The money generated through the assessment is then collected and used to cover the cost of various services and improvements throughout the district. A BID is created first under state law and then enacted by municipal ordinance. Then planning for and funds collected by the BID are managed either through a non-profit District Management Association or a municipal commission. Approval for the creation of a BID must start at the state level with the Department of Community Affairs. Those municipalities that do not have an existing SID receive priority.

District activities are funded primarily through two sources. The first is an assessment levied on each property within the SID to form the heart of the SID's budget. The assessment is collected by the municipality and then turned over the district management. The property assessment can be a function of value, square footage, or street frontage. The key to success in a SID is choosing an assessment amount and type that is supported by most business and property owners. Through grant applications, a SID can add additional revenue, however, this is a long and difficult process with stiff competition.

Such improvements are services typically demanded by private sector business owners that go above and beyond what the local government can reasonably provide. SIDs can be used to fund a wide array of services, including sanitation and graffiti removal. One often cited service is private security to patrol the business district. The three primary SID improvements ideal for South Orange would be façade/streetscape improvements, marketing, and special events. Façade and streetscape improvements can fund items such as annual bed planting, new street furniture, and a funding source to pay for façade rehabilitations. SID funds can also pay for marketing to promote district activities and events. Finally, the SID can fund special events such a Village wide celebrations designed to bring people into the district for special occasions.

While the creation and subsequent operation of a SID can provide many benefits, these benefits do not come without a cost. However, there are grants and loans available to defer some costs associated with SID creation and operation. The SID Challenge Grants provided by the Department of Community Affairs offer grants up to \$10,000 annually to support the technical and professional services needed to establish SIDs. This grant program is specifically targeted at business districts where a SID does not currently exist. Once established, a SID can also face other costs in carrying forward the plan and vision established for the district. The Department of Community Affairs administers the Special Improvement District Loan Fund. Through this fund, maximum loans of \$500,000 can be granted to any municipality with an established SID. Funds can be used to make improvements within the designated district, including the purchase and rehabilitation or property, the construction of parking and professional services related to effectuating improvement within the district.

Other Land Use and Zoning Issues

Preservation of Residential Neighborhoods

In the survey conducted with this report, concerns were raised over "out of character" new residential development in existing neighborhoods. In particular, residents are concerned over the increase in new residential construction in South Orange that does not match the scale or character of the surrounding neighborhoods. Therefore, many residents are acutely aware of the need for zoning changes to combat this problem. Yet, zoning changes are only one of many possible solutions to ensure the preservation of residential neighborhoods. In the previous historic preservation section and urban design section, it was emphasized that controlling the architectural style and massing of a home can be accomplished through the use of design standards, specifically historic preservation standards. The Village should fully explore the use of historic design standards and the establishment of historic districts to control the style and massing of new residential construction in South Orange. Improving the appearance of new construction can go a long way to addressing many common concerns about new construction.

Such standards would not address all concerns. When asked, respondents of the survey expressed strong support for zoning regulations that would restrict potential future development in residential neighborhoods. 46% indicated that they would be "strongly supportive" of such efforts, another 29% indicated that they would be "supportive." Only 7% indicated that they would be "unsupportive" of such efforts. Therefore, to preserve the character and style of South Orange's residential neighborhoods, this plan offers the following zone changes as options to combat the construction of "out of character" homes.

Lot Width

In response to public concerns about the changing character of the residential neighborhoods in South Orange, in June 2003 ordinances were adopted by the Board of Trustees to increase the minimum lot widths for properties in the primary residential zones. The minimum lot width required for the A-100 Residential zone was also increased from 100' to 175'; in the A-75 zone, minimum lot width increased from 75' to 140'; in the A-60 zone, the minimum lot width increased from 60' to 110'; and in the A-50 zone, from 50' to 90'.

The increase in the minimum lot width requirement sought to reduce the possible permitted subdivisions in the four primary residential zones. The two most important factors in suitability of a lot for potential subdivision are lot area and lot width. Thus, subdivisions, as of right, can potentially occur on lots that have twice the minimum required lot area and twice the minimum lot width.

The analysis below illustrates the oversized lots in each zone, comparing the number of potentially subdividable lots under the previous minimum lot width requirement and the number of potentially subdividable lots under the new lot width requirement.

Potential Subdivisions under new and old Minimum Lot Width requirements					
Zone	Minimum Lot Area (sq.ft)	Lots in zone	Over-sized lots (2 x minimum lot area)	Subdividable under old ordinance	Subdividable under new ordinance
A-100	10,000	1520	473	47+4*	3+1*
A-75	7,500	394	83	12+1*	0
A-60	6,000	950	166	17+5*	2+2*
A-50	5,000	834	114	22+3*	1+3*
			Total	98+13*	6+6*

*Institutional uses such as schools, hospitals, and religious uses.

These institutional uses often occur on large, oversized lots. Our analysis determined that although these uses are unlikely to change in the near future, these lots could be subdivided.

As seen in the table above, the majority of the oversized lots do not have adequate lot widths for potential subdivisions. The increase in the minimum lot width required in the residential zones has led to a substantial decrease in the number of lots that could be potential subdivisions under the old ordinance, supporting preservation of the character of the residential zones in South Orange. The total number of potential subdivisions (excluding institutional uses) in the four residential zones analyzed went down from 98 to 6, which is a 94% decrease.

Each of the residential zones had several existing lots that were non-conforming due to lot area and/or lot width. For example, under the prior zoning, in the A-100 zone there were 431 existing nonconforming lots due to lot width (28%). Likewise, in the A-75 zone there were 179 existing nonconforming lots due to lot width (45%), in the A-60 zone there were 319 existing nonconforming lots due to lot width (32%) and in the A-50 zone there were 193 existing nonconforming lots due to lot width (23%). The increase in the minimum lot width has created an increased number of nonconforming lots. In the A-100 zone, there are 1,385 nonconforming lots due to lot width (91%). Likewise, in the A-75 zone there are 352 nonconforming lots due to lot width (89%), in the A-60 zone there are 867 nonconforming lots due to lot width (87%) and in the A-50 zone there are 786 nonconforming lots due to lot width (94%).

This leads to property owners requiring Zoning Board of Adjustment approvals for any and all construction/expansions on the nonconforming lots. We conducted further analysis of lot widths for existing lots in each of these zones. We chose two additional minimum lot width requirements that were between the prior

and existing lot width requirements. Our analysis revealed that any of the alternative increases in lot width would create a rate of nonconformity in excess of at least 70%. The number of potential subdivisions is decreased from the prior standard, but increase by a factor of 100% to 400% from the existing lot width requirement. Please refer to Appendix A for the complete analysis.

Lot Coverage

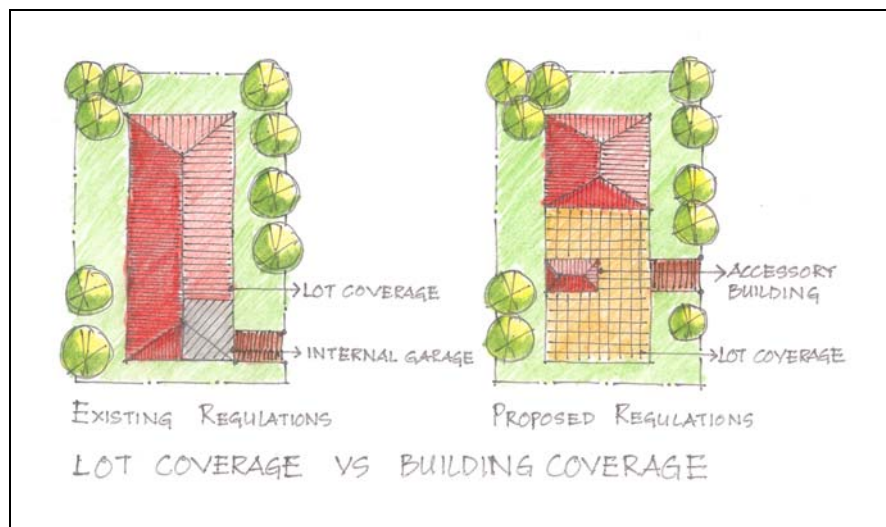
The table below lists the current maximum permitted lot coverages for each of the four primary single-family residential zones in South Orange. Lot coverage, as defined by the Village ordinance, is the percentage of total lot area covered by all existing and proposed buildings, structures, including driveways and sidewalks.

Maximum Permitted Lot Coverage			
Zone	Maximum Lot Area (square feet)	Coverage	Coverage Amount (square feet)
A-100	10,000	30%	3,000
A-75	7,500	40%	3,000
A-60	6,000	40%	2,400
A-50	5,000	40%	2,000

As the table shows, maximum lot coverages range from 3,000 square feet to 2,500 square feet, though as noted above, this percentage must include all site improvements, including patios, driveways and sidewalks if such improvements are primarily impervious. Reviewing applications identified by Village stakeholders as exemplars of the type of development that concern most residents, a number of factors in the Village's current zoning aid developers seeking to build "out-of-scale" housing.

First, corner lots are allowed to meet the front yard setback along only one road frontage, thereby creating a larger building envelope for development and allowing the developer to place a new structure closer to the street along one frontage. Even similarly sized homes will appear and feel larger when placed closer to the street. Secondly, the Village ordinance calculates lot coverage as a percentage of total ground area of a lot, with no restrictions on the area included in such a calculation. In a municipality with steep slopes and a river corridor, the lack of such restrictions allows a developer to apply a lot coverage that is not based on the true buildable area of the lot.

A number of possible solutions to address oversized houses in residential neighborhoods exist. The solutions below represent a menu of options that the Village should consider.



Building Coverage

As noted before, the Village currently enforces a maximum lot coverage standard, but has no other method for addressing the size of the building allowed on the lot. By implementing a maximum building coverage, the Village can explicitly control the size of home construction. Beyond simply implementing a maximum building coverage, another more nuanced approach to controlling building coverage provisions would be a “sliding scale” approach. Under a “sliding scale” approach any building coverage standard is linked directly to lot size regardless of zone, thereby allowing lot size to control building footprint size, not zone designation. These Principal and Accessory Building Coverage standards would not replace lot coverage, but would be in addition to lot coverage standards. Below are possible “sliding scales” for Maximum Principal Building Coverage and Maximum Accessory Building Coverage.

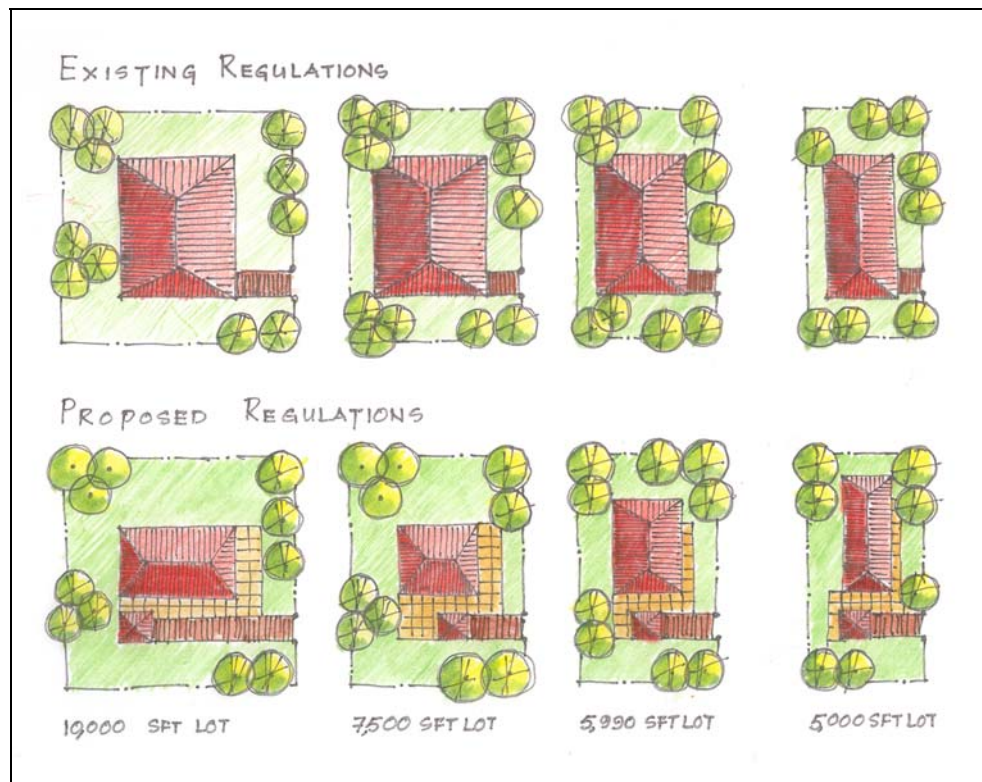
Principal Building Coverage

Example 1

Maximum Principal Building Coverage	
Lot Area	Principal Building Coverage %
Less than 5,000	20%
5,000 to 5,999	20%
6,000 to 9,999	15%
10,000 to 19,999	15%
20,000 or greater	15%

Example 2

Maximum Principal Building Coverage	
Lot Area	Principal Building Coverage
Less than 5,000	20% (1,000 s.f. maximum)
5,000 to 5,999	1,000 s.f. + 20% of square feet over 5,000 s.f.
6,000 to 9,999	1,200 s.f. + 15% of square feet over 6,000 s.f.
10,000 to 19,999	1,650 s.f. + 10% of square feet over 10,000
20,000 or greater	2,650 s.f. + 10% of square feet over 20,000

Accessory Building Coverage

While controlling the size of the principle building on any site is important in controlling the scale and perception of development, accessory structures also contribute to the amount and scale of development on a site. Therefore standards similar to those for principle structures can also be useful. The first example simply links the size of the accessory structure directly to the size of the principle structure. The second example incorporates a size bonus for architectural design for Accessory Building Coverage. If the accessory structure is constructed of the same materials and of the same design as the principal structure, applicants would be eligible for increased accessory structure coverage. Again, these Principal and Accessory Building Coverage standards would not replace lot coverage, but would be in addition to lot coverage standards.

Example 1

Maximum Accessory Building Coverage	
Lot Area	Accessory Building Coverage
Less than 5,000	20% of Principal Building Coverage
5,000 to 5,999	20% of Principal Building Coverage
6,000 to 9,999	22% of Principal Building Coverage
10,000 to 19,999	25% of Principal Building Coverage
20,000 or greater	25% of Principal Building Coverage

Example 2

Maximum Accessory Building Coverage		
Lot Area	Accessory Building Coverage	Design Bonus
Less than 5,000	20% of Principal Building Coverage	25% of Principal Building Coverage
5,000 to 5,999	20% of Principal Building Coverage	25% of Principal Building Coverage
6,000 to 9,999	22% of Principal Building Coverage	25% of Principal Building Coverage
10,000 to 19,999	25% of Principal Building Coverage	30% of Principal Building Coverage
20,000 or greater	25% of Principal Building Coverage	30% of Principal Building Coverage

Building Height

Structures in residential zones are permitted a maximum height of 2.5 stories and 35 feet. Without a full review of the number of habitable stories and height ranges for all residential structures in the Village, it is difficult to determine whether these height standards allow "out of scale" development to occur. Therefore, to determine the appropriateness of the current height standards, the Village should consider commissioning a study of to determine the height and number of stories for Village structures. Such a study could be completed as part of a future Village-wide historic building survey. Yet, even without a full review, the following changes could be applied in the Village to address the size and scale of new development.

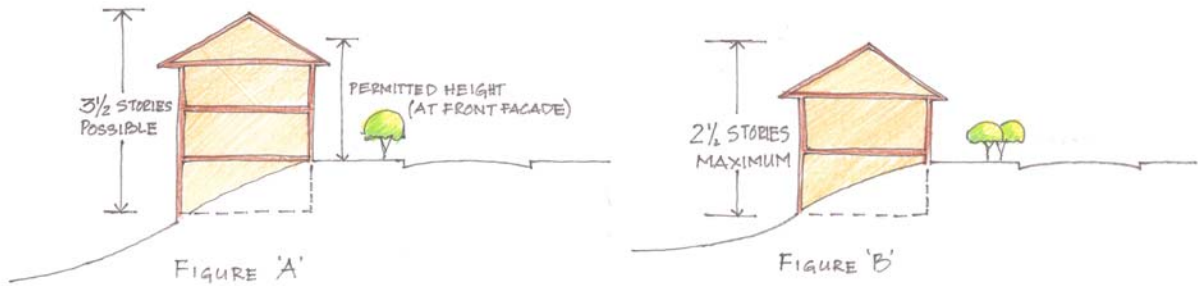
Basement Height

The current Village definition of basement is as follows:

BASEMENT- That portion of a building which is partly below and partly above grade and having at least 1/2 its height above grade.

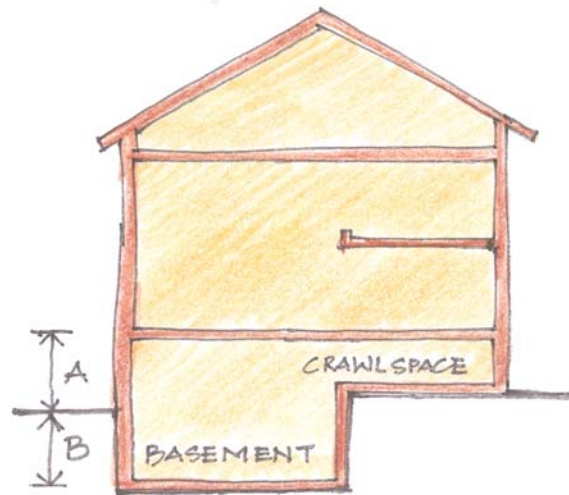
As shown below, under such a definition it is possible, particularly on slope, to create buildings that exceed the 2.5 story height requirement using such a definition. Figure A shows a building that meets the existing standard of 2.5 stories or 35 feet, however, with the slope of the site the basement becomes a walkout basement and the

building has the appearance of a 3.5 story structure. Figure B shows a building that includes the basement as a story.



By altering the Village definition of a basement as follows, development as proposed in Figure A would no longer be possible.

PROPOSED BASEMENT – A space having one-half or more of its floor to ceiling height along the building perimeter below the grade plane and with a floor to ceiling height or the bottom of the support beams for the floor above where there is no ceiling or not less than 6.5 feet. If the basement ceiling height or the bottom of the support beams for the floor above where there is no ceiling is 5 feet above the (lowest/average) finished grade along any façade (or any façade facing a street or lake) then the basement shall be considered a story as applied to height of building.



IF A IS 5 FEET OR GREATER THEN
BASEMENT IS A STORY

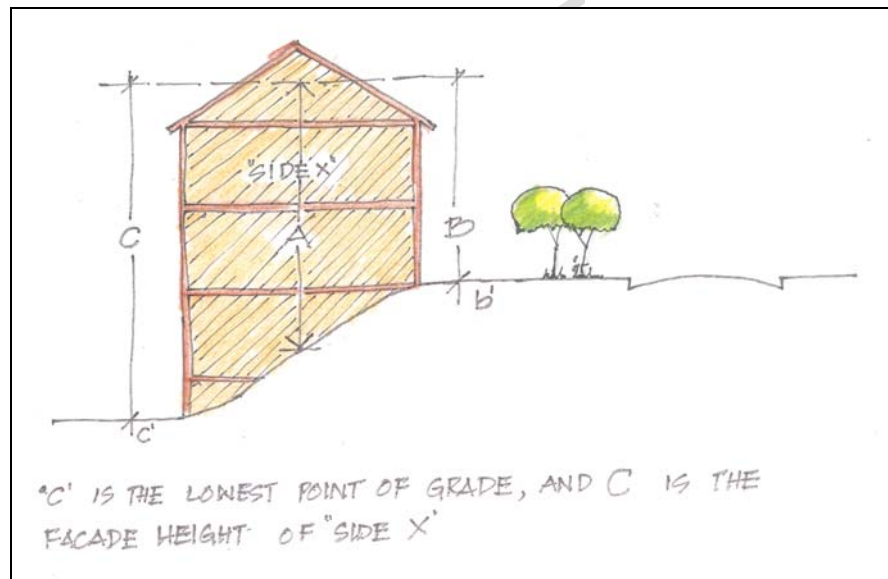
Façade Height

Currently the Village has no standard for façade height. Adding the following definition and standards would give the Village an additional tool to regulate the height of a building. The façade height definition will allow the

Village to measure the total height of a structure from any grade along the perimeter of the structure, also thereby preventing development such as shown in Figure A previously.

PROPOSED FAÇADE HEIGHT- when determining the maximum height from grade on any façade, the lowest point of grade on any façade to the average height of the highest roof surface (midpoint between the roof ridgeline and the eave).

Façade Height		
Zone	Maximum Building Height	Maximum Façade Height
A-100	2.5 stories or 35 feet	40 feet from any grade
A-75	2.5 stories or 35 feet	40 feet from any grade
A-60	2.5 stories or 35 feet	40 feet from any grade
A-50	2.5 stories or 35 feet	40 feet from any grade



Side Yards

Currently the Village Side yard standards are as follows.

Minimum Side Yard Setback			
Zone	Each Side Yard	Zone Minimum Lot Width	Effective Side Yard
A-100	4 feet *	75	6.25
A-75	4 feet *	60	5
A-60	4 feet *	45	3.75
A-50	4 feet *	36	3
* + 1 inch for each foot of average lot area in excess of 48 feet, maximum of 12 additional feet			

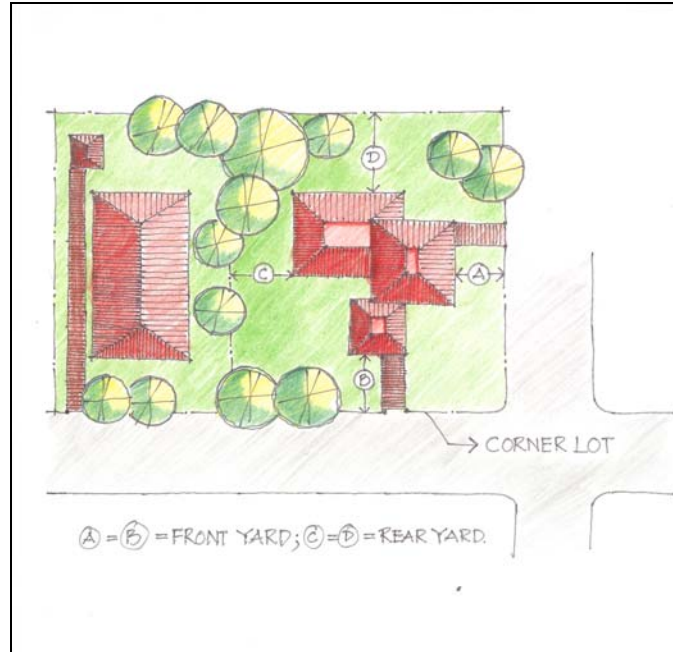
By increasing the minimum side yard requirements, the Village would reduce the building envelope. The example standards below show minimum side yard requirements linked to yard width, thereby allowing lot width to control side yard size regardless of zone designation. Both examples would increase side yard requirements over the current zone requirements.

<i>Example 1</i>	
<i>Minimum Side Yard Setback</i>	
Lot Width	Each Side Yard
75 feet or greater	8
60 feet to 74 feet	6
45 feet to 59 feet	4
36 feet to 44 feet	4
35 feet or less	4

<i>Example 2</i>	
<i>Minimum Side Yard Setback</i>	
Lot Width	Each Side Yard
75 feet or greater	10
60 feet to 74 feet	8
45 feet to 59 feet	6
36 feet to 44 feet	4
35 feet or less	4

Yard Requirements for Corner Lots

As explained above, currently corner lots in South Orange are only required to meet the front-yard setback requirements for the zone along one frontage. Applying the front-yard setback requirement to both frontages would reduce the building envelope on corner lots. Additionally, applying rear yard setbacks instead of side yard setbacks to the remaining yards can also reduce building envelopes. Finally, the current Village definition of Yard Depth and Yard Width would allow the Village to explicitly require corner lots to comply with Lot Depth requirements along two frontages, thereby further restricting development potential on corner lots.

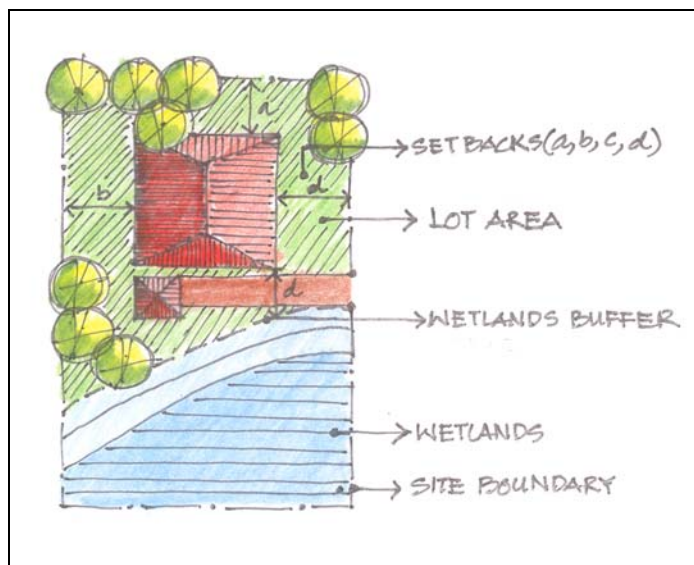


Environmental Constraints Ordinance

As noted before, the current ordinance allows all lot calculations, particularly lot area and coverage calculations, to take into account the entire gross acreage of the tract with no reduction in area when a portion of a property is constrained. Therefore, an additional method to reduce lot area, and by association lot coverage, would be an ordinance that addresses minimum lot sizes, maximum lot coverage and other zoning matters for lots containing steep slopes, water, wetlands and/or other development constraints. Below are two examples of such provisions.

Critical Areas Exclusion

The ordinance would require that the minimum lot area, lot coverage calculations and required setbacks for residential zones shall be provided in a contiguous area located outside of critical areas such as floodways, wetlands, wetland buffer areas, utility easements, stormwater detention basins, related watercourses and slopes fifteen percent (15%) or greater. This would essentially remove the critical areas from all of the lots' bulk requirement calculations and require a contiguous, unconstrained area of the lot meet the zone requirements.



Tiered System of Steep Slope Development

Another approach would be a tiered system for steep slopes. All slopes are broken down into four categories depending on slope. Each slope category is given a multiplier to calculate a modified minimum lot size used for density calculations and maximum lot coverage. While this approach may be difficult to apply to a single lot, it could be reasonably modified to address all types of constraints with adjoining factors to adjust lot area and coverage calculations due to the percentage of lot area constraints by steep slopes, wetlands or other factors.

Steep Slope Example		
Slopes	Lot Size Factor	Lot Coverage Factor
< 15%	1	1
15-19.99%	0.5	0.75
20-29.99%	0.2	0.5
30%+	0.1	0.25

PRCA District Zoning – Former Quarry Site

The Pulte Homes development of the quarry is complete, marking a successful completion of the PRCA zoning standards enacted to aid the quarry's development. With residents moving into the new homes, many wish to make improvements such as new patios, decks and sheds. Yet, because the current PRCA zoning for the site was developed to address the entire quarry site, not the current individual lots, each new lot within the PRCA district is nonconforming. Therefore, any resident seeking improvement on the new individual lots requires substantial variances from the current zone standards. Pulte has requested changes to the zone standards based on approved site plan for the quarry.

To address the above issues this plan recommends that the Village enact the following changes to the zoning for the site.

1. The homes that face Harding Drive and Underhill Road are single-family detached units, different from the single-family attached units that cover most of the remainder of the site. Since most of the homes in this section of the quarry development are similar to those in the surrounding RA-100 zone, we recommend that these properties be rezoned and included in the RA-100 zone.
2. The open space portion of the quarry site (Block 1503, Lot 33.01) should be rezoned as part of the Open Space/Public Use (OS/PU) zone.
3. The remainder of the quarry site should have new standards that reflect both the approved/ constructed Pulte Homes development and the possibility of future development on said lots.

New Use Standards for PRCA

District	Permitted Principal Uses	Permitted Accessory Uses	Permitted Conditional Uses
PRC A Planned Residential Cluster A	<ol style="list-style-type: none"> 1. Single-family dwellings 2. Townhouses 3. Flats 	<ol style="list-style-type: none"> 1. Accessory buildings and structures normally incident and subordinate to the principal use, limited to property maintenance sheds, patios and decks. 2. Home-based businesses 3. Fences 	<ol style="list-style-type: none"> 1. Essential Services 2. Church, synagogues and other religious and nonprofit schools for day students only

New Table of Bulk Standards for the Principal Structure:

District	Minimum Lot Requirements			Minimum Yard Requirements					Maximum Building Height		Max FAR	Maximum Dwelling Units Per Acre
	Lot Area	Width		Front	Side		Rear	Maximum Lot Coverage	Stories	Feet		
		Interior	Corner		One	Total						
PRC A Planned Residential Cluster A	8,000	-	-	20	0	10	10	-	3	-	-	-

Accessory Use Standards

1. Accessory structures shall not exceed 15 feet in height
2. All accessory structures must be located within the rear yard. No accessory structure shall be located in a side yard or forward of the front wall of the principal structure or building on the lot
3. All accessory structures must be located within the building envelope.

4. Accessory structures shall be at least 10 feet from any principal or other accessory structure, with the exception of patios and decks
5. Accessory structures shall occupy no more than 50% of the rear yard area
6. No accessory structure may be used as a dwelling
7. These accessory use standards supercede 92-200 A Accessory Structures

Additional Zone standards

1. The construction or expansion of principal or accessory structures in the PRCA zone must be accompanied by a dry-well system to address all additional drainage requirements for the construction or expansion. Dry-well location must meet the following conditions:
 - a. Dry-wells must be located a minimum of 15 feet from any cliff faces, retaining walls, and ledges.
 - b. Dry-wells must be located 10 feet from any front, side or rear lot line.

Other

- Area Around Second Street, Third Street and Milligan Place. The 2000 Re-ex. Report recommended that properties in the area of Second Street, Third Street and Milligan Place (currently zoned Multi-Family/Office or RC-1) be rezoned to the Two-Family zone to reflect the one- and two-family character of the area.
- RC-1 Zone. The 2000 Re-ex. Report recommended the following amendments regarding multi-family development:
 - o Placement of the Village Mews development in a multi-family district to reflect its existing pattern of development; and
 - o Consideration of floor area ratio (FAR) standards for the multi-family district.
- Carriage Houses/ fraternities. The 2000 Re-ex. Report recommended that the conversion of existing carriage houses to residential units be permitted as a conditional use (i.e., subject to appropriate conditions) within residential zones and recommended that fraternities be defined as rooming/boarding houses and controlled by standards pertaining to such use. These recommendations have not been implemented and should be evaluated in the OnGoing Master Plan Projects. At this time, there is not sufficient information for the Village to fully understand the breadth and depth of carriage house issues. Although it is known that some of the carriage houses have been subdivided for use as separate residences, it is not known how many un-subdivided carriage houses remain. Therefore, the Village should consider an intensive review of the carriage house issue in South Orange. Such a study should determine the number of carriage houses, the nature of their current use, and any concerns that arise from either the number of remaining un-subdivided carriage houses, the location of such carriage houses, and their current use. Since carriage houses are

inexorably tied any discussion of historic homes in South Orange, such an intensive study of carriage houses could be conducted as part of a Village-wide intensive historic building and historic district survey.

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