

land use plan element



land use plan element

LAND USE ELEMENT

This Land Use Element examines current land development trends and sets a vision for future development for the Town of Dover based on years of hard work that the Town has dedicated toward building a unified vision. The process has undertaken extensive public input to help shape the recommendations of this Plan. This 2006 Land Use Element will look at the next 20 years as its horizon, and will seek to carry the effort much further through positive change induced through private market investment. This Element functions as a critical component that will assist in achieving the goals and objectives established through the Town's public planning process.

A concerted grass-roots effort began over a decade ago to examine Dover's future. This effort led to a variety of planning efforts, and ultimately the need to consolidate these efforts into a new Master Plan that reached beyond the statutorily required reexamination. The 2006 Master Plan is designed to conclude this effort with a Land Use Plan that embraces Smart Growth principles in the form of; a carefully planned Transit Village area for the Downtown and Dover Station Area, improved planning in the established residential communities, reduced pressures for neighborhoods experiencing illegal conversions of single-family housing stock into multi-family (while recognizing cultural challenges, and supplements existing tax ratables in a way that builds on the Town's current attributes.

The Northern Jersey Transportation Planning Authority has projected that Dover's population will grow by roughly 12-15% in the next 20 years or roughly by 3,500 persons. Dover determined at the beginning of the planning process that achieving the right mix of residential land uses, at appropriate densities for its Downtown Station Area in a neo-traditional, mixed-use development pattern, built in partnership with landowner, developer, pertinent government agencies and community, was a vital part of its strategy to accommodate new growth



opportunities. By developing the Downtown Station Area, specifically the underutilized parking facilities and outdated suburban-style centers, Dover would accomplish many different goals. The Downtown would accommodate the Town's desired market upgrades and enhance an already established and vibrant historic place, while continuing to provide affordable housing for families who live in and wish to stay in Dover.

On December 2, 1994, the State Planning Commission officially recognized a Designated Regional Center (Designated RC) in Dover, which includes the entire 2.7 square miles of the Town. The State recognized Dover's commitment to focusing development as a higher-density center in order to:

- Accommodate the preservation of existing neighborhoods;
- Make a commitment to mass transit;
- Recognize the County's forested lands and critical areas that need preserving;
- Direct resources to aid Dover accomplish the plan and support needed improvements.

Since that time, the State has designated the

Highlands as a special resource area dedicated toward the protection of a major state water supply. This designation will add development pressure in already established communities such as the Town of Dover. The need to proactively plan thus becomes paramount to the Town's future.

Under the Highlands Water Protection and Planning Act, Designated Centers are excluded from the Highlands Core Preservation Area. Although not in the Core Preservation Area of the Highlands Act, but the Highlands Planning Area, Dover will not be subject to the land use controls and growth limitations instituted by the legislation and pursuant regulations. However, the Highlands designation, especially in the Core Preservation Area, makes Dover's planning efforts even more important as development pressures in Morris County and the Highland region will continue to mount. This puts Dover in a unique position to work with the Highlands

Planning Council and potentially capture the State benefits associated with these development pressures, through a concerted planning effort.



Land use plan

CURRENT LAND USE

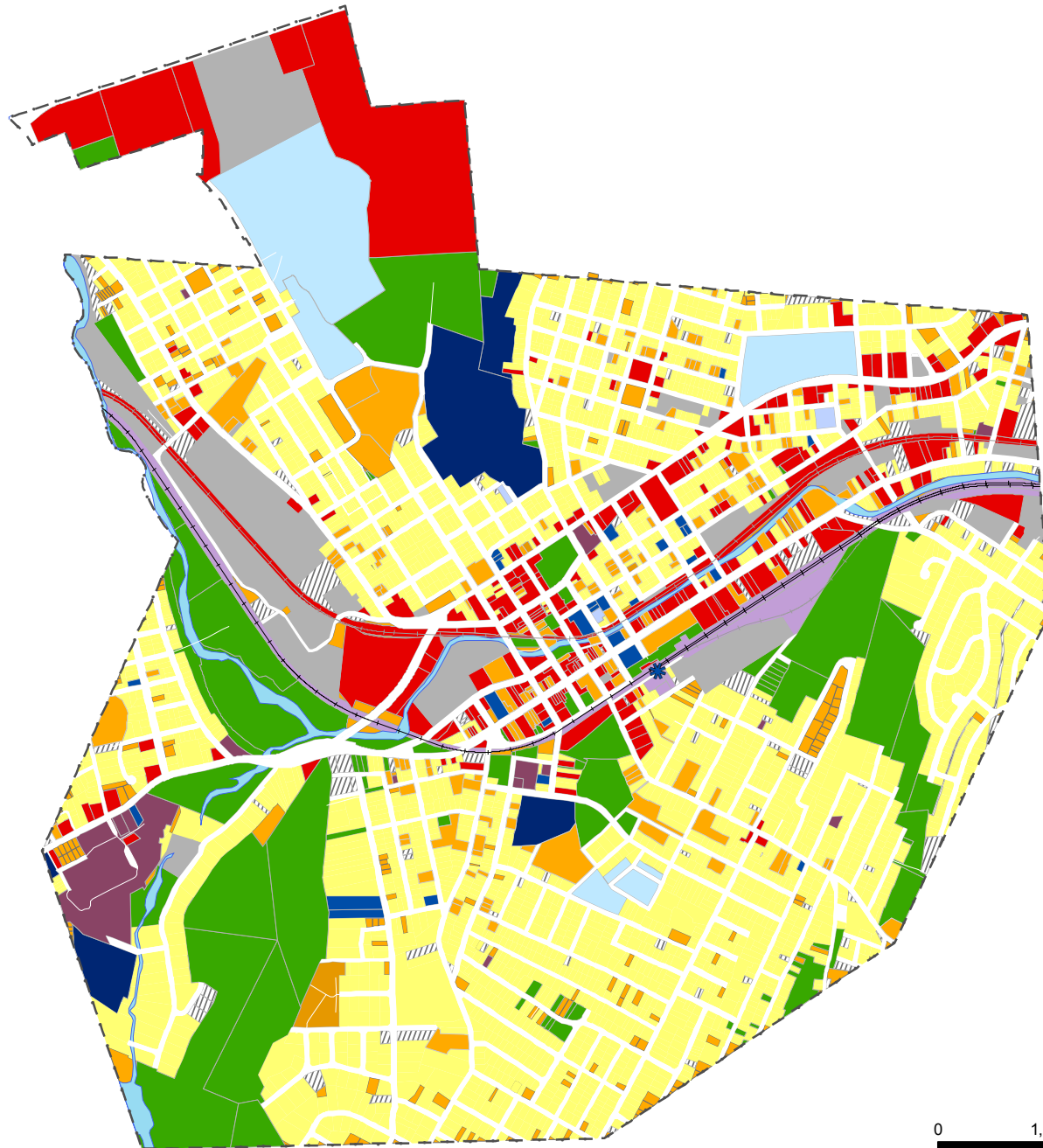
In order to ensure that future growth occurs in a manner that enhances the visual and physical environment and economic health of the community, it is imperative that the Town has a complete understanding of Dover’s existing land uses as well as an awareness of areas in need of specific attention. This will be especially useful as vacant and underutilized

parcels are targeted for development and redevelopment, the results of which will result in impacts on surrounding areas and circulation. The Town of Dover has a land area of approximately 2.7 square miles, or approximately 1730+/- acres, 1405+/- acres excluding road and rail R.O.W. The following is a summary of land

uses in the Town (Table L-I). The corresponding Existing Land Use Map graphically depicts Table L-1.












Table L-1 Dover Land Use Summary

TAX CLASSIFICATION		# OF PARCELS	% OF TOTAL	TOTAL ACREAGE (ROUNDED)	% OF TOTAL	NET TAXABLE VALUE (MOD IV ESTIMATE)	% OF TOTAL
Vacant Land	1	157	3.6	42.	2.9	\$7,039,100	0.9
Residential	2	3534	83.	634	44.4	\$473,514,200	60.7
Farm	3	0	0	0	0	\$0	0
Commercial	4A	331	7.7	113	7.9	\$116,430,100	14.9
Industrial	4B	48	1.1	130	9.1	\$61,978,300	7.9
Apartments	4C	26	0.6	39.5	2.7	\$22,612,100	2.9
Railroad	5	9	0.2	18	1.2	\$2,569,900	0.3
Schools	15A	7	0.16	58.5	4.1	\$19,077,000	2.4
Other Schools	15B	3	0.07	1.5	0.1	\$1,465,700	0.2
Public Property	15C	93	2.2	306	21.4	\$24,954,400	3.2
Churches & Charitable	15D	27	0.63	9	0.6	\$10,251,600	1.3
Cemetery	15E	5	0.011	47	3.2	\$4,581,100	0.6
Misc. Tax Exempt	15F	15	0.35	26.5	1.8	\$36,151,300	4.6
Total		4255	100	1425	100	\$780,624,800	100
Based on 2005 Town of Dover database (DoverMain) and MOD IV property tax data.							




Existing Land Use

Legend

-  Vacant
-  Residential
-  Commercial
-  Industrial
-  Apartment
-  Railroad Class I
-  Public School Property
-  Other School Property
-  Public Property
-  Church Charitable
-  Cemeteries and Graveyards
-  Other Tax Exempt

*Town of Dover Master Plan
Morris County, NJ
Prepared by -*

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1:13,000

January 2006

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RESIDENTIAL LAND USES

As is clear from the summary (Table L-1), the largest land use category within the Town in terms of acreage is, residential. Residential land use represents approximately 634 acres or 44.4% of total land area while totaling nearly 83% of all parcels in Town. Also shown in Table L-1, residential properties constitute over 60% of the tax base.

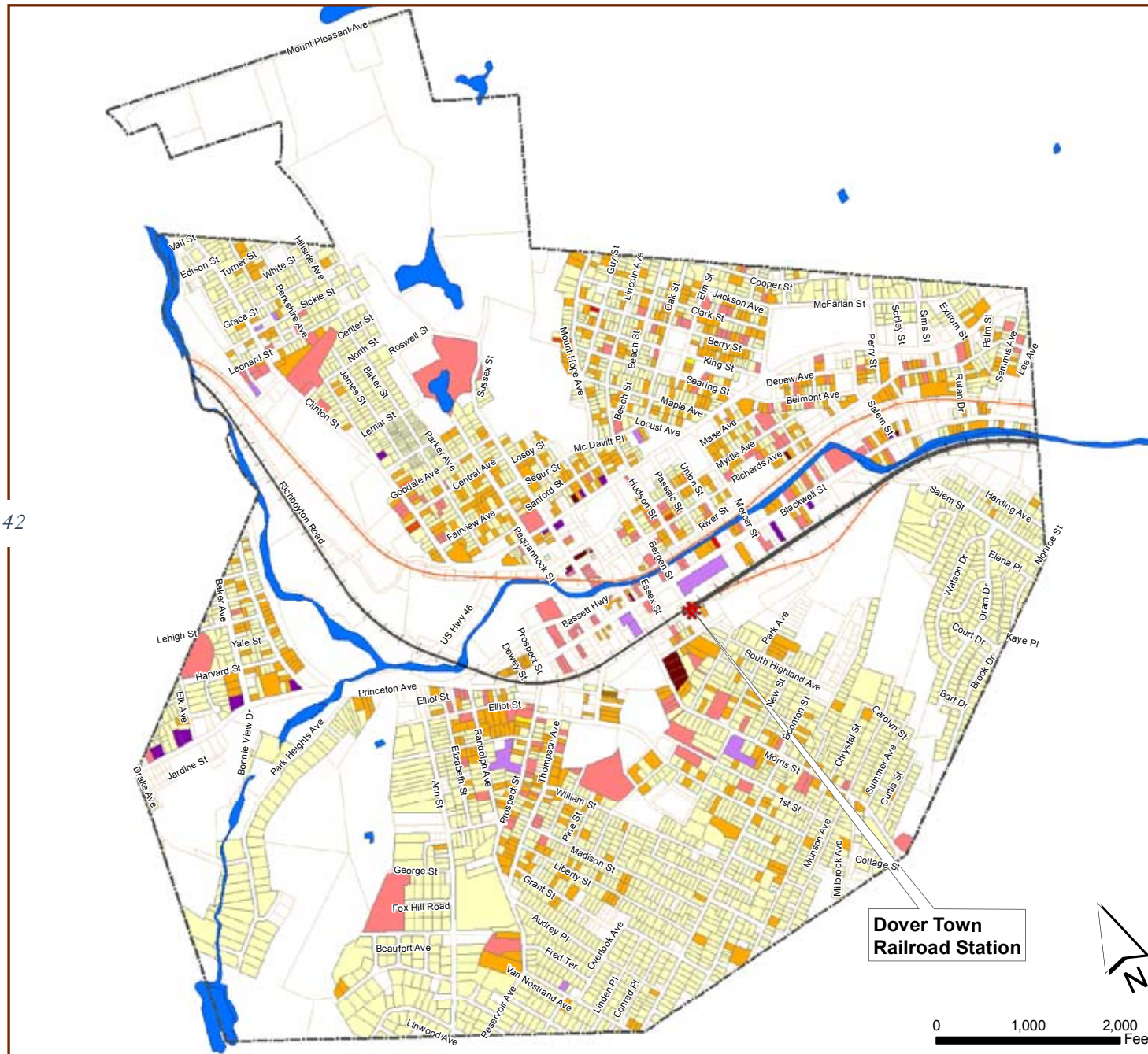
A closer look inside residential land uses in Dover depicts a wide-variety of housing types people may choose from. Inter-dispersed amongst (eight) 8 different zones in Town, Dover's housing ranges from several-hundred

foot studio apartment units, located above retail uses in the Downtown Retail Commercial Zoning District, to single-family on the hillside overlooking Town of several thousand square feet on 1.5 acres in the R-1S Residential Steep Slope Zoning District. For descriptive purpose each neighborhood is identified by streets within each neighborhood. These identifications are purely illustrative, although the Town should work to identify each neighborhood by a distinct name. The Town could work with neighborhood groups to identify a neighborhood name. In fact remain these could be used as identifiers to improve marketing for Real Estate and as well as Civic pride.

The residential zones and neighborhood characteristics differ by the zoning established for them. The R1 & R2 Zones dominate the Southern half of Dover with several R2 Zones scattered in the West and a small R2 neighborhood near East Dover School. In the southern half of Dover these neighborhoods consist of areas surrounding Park Heights Avenue, Ann Street, Van Nostrand Avenue, Liberty & Penn, Salem Village, and the neighborhoods around South Morris Street. There are neighborhoods that also portray these characteristics in the western section of Dover- namely the Hillsdale Avenue area, and Bowlbyville. All of these neighborhoods are primarily single-family homes with the presence of some multi-family units that have been converted from the structures original single-family use- either legally or illegally. Conversions have taken place mostly within the R-2 zoning class and have not migrated, for the most part, into the R-1 zones at this time.

The R3 & R3-A Zones in Dover are primarily centered on the core commercial zoning districts in the center of Town. Neighborhoods are adjacent to the Rockaway River north and east of downtown and Crescent Field area, Princeton Avenue, and Locust Hill area. These zones are what the Dover Land Use and Development Code refers to as "Double-Family" zones and includes both duplexes and semi-detached two-family homes, two-family dwelling units as well





Residential Classification

Legend

Classification based on occupancy

- Single Family
- Single Family / Rooming House
- Two Family
- Two Family / Rooming House
- Multi-Family
- Multi-Family / Rooming House
- Rooming House
- Boarding House
- Condominium
- Mixed Use

Town of Dover Master Plan
Morris County, NJ

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as single-family homes. The distinction between R3 and the R3-A Zone is that R3-A allows, as a conditional use, rooming and boarding homes of greater than two (2) occupants, where the other residential zones, allow for one rooming unit in a single-family dwelling, rented or leased only by a senior citizen. This is further defined in N.J.S.A. 40:55D-68.5, as the owner of the single-family dwelling which is his primary residence, together with the general use associated with that dwelling. The existing land use within these zones indicate the presence of single, double and multi-family uses.

PUBLICLY-OWNED LAND USES

Public property is the second largest property classification in the Town, comprising 26.8% of the Town's land area or 382.5 acres. These properties consist of all of Dover's Park system and Morris County-owned Open Space. Incorporated within these parcels are public facilities such as the Town Administration building, police and fire, Dover schools and Public Works facilities. The majority of public land within Dover lies in Town-owned property or 306 acres of land. This acreage total is inclusive of the 145 acres of parks and dedicated open space. Other publicly held land includes the Dover school system 58.5+ acres, and NJ Transit 18+ acres.

INDUSTRIAL LAND USES

Industrial Land accounts for roughly 9% of the land classification in Dover. There are two (2) distinct areas where industrial property is located and accounts for the majority of the Town's 130 acres of industrial land both of which are along the near the Dover and Rockaway Freight Rail line and the Rockaway River.

To the west of Downtown, the Richboynton Road Area that is bordered by NJ Transit Rail Line and Clinton Street (Rt. 15) is a well-buffered area due to topography and access. To the east of Downtown, the area bordered by Richards Avenue and NJ Transit Rail Line, continuing eastward into Randolph and Rockaway Townships. Of these industrial areas, the eastern half is more susceptible to change than the western edge. Many existing land uses in this are in fact, not industrial uses, but rather a mix of retail, office, commercial and residential uses.



Land use plan

COMMERCIAL LAND USES

Commercial land uses account for the fourth largest percentage of occupied land in Dover, while only 8% of the total land by comparison 15% (14.9%) occupies the total tax base. Located primarily in the core downtown business district along Blackwell Street and the Route 46 corridor, this land use category consists of small and large retail and service-oriented industries and restaurants.

The Blackwell Street businesses are pedestrian oriented with on-street parking and limited availability of off-street parking. There are also pockets of scattered commercial uses throughout the town, such as corner convenience stores. A dynamic place, the Downtown provides unique opportunities for business expansion and retention as well as new recruitment potential.

Route 46 also possesses commercial related land uses. These uses are more automobile dependant and many possess off-street parking and are difficult to access by foot. Fast food establishments, automobile, gas and service stations, and miscellaneous retail uses dominate the Route 46 landscape with scatterings of residential homes throughout.

OTHER LAND USES

Aside from the basic land use analysis, this Master Plan identifies some other existing issues that need to be examined. These issues revolve around public school property and the Town's open space and recreational needs.

/Public School Property/

An analysis of the current conditions and layout of the schools, particularly its recreation and open space, leads this plan to identify the following existing conditions as potential opportunity for all residents of Dover. These issues are explored in-depth in the Recreation & Open Space Element:

- There are issues with the configuration and underutilization of Hamilton Field;
- Logistics of having the High School's football field at East Dover School;
- There are issues with the physical interface between the High School, Bowlby Pond and associated wetlands;
- The locations of all school recreational facilities are suitable for "open access" to the surrounding neighborhoods and overall community needs.

/Morristown and Erie Railroad/

This right-of-way (ROW), which is actually owned by the County of Morris, contains thirteen (13) unprotected at-grade crossings and cuts through the heart of Dover. Utilized only several times a week by the freight railroad, this ROW is critical to the Town's future success. Pressure must be brought to bear to abandon this line with its release to the citizens of Morris County as public greenway space. As such, any financial constraint imposed by rerouting this freight railway will be realized the tremendous positive impact the greenway will have on the regional



economy and quality of life in Dover. The County of Morris' cooperation in achieving this is paramount to making it a reality seeing as though they own the ROW. The Morris County Park Commission has indicated a willingness to partner with the Town to make this a linear park within the Morris County Park System.

/Morris Canal/

The historic ROW for the Morris Canal cuts directly through the Downtown. It is important to mention this feature as a historic resource that should be considered when planning for the future of Dover. Some key points along the Canal's historic route worth noting are:

- JFK Park – The former Canal Boat Basin;
- The Intersection where the train crashed into the canal near the Post Office;
- Kubert School of Cartooning – The former high school site where art can meet history.

It should be noted that the Kubert School of Cartooning is currently pursuing an application before the Town of Dover Board of Adjustment to subdivide their property for a new pharmacy/retail store along the Route 46 frontage while demolishing a portion of the Kubert School building and restoring the original school. Should development of this site fall through,

discussions with the Kubert School should be pursued.

/Dover Station/

The Historic Dover Station is a valuable asset to Dover. As a hub of activity that brings people to and from Town, the Station area itself is underutilized. Concurrent with this Master Plan, the Town commissioned Heyer, Gruel & Associates to develop a plan for the Station Area and Downtown in a way that takes better advantage of this transportation resource. As such, the plan upon adoption should be the guide for new development for this section of Dover. This Transit-Oriented Development planning process ran concurrent to this Master Plan and is fully coordinated and consistent with it.

ZONING ANALYSIS

Zoning in the Town of Dover is broken down into twelve (12) categories that include a Redevelopment Area District zone (RAD). The districts are depicted in the Current Zoning Map. As a whole, the classifications offer a variety of options in land use. However, some adjustments are necessary to carry Dover forward into the next millennium. These changes will be explored further in the Future Land Use section. This zoning section will analyze the existing zoning and identify those zones susceptible to change based on issues presented by the Town and its residents.



Land use plan

RESIDENTIAL ZONING

The residential districts include six (6) districts ranging primarily from 300 to 5,000 square feet single-family and multi-family units. While these six (6) districts deal exclusively with residential, several other zones allow for residential land uses, they include:

- C-1 Zone
 - Principle Use: High Rise Apartments
 - Conditional Use: Apartment Units
- C-2 Zone
 - Principle: Not Currently Permitted
 - Conditional Use: Apartments

- C-3 Zone (Light Industrial – Commercial District)
 - Principle Use: Apartment Buildings
 - Conditional Use: N/A

Table L-2 “Residential Breakdown”, provides a breakdown of each existing residential land use by unit type. During the public participation process it was clear that changes needed to be made that will assist the Town to gain greater control of new infill construction and conversions in existing neighborhoods. The Land Use recommendations section will deal with specific changes; however the absence of Floor Area

Ratio (FAR) standards is evident. Accordingly, the existing definition of FAR should be redrawn to accompany any new zoning standards.



TABLE L-2 RESIDENTIAL BREAKDOWN

RESIDENTIAL TYPE	TOTAL LOT COUNT	ACREAGE	# DWELLING UNITS	# ROOMING UNITS
Condominium	160	4	161	0
Mixed – Use	15	3	21	0
Multi-Family	192	79	1,521	0
Multi-Family/Rooming House	2	0	8	13
Rooming House	1	0	1	19
Single – Family	2,631	503	2,631	0
Single-Family/Rooming House	3	0	3	25
Two-Family	662	109	1,324	0
Two-Family/Rooming House	3	1	6	20
Total Lots = 3,669 Total Acreage = 700 Total Units = 5,676 Total Rooming Units 77				

Zones that are not exclusively residential in nature are also in need of consideration while analyzing residential zoning; particularly the C-1 district. While the C-1 governs the majority of the West Blackwell Street downtown retail district, it also allows some uses contrary to solid Central Business District pedestrian environments. Further, the parking requirements within these zones also work against a pedestrian friendly environment and even hinder the re-use of some of these structures. This is not to say that parking is not an important component of zoning but it must be developed accordingly and strategically to meet the needs of the Downtown environment. A point worth noting is that any change to zoning must focus more on building form and function of the structures rather than end use, particularly in the Downtown where the historic district is based on building form. This notion is explored in great detail in the Transit-Oriented Development Plan.

The zoning code in Dover also allows for several types of multi-family housing situations. While this is admirable because it facilitates affordable housing opportunities, it also suggests that the Town may be overly accommodating. While this Master Plan considers some residential zones be consolidated and merged, it does allow the housing stock to remain diverse. Diversity in housing options should remain a goal in residential planning.

COMMERCIAL ZONING

As it exists today, the commercial zoning in Town is use-driven. This is typical of many New Jersey municipalities where Euclidian zoning takes precedence over building design. Through the years, Dover has reacted to changes in land use practice and has adopted changes that are more accommodating to the automobile rather than the pedestrian.

Historically, Dover has grown around solid traditional neighborhood design practices. A good example of this design is the core of the Historic District, where pedestrianism rules the day. This is not to say that parking is not important in the Downtown, particularly public parking, where in order to keep pedestrian land uses in-tact, parking must be strategically located in order to distribute people throughout the Downtown. This plan notes that zoning in Dover must return to these basic notions:

- Form and function over use;
- Pedestrian centric;
- Mass transportation options over automobile.

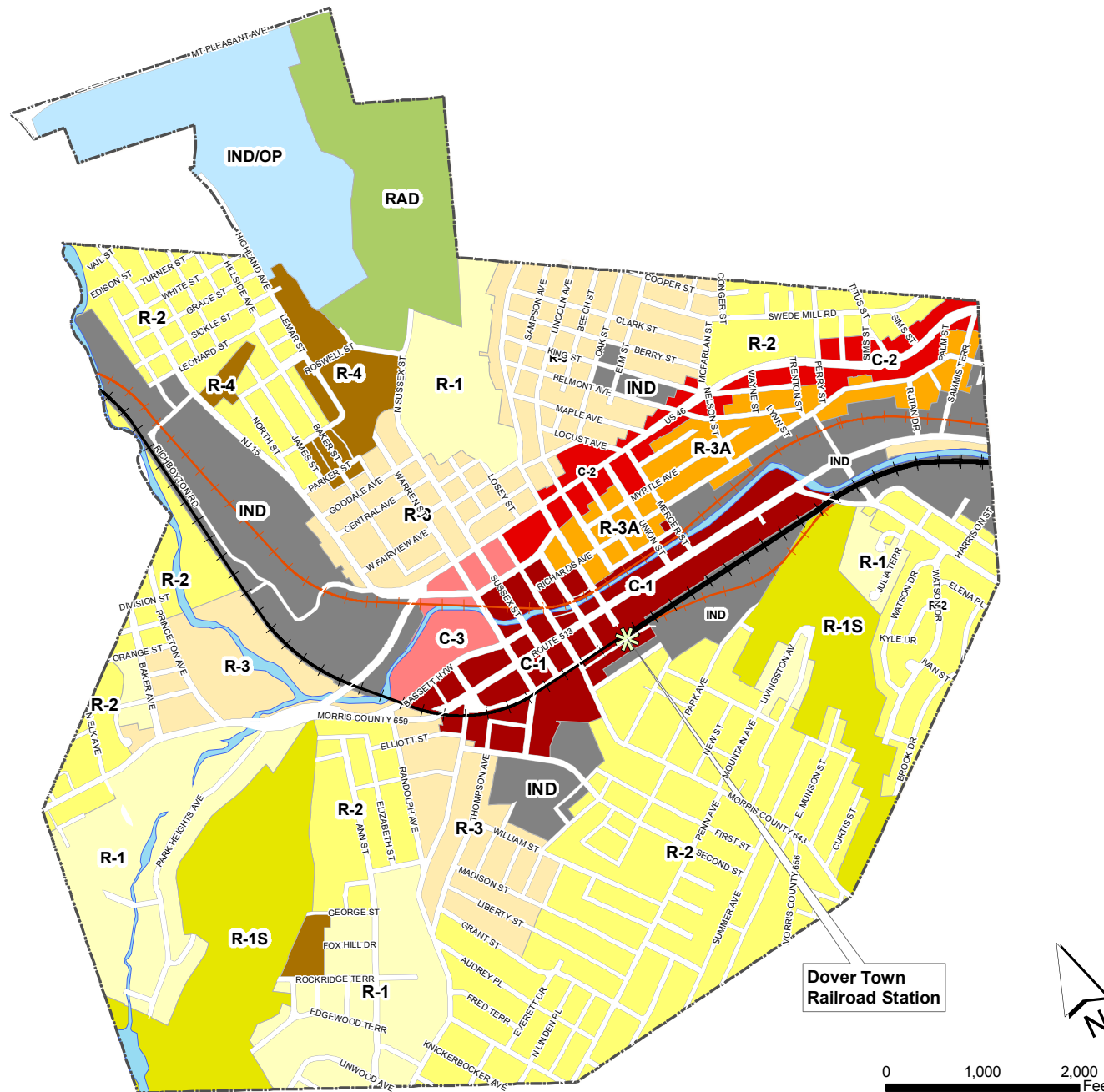


Another point worth mentioning is the C-3 zone in the northerly section of the Downtown Area. This zone’s practicality and acceptance of auto-related services presents a negative impact on the cohesiveness of Downtown form as well as residential and pedestrian access to the goods and services offered there. The only area in Dover with this classification, the C-3 should be retired, whether or not the Town’s Transit Oriented Development Plan is implemented. The Transit-Oriented Development Plan accomplishes this by recommending a new TOD Zone. Otherwise, the current C-3 Zone should be removed in favor of the C-1 Zone.

Existing Zoning

Legend

- C-1 - Retail Commercial
- C-2 - General Commercial
- C-3 - Light Industrial/Commercial
- IND - Industrial
- IND/OP - Industrial/Office Park
- R-1 - Single Family (7,500 S.F.)
- R-1S - Single Family/Steep Slope
- R-2 - Single Family (5,000 S.F.)
- R-3 - Double Family
- R-3A - Double Family/Rooming House
- R-4 - Multi-Family
- RAD - Redevelopment Area District



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INDUSTRIAL ZONING

There are two primary areas where industrial zoning governs Dover's land use, Richboynton Road and the eastern edge of Dover along Blackwell & Richards Avenue adjacent to Rockaway River. While these zones function well for industry along Richboynton, there is a need to reconcile the incompatibility of land uses in the IND Zone along the East Blackwell Street area.

The existing land uses in the easternmost industrial zone is primarily a mix of commercial and residential with some parcels of industrial remaining. Adjacent to this zone is a senior citizen apartment building near Salem. While the area is some distance from the Downtown area, it acts more as an extension of the C-1 zone than the industrial zone. It is also an important gateway into the Downtown that must improve on its aesthetic value, as this is a "first impression" area for visitors entering the Dover Downtown from the East.

REDEVELOPMENT AREA (RAD) ZONE

The area that once hosted the municipal landfill, north and east of Bowlby Pond, was designated a redevelopment area in 2000. Once an IND/OP zone along the Mount Pleasant Avenue corridor, a plan was created in order to facilitate the property's return to the tax rolls. As of today, the site is under construction for a 150,000 SF FedEx distribution facility with approval for an additional 20,000 SF addition. The entire North Sussex Street Landfill will be properly closed and capped in accordance with NJDEP requirements under this phase of the redevelopment. Plans have also been recently approved for construction of a hotel and light

industrial/office flex building. The property is physically located between a mid-density housing development in Rockaway, Bowlby Pond, Dover High School and the Dover Public Works yard, with frontage along Mt. Pleasant Avenue- the proposed access. While there are many uses that could be brought to the site, the current proposal seems reasonable given the current land uses along Mt. Pleasant Avenue and across from the Rockaway Mall.



OTHER ZONE ISSUES

/Saint Clare's Hospital/

Another area in need of address is the Hospital area. A regional hospital facility, Saint Clare's occupies roughly 22 acres and is located within an R-1 residential zone. This zoning standard is in need of consideration for change. While change may be appropriate, it must be discussed openly with hospital officials so that the hospital's long range plans can be discussed with the community and rectified through zoning so there is complete transparency and the community understands the issues that need consideration and vice versa.

/Crescent Field/

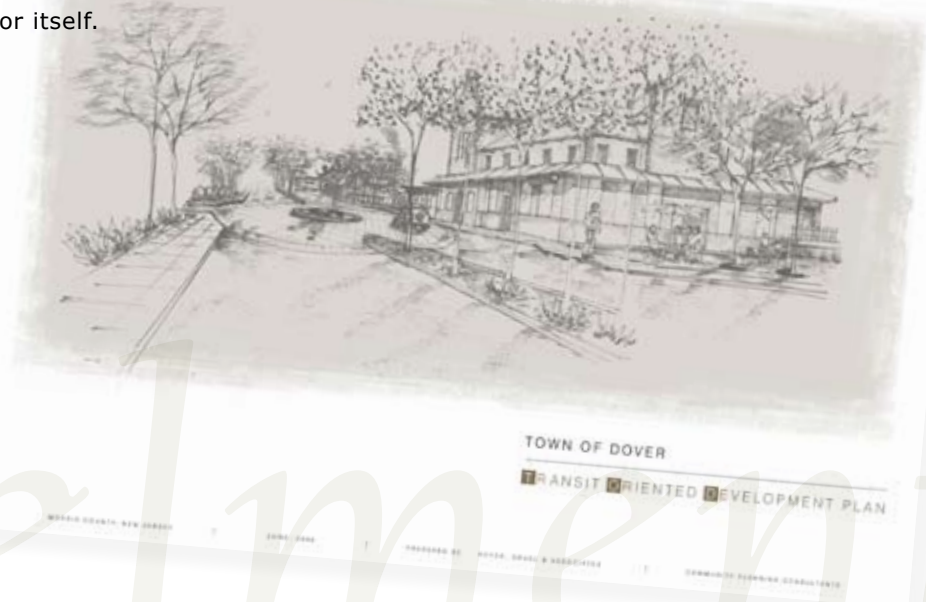
Finally, Crescent Field, while a Town-owned park facility, is located in an industrial IND zone. A newly created conservation zone is appropriate for the park itself. The Dover TOD Plan also discusses the park and its relationship to the Town-owned Station Parking lots. The TOD plan envisions an embracing of the park, as well as, additions to it.

/Route 46 (McFarlan Street)/

The C-2 zone, which begins in the area of JFK Park in downtown, extends eastward the entire length of Route 46. This zone primarily consists of a mixture of commercial strip highway and residential land uses. The residential uses have been the historic land use along the roadway, which shares much of its alignment with the former Morris Canal. As the C-2 zoning has been in place, so too its propensity to facilitate auto-dependent land uses. While these uses may be appropriate, they begin to change the character of the road because of increased traffic associated with each individual use. Some zone boundary changes and standards may be in order to curtail any further negative affect- particularly as it relates to the aesthetics along the corridor itself.

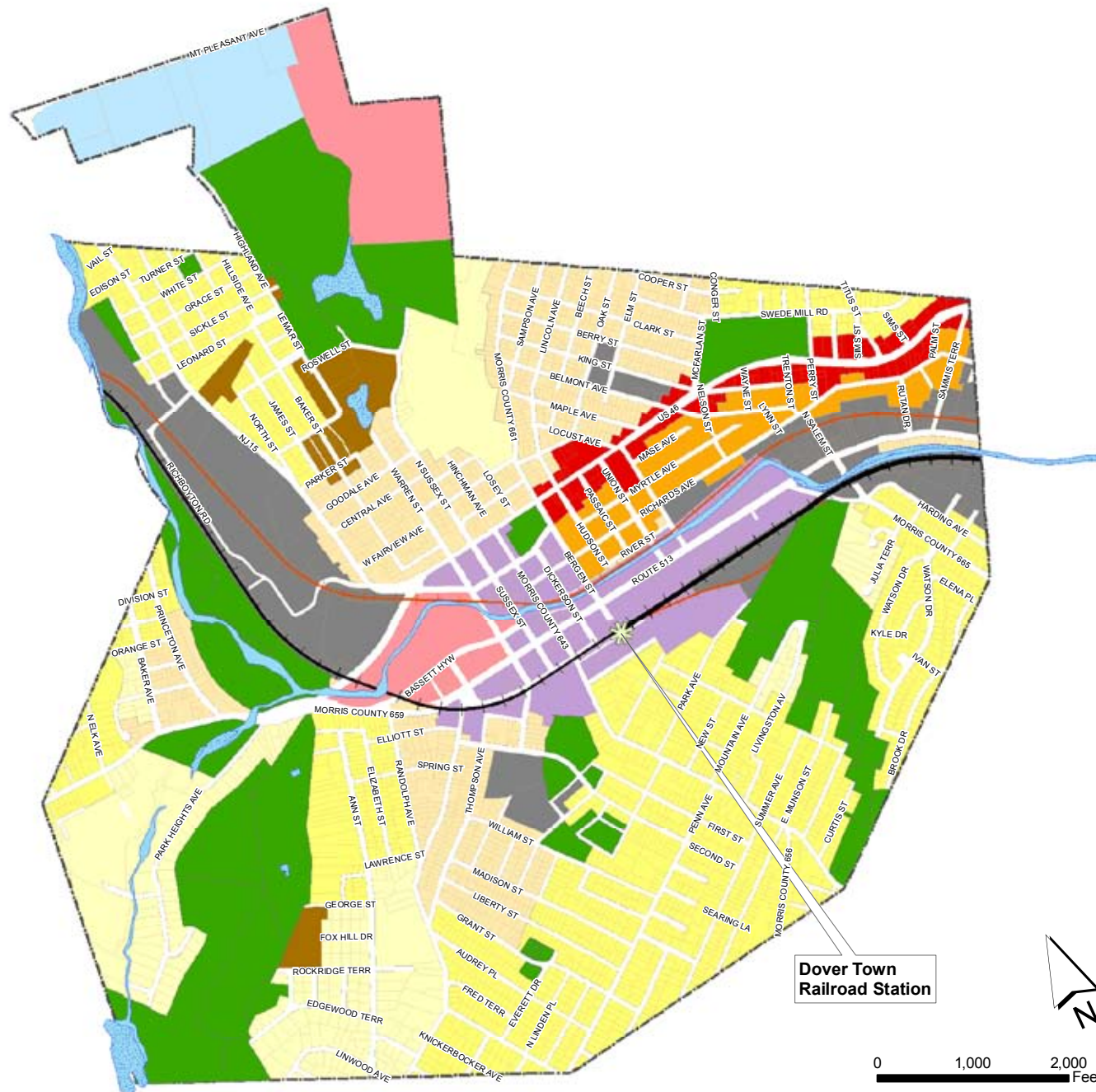
/The Transit Oriented Development Plan/

The 2006 Town of Dover Transit Oriented Development Plan (TOD) analyzes the Downtown and station area in more depth than a typical Master Plan would do. Therefore, the recommendations for zoning and land use ordinances, upon passage of the document, would supersede any prior zoning for this area. Should the Town choose not to adopt the ordinances associated with the TOD Plan, significant changes should be made to the zoning within this area to take better advantage of the assets of the Town. Notwithstanding, the Town must continue to work diligently on the TOD plan's details to ensure future success for the Downtown, the Station and the Town of Dover as a whole.



land use plan





Future Land Use

Legend

- General Commercial
- Industrial
- Industrial/Office Park
- Single Family (7,500 S.F.)
- Single Family (5,000 S.F.)
- Double Family
- Double Family/Rooming House
- Multi-Family
- Redevelopment Area District
- Transit-Oriented Development
- Public Property, Parks & Open Space

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FUTURE LAND USE AND ZONING PLAN

Through an intensive public participation program associated with this Master Plan, the Town of Dover has decided to take a comprehensive planning approach to solve its issues. By looking deep into all the issues, from parks and open space to cultural differences, the Town has taken an optimistic viewpoint to begin stitching a so-called “quilt of opportunity.” Recognizing past and present planning exercises the Town seeks to build on its diversity by promoting growth that align with several key goals, which are:

1. Enhance the socio-economic demography of the town by providing housing options not currently offered in Dover
2. Capitalize on the Town's cultural strengths by promoting the arts, local cuisine, academic institutions, historic resources, and cultural diversity
3. Assist all the Town's neighborhoods stabilize, and revitalize through public improvements, creation of neighborhood organizations and education.
4. Further enhance Dover as a “Go to” and “Go do” place through increased economic development opportunities, redevelopment and improvements to the pedestrian realm in Town that capitalize on Dover's uniqueness.

5. Reduce land use conflicts through promoting the Town as a place to do business thereby spurring private sector market forces to seek relocation to Dover

Dover is a “built-out” community where development opportunities take place in the form of in-fill, reuse and redevelopment projects. These limited opportunities elevate the status of new development applications, where it become critical to ensure the details of each project are carefully thought out and ultimately delivered. The detailed issues spelled out in this Master Plan avail themselves to the recommendations in this section. This plan will address the Town's land use issues through a comprehensive planning approach that produces a unified vision of growth and development, while recommending zoning changes that will guide Dover's future. The recommendations of this plan, while seeking to address all the Town's goals and objectives, work to make Dover a better place.

This land use plan works from the “inside-out.” Essentially it starts with the core of the Downtown and stretching outwards in all directions through the neighborhoods, parks, schools, and environmental features until you reach the municipalities that surround Dover.

This approach makes sense logistically and environmentally as Dover's heart, Blackwell Street, beats in the valley while its diverse neighborhoods surround it on the hillsides. The Future Land Use Map is the graphic representation of this Land Use Element.

/Dover Downtown and Station Area/

Dover, its leadership, and its residents, through an extensive input process, feels that great opportunity exists within the Downtown business district. As it exists today Downtown is a fully functioning historic “transit village” that can be enhanced in a way that provides the Town an increased ratable base while providing an all-new tier of socioeconomic strata. This area of Dover is so important that the Town decided to study it intensely. To run concurrently with this Master Plan review, the Town commissioned a plan entitled The Town of Dover Transit- Oriented Development Plan. The plan, appended to this Master Plan, breaks the Downtown and Station Area into (8) eight subareas and performs a detailed analysis of existing land use, zoning and how new development should be designed, coordinated, and connected into the existing business district, while maintaining a strong relationship with the surrounding community.

Recognizing that Dover Station is a catalyst for new development, the TOD Plan provides conceptual development scenarios and more importantly development regulations, which upon adoption, will guide development applications. The Town of Dover has decided that this approach, where a master plan analysis coupled with a detailed plan for the Downtown and Station area, is the way to proceed with the Town's future development. Figure LU-1 Dover TOD Plan Subarea Map depicts the area that this Master Plan recommends that the Town of Dover Transit-Oriented Development Plan govern land use for the Downtown Area. All current zoning within this area will then be superseded by the Plan's ordinances once approved by the Towns Planning Board and Governing Body.

/Potential Areas for Redevelopment/
As described in the Transit Oriented Development Plan, areas for potential development, redevelopment or rehabilitation should be carefully considered. Because of the complexity of land owned by different entities, certain areas in the TOD should undergo intensive study, parcel by parcel, in order to facilitate investment. The redevelopment process according to the New Jersey Local Redevelopment and Housing Law is one such means.

This plan foresees this possibility in several places in town- the Basset Highway Area, East Blackwell Street, the area immediately south of Dover Station, and perhaps the Route 46 Corridor. The Town of Dover has also recently declared itself "An Area in Need of Rehabilitation Area" which does allow for redevelopment planning albeit without the powers of eminent domain. Although Dover does not foresee the need to utilize condemnation powers, it would have to undertake the declaration of "an area in need of redevelopment" should its master planning efforts fail to accomplish the desired results.

- Basset Highway contains a critical parcel of land along the Rockaway River. With pavement up to the rivers edge, multiple parcels of ownership and the ability to create a vital link of the Dover Greenway the area is best suited in comprehensive redevelopment planning. Currently, a redevelopment plan was adopted that will work to solicit developers to construct the entire site with provisions of public spaces, and mixed-use development that will work to spark Dover's revitalization efforts.
- East Blackwell Street is another area where redevelopment may present a logical approach to sorting out some of the areas conflicting land uses. As a vital gateway to the Dover Downtown,

this area has numerous parcels in different ownership. While the TOD and its revised land development ordinances may facilitate improvement of the area, redevelopment may ultimately be a tool that the Town may seek to utilize. The flood hazard area of the Rockaway River, which covers most of this area is an environmental constraint that must be taken into account in any future redevelopment and could cause a significant hindrance to revitalization. Notwithstanding redevelopment, the TOD plan seeks short-term aesthetic improvements to this eastern gateway that will significantly bolster the area.

- Dover Station South is yet another area of multiple land ownership. This area, although topographically challenged, may in the future need the incentives that redevelopment is able to provide. The area's location adjacent to the Dover Station allows for tremendous opportunity once markets in Dover have improved. Strong markets should facilitate the ability to construct the site as creatively envisioned the TOD plan.
- The Route 46 Corridor is another area to consider for redevelopment. While a great deal of this roadway is in fine

land use plan

shape, a lot of it is not. A mix of auto-driven land uses with some conflicting land uses, such as an abundance of service stations, this area could consider a comprehensive plan to sort out the land uses while creating a better-designed roadway from an aesthetics perspective. The interface with the surrounding neighborhoods is also an important consideration—particularly in the downtown area as Rt46 divides the neighborhoods to the north from the Town’s commercial core.

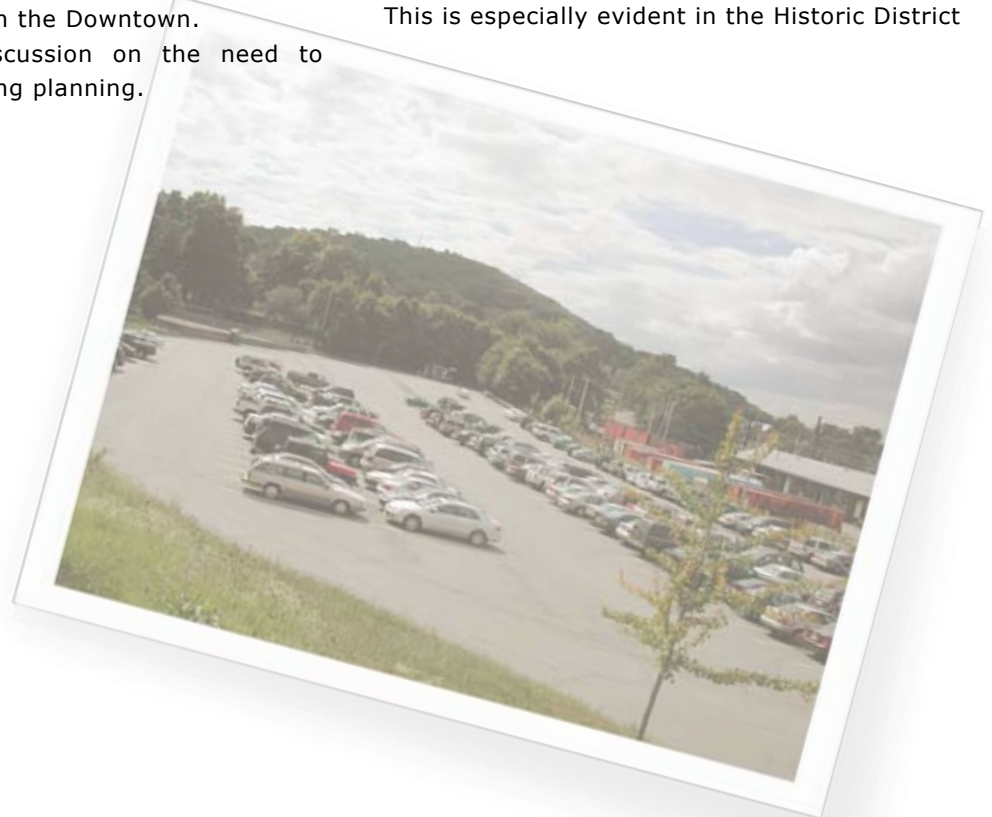
The other issue along Rt46 is the difference in character east and west of the Mercer Street intersection. East of Mercer Street tends to be a more automobile driven design land use pattern. West of Mercer Street land patterns slightly more indicative of the downtown area until the intersection with Rt15. From Rt15 to the border with Wharton and Mine Hill the roadway hosts residential land uses and the St. Clare’s Hospital. As such, planning this corridor must be in sections; east, west and Downtown.

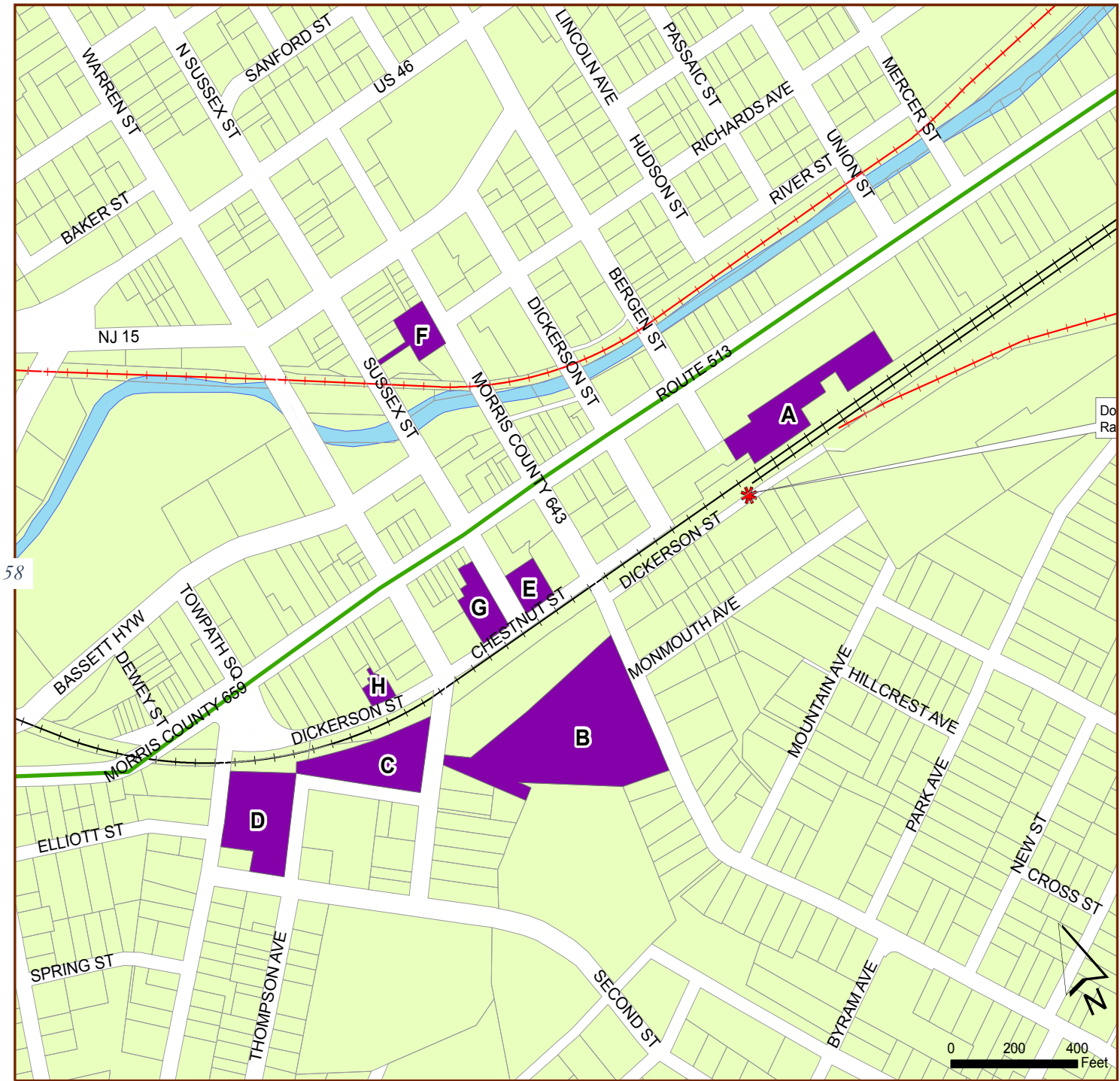
PARKING

Regardless of whether Dover, through its planning efforts, reduces the dependency of the automobile through its land use practices it will need to be proactive in how it delivers parking for its businesses, community groups, commuters, visitors and residents. As such, this plan recommends that a Parking Authority be created to effectively:

- Balance the needs for public parking with Downtown business
- Negotiate the parking deficiencies of planning and zoning applicants—particularly in the Downtown.
- Facilitate discussion on the need to update parking planning.

Specific recommendations for parking are included in the Transit Oriented Development Plan (TOD). In essence, these recommendations are laid out in more detail because of the inclusion of commuter and municipal parking needs as they relate to transit and transit friendly development (i.e. the downtown). Otherwise, parking will be governed by the standards in the zoning section of this plan and such, the importance of a working Parking Authority is critical when development applications come forth that are unable to provide on-site parking. This is especially evident in the Historic District





Parking - Existing Conditions

Legend

- Existing Public Parking
- Dover Town Railroad Station
- Bus Route # 10
- Freight Railroad
- Passenger Railroad

Description of Lots

Lot Number	Number of Spaces	Area in Square Feet	Area in Acres
A	143	56320	1.29
B	362	160815	3.69
C	59	48108	1.10
D	156	55486	1.27
E	41	13214	0.30
F	43	16748	0.38
G	48	19087	0.44
H	18	6361	0.15

Town of Dover Master Plan
Morris County, NJ
Prepared by -



1:3,600

January 2006

Land use plan

where many sites do not have dedicated on-site parking and applications before the Planning or Zoning Board meet difficulties because of the situation. Parking should not be an impetuous to reuse of structures in the Downtown, hence the need for an authority that can negotiate “shared” arrangements.

GATEWAYS, GREENWAYS AND CIVIC SPACES

Parks and Open Space must be included into the design of any Town especially one as dynamic and compact as Dover. The Transit Oriented Development Plan has recommended specific areas where new opportunities avail themselves. In general, the Recreation and Open Space Element of the 2005 Master Plan governs this, but is worth mentioning in the Land Use Element because of its importance in good community design. Key aspects of parks and open space design in Dover include:

- Inclusion of public art and public spaces.
- Provide commuter-waiting areas through public plazas near Dover Station and Bus Stop.

- Provide Crescent Field with additional space integrated into the Redevelopment of the area. This could include provisions for a community center.
- Enhance the Morris and Essex rail ROW through landscape improvements.
- Work with private sector to add to the public parks system, including; St. John’s Church, NJ Transit and property owners along the River.
- Include residential amenities into the design of new larger, mixed-use buildings. This could include pools, playgrounds and sitting areas within the building.
- Create greenways along the River and abandoned rail ROW.
- Link public places, such as the post office and Town hall to pedestrian plazas, walkways and open space.
- Enhance the history of Dover while creating new open spaces, the Morris Canal and other historic sites and buildings.
- Creation of gateways to announce Dover to visitors coming to Dover

Public Art can be an important component of aesthetic value



/Cultural Amenities and Business Recruitment/

The “secret spice to the Dover stew” exists within its rich diversity of culture. As stated earlier in the Community Profile section, Dover consists of White, African American, Asian, and a number of Hispanic and Latino cultures. All told, the number of different cultures reaches around (15) fifteen different races, (9) nine of which are within the Hispanic and Latino category.

As Dover’s demographic history evolved, the Town upon a slow down in the economy in the 1970’s and early 1980’s experienced a shift in population where the Hispanic and Latino culture began to rise drastically. The rise in these demographics also gave way to new Entrepreneurs and the Town’s economy began to stabilize.

Today that stabilizing effect is still evident and it is where the true opportunity to attract new businesses to serve the entire population lie. This is especially important as new development comes on-line. The many diverse culinary choices Dover residents and visitors have to choose from is fantastic. Some specialty stores where different items are available are also evident.

Notwithstanding the outstanding opportunity in the diverse demographics of Dover, its Arts and Cultural resources are outstanding as well. With Dover Historic Society, Dover Renaissance, the Baker Theater, the Dover Little Theatre, the Children’s Museum, Dover Business College, the Kubert School of Cartooning, and others present an additional layer of opportunity to dovetail with the restaurant and Downtown business community.

This plan recommends that Dover hire a full-time Economic Development Director that can program those assets into a plan that seeks to educate the business community, recruit new businesses, and work with the arts community on marketing Dover as a “Go-to” and “Go-do” place. While this position would benefit from an individual or team member that is bi-lingual, more importantly, someone that is experienced in Main Street/ Downtown business districts should fill the position. Ultimately this will help re-brand Dover and improve its image with the State of New Jersey and Morris County.

Lastly, the creation of a “Special Improvement District” or “Business Improvement District” should also be considered to work in concert with, and be ultimately be directed by, an established economic development department. This designated area can work to coalesce the business community and its resources

organizing are self-help ventures for property owners and local governments to identify and develop defined areas of towns where a more successful and profitable business climate is needed. The managing agent of these districts not only plans for but executes business retention activities, improves security and maintenance, brings about revitalization and value enhancement, and undertakes marketing and development in downtown areas.

/Dover’s Neighborhoods and Associated Zoning/

Dover’s neighborhoods are diverse and so to these recommendations. Certain neighborhoods and their respective zones experience in fill housing applications, others, converting from single to multi-family.

/The R-1 & R-2 Zones/

The Single Family Districts R-1, R-2, have experienced some in fill housing applications that are for the most part within the intent of the Town’s zoning code. However, these sites, because of unique topography have facilitated homes being constructed that look out of character with the existing homes. The massive bulk of the newer single-family homes that have been constructed in recent years have resulted in inconsistent architecture and size with already established neighborhoods.



Land use plan

This plan recommends the use of Floor Area Ratio (FAR), and height restrictions, combined to minimize the impacts of new construction.

In the Town's current Land Use and Development Code Chapter 236-5 FLOOR AREA RATIO is defined as – "the sum of all floors of buildings or structures compared to the total area of the site". While this definition has no current standing in the code for residential zones it is recommended that the definition be amended to include the addition; FAR calculation for residential uses shall include basement, garage and half-story space.

It is a recommendation of this plan that Floor Area Ratios be added to the requirements of the residential zoning. As such, the following FAR should be incorporated:

FAR shall not exceed:

0.55 in the R-1 zone

0.55 in the R-2 zone

In addition to the inclusion of FAR, Dover should also incorporate a stricter definition of height of structures as it applies to these residential zones. Currently, height requirements in every residential zone reads; "no building shall exceed 35 feet in height or 2 ½ stories above grade." While this standard would be acceptable in an area where the land is flat, it fails to address the topographic

changes in the neighborhoods of Dover.

When originally conceived, the zoning in Dover did not adequately address the height issue because much of the land that contained exaggerated elevation changes was rendered useless because the technologies of building on these parcels did not exist. Now that technology allows building on this "topographically challenged" land, the Town of Dover should strengthen its code to preserve the character of the neighborhoods.

The existing ordinance reads:

BASEMENT -- That portion of a building which is partly or completely below grade and not a story above grade.

BUILDING, HEIGHT OF -- The vertical distance from the grade plane to the average height of the highest roof surface.;

GRADE PLANE -- A reference plane representing the average of finished ground level adjoining the building or structure at all exterior walls. Where the finished ground level slopes away from the exterior walls, the reference plane shall be established by the lowest points within the area between the building and the lot line or, where the lot line is more than eight feet from the building, between the building and a point eight feet from the building.

STORY -- That portion of a building included between the upper surface of a floor and upper surface of the floor or roof next above.

STORY ABOVE GRADE -- Any story having its finished floor surface entirely above grade except that a basement shall be considered as a story above grade where the finished surface of the floor above the basement is: [Added 4-28-1998 by Ord. No. 15-1998]

A. More than six feet above grade plane;

B. More than six feet above the finished ground level for more than 50% of the total building perimeter; or

C. More than 12 feet above the finished ground level at any point.

STORY, HALF -- A space under a sloping roof which has the line of intersection of the interior faces of the roof structure and main building wall not more than three feet above the top floor level and in which space the floor area with a headroom of five feet or more occupies at least 60% of the total area of the story directly beneath. [Added 4-28-1998 by Ord. No. 15-1998]

STORY, HEIGHT OF -- The vertical distance from top to top of two successive tiers of beams or finished floor surfaces and, for the topmost story, from the top of the floor finish to the top of the ceiling joists or, where there is not a ceiling, to the top of the roof rafters.

As such, height requirements in the residential zones should be more restrictive and is proposed to read as follows:

"The vertical distance from the grade plane to the average height of the roof surface, shall not exceed 30 feet. There shall be no more than two and one-half (2-½) stories above grade. Any story above the second "story above grade" that constitutes more than a "half story" as defined herein, or any story below the first story that is not a "basement", as previously defined, shall be deemed a violation of this limitation.

Additionally, the Story Above Grade definition should be amended to read:

- A. More than four (4) feet above grade plane;
- B. More than four (4) feet above the finished ground level for more than 50% of the total building perimeter; or
- C. More than six (6) feet above the finished ground level at any point.

/The R1-S Zone/

The R1-S zone in Dover encompasses land constrained by steep slopes. Adjacent to tracks of open space and parkland, these zones should be included into the park system where appropriate. Given the fact that Dover currently provides an outstanding opportunity for people live in a number of different housing types, and

is planning to augment the housing market in the Downtown, the R1-S should be eliminated and is the recommendation for this plan to turn it into a Conservation zone where land is owned by the Town or other governmental agency.

Forested, steep slope areas are perfect for passive recreation opportunities, as well as wildlife habitat. These areas also present the town with unique scenery. As such, they should be preserved. The new Conservation zone (CZ) would read as follows:

Conservation Zone (CZ): Land within the CZ zoning district is slated for inclusion into the Dover Parks and Recreation inventory. Permitted uses in this zone are as follows:

- Parks, and parks including:
 - o Natural and Man-made open spaces, vistas and habitats
- Playgrounds and other similar passive recreational space.
 - o Hiking trails and educational nature trails
 - o Active recreational space
 - o Civic and public buildings associated with the utilization of this land including Community Centers.
- Buffers that screen adjoining land uses from being landscaped.

/The R3, R3A Zones/

The R3 and R3A zones in Dover provide another layer of housing choice with the town. These zones allow for two- family and duplex units. Because Dover has experienced a large number of conversions, single- family to multi-family, tighter controls could be implemented. While controls heavily rely on enforcement, the Town may be able to shed new light in the real estate community by changing two-family and duplex units to conditional uses within the R3 and R3A zones. Doing this ensures that the Planning or Zoning Board will hear the case to ensure appropriate provisions of the code are met.

Therefore, the plan recommends that the R3 and R3A zones become single-family zones and permit by condition, the ability to create two-family or duplex units. Conditions guiding these uses are:

- Conformance with the Bulk Standards
- Ability to meet off-street parking regulations
- Architecture of the two-family or duplex unit shall be consistent and complementary to the existing neighborhood

Land use plan

/Land Surrounding the Downtown Core/

There are several issues that the Town seeks to address that fall outside of the work of the TOD plan. Through stakeholder interviews and public meetings the plan identified those issues as; zoning and land use involving the St. Clare's Hospital Facility, Route 46 Corridor, and the industrial areas to both the east and west of the Downtown. While the TOD plan discusses the industrial areas it does not delve deep enough as these areas fall, for the most part, out of the plan's area of focus. This Master Plan picks up on this issue and addresses them as follows:

/St. Clare's Hospital/

St. Clare's Hospital is a regional hospital facility that is part hospital system that includes (4) four facilities. Obviously, the facility of importance to Dover is the one that lies within its jurisdiction along West Blackwell Street on Route 46. The other (3) three are located in Denville, Boonton and Hackettstown, New Jersey.

The Dover campus is a 20+/- acre facility with land uses associated with the practice of health care but not owned by the hospital itself. These surrounding uses all within the residential zoning (R2 & R3 zones along

Route 46) have migrated into the surrounding neighborhood. These uses consist of doctors' offices and others ancillary to a hospital.

The hospital's land holdings contiguous to the facility are recommended to be re-zoned. The extent by which the other commercial land surrounding the hospital are to be considered for rezoning depends on the potential impact on the surrounding neighborhood. Notwithstanding, a new Institutional Zone (IS) is recommended in this plan that allows the hospital the ability to grow, but in a way that is carefully crafted. This plan recommends that land development standards for such a zone make the following considerations.

- The Town of Dover partners with the hospital to rectify and understand the needs of the neighborhood and hospital alike. This would include reviewing the hospital's master plan to address any and all issues upfront.
- Consider any Greenway connections, such as those proposed as part of the Morris Canal Society, in the planning effort to ensure safe pedestrian access to and from the hospital to the Downtown.
- Allow current residential standards in the neighborhoods to remain in place. Current zoning allows as a conditional

use to room to allow doctors and other ancillary uses to locate near St. Clare's

- Develop landscaping requirements to ensure adequate buffering
- Ensure location of non "industrial" type functions such as, loading docks, refuse depots, heliport landing areas, are located appropriately.

The residential neighborhood standards that surround the hospital should for the most part remain in-tact with exception to those properties that are directly across Route 46 from the facility. As previously stated, the current uses in this stretch of roadway are primarily professional offices in the form of doctors and other health practitioners. These properties are recommended to be rezoned in a manner where the character of the roadway will remain in-tact while being slightly more flexible in allowing professional offices to be located here. This plan recommends that Professional Occupations remain a Conditional Use. As such, the Land Use and Development code Chapter 236-40 should include an additional use:

- S. Professional Office/ Health Practitioners
- (1) Limited to property along Route 46 from the Blackwell Street merge West to the Town's border.
 - (2) Uses shall include the office of a physician, dentist, minister, attorney, or similar profession.

- (3) There shall be only one office or occupation per structure.
- (4) Setbacks of the zone must be adhered to. Any addition to the structure must remain residential in character.
- (5) Owner-occupied businesses are encouraged but not mandatory.
- (6) Accessory apartments are permitted but must contain at least one bedroom.
- (7) Off-street parking requirements must be met according to 236-43 Off-street parking and loading. All parking facilities must be adequately landscaped and buffered from the surrounding neighborhood to Item E of the same section.

/Route 46 Corridor (McFarlan Street)/

Described earlier under potential redevelopment areas, the Route 46 Corridor, McFarlan Street is an area that is experiencing an image crisis. Is it a highway, or a main street, a neighborhood commercial center, or a suburban strip center? This plan proposes some short-term recommendations that can assist with the improvement of the corridor's image, particularly as the road functions as both a means of facilitating east-west regional travel and as a gateway into the town. However, the Town may seek the redevelopment process should these short-term recommendations fail to meet their

mark. Nevertheless, this plan attempts to sort out this image issue while improving traffic flow, access to the downtown, and pedestrian travel associated with land use.

-Aesthetic Treatments

Image of a roadway can be controlled by aesthetic improvements to the right-of-way where pedestrian travel occurs, and where the visual cues of development line the right-of-way. The Dover Shade Tree Commission through the Community Forestry Plan has recommended street trees in town and this plan concurs with that recommendation. However, Route 46's configuration differs from either side of the Mercer Street intersection and therefore affects the ability to plant street trees throughout the entire length of the corridor. West of Mercer Street until the intersection with Rt15 is characterized by sidewalks adjacent to the curb line with residential structures, some by use and some structure (converted to commercial), on the sidewalk edge with little no room for shade trees. East of Mercer Street the Right-of-Way opens up and provides opportunity to plant street trees.

Route 46 east of Mercer Street should be lined with street trees that work to soften the harsh edge of the more auto-dependant designed buildings and associated parking lots. Developed in concert with a change in the

freestanding sign ordinance will ultimately work to transform the look, feel, and function of this roadway over time as new development is proposed and property upgrades are made. Such improvements will also "tame" traffic by reducing speeds by which a traveler drives down Route 46.

The streetscape along the easterly section of the Rt46 corridor could be implemented through a variety of methods. First, site design standards of new development applications must include the provision of street trees according to a site plan that would need to be created. Second, the Town may be eligible for State grants through the Community Forestry Program at NJ Department of Environmental Protection. There may also be other environmental-based organizations that provide these type funds. Third the business community may also be convinced to participate in the project and funded through their donation.

The westerly section of the Rt46 corridor should be treated differently. The character of this section prohibits major change in the land use and roadway design – unless redevelopment is brought into the picture. However, individual property could be convinced to take part in a shade tree program. This may require donating the trees to the property owners,

Land use plan

but could be implemented if the community buys into the vision.

~Signage

As controlled by section 236-38 of the Dover Land Development Ordinance permits freestanding signs that are (16) sixteen feet tall and (2) two square feet for every foot of frontage. This plan recommends ground signs to be more appropriate for Route 46 properties. From traffic perspective, the combination of ground signs and reduced speeds would facilitate a smoother flow of traffic. These reduced speeds are not merely more appropriate for towns such as Dover, but also allows signs to be visible. Lower heights of signage have also been known to help keep speeds lower as people must focus on short distances rather than on a large freestanding sign, a ¼ mile to ½ mile away. It is therefore recommended that section 236-38 (L) be amended as follows:

L. Freestanding signs. - Freestanding signs are only permitted along Mt. Pleasant Avenue.

Furthermore, the Town should clarify the definition of a freestanding sign in the code to include pylon and pole mounted signs.

Additionally, 236- 38 should be amended to add an additional item number (N.)

N. Ground Signs

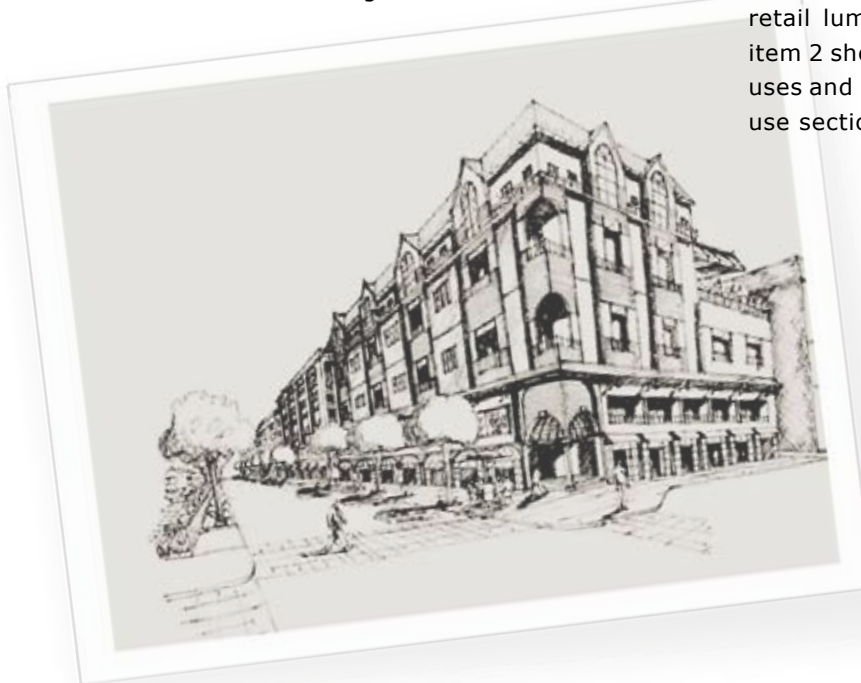
(1) Ground signs shall not exceed five (5') feet measured from the ground level to the top of structure. The area of such sign shall not exceed thirty-two (32) square feet and may be interior lighted with non-glaring lights or may be shield floodlights.

~Zoning

Lastly, the zoning along the Route 46 corridor is mostly C-2 General Commercial District with a small area adjacent to the downtown in a C-3 Light-Industrial-Commercial District. The C-3 zone is recommended through the Dover TOD

Plan to be removed in favor of the new TOD zone. North of Rt46 should remain in the R3 zone. The remainder of the zoning within the C-2 jurisdiction is recommended to be amended and read as follows:

- Under section 236-18 (A) – Principle uses should exclude the (1) motor vehicle repair garages, (2)) motor vehicle service stations and (3) motor vehicle stations in the principle use category. Existing uses of this nature should be grand fathered, but prohibited to develop new sites.
- Under section 236-18 (A) – Principle uses should amend item (2) to read "hardware stores and/or associated retail lumber yards". The remainder of item 2 should be removed from principle uses and placed in 236-18 (C)-Condition use section.



ADDITIONAL RECOMMENDATIONS

-Comprehensive Ordinance Revision

This Land Use Plan Element also recommends that Dover revise the land development ordinances to correspond to the recommendations identified herein. During this revision, a comprehensive review should be undertaken to revise and eliminate cross-referencing and ambiguities. The new ordinance should also provide an update of the definitions section and work to clarify and/or specify other portions of the ordinance where appropriate.

- Under section 236-18 (D)(1)- Bulk requirements detail that every principle building shall be provided with a front yard of not less than 20 feet. This requirement should indicate that the building must located within 20 feet of the front yard and the space between the building and right of way shall be appropriately landscaped.
- Under section 236-18 (G) – Off Street parking is recommended to be amended to read, “no off-street parking shall be provided across the entire front yard of the site.” Parking can however be permitted in the front yard if determined that adjacent residential parcels require additional buffering from commercial structures.
- Additionally, this plan recommends that a buffer requirement be created for properties in the C2 zone that abut residential land uses and zoning on adjacent properties.