Baker Mansion
Redevelopment Plan

Block 305 Lot 7
Town of Dover,
Morris County, NJ

October 9, 2026

John McDonough Associates, LLC

Land Use Planning · Landscape Architecture

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Redevelopment Plan

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Adopted pursuant to N.J.S.A. 40:A:12A-1, The New Jersey Local Redevelopment and Housing Law, by Ordinance of the Mayor and Council of the Town of Dover, Morris County, New Jersey, on second reading and public hearing held on _____, 2026, following adoption by the Planning Board of the Town of Dover on _____, 2026.

Prepared For

MAYOR JAMES P. DODD · 1722 · TOWPATH · DOVER, NEW JERSEY · BOARD OF ALDERMEN

The original of this report was signed and sealed
in accordance with N.J.S.A.45:14A-12

_____

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1. Overview

A. Introduction

(1). On _____, 2026, the Town Council of the Town of Dover adopted Resolution # _____-2026 (hereafter "Resolution") which designated certain property identified as Block 305 Lot 7, as shown on the official tax map of the Town of Dover, as a non-condemnation area in need of redevelopment; and which authorized and directed the Planning Board to prepare a redevelopment plan for same, pursuant to the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 *et seq*. (hereafter "LRHL"). The Resolution is provided in **Appendix A**.

(2). This Redevelopment Plan is prepared in response to the Resolution and shall serve as a Redevelopment Plan and zoning ordinance for the area described above. The Mayor and Council believe it is in the best interest of the Town to implement this Redevelopment Plan to further effectuate positive land use in the community and the site. Maps and photographs of the Redevelopment Area are provided in **Appendix B**.

(3). History and community significance. The site is locally familiar as the "Baker Mansion", the former estate of W.H. Baker who was one of Dover's prominent merchants at the turn of the last century. The site contains the original mansion (circa 1902) and large open grounds. The property and the Baker family have deep roots in the history of the area. At one time, their holdings extended across a substantial portion of the surrounding area, and their operations employed a significant number of people within the local community. In this regard, preservation of the mansion is important beyond simply preserving an old building.

(4). Historic character and preservation. Preservation and adaptive reuse of the Baker Mansion is a core goal of the redevelopment plan The Baker Mansion is an iconic and deeply rooted component of the local community fabric, and the State has previously encouraged its formal historic recognition. Any substantive alteration to the mansion, architectural character, façade, materials, or exterior appearance shall be subject to Historic Preservation Commission review and approval.

(5). Preservation through reinvestment. Preservation through reinvestment is also a core goal of the redevelopment plan. In this regard, the redevelopment plan proposes introducing an appropriate level of new residential development that gives the property an economically sustainable future, while at the same time preserving and reinforcing a landmark that has been part of the community for generations.

B. Identification of the Redevelopment Area

(1). The Redevelopment Area contains one (1) tax parcel which is identified as Block 305 Lot 7, with a street address of 45 Lehigh Street. The property is an irregularly shaped lot with an area of approximately 2.619 acres. It is by far the largest lot in the area. As noted above, the site is locally familiar as the "Baker Mansion". The site contains the original mansion (circa 1902) and large open grounds.

(2). The Redevelopment Area also includes mapped rights-of-way and/or easements contiguous or internal to the above lots, for the purposes of utility connections, streetscape improvements, and the like. The Redevelopment Area has frontage on three (3) streets: Lehigh Street; North Elk Avenue; and Harvard Street.

(3). Part of the redevelopment project, such as parking, open space, utilities, and related site improvements, can extend into Wharton Borough subject to Wharton's approval. The Wharton lands include Block 2017 Lots 1 through 5, which are approximately 1.272 acres including a 20 foot right-of-way.

C. Required Redevelopment Plan Components

Pursuant to Section 40A:12A-7 of the LRHL, the redevelopment plan shall include an outline for the planning, development, redevelopment, or rehabilitation of the project area sufficient to indicate:

(1). Its relationship to definite local objectives as to appropriate land uses, density of population, and improved traffic and public transportation, public utilities, recreational and community facilities and other public improvements.

(2). Proposed land uses and building requirements in the project area.

(3). Adequate provision for the temporary and permanent relocation, as necessary, of residents in the project area, including an estimate of the extent to which decent, safe and sanitary dwelling units affordable to displaced residents will be available to them in the existing local housing market.

(4). An identification of any property within the redevelopment area which is proposed to be acquired in accordance with the redevelopment plan.

(5). Any significant relationship of the redevelopment plan to (a) the master plans of contiguous municipalities, (b) the master plan of the county in which the municipality is located, and (c) the State Development and Redevelopment Plan adopted pursuant to the "State Planning Act," P.L.1985, c.398 (C.52:18A-196 et al.).

(6). As of the date of the adoption of the resolution finding the area to be in need of redevelopment, an inventory of all housing units affordable to low and moderate

income households, as defined pursuant to section 4 of P.L.1985, c.222 (C.52:27D-304), that are to be removed as a result of implementation of the redevelopment plan, whether as a result of subsidies or market conditions, listed by affordability level, number of bedrooms, and tenure.

(7). A plan for the provision, through new construction or substantial rehabilitation of one comparable, affordable replacement housing unit for each affordable housing unit that has been occupied at any time within the last 18 months, that is subject to affordability controls and that is identified as to be removed as a result of implementation of the redevelopment plan. Displaced residents of housing units provided under any State or federal housing subsidy program, or pursuant to the "Fair Housing Act," P.L.1985, c.222 (C.52:27D-301 et al.), provided they are deemed to be eligible, shall have first priority for those replacement units provided under the plan; provided that any such replacement unit shall not be credited against a prospective municipal obligation under the "Fair Housing Act," P.L.1985, c.222 (C.52:27D-301 et al.), if the housing unit which is removed had previously been credited toward satisfying the municipal fair share obligation. To the extent reasonably feasible, replacement housing shall be provided within or in close proximity to the redevelopment area. A municipality shall report annually to the Department of Community Affairs on its progress in implementing the plan for provision of comparable, affordable replacement housing required pursuant to this section.

(8). Proposed locations for zero-emission vehicle fueling and charging infrastructure within the project area in a manner that appropriately connects with an essential public charging network.

In addition to the above, Section 40A:12A-7 of the LRHL requires that:

(9). A redevelopment plan may include the provision of affordable housing in accordance with the "Fair Housing Act," P.L.1985, c.222 (C.52:27D-301 et al.) and the housing element of the municipal master plan.

(10). The redevelopment plan shall describe its relationship to pertinent municipal development regulations as defined in the "Municipal Land Use Law," P.L.1975, c.291 (C.40:55D-1 et seq.). The redevelopment plan shall supersede applicable provisions of the development regulations of the municipality or constitute an overlay zoning district within the redevelopment area. When the redevelopment plan supersedes any provision of the development regulations, the ordinance adopting the redevelopment plan shall contain an explicit amendment to the zoning district map included in the zoning ordinance. The zoning district map as amended shall indicate the redevelopment area to which the redevelopment plan

applies. Notwithstanding the provisions of the "Municipal Land Use Law," P.L.1975, c.291 (C.40:55D-1 et seq.) or of other law, no notice beyond that required for adoption of ordinances by the municipality shall be required for the hearing on or adoption of the redevelopment plan or subsequent amendments thereof.

(11). All provisions of the redevelopment plan shall be either substantially consistent with the municipal master plan or designed to effectuate the master plan; but the municipal governing body may adopt a redevelopment plan which is inconsistent with or not designed to effectuate the master plan by affirmative vote of a majority of its full authorized membership with the reasons for so acting set forth in the redevelopment plan.

D. Goals and Objectives

The intent and purpose of this Redevelopment Plan is to promote vibrancy and orderly development of the Redevelopment Area in accordance with the following goals and objectives:

(1). To promote historic preservation through renovation, rehabilitation, and adaptive reuse of the Baker Mansion.

(2). To promote new housing around the Baker Mansion which respects and enhances the historic significance of the Baker Mansion to the community.

(3). To promote workforce housing, particularly given the site's proximity to a hospital, to create opportunities for healthcare workers, teachers, police, fire, municipal employees, serving both Dover and Wharton

(4). To create a landscape that is reflective and respectful of the ground's significance as an estate property. Redevelopment of the site should have meaningful landscaped buffers where the development interfaces with existing residential properties. Beyond buffering, the overall site should have a picturesque, park-like quality, with strong foundation plantings, attractive landscaping, pedestrian areas, and substantial attention to curb appeal. The entire property should feel like a thoughtfully restored historic estate that has been sensitively adapted for residential use, not simply an apartment project built around an old house.

(5). To reverse ongoing stagnation and put underutilized land to productive use.

(6). To create economic development opportunities that will generate private sector investment, produce new or sustain existing jobs, and increase the Town's tax base.

(7). To promote resiliency and sustainability and development that recognizes and prepares for a future with more extreme weather events and a changing climate.

(8). To ensure high-quality architecture and attractive redevelopment.
(9). To promote walkability and healthy, livable communities.

2. Land Development Regulations

A. General Regulations

(1). The regulations set forth herein shall supersede any or all prior redevelopment plans and/or rehabilitation plans pertaining to this site and the Town of Dover Land Use and Development Ordinance Chapter 236, unless otherwise noted herein.

(2). The regulations set forth herein shall apply to the tract as a whole, not to individual lots which may be created therein, unless otherwise set forth below. For the purposes of this redevelopment plan, the word "tract" shall mean the entire redevelopment area.

(3). The tract shall be permitted to be consolidated or subdivided into one or more lots. The tract and any lots therein shall be permitted to contain one or more buildings or uses. The tract shall be permitted to be developed in one or more phases. The Redeveloper shall have sole discretion to determine the number, sequence, and timing of such phases, and any change in the number, sequence, or timing of phases from that contemplated in the Redevelopment Agreement shall not constitute a deviation from this Plan and shall not require a variance, waiver, or amendment to this Plan.

(4). All dimensional and other requirements shall apply to the tract as it exists at the time of the adoption of this redevelopment plan, and conforming conditions that are rendered nonconforming as a result of changes to the tract perimeter such as road widening or other municipal purposes shall not be considered deviations and shall not require variance relief on future applications for the full duration that the redevelopment plan remains in effect.

(5). There shall be no requirement that the entire Redevelopment Area be developed unless required under a redevelopment agreement entered between the Town and the designated redeveloper of the Redevelopment Area. If the Redevelopment Area is partially developed and then the remainder portion is developed separately, there shall be no requirement that the same redeveloper be responsible for the development of both portions unless required under a redevelopment agreement entered between the Town and the designated redeveloper of the Redevelopment Area.

(6). This Redevelopment Plan may be amended from time-to-time upon compliance with the requirements of law. A fee of $3,000.00 plus all costs of copying and transcripts shall be payable to the Town of Dover for any request to amend this plan. If there is a designated redeveloper, said redeveloper shall pay these costs prior to any such amendment. If there is no redeveloper, the appropriate agency

shall be responsible for any and all such costs, and may seek reimbursement from any redeveloper of the Redevelopment Area. Notwithstanding the foregoing, a deviation permitted pursuant to Section 2.A(10) below shall not be considered an amendment to this Plan and shall not require payment of the foregoing fee or any further Planning Board or governing body approval beyond that otherwise required for site plan approval.

(7). Affordable housing obligations or exemptions from or reductions of same shall be established in a redevelopment agreement between the Town and designated redeveloper for the Redevelopment Area.

(8). Design review and coordination with the Historic Preservation Commission shall be required for all redevelopment projects within the Redevelopment Area, subject to the provisions of any Town ordinance or code governing historic preservation.

(9). Conceptual Plans. Site development shall be in substantial conformance with the concept plans and illustrative renderings titled "Dover/Saint Clare's Workforce Housing Site" prepared by Kimmerle Newman Architects, consisting of 11 sheets, which are provided in **Appendix C**. The regulations set forth herein are intended to promote site development in substantial conformance with the above.

(10). As certain access points, parking facilities, and amenities servicing the redevelopment project are proposed to be located on a subdivided portion of Block 2017, Lots 1 through 5 located in Wharton, it shall be deemed permissible, but not required, for that portion of Block 2017 Lots 1 through 5 upon which such accessory uses servicing the redevelopment project are to be located, to be merged with Block 305, Lot 7.

B. Use and Bulk Regulations

(1). Permitted Principal Uses

a. Multifamily residential
b. Open space

(2). Permitted accessory uses

a. Off Street parking
b. Utilities
c. Refuse structures
d. Ordinary site improvements such as landscaping, lighting, fencing, signage
e. Home Occupations
f. Any use that is customary and incidental to any principal use set forth herein.

(3). Prohibited Uses.

a. Any use not expressly permitted herein shall be considered prohibited.

(4). Bulk Regulations

a. Maximum number of buildings: 5 buildings
b. Maximum number of dwelling units: 38 units
c. Maximum building height: 35 feet (excluding mansion)
d. Maximum number of stories: 2 stories (excluding mansion)
e. Maximum building coverage: 35 percent
f. Maximum lot coverage: 65 percent
g. Minimum open space: 35 percent
h. Minimum building setbacks:
    1. From Street Lines: 30 feet
    2. From Lot Lines Abutting Residential: 20 feet
    3. From Other Lot Lines: 15 feet
    4. From Other Buildings: 15 feet
i. Minimum dwelling unit distribution:
    1. Studio and/or One-Bedroom Units: 50-70 percent of total units
    2. Two-Bedroom Units: 30-50 percent of total units
    3. No more than 15% of the total unit count shall be studio units
j. Minimum dwelling unit sizes:
    1. Studio units: 500 square feet
    2. One-bedroom units: 650 square feet
    3. Two-bedroom units: 850 square feet
k. Minimum Workforce Housing: 20 percent of total units

C. Parking Regulations

(1). The minimum number of off-street parking spaces required for the development shall be established by the ratio of 2 spaces per residential unit.

(2). The number of off-street parking spaces provided shall be permitted to include spaces on the adjacent lot in Wharton Township within 200 feet of the site.

(3). The dimensions of off-street parking spaces shall be a minimum of 9 feet wide by 18 feet deep.

(4). The maximum number of curb cuts shall be one (1) on Lehigh Street and one (1) on North Elk Street. No curb cuts shall be permitted on Harvard Street.

(5). Driveway widths (measured without the curb radii) shall be a minimum of 24 feet, or two lanes.

(6). Curb radii shall be a minimum of 10 feet and a maximum of 15 feet at the intersection of a driveway and a public street.

(7). Offset from Intersections: The closest edge of a driveway to a street intersection (not including curb radii) shall be no less than 25 feet, measured from the intersecting right-of-way.

(8). Offset from other driveways: No driveway shall be located within 20 feet of another driveway, except for those serving townhouses

3. Design Standards

A. Architectural Design Standards

(1). All building façades shall be designed to be attractive from each vantage point and be consistent in their quality and finish on all elevations.

(2). The buildings shall be designed in a manner that is complementary to the area.

(3). Blank or featureless walls shall be avoided, and repetition should be limited.

(4). High-quality durable decorative materials shall be incorporated into the design.

(5). Buildings shall be designed using a color palette that complements the architectural context of the surrounding area. Color palettes should use traditional and durable colors such as, but not limited to, tan, terra cotta, brick red, dark green, black and various brown-grays to complement the brick and stone facades of existing historic buildings in Dover. Overly bright, garish colors are to be avoided. Generally, one to three colors should be selected. The base or field color should the predominant color applied to the walls and major surfaces. Accent color should be used for trim, hardware, doors, etc. The use of too many colors should be avoided.

(6). Application renderings. A three-dimensional rendering and a colored elevation rendering shall be submitted during site plan application. This should provide a rendered depiction of the proposed building along with the proposed color palette.

(7). No fire escapes that are appurtenant to the building exterior shall be permitted, such as exterior fire escape stairways and/or ladders, and/or party wall balconies that area intended as an auxiliary means of egress; however nothing herein shall not be construed to prohibit any means of emergency egress that is required by fire code.

B. Streetscape Design Standards

(1). Repair of faulty existing conditions. Existing sidewalks, curbs, and parallel parking spaces on both sides of the street shall be reconstructed or repaired as needed,

so long as they were physically damaged during construction of the Project, as determined by the Town Engineer.

(2). The minimum sidewalk width shall be the same as existing. All sidewalks in the redevelopment area shall be segmented into zones identified as follows:

(3). Street trees shall be spaced 30 to 40 feet apart

(4). Street trees. Street trees shall be native or native-adaptive species that are hardy, drought tolerant and able to thrive in an urban environment. Street tree species shall be subject to review and approval by the Town planning staff. Tree grates shall not be provided to avoid their weight compacting the soil and stunting tree growth.

(5). At a minimum, sidewalk and streetscapes shall be designed to be compliant with the Americans with Disabilities Act (ADA) and all Local, State and Federal regulations related to barrier-free design. Compliance with ADA regulations shall be approved by the Town Engineer.

(6). Sidewalks should be designed to be safe for pedestrians, those with mobility issues and individuals in wheelchairs. They should be wide, level, and include places for rest.

(7). Multi-sensory wayfinding for the vision and hearing impaired should be included in sidewalk design.

C. Landscape Design Standards

(1). A landscape plan shall be provided that is signed and sealed by a licensed landscape architect in the State of New Jersey.

(2). The landscape plan shall be subject to review and endorsement by the Town's consulting landscape architect and/or planning staff, and further provided that same may seek input from an arborist and/or shade tree commission.

(3). Street trees shall be hardy, native or native adaptive species that are drought tolerant and able to thrive in an urban environment.

(4). It is recommended that at least three different species of deciduous trees be installed.

(5). Plantings such as shrubs, flowers, or trees shall be used to accent entrances, arcades, sidewalks, communal plazas, communal rooftops and communal terraces. Such accent plantings shall be hardy, native or native adaptive species that are drought tolerant and able to thrive in an urban environment.

(6). Except as otherwise modified, the plant material used in the Redevelopment Plan area shall conform to ANSI Z60.1.

(7). All plantings shall be maintained by the Redeveloper and subsequent property owners. Publicly accessible areas and areas within view of the public right-of-way shall be maintained with automated watering systems to be furnished and maintained by the Redeveloper and subsequent property owners.

(8). Plant material installed in the public right-of-way shall be guaranteed by the Redeveloper for a period of two years.

(9). A planting schedule shall be provided by the Redeveloper and approved by the Planning Board

(10). Buildings shall be buffered from any residential property lines. Buffer areas shall be kept in their natural state, where wooded, and, when natural vegetation is sparse, a continuous screen of plant material at least six feet in height and/or a solid or tightly-woven fence shall be required so as to provide a year-round visual screen. Said planting shall be placed in suitable areas in the buffer area as determined by the municipal planning department. Any screen planting shall be maintained permanently, and any plant material which does not live shall be replaced within 30 days after the season permits. Failure to maintain fencing or to replace dead or diseased landscaping or any refuse which may collect therein shall be considered a violation of this regulation.

D. Lighting Design Standards

(1). All outdoor lighting, excepting street lighting, should be coordinated as to style, material and color. All exterior lighting shall be designed, located, installed and directed in such a manner to prevent objectionable light at and across property lines.

(2). Street lighting. Street lighting shall conform to the Town of Dover municipal street lighting standards or as approved by the Planning Board or Town Engineer.

(3). Side and rear yard lighting. Lighting should only be proposed for security purposes and not exceed 0.25 footcandle at the property line.

(4). Lamps shall emit a color temperature between 2800ºK and 4000ºK with a minimum color rendering index of seventy (70) or higher. At a minimum, sidewalk and streetscapes shall be designed to be compliant with the Americans with Disabilities Act (ADA) and all Local, State and Federal regulations related to barrier-free design. Compliance with ADA regulations shall be approved by the Town Engineer.

(5). The redeveloper may incorporate decorative lighting into the design of the building that is arranged in a manner to provide for a creative and artful effect.

E. Fences and Walls

(1). Fences and walls shall not be permitted between the building and the right-of-way or along street lines.

(2). Fences and walls shall be permitted along the rear property line only at a maximum height of six (6) feet.

F. Signage

(1). Residential Signage. Residential signage shall be limited to one architectural wall sign for each street frontage affixed to the principal elevation having a maximum sign area of 100 square feet. Such sign may be affixed flat to the façade or be a perpendicular projecting sign extending no more than three (3) feet from such façade, provided Municipal Council approval for the overhang into the right-of-way is obtained.

(2). Signs shall be of similar style, composition, coloration and font. Sign design shall be complimentary to the architectural design of the building.

(3). All lighting of signs shall be external but with the light source hidden from ground level view unless the only internally illuminated portion of the sign are the letters, glyphs or numbers, and not the sign background. Freestanding and roof signs shall be prohibited.

G. Additional Design Standards

(1). Environmental Remediation. The designated Redeveloper of the Redevelopment area shall be responsible for any and all environmental regulatory compliance in accordance with New Jersey Department of Environmental Protection (NJDEP) requirements for property acquired by the Redeveloper.

(2). Trash and Recycling. Trash, recycling and waste removal shall be performed by a private hauler contracted by the redeveloper or building owner. All trash, recycling and refuse storage shall be fully enclosed and screened within the building or, if outside, within a minimum 6' enclosure of masonry construction on all four sides of said enclosure. The masonry enclosure and access gate shall match or complement the principal building.

(3). Utilities and Mechanical Equipment.

a. Stormwater management. A storm water management plan and stormwater calculations shall be prepared for review and approval by the Town Engineer. Such plan shall comply with the Town's stormwater management ordinance and NJDEP rules and regulations. However, regardless of the development

classification, the applicant shall design the site's Stormwater Management System to fully comply with the standards for water quantity reductions as required for a Major Development. In addition, because portions of the municipality are in flood zones , additional floodproofing and flood control measures may be required by the Town Engineer.

b. Water and sanitary sewer utility extensions as approved by the Town Engineer, PVSC, and NJDEP shall be provided.
c. The designated Redeveloper shall operate and maintain any newly installed sanitary, storm water and water utilities in the Redevelopment Area including connections to the municipal systems.
d. All mechanical equipment serving the buildings shall be placed on the roof of the building. This equipment shall be screened in a manner consistent with the architecture of the building and shall utilize the same material used in construction of the building such that screening appears to be integral part of the building. Mechanical equipment serving the buildings shall also be permitted on the ground on the side or rear of buildings to a practical extent, and screened to a practical extent.

H. Sustainable Design

(1). Provisions for non-polluting and renewable energy systems such as solar, wind, geothermal, low-impact hydro, biomass, and biogas strategies are encouraged throughout the entire redevelopment.

I. Baker Mansion Intended Scope of Work

(1) The applicant to the best of his ability shall repair and renew the mansion in the interest of providing post construction - a structure consistent with the status of the mansion in the 1920s/30s To this extent certain additions and modifications since that time will be removed including porch enclosures and the like.
(2) Interior commons space shall be restored and existing finishes in those areas will be renewed and refreshed including wood floors, trims, crown moldings, ceilings and the like.
(3) A handicap ramp matching the general style and details of the existing porches shall be provided partially covered by the current and historic porte cochere in place on the north side of the mansion
(4) The roof in place is of recent vintage however the flat roof areas over the extended porches shall be renewed and replaced.

(5) Brick and stone veneers shall be inspected and repaired as need be and all exterior cornices and trims shall likewise be repaired, replaced or refinished as required.
(6) Perimeter plantings and walks shall be repaired and replaced as required.
(7) The concept plans reflect the general intent for the work in this area and shall the design may be modified as required to assure compliance with applicable local building codes as the work progresses.

4. Master Plan Consistency

Pursuant to the requirements of Section 7 of the LRHL, "[a]all provisions of the redevelopment plan shall be either substantially consistent with the municipal master plan or designed to effectuate the master plan." Further, the redevelopment plan should identify "[a]ny significant relationship of the redevelopment plan to (a) the master plans of the contiguous municipalities, (b) the master plan of the county in which the municipality is located, and (c) the State Development and Redevelopment Plan adopted pursuant to the State Planning Act, N.J.S.A. 52:18A-196 et seq." (The "SDRP"). This redevelopment is substantially consistent with the plans of the municipality, other contiguous municipalities, the county and the SDRP as follows:

A. Town of Dover Master Plan

(1). The Town of Dover adopted a new Master Plan in January 2007, however, there were two (2) prior Master Plan reexaminations of the original Master Plan, which were conducted on November 22, 1993 and October 27, 1999. The Town's Master Plan incorporates the general purposes of the Municipal Land Use Law ("MLUL") as set forth in §40-55D-2 and enumerates a number of specific goals and objectives which form the basis for the plan's land use recommendations. Those objectives that are pertinent to the Redevelopment Area are as follows:

a. To encourage municipal action to guide the appropriate use or development of all lands in this State, in a manner which will promote the public health, safety, morals, and general welfare;
b. To secure safety from fire, flood, panic and other natural and man-made disasters;
c. To provide adequate light, air, and open space;
d. To ensure that the development of individual municipalities does not conflict with the development and general welfare of neighboring municipalities;
e. To promote the establishment of appropriate population densities and concentrations that will contribute to well-being of persons, neighborhoods, communities and regions and preservation of the environment.
f. To provide sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens;
g. To promote the desirable visual environment through creative development techniques and good civic design and arrangement;

h. To encourage planned unit developments which incorporate the best features of design and relate the type, design and layout of residential, commercial, industrial and recreational development to the particular use; and

i. To encourage coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and to the more efficient use of land.

(2). The Redevelopment Law requires that the Redevelopment Plan define the relationship of the Plan to the local Master Plan goals and objectives such as appropriate land use, population densities, improvements to traffic, public utilities, recreational and community facilities, and other improvements. This Redevelopment Plan is consistent with these goals and objectives of the Town's Master Plan. The 2007 Master Plan specifically states a goal in the housing section that discusses the importance of maintaining and encouraging "diversity in the type and character of available housing" types, densities, and affordability.

B. Contiguous Municipalities Master Plans

(1). Borough of Wharton. The redevelopment area is at the municipal boundary with Wharton and the redevelopment project shall be permitted to extend into Wharton Borough, subject to Wharton Borough approval.

(2). Town of Rockaway Master Plan Reexamination. This Redevelopment Plan is consistent with the following land use goals of the Town of Rockway Master Plan Reexamination adopted November 18, 2019:

a. Goal 1: To maintain and enhance the existing areas of stability in the community and to encourage a property distribution of land uses by designated areas which have their own uniform development characteristics;

b. Goal 3: To concentrate development in the southerly portion of the Town;

c. Goal 6: To encourage the design of open space features in cluster developments to abut the open space elements of adjacent properties;

d. Goal 7: To provide a variety of housing types, densities, and a balanced housing supply, in appropriate locations, to serve the Town;

e. Goal 10: To encourage new development, and redevelopment, to take into account the aesthetic character of the community, in an effort to enhance the visual and aesthetic appearance of the municipality;

f. Goal 15: To support the overall philosophy of the Highlands Water Protection and Planning Act; and

g. Goal 16: To support the overall philosophy of the New Jersey State Development and Redevelopment Plan ("SDRP") as a means of providing growth management on a state-wide basis while retaining the principals of home-rule.

(3). Town of Randolph Master Plan. The 2006 Town of Randolph Master Plan establishes a series of goals that are consistent with this Redevelopment Plan as follows:

a. Goal 2.1-3: Permit development in a manner so as to protect environmentally sensitive areas and features;
b. Goal 2.2-1: Provide sufficient flexibility in development regulations to permit variety of housing types serving a broad range of income levels and age groups;
c. Goal 2.2-3: The density of housing development should be related to the carrying capaTown of the land, roads and utility infrastructure;
d. Goal 2.2-4: Cluster development should be encouraged to minimize environmental disturbance and preserve open space;
e. Goal 3.0-2: Encourage creative planning and development to produce visual harmony and identity, preserve special physiographic features and protect natural resources; and
f. Goal 3.0-5 Refine and illustrate building, signage, landscape and streetscape design standards to ensure the development of a desirable physical environment in Town activity centers.

C. Morris County Master Plan

(1). The Plan is consistent with the goals and objectives of the Morris County Master Plan Land Use Element prepared in December 2020 as follows:

a. Goal 1: The creation of balanced and diverse economic and housing opportunities; Encourage the creation of balanced and diverse economic and housing opportunities suitable to meet the economic, employment and housing needs of Morris County, consistent with the local determination of appropriate land use and community character, coordinated with infrastructure capability and the protection of environmental resources.
a. Goal 2: The efficient use of land and resources; Encourage the focus of housing and economic growth in areas with existing or planned infrastructure (sewer, water, transportation) and in existing or planned population and employment centers consistent with environmental protection limitations and environmental protection goals. Encourage less

intense growth, and focus major land conservation and preservation activities in areas that do not contain existing or planned infrastructure.

b. Goal 4: Development that proceeds only after careful analysis of environmental conditions; and Support desired development that proceeds only after careful analysis of environmental conditions and within the limitations imposed by such analysis, with emphasis on the mitigation of associated environmental impacts and potential hazards to life and property.
c. Goal 6: The achievement of community planning goals and objectives and increased cooperation between municipalities in their respective land use decisions. Support local efforts to achieve planning goals and objectives and encourage cooperation between municipalities in their respective land use decisions. Recognize and support local land use planning initiatives and activities where consistent with County goals and objectives and sound planning principles. Encourage inter-municipal cooperation and coordination for projects generating multi-jurisdictional impacts.
d. Objective 1: Promote the continued revitalization and redevelopment of the County's established downtown centers and commercial corridors;
e. Objective 2: Encourage compact development patterns, cluster development, and infill development, consistent with local goals, to reduce sprawl, mitigate environmental impacts, and to make improved utility and transportation infrastructure feasible and economical;
f. Objective 4: Promote the revitalization of suburban town centers as multi-modal, mixed-use centers of diverse commercial and housing opportunities;
g. Objective 6: Support the creation of diverse housing types that meet the needs of all age groups, income levels and lifestyles;
h. Objective 7: Encourage higher density and mixed-use developments in downtown areas, near public transit, consistent with infrastructure availability and community goals;
i. Objective 8: Promote careful environmental analysis and the avoidance of environmental resources in all development proposals. Advance development in a manner than avoids these resources and mitigates potential environmental impacts;
j. Objective 13: Encourage municipalities to invest in robust comprehensive planning, review of zoning and land development ordinances to ensure timely consideration of changing land use conditions, emerging land use/market trends, evolving techniques and development standards; and
k. Objective 14: Encourage municipal governments to coordinate the planning and redevelopment of commercial corridors, particularly as concerns inter-

municipal traffic impacts and to consider the compatibility of adjacent land uses along municipal boundaries in their land use planning. Facilitate inter-municipal communication, coordination and partnerships concerning significant land use issues and associated inter-municipal impacts, including, but not limited to traffic, stormwater, and incompatible land uses; theCounty Master Plan was adopted in 2018 and promotes cohesive development within the county and the municipalities therein. This redevelopment plan is substantially consistent with the county master plan overall planning goals to support the county's status as a tourist destination with a wide array of points of interest, and to promote development in targeted growth areas.

D. New Jersey Highlands Regional Master Plan

(1) The 2008 New Jersey Highlands Regional Master Plan ("RMP") guides the implementation of the Highlands Water Protection and Planning Act of 2004. The Town of Dover is situated within the Highlands Planning Area of the Highlands Region. The Highlands Planning Area is the portion of the Highlands Region that is not included in the Highlands Preservation Area. While the Act does not establish any new standards for the Highlands Planning Area, the RMP provides a course for enhanced standards such as the transfer of development rights ("TDR") and smart growth in this portion of the Highlands Region. Dover has not submitted a petition for Plan Conformance; however, this Redevelopment Plan is consistent with the following future land use goals and objectives of the RMP.

a. Goal 6E: The incorporation of regional development patterns and related environmentally sensitive areas within existing community zones;
b. Goal 6F: Support of compact development, mixed use development and redevelopment and maximization of water, wastewater and transit infrastructure investments for future use of land and development within the existing community;
c. Goal 6H: Guide development away from environmentally sensitive and agricultural lands and promote development and redevelopment in or adjacent to existing developed lands;
d. Goal 6J: Accommodation of regional growth and development needs through the reuse and redevelopment of previously developed areas, including brownfields, grayfields and underutilized sites;
e. Goal 6K: Concentrate residential, commercial and industrial development, redevelopment, and economic growth in existing developed

areas in locations with limited environmental constraints, access to existing utility, and transportation infrastructure;

f. Goal 6N: Use of smart growth principals, including low impact development, to guide development and redevelopment in the Highlands Region;

g. Goal 6O: Market-rate and affordable housing sufficient to meet the needs of the Highlands Region within the context of economic, social, and environmental considerations and constraints;

E. New Jersey State Development and Redevelopment Plan (SDRP)

(1). The SDRP adopted March 1, 2001, designates the Town of Dover as a P1 Metropolitan Planning Area. Under this designation, Dover and other similarly designated areas are charged with the goal of providing for much of the State's future development and redevelopment. Furthermore, Dover was designated a Regional Center in 1994 by the New Jersey State Planning Commission. Although the SDRP is meant to be used as a guide, the consideration of these designations is taken into account specifically in terms of development when State agency approval is necessary. The Plan adheres to many of the 2025 SDRP goals as follows:

a. Goal 1: Reverse the concentration of adverse environmental and public health impacts in overburdened communities and redress inequities resulting from past planning actions;

b. Goal 2: Effectively address the adverse impacts of global climate change;

c. Goal 3: Protect, maintain, and restore the State's natural and water resources and ecosystems;

d. Goal 4: Protect the environment; Prevent and clean up pollution;

e. Goal 5: Revitalize and recenter the State's underutilized developed areas;

f. Goal 7: Provide an adequate supply of housing for residents of all ages and incomes, in location-efficient places with ready access to the full range of supportive goods and services.

g. Goal 8: Provide affordable and effective public facilities and services;

h. Goal 10: Ensure sound and integration planning and implementation at all levels statewide.

5. Plan Administration

A. Administrative Provisions

The Town may require the following administrative provisions in connection with the implementation of the redevelopment plan:

(1). The Town may designate one or more redevelopers for the implementation of this Plan and enter into a redevelopment agreement or other agreements as necessary to effectuate this Plan.

(2). This Redevelopment Plan shall supersede any or all prior redevelopment plans pertaining to this site and the Dover Land Use and Development Ordinance Chapter 236, unless otherwise noted herein.

(3). This redevelopment plan may be amended from time-to-time upon compliance with the requirements of law. A fee of $3,000.00 plus all costs of copying and transcripts shall be payable to the Town of Dover for any request to amend this plan. If there is a designated redeveloper, said redeveloper shall pay these costs prior to any such amendment. If there is no redeveloper, the appropriate agency shall be responsible for any and all such costs, and may seek reimbursement from any redeveloper of the Redevelopment Area.

(4). All development within the Redevelopment Area shall be consistent with the provisions of this Plan including but not limited to permitted uses and bulk requirements.

(5). This Redevelopment Plan shall be implemented consistent with the requirements of the LRHL for the effectuation of redevelopment plans.

(6). A site plan, subdivision plat, architectural plan and other information typically required as part of the Town's development application checklist shall be submitted by the Redeveloper for Planning Board review and approval prior to commencement of new construction, rehabilitation of existing structures or a change in use in order to determine compliance with this Plan. The Planning Board and/or its professionals may grant submission waivers from any documents or information required in the plan. This plan specifically allows Site Plan, subdivision, variance, exception, or any other approvals, which shall be administered by the Planning Board in accordance with the Municipal Land Use Law N.J.S.A 40:55D-1 et seq. No permits shall be issued without prior review and approval of the Planning Board. As part of the site plan approval, the Planning Board may require the redeveloper to furnish performance guarantees pursuant to N.J.S.A. 40:55D-53. The performance guarantees shall be in favor of the Town,

and the Town Engineer shall determine the amount of the performance guarantees in accordance with the foregoing.

(7). The designation of the applicant as the redeveloper of the redevelopment area and the execution of a redevelopment agreement with the Town shall be a prerequisite to a completeness determination and hearing by the Planning Board of any site plan application within the Redevelopment Area.

(8). The Planning Board may grant relief from the requirements of Section 2 of this Plan pursuant to N.J.S.A. 40:55D-70c, and from Section 3 of this Plan pursuant to N.J.S.A. 40:55D-51, as applicable, where the criteria set forth therein are met. In no event shall relief be granted to provide a use that is not permitted by this Plan or cognizable under N.J.S.A. 40:55D-70d.

(9). The designated Redeveloper shall cover the cost of professional services incurred by the Town for administration, review of projects, preparation of this Plan and implementation of redevelopment projects including but not limited to legal, engineering, planning, and environmental, real estate, traffic/parking and urban design services. Said services shall be paid through escrow accounts established in accordance with or as otherwise provided in a redevelopment agreement with the Town.

(10). Construction Schedule; Extensions. The time periods for commencement and completion of construction of the Redevelopment Area, or any phase thereof, shall be as set forth in the Redevelopment Agreement between the Town and the Redeveloper. Such time periods shall be extended, without penalty, default, or forfeiture of any right or approval hereunder, for the actual period of delay caused by events beyond the Redeveloper's reasonable control, including but not limited to force majeure events, delays in obtaining any required governmental permit, license, or approval (including third-party or governmental appeals or litigation affecting any such permit or approval), adverse or unavailable financing or capital-market conditions, and material supply-chain, labor, or equipment shortages. The Redeveloper and the Town shall cooperate in good faith to memorialize any such extension in writing in accordance with the Redevelopment Agreement.

(11). Vested Rights. Any development application deemed complete, or any approval granted, under this Plan shall remain valid, and the rights thereunder shall vest and continue in accordance with N.J.S.A. 40:55D-49 and other applicable law, notwithstanding any subsequent amendment, expiration, or repeal of this Plan.

B. Eminent Domain.

(1). The plan cannot be used as a basis for eminent domain.

(2). The redevelopment area has been designated as a NONCONDEMNATION area in need of redevelopment; therefore, the Town shall have all powers under the LHRL *except for* eminent domain.

C. Relocation of Persons and Businesses

(1). The redeveloper shall advise any existing residential tenants that they must vacate the mansion before the renovation begins. Since this Plan does not contemplate the acquisition of property that will temporarily or permanently displace either residents or businesses against their will, a Workable Relocation Assistance Program pursuant to N.J.A.C. 5:11-1, et seq. is not required.

D. Effect of Approval

(1). The effects of any Planning Board approval shall be consistent with the rights granted by Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.) except to the extent they may be modified by the Redeveloper's Agreement.

(2). The Redevelopment plan shall remain in full force and effect for a period of twenty (20) years from the effective date of adoption of this Redevelopment plan by the Municipal Council; however, the period of time granting rights for the redevelopment of the area to a redeveloper(s) shall be as established in an executed Redevelopment Agreement; provided further that this Plan, and any approvals granted and rights vested hereunder or under a Redevelopment Agreement, shall remain in full force and effect with respect to the Redeveloper notwithstanding the expiration of the term specified above, for so long as the Redeveloper is proceeding with reasonable diligence to complete construction under an executed Redevelopment Agreement.

6. Definitions

A. Word Usage

(1). Words used in the present tense include the singular number as well as the plural.

(2). The word "parcel" includes the words "lot" and "plot."

(3). The phrase "used" includes "arranged," "designated," "intended," "constructed," "altered," "maintained," "occupied," "converted," "rented," "leased," or "intended to be used."

(4). The term "such as," where used herein, shall be considered as introducing a typical or illustrative rather than an entirely exclusive or inclusive designation of permitted or prohibited uses, activities, establishments or structures.

(5). "Shall" and "will" are mandatory.

(6). "May" and "should" are permissive.

(7). The word "person" includes an individual, corporation, partnership or any other legal entity.

(8). Either gender shall include the other.

(9). The word "includes" or "including" shall not limit the term to the specified example; but is intended to extend its meaning to all other instances of like kind and character.

(10). Any word or term not defined or referenced within this Plan shall be used with a meaning of standard usage as defined in Webster's New International Dictionary of the English Language, unabridged and latest edition.

(11). Whenever a term is used in this Section which is not defined, but which term is defined in the Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.), such term is intended to have the meaning as defined in the Municipal Land Use Law.

B. Definitions

(1). **Accessory Use or Structure** – A use or structure subordinate to the principal use of a building or structure on the same zone lot and serving a purpose customarily incidental to the use of the principal building.

(2). **Building** – A combination of materials to form a construction adapted to permanent, temporary, or continuous occupancy and having a roof.

(3). **Building Height** – The vertical distance measured from the main elevation of the finished grade along the front of the building to the highest point of the roof; flat roofs, to the main height level; between the eaves and the ridge, for gable and hipped roofs and to the deck line for mansard roofs. Building Height shall not

include roof-mounted mechanical equipment, elevator shafts, or other rooftop structures, including windbreaks, and structures used for Recreation Facilities. Building Height shall not include subterranean levels such as basements or underground parking levels.

(4). **Building, Principal** – A structure in which is conducted the principal use of the site on which it is situated.

(5). **Development** – The division of a parcel of land into 2 or more parcels, the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any building or other structure, or any mining, excavation of landfill, and any use or change in use of any building or other structure or land or extension of use of land, for which permission may be required; redevelopment.

(6). **Dwelling, Multifamily residential** - a housing structure or complex designed to accommodate three or more households independently within separate, distinct living units, and whereby each unit has its own kitchen, bathroom, and living spaces, and where individual units share common elements within the building, such as, by way of example, entry lobbies, package rooms, and amenities.

(7). **Floor Area** – The sum of the gross horizontal areas of the several floors of a building, measured from the exterior walls of the building. Floor area shall not include areas devoted to mechanical equipment or any rooftop structures serving the building, areas devoted exclusively to off-street parking and loading space for motor vehicles, nor any below-grade or subsurface level or space where the floor-to-ceiling height is less than 6½ feet.

(8). **Home Occupation -** Any lawful occupation performed in a dwelling and clearly incidental and secondary to the use of the dwelling for dwelling purposes. Home occupations or businesses shall be operated by an owner or legal occupant of the property. Permitted home-based businesses include personal instruction, general, medical or professional office, personal care, art production and display, artisan manufacturing, online commerce and trade, sewing and tailoring, food production such as baking subject to other applicable regulations, and other similar activities. Home occupation shall not include automobile or other vehicle repair; manufacturing, assembly, or production that involves any noise, odor, smoke, or other detectable nuisance outside a structure; any activity that requires a land use or environmental permit from NJDEP.

(9). **Interim use** - use, such as a new surface parking lot, on a short term basis which requires City approval every year after the first two years of such use in order to continue the use.

(10). **Lot** – A designated parcel, tract, or area of land established by plat or otherwise permitted by law and to be used, developed, or built upon as a unit.

(11). **Lot Area** – The total horizontal area included within lot lines, but not including any part of a street or railroad right-of-way.

(12). **Lot, Corner** – A lot at the junction to two or more intersecting streets where the interior angle of the intersection does not exceed 120 degrees. Each corner lot shall have two front yards, one side yard, and one rear yard.

(13). **Lot Coverage** – The area of a lot covered by any impervious surface.

(14). **Lot Line, Front** – The lot line abutting a road right-of-way, the Street Line.

(15). **Lot Line, Rear** – The lot line opposite and most distant from the front lot line or the point at which the two (2) side lot lines meet, as the case may be.

(16). **Lot Line, Side** – Any lot line other than a front or rear lot line.

(17). **Open Space –** Any area that is unimproved and set aside, dedicated, designated, or reserved for public or private use or enjoyment or for the use and enjoyment of owners and occupants of land adjoining or neighboring such open space; provided that such areas may be improved with buildings, structures, streets, and off-street parking and other improvements that are designed to be incidental to the natural openness of the land. Environmentally protected areas, easements, stormwater basins and other stormwater management areas shall be included in the calculation of open space.

(18). **Redeveloper** – Any person, firm, corporation or public body that shall enter into a contract with the municipality or other redevelopment entity for the redevelopment or rehabilitation, or any area in need of redevelopment, or an area in need of rehabilitation, or any part hereof, under the provisions of the LRHL, or for any construction or other work, forming part of a redevelopment or rehabilitation project.

(19). **Setback** – The closest distance measured perpendicular to the street line or lot line and the plane established by the farthest projection of a building nearest to the street line or lot line.

(20). **Sign** – Any object, device, display, mural or structure, or a part thereof, situated outdoors or indoors, which is used to advertise, identify, display, direct or attract attention to an object, person, institution, organization, business, product, service, event or location by any means, including words, letters, figures, design symbols, fixtures, colors, illumination or projected images. This definition shall specifically include any building or part of a building, including walls and facades used for such purposes and shall further include banners, pennants, flags and similar attention attracting devices that convey a message. (Directional and destination signs along Route 440 must conform to NJDOT and MUTCD standards)

(21). **Story** – That portion of a building included between the surface of any floor and the surface of the floor next above it; or if there is no floor above it, then the space between the floor and ceiling next above it. The floor of the first story of a building shall not be more than 6 feet above the grade of the ground around the building. A parking level under a building which is not more than half its height above grade shall not be considered a story. A mezzanine floor shall be counted as a story if it covers more than 1/3 of the area of the floor next below it. Mezzanine levels shall only be allowed in the top story of a building. Architectural embellishments, mechanical equipment enclosures, elevator penthouses and rooftop structures and improvements and habitable amenity rooftop space shall not be counted as a story.

(22). **Street Line** – The edge of the existing street right-of-way, forming the dividing line between the street and lot.

(23). **Streetscape** – All of the elements that constitute the physical makeup of a street and that, as a group, define its character, including building frontage, street paving, street furniture, landscaping, including trees and other plantings, awnings and marquees, signs, and lighting.

(24). **Street Tree** – A tree in a public place, street, landscape easement or right-of-way adjoining a street constituting a large tree in size when mature.

(25). **Structure** – A combination of materials to form a construction for occupancy, use or ornamentation whether installed on, above, or below the surface of a parcel of land.

(26). **Workforce Housing -** residential housing units that are affordable for households earning between 80% and 120% of the Area Median Income (AMI), such as healthcare workers, teachers, police, and fire workers, and targeted at same.

(27). **Yard** – A space extending between the closest point of any building and lot line or street line.

(28). **Yard, Front** – A yard extending across the full width of the lot and lying between the street line and the closes point of the principal building on the lot. The depth of the front yard shall be measured horizontally and at right angles to either a straight street line or the tangent lines of curved street lines. The minimum required front yard shall be the same as the required set back.

(29). **Yard, Rear** – A yard extending across the full width of the lot and lying between the rear lot line and the closes point of the principal building on the lot. The depth of the rear yard shall be measured horizontally and at right angles to either a straight rear lot line, the tangent of a curved rear lot line, or the mid-point of an angled rear lot line.

(30). **Yard, Side** – A yard extending from the front yard to the rear yard and lying between each side of the line and closes point of any building.

7. Appendices

A. Resolution Authorizing Redevelopment Plan

B. Maps and Photographs of Redevelopment Area

C. Concept Plans and Illustrative Renderings

Appendix A

A. Resolution Authorizing Redevelopment Plan

Appendix B

B. Maps and Photographs of Redevelopment Area

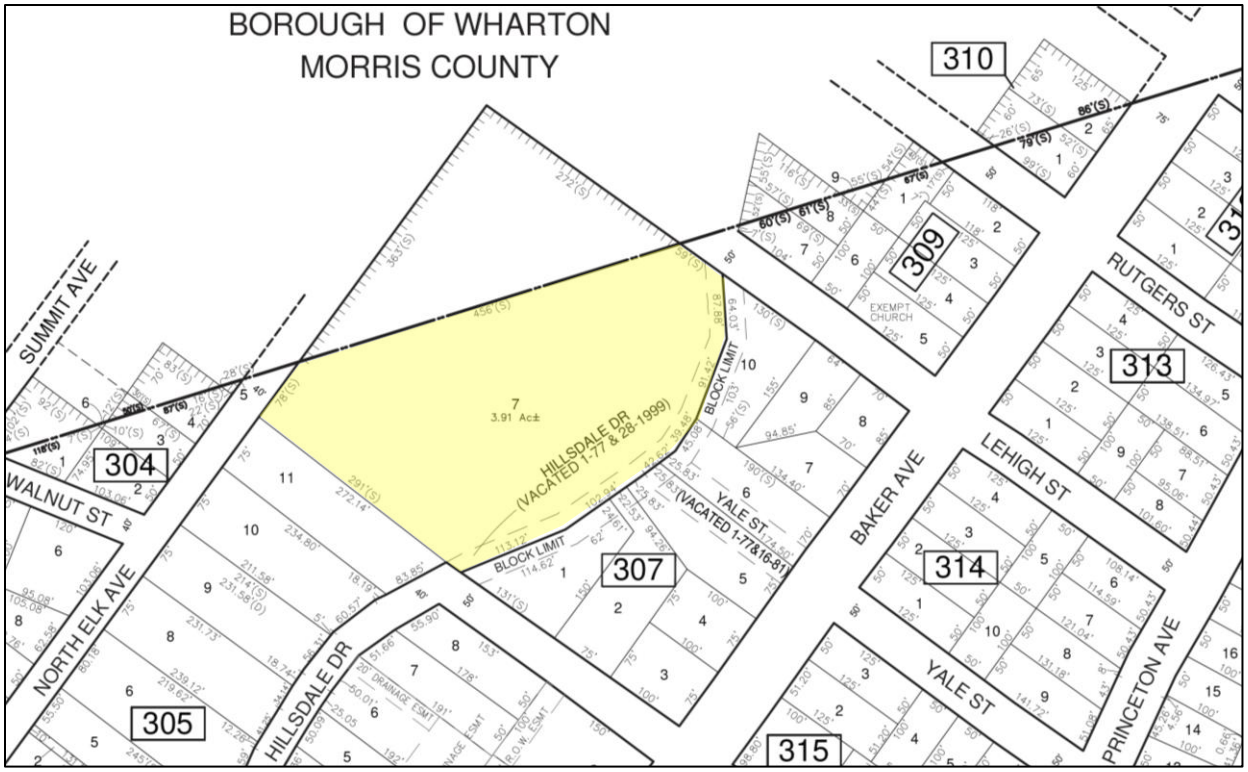

Figure 1 ~ Tax Parcel Map (Dover tax map, Sheet 3)

Figure 2 ~ Aerial Photograph (njpropertyrecords.com)

Figure 3 ~ Ground photograph of the "Baker Mansion", the former estate of W.H. Baker who was one of Dover's prominent merchants at the turn of the last century. The building is circa 1902. While it is not presently listed on the National Register of Historic Places, it has been identified as "possible" for eligibility of such designation, subject to more research and investigation. (taken by John McDonough Associates 8/22/25)

Figure 4 ~ Drone photograph of the Baken mansion and grounds (taken by John McDonough Associates 8/18/25.

Appendix C

C. Concept Plans and Illustrative Renderings