

# UNION HOTEL REDEVELOPMENT PLAN

## UNION HOTEL REDEVELOPMENT AREA

October 19, 2017

BOROUGH OF FLEMINGTON  
HUNTERDON COUNTY, NEW JERSEY

Clarke Caton Hintz





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**BOROUGH OF FLEMINGTON, HUNTERDON COUNTY, NEW JERSEY**

Adopted by the Borough Council \_\_\_\_\_

**Prepared By:**

Clarke Caton Hintz ● ● ■



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## SECTION

# 1

# Introduction

The Union Hotel Redevelopment Area, originally designated as an area in need of redevelopment in 2010 and expanded in 2014, was expanded to its current area on July 10, 2017 (Resolution 2017-130) by the Borough Council. The following Redevelopment Plan addresses all lots in the Union Hotel Redevelopment Area and supersedes previously adopted Redevelopment Plans.

The Union Hotel Redevelopment Area is a 3.92 acre area located in the downtown and historic district of the Borough of Flemington. Flemington is known for its historic charm and walkable downtown. The Borough also holds a role of regional importance by being the county seat of Hunterdon County.

The Redevelopment area consists of 15 lots situated on Main Street, Chorister Place, Bloomfield Avenue and Spring Street in the Borough's DB Downtown Business zone district. The majority of lots in this area have frontage on Main Street and Spring Street with the exception of two lots on Bloomfield Avenue and two lots along Chorister Place, as set forth on the map on the following page. The entire study area is located in the Borough's Historic District.



*Existing Union Hotel building along Main Street*

There are no environmental constraints, such as wetlands or special flood hazard areas, within the Study Area and none of the lots are listed on the NJDEP Known Contaminated Sites List.

The Borough's downtown has a long history of redevelopment efforts. Subsequent to the Union Hotel's 2008 vacancy, portions of the Union Hotel Redevelopment Area was the subject of two failed redevelopment efforts that took place between 2010 and 2015.

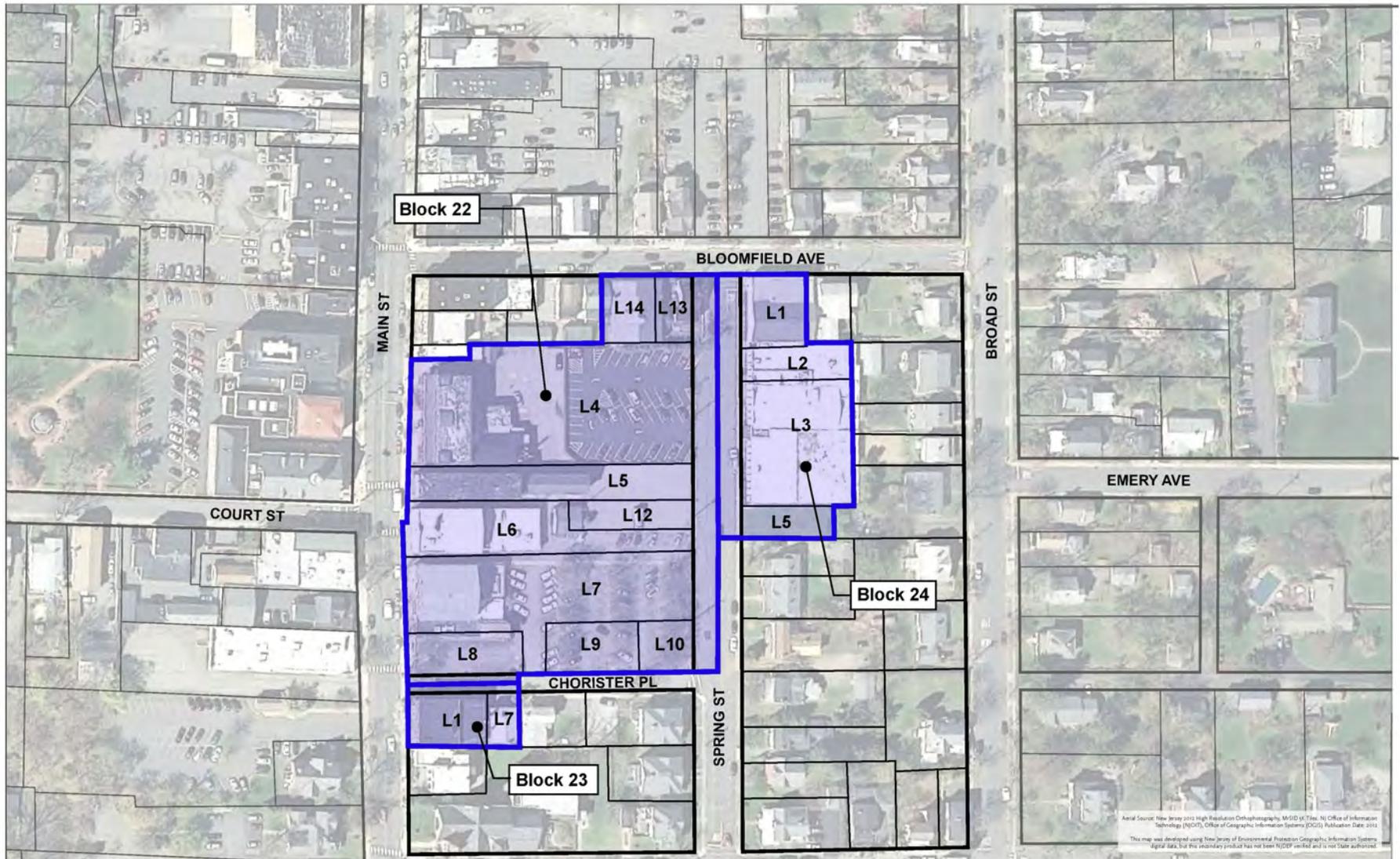
After review of a conceptual proposal, the Borough designated Flemington Center Urban Renewal, LLC the redeveloper for the Union

Hotel Redevelopment Area. The August 22, 2016 Concept Plan depicts redevelopment of the existing Union Hotel Redevelopment Area, as well as the lands along Spring Street. The Concept Plan, which includes the Study Area, is appended to the Redevelopment Agreement between the Borough and the Redeveloper, and has been conceptually approved by the Borough pursuant to the Redevelopment Agreement.

This Concept Plan was amended in June 2017 to retain for adaptive reuse the portions of the Union Hotel building at 74 Main Street (Block 22, Lot 4) and the 90-100 Main Street building (Block 22, Lot 7) identified as "significant" in the Borough's Historic Preservation Plan.

This Redevelopment Plan provides the policy and regulation for a revitalized downtown Flemington. The Redevelopment Area is envisioned as a mixed-use commercial place that includes a hotel, retail businesses, restaurants and multi-family residential uses within a vibrant and socially engaging atmosphere.

# Union Hotel Redevelopment Area



Aerial Source: New Jersey 2013 High Resolution Orthophotography, M/GIS by Team, NJ Office of Information Technology (NJ/OIT), Office of Geographic Information Systems (OGIS), Publication Date: 2013  
This map was developed using New Jersey's Environmental Protection Geographic Information System (NJEP GIS), but this secondary product has not been NJDEP verified and is not State authorized.



  Redevelopment Area

Clarke Caton Hintz  
 Architecture  
 Planning  
 Landscape Architecture

## Union Hotel Redevelopment Area

LOCATION:  
Flemington Borough, Hunterdon County, NJ

DATE:  
October 2017

## Union Hotel Redevelopment Area

Block	Lot	Address	Owner	Acreage
22	4	70-74 MAIN ST	FLEMINGTON UNION HOTEL LLC	1.00
22	5	80 MAIN ST	FLEMINGTON REVITALIZATION PTNERSHIP	0.30
22	6	82 MAIN ST	TWEED GROUP LLC C/O CRONHEIM MGMNT	0.35
22	7	90 MAIN ST	FLEMINGTON BOROUGH	0.66
22	8	104 MAIN ST	FLEMINGTON BOROUGH	0.15
22	9	6 CHORISTER PL	FLEMINGTON BOROUGH	0.14
22	10	19 SPRING ST	FLEMINGTON BOROUGH	0.08
22	12	7 SPRING ST	FLEMINGTON REVITALIZATION PTNERSHIP	0.11
22	13	23 BLOOMFIELD AVE	FLEMINGTON FUR COMPANY LLC	0.07
22	14	21 BLOOMFIELD AVE	FLEMINGTON FUR COMPANY LLC	0.11
23	1	110 MAIN ST	110 MAIN STREET LLC C/O DAVID HAY	0.13
23	7	3 CHORISTER PL	COUNTY OF HUNTERDON	0.05
24	1	2 SPRING ST	FLEMINGTON FUR CO LLC	0.14
24	2	8 SPRING ST	FLEMINGTON FUR COMPANY LLC	0.11
24	3	8 SPRING ST	FLEMINGTON FUR COMPANY LLC	0.42
24	5	12 SPRING ST	FLEMINGTON FUR COMPANY LLC	0.09
			<b>Total Area</b>	<b>3.92 acres</b>

## SECTION

# 2

# Statutory Authority and Process

Under New Jersey's Local Redevelopment and Housing Law (LRHL; N.J.S.A. 40A:12A et seq.), municipalities are empowered to determine whether an area is in need of redevelopment, to adopt a redevelopment plan, and to implement redevelopment projects. The statute requires a multi-step process that must be adhered to in order for the municipal governing body and planning board to exercise these powers lawfully. This process is summarized below :

1. The governing body must authorize the planning board, by resolution, to undertake an investigation of the delineated area to determine whether it meets the criteria set forth in section 5 of the LRHL.
2. The planning board must then prepare a map showing the boundaries of the Study Area and the location of the various parcels therein.
3. The planning board must conduct a preliminary investigation and hold a duly noticed public hearing in order to discuss the findings of the investigation and to hear persons who are interested in or would be affected by the contemplated action. The results and recommendations of the hearing are then referred to the governing body in the form of a planning board resolution.
4. Upon receipt of the recommendation from the planning board, the governing body may act to adopt a resolution designating the area in question, or any part thereof, as an area in need of redevelopment.
5. Upon designation, the planning board or governing body then prepares a redevelopment plan, which establishes the land development goals and objectives of the municipality and outlines the actions to be taken to accomplish these goals and objectives.
6. The redevelopment plan, after a review and recommendation by the planning board, is referred to the governing body.
7. Upon receipt of any comments or recommendations to the redevelopment plan from the planning board, the governing body may act to adopt the plan by ordinance. The adopted redevelopment plan may become an amendment to the municipality's zoning district map and zoning ordinance or may be treated as an overlay to existing zoning.

Only after completion of this public process is a municipality able to exercise the powers granted under the LRHL for areas in need of redevelopment. These powers include but are not limited to:

- Acquire land or building identified for redevelopment acquisition in the redevelopment plan through lease, purchase or eminent domain for condemnation redevelopment areas only.

- Offer long-term tax abatements and exemptions for a period of up to 30 years from the completion of the project, or not more than 35 years from the execution of the financial agreement between the municipality and the urban renewal entity.
- Clearing an area, install, construct or reconstruct streets, facilities, utilities and site improvements.
- Negotiating and entering into contracts with private redevelopers or public agencies for the undertaking of any project or redevelopment work.
- Making loans to redevelopers to finance any project or redevelopment work.
- Entering buildings or property to conduct investigations or make surveys; contracting with public agencies for relocation of residents, industry or commerce.
- Enforcing laws, codes and regulations relating to use and occupancy; repairing, rehabilitating, demolishing or removing buildings.
- Exercising other powers, including the power to do all things necessary or convenient to carry out its plans.

This Redevelopment Plan meets the requirement listed under step 5, above.

# Redevelopment Plan Objectives

The Union Hotel Redevelopment Plan is intended to provide a framework for redevelopment for the area. This Redevelopment Plan is guided by the following objectives.

1. Redevelop the area consistent with the Borough's overall economic goals and regional market forces to ensure any proposed redevelopment is economically feasible.
2. Promote the revitalization of an active downtown Flemington using a key redevelopment project with elements that will attract visitors and residents and will be the impetus for future investment in the Borough.
3. Create complementary land uses that will attract residents and visitors to the downtown area including hotel, retail, restaurant with a liquor license, and entertainment within the redevelopment area.
4. Create diverse housing opportunities in the form of multi-family residential and townhouse units that accommodate a mix of incomes and household sizes.
5. Create an education and/or medical use that will provide education, job training, and/or services to residents and visitors and which will attract visitors to the Borough.
6. Ensure a unique sense of place and compatibility with the Historic District through preservation of the facades of the Union Hotel and 90 Main buildings and creation of distinctive design features in the project architecture and streetscape.
7. Provide appropriate site design and performance standards to guide and facilitate redevelopment that reflects the Borough's historic development pattern, architecture, style, charm and character.
8. Create a central gathering place and public amenity that fosters social interaction and contributes to a vibrant downtown.
9. Enhance the public realm of the redevelopment area by creating a pedestrian plaza area that connects Main Street and Spring Street. This plaza shall include a visual terminus at Spring Street in the form of a building with a distinctive architectural element.
10. Require the project's parking demand to be satisfied on-site in a manner that mitigates any negative impact to the surrounding street network and neighborhood.
11. Encourage sustainable practices including the use of green infrastructure and green building techniques.

# 4

## Applicability & Relationship to Land Development Ordinance

The Redevelopment Plan envisions the creation of a revitalized downtown Flemington. The Union Hotel Redevelopment District is envisioned as a mixed-use commercial place. The vision for this key area of Flemington's downtown includes a hotel, retail businesses, restaurants, entertainment and multi-family residential uses within a vibrant socially engaging atmosphere.

The standards of this Redevelopment Plan shall supersede the zoning provisions of the Flemington Borough Land Development Ordinance. However, where the regulations and standards of the Redevelopment Plan are silent, the standards of the Land Development Ordinance shall apply to the redevelopment area as permitted by N.J.S.A. 40A:12A-7.a(2). Notwithstanding, the design standards in the Borough's Historic District Review Ordinance, Section 1631.B-J., shall not apply.

As specified herein, redevelopment, and any plan approved by the Planning Board depicting said redevelopment, shall be substantially similar with the Concept Plans depicting redevelopment of the area, and which are included herein.

The zoning map of the Borough of Flemington shall be amended upon the adoption of this Plan in accordance with N.J.S.A. 40A:12A-7.c to reflect this new classification.

Notwithstanding the foregoing, the lots along the south side of Chorister Place - Block 23, Lots 1 and 7 - shall not be subject to this Redevelopment Plan. Instead these lots shall be subject to the zoning in place at the time of any development application or improvement; at this time the lots are located in the DB Downtown Business district.

## SECTION

# 5

# General Provisions

### REDEVELOPMENT AUTHORITY

The Borough Council shall act as the “Redevelopment Entity” pursuant to N.J.S.A. 40A-12A-4.c for purposes of implementing this Redevelopment Plan and carrying out redevelopment projects. In doing so, the Borough Council shall have the powers set forth in N.J.S.A. 40A-12A-8 to effectuate all of its duties and responsibilities in the execution and implementation of this Redevelopment Plan. Acquisition of any land or building which is necessary for the redevelopment project, pursuant to the provisions of the “Eminent Domain Act of 1971,” P.L. 1971, c.361 (C.20:3-1 et seq.), is not permitted for Block 22, Lots 13, 14, Block 24, Lots 1, 2, 3, and 5 as these properties were declared in need of redevelopment as part of the 2017 “non-condemnation” “Spring Street Preliminary Investigation”.

### REDEVELOPER SELECTION

The Borough Council has selected a single redeveloper - Flemington Center Urban Renewal, LLC - for the redevelopment of those lots which this Redevelopment Plan applies to. Any subsequent selection of a new redeveloper shall be based on the entity’s experience, financial capacity, ability to meet deadlines, flexibility in meeting market demands within the framework of the Redevelopment Plan, and additional criteria that demonstrate the redeveloper’s ability to implement the goals and objectives of the plan.

### REDEVELOPMENT AGREEMENT

The Borough Council executed a Redevelopment Agreement with the selected redeveloper on April 12, 2017. This Redevelopment Agreement comports with the requirements of N.J.S.A. 40A:12A-9. Any new or amended Redevelopment Agreement shall also comport with the requirements of N.J.S.A. 40A:12A-9.

Any development or construction within the redevelopment area shall be undertaken in accordance with the contractual Redevelopment Agreement between the Borough Council and the selected redeveloper. The Redevelopment Agreement shall be in full force and effect prior to the redeveloper making application to the Planning Board for any site plan or subdivision approval.

### EFFECT OF REDEVELOPMENT AGREEMENT

The execution of the Redevelopment Agreement shall convey the right to prepare a site plan or subdivision application for development to the Flemington Land Use Board in accordance with the terms of the Redevelopment Agreement and Redevelopment Plan, among other rights that may be granted by the Borough Council. Nothing herein shall prevent the Borough Council from amending the Redevelopment Plan as it sees fit.

## **EXPIRATION**

The Redevelopment Plan shall remain in full force and effect for thirty (30) years.

## **ACQUISITION OF PROPERTY**

No property is proposed to be acquired by public entities in the Union Hotel Redevelopment Area as part of this Redevelopment Plan.

## **RELOCATION PROVISIONS**

The redevelopment area includes one occupied housing unit. The local housing market includes adequate housing, both for sale and rent, to accommodate relocation of the residents of said housing unit.

## **APPLICATION FOR DEVELOPMENT**

The application for development shall include a major site plan that includes the entirety of the Redevelopment Area (excluding Block 23, Lots 1 and 7). An applicant shall seek preliminary site plan approval for the entirety of the Redevelopment Area; however, final site plan approval may be granted, at the approving authority's discretion, for individual phases of the project. The application shall be submitted in such form, and accompanied by such maps, documents, and materials as are prescribed in the Borough Land Use Ordinance.

The order in which final site plan approval is sought and redevelopment occurs shall not be limited by this Plan. Notwithstanding, no building shall be demolished prior to the lot which it sits being subject to a preliminary site plan approval, unless required for public safety, as determined by the Borough of Flemington.

## **DEVIATION REQUESTS**

Any application for a deviation from the requirements of this Redevelopment Plan shall provide public notice of such application in accordance with the requirements of public notice as set forth in the Local Redevelopment and Housing Law (N.J.S.A. 40:55D-12a and b.). The Borough of Flemington Planning Board may grant deviations from the regulations contained within this Redevelopment Plan that are "c" variances pursuant to the Municipal Land Use Law (N.J.S.A. 40:55D-70c), with the below-listed exceptions. Any deviations from the following sections of the Redevelopment Plan shall be permitted only by means of an amendment of the Redevelopment Plan by the Borough Council:

1. Use Regulations (pages 10-12), and
2. Bulk Standards (pages 12-13).

## SECTION

# 6

# Redevelopment Regulations

The Redevelopment Plan provides the policy and regulation for a revitalized downtown Flemington. The Redevelopment Area is envisioned as a mixed-use commercial place that includes a hotel, retail businesses, restaurants and multi-family residential uses within a vibrant and socially engaging atmosphere.

## USE REGULATIONS

Use regulations for the Redevelopment Plan shall be organized into mandatory uses, permitted uses, and accessory uses.

### A. Mandatory Uses

The following uses shall be developed within the Redevelopment Area. Mandatory uses in a mixed-use building that are open to the public may contribute to the floor area requirements; examples include, but are not limited to, a restaurant located in a hotel. Any deviation from mandatory uses shall require an amendment to the Redevelopment Plan.

1. Hotel with not less than 50 hotel rooms, and associated hotel operations. Hotel operations may include, but may not be limited to, a lobby, office, lounge, fitness facility, conference space, etc.
2. Multi-family and townhouse residential units of not less than 200 units.
3. Affordable housing, not less than 5% of the total housing units or 14 units, whichever is greater.

Affordable housing units, consisting of very low, low, and moderate income units shall comply with the Borough's affordable housing regulations and the Uniform Housing Affordability Control rules (N.J.A.C. 5:80-26.1 et. seq.).

4. Commercial use of not less than 20,000 square feet on the first floor located along Main Street and the pedestrian plaza. Said commercial space may consist of the

following:

- a. Retail sales and services,
  - b. Personal services,
  - c. Restaurant,
  - d. Brewery,
  - e. Fitness uses,
  - f. Museum,
  - g. Art studio (painting, sculpture, music, dance, etc.), and/or
  - h. Art gallery.
5. Restaurant with liquor license (this mandatory use may constitute a portion of the required 20,000 square feet of commercial space). Liquor licenses may be shared by multiple uses, subject to applicable state regulation.

6. Educational and training facilities. This use is defined to include higher education, vocational training or career training.
7. Pedestrian plaza connecting Main Street and Spring Street.
8. Visual landmark at the plaza terminus at Spring Street on Block 24, Lot 5. Block 24, Lot 3 may also contribute land toward the visual landmark.

#### B. Permitted uses

The following uses may be developed in the Redevelopment Area. Any approval of uses not identified as permitted, mandatory, or accessory shall require an amendment to the Redevelopment Plan.

1. Hotel in excess of 50 hotel rooms and associated hotel operations. Hotel operations may include, but may not be limited to, a lobby, office, lounge, fitness facility, conference space, etc.
2. Multi-family housing in excess of 200 units, up to a maximum of 260 units.
3. Commercial use in excess of 20,000 square feet composed of the following uses:
  - a. Retail sales and services,
  - b. Personal services,

- c. Restaurant,
- d. Brewery,
- e. Fitness uses,
- f. Museum,
- g. Art studio (painting, sculpture, music, dance, etc.), and/or
- h. Art gallery.
4. Medical and professional offices.
5. Parking structures.
6. Live/work housing units.
7. Parks and plazas.

#### C. Accessory Uses

The following uses are permitted accessory uses. They shall be subject to the applicable standards herein or the Borough Land Development Ordinance with exceptions as noted.

1. Temporary special events;
2. Outdoor dining in accordance with §2620 F(2), with the exception that outdoor dining may also be located along the pedestrian plaza.

3. Outdoor display in accordance with §2620 F(3), with the exception that outdoor display may also be located along the pedestrian plaza.
4. Outdoor information kiosk (plaza location only) of not more than 50 s.f.
5. Off-street parking.
6. Temporary stand-alone vendors and vendor carts.
7. Signs.
8. Fences and walls.
9. Solar or photovoltaic energy roof top generating facility.
10. Other uses customarily incidental to a permitted or mandatory principal use.

#### D. Use Location

1. Mandatory, permitted and accessory uses may be developed through out the project, unless otherwise addressed in the following, provided the relevant standards herein are met:
  - a. The structured parking shall be constructed on Block 22 in the location shown on Concept Plan A, herein.

- b. The first floor of the former Union Hotel Building on Block 22, Lot 4 shall be utilized for a hotel or commercial use.
- c. The following uses shall be located on the first floor, along Main Street and along both sides of the plaza within 150 feet of Main Street: hotel, commercial, brewery, museum, art studio, and/or art gallery. Medical and professional offices, residential units, live work units, and education and training facilities shall not be located in this area.
- d. Uses facing Spring Street and Bloomfield Avenue, on Block 22, shall be residential. Exceptions include a lobby or other residential accessory use. Additionally, a first floor commercial use of not more than 3,000 square feet may be located at the corner of Bloomfield Avenue and Spring Street (applicable to Block 24 only).
- e. Uses facing Chorister Place, with the exception of not more than 170 feet from Main Street, shall be residential (including accessory uses) or structured parking.

- f. The following uses are permitted on Block 24: education and training facilities, multi-family and townhouse residential units, live/work units, medical and professional, structured parking, surface parking for not more than 50% of the Redevelopment Area in Block 24, and park and plaza.

**BULK STANDARDS**

1. Site design for Block 22, including building placement, pedestrian and vehicular access, and plaza location shall be substantially similar to Concept Plan A, herein, unless otherwise stated. Exceptions and clarifications follow.
2. The surface parking lot shown on Block 24, at the corner of Bloomfield Avenue and Spring Street, may be developed with one or more permitted uses identified for Block 24.
3. The pedestrian plaza connecting Main Street and Spring Street:
  - a. The plaza design is not required to be substantially similar to Concept Plan A. However, the design characteristics and amenities should be generally reflective of Concept Plan A.

- b. The plaza shall have a width of not less than 45 feet and shall have a width of not less than 75 feet at its intersection with Main Street. The plaza is encouraged to be widened at its intersection with Spring Street as well. Any widening of the plaza at its intersection with Main Street or Spring Street shall not prevent the project from being deemed substantially similar to the Concept Plans referenced herein.
- c. The plaza shall include not less than 20% of its area devoted to outdoor amenity space. Such amenities shall include a water feature (fountain, splash pad or other), trees, planting beds, benches and outdoor seating. Additional amenities may also be provided, such as but not limited to an information kiosk.
- d. The plaza shall be composed of the same materials as the Main Street Streetscape Improvements and shall have a complementary design. Notwithstanding, materials may be substituted as necessary based on availability of materials and engineering constraints. Any substituted materials shall be similar in appearance and quality.

4. Surface parking and loading are prohibited between a building and a publicly accessible area. The pick-up / drop-off area, as shown in the Concept Plans, on Block 22, along Bloomfield Avenue, is exempt from this requirement.
5. Minimum lot area: 30,000 s.f.
6. Minimum lot width: 150 ft.
7. Minimum front yard:
  - a. Main Street: 0 feet
  - b. Bloomfield Avenue: 7 feet
  - c. Spring Street: 2 feet
  - d. Chorister Place: 16 feet
8. Minimum side and rear yards:
  - a. Lot lines interior to the Redevelopment Area: 0 feet
  - b. Lot lines abutting lots outside the Redevelopment Area on Block 22: 0 feet
  - c. Lot lines abutting lots outside the Redevelopment Area on Block 24: 10 feet
9. Permitted encroachments:
  - a. Steps, porches, canopies, awnings, bay windows and other architectural features may encroach the front yard to a setback of 0 feet.
  - b. Canopies, awnings, bay windows and other architectural features may encroach three (3) feet into the Main Street right-of-way.
10. Maximum impervious surface ratio (exempt from Section 2637): 1.0
11. Building Height:
  - a. Block 22 maximum building height: 7 stories or 100 feet, unless otherwise stated. Stories shall not include basement garages or levels that screen basement garages from public view.
  - b. Any portions of buildings within 55 feet of the Main Street right-of-way shall not exceed a height of 4 stories or 55 feet.
  - c. Block 24 maximum building height: 4 stories or 50 feet.
12. No centralized area for outdoor storage, trash collection or compaction, loading or other such uses shall be located within 20 feet of any public street, internal collector street, public sidewalk, or internal pedestrian

walkway, excluding sidewalks to service entrances. The pick-up / drop-off area, as shown in the Concept Plans, on Block 22, along Bloomfield Avenue, is exempt from this requirement.

## **PARKING & CIRCULATION**

1. The Borough's Connectivity and Complete Streets Standards, Section 1634, shall apply. Exceptions and clarifications follow.
2. Cross-access easements shall be required between properties to permit shared parking and access across property lines.
3. Required bicycle parking (per Section 1634.g.) for residential units shall be provided in the parking garage or within the common areas of the building. Required bicycle parking for nonresidential uses shall be provided outdoors in the pedestrian plaza or in or adjacent to a surface parking lot.
4. Off-street parking requirements. Parking shall be based on a shared parking scenario. An applicant shall demonstrate adequate parking through a demonstration that 2 or more parking generators have complementary parking demand as demonstrated using accepted shared parking analyses. The following parking

generators shall guide the provision of parking in the Redevelopment Area.

- a. Residential:
  - One-bedroom units: 1.3 per unit
  - Two-bedroom units: 1.5 per unit
  - Three-bedroom units: 1.8 per unit
- b. Hotel, including not more than 4,500 s.f. of conference space: 1.25 spaces per hotel room
- c. Retail sales and service, personal service: 4.5 per 1,000 s.f.
- d. Restaurant, brewery, up to 10,000 s.f.: 4.5 per 1,000 s.f.
- e. Education and training facility, up to 300 students: 1 space per 2 students and one space for each projected staff member
- f. Fitness: 4.5 per 1,000 s.f.
- f. Medical and professional office: 4.5 per 1,000 s.f.
- g. Museum: 4.5 per 1,000 s.f.
- h. Art Studio (painting, sculpture, music, dance, etc.): 4.5 per 1,000 s.f.
- i. Art Gallery: 4.5 per 1,000 s.f.

- j. Any proposal to increase the hotel conference space beyond 4,500 s.f., the number of residential units beyond 240 units, restaurant space beyond 10,000 s.f., or students beyond 300 shall be required to seek approval from the Planning Board and shall submit a shared parking analysis to determine that the available parking is adequate.
- k. Off-site parking is permitted. Parking requirements may be satisfied through an agreement to provide off-site parking in surface or parking structure facilities within 500 feet of the building which contains the associated use(s) generating the off-site parking demand. The distance shall be measured in a straight line (“as the crow flies”) at the nearest point between property lines. The applicant must provide an agreement, consistent with the off-site parking proposal, between the applicant and the operator of the shared parking facility.
- l. One space per residential unit shall be reserved for residential use only.
- 5. On-street parking shall not contribute toward the required parking.
- 6. Valet parking is permitted, provided it is not used to meet the minimum required parking.

- 7. Loading spaces are not required. However, the applicant shall demonstrate how on-street loading will be accommodated where no off-street loading is provided.

## **PLANTING & BUFFER DESIGN**

- 1. The Borough’s Landscape Standards, Section 1632, shall apply. Exceptions and clarifications follow.
- 2. Concept Plan A. shall not be relied upon for the purpose of planting and buffer design.
- 3. The nonconforming buffer and reverse frontage buffer in Section 1632 shall not apply.
- 4. Surface parking lots shall be screened from the street with evergreen shrubs, or a wall not greater than 3 feet in height. The minimum screening height at planting shall be three (3) feet and shall have a height of at least four (4) feet within three years of installation for a parking area. Any wall shall be composed of the same material as the material of the principal building on the lot.
- 5. Surface parking lots shall be screened from adjacent lots, outside the Redevelopment Area, using the windbreak / heavy screening buffer in Section 1632.d.

- Off-street loading areas visible from a public right-of-way or internal street or drive or pedestrian walk shall be screened with a minimum height of eight (8) feet at planting and shall achieve a height of at least twelve (12) feet five (5) years after installation when feasible.

## LIGHTING DESIGN

- The Borough's Lighting Standards, Section 1633, shall apply. Concept Plan A. shall not be relied upon for the purpose of lighting design. Exceptions and clarifications follow.
- All outdoor lighting should be coordinated as to style, material and color. Light fixtures illuminating the sidewalk and plaza shall be those specified for the Main Street Streetscape Improvements. Notwithstanding, fixtures may be substituted as necessary based on availability of materials and engineering constraints. Any substituted materials shall be similar in appearance and quality.
- Lighting throughout the site should overlap, creating an even level of illumination throughout the developed area.
- Mounting height of pole-mounted lights shall not exceed twelve (12) feet. This shall not apply to light fixtures along Main Street, which shall be consistent with the Main Street Streetscape Improvements.

- Pedestrian level lighting shall be used along any pedestrian walkway not illuminated by street lighting. The minimum illumination of pedestrian areas shall be one-half (0.5) horizontal foot-candles.
- The use of light emitting diode (LED) fixtures is encouraged. Any such lamps shall emit a color temperature between 3200°K and 5000°K with a mini-mum color rendering index of 70 or higher.
- Fixtures shall be full cut-off luminaires to avoid glare and the "skyglow" effect.

## STREETSCAPE DESIGN

- The Main Street right-of-way shall be redeveloped consistent with the Main Street Streetscape improvements. This shall include, but shall not be limited to, sidewalk design, street tree plantings, lighting design, and streetscape amenities (such as but not limited to benches, garbage receptacles, etc.). Notwithstanding, materials may be substituted as necessary based on availability of materials and engineering constraints. Any substituted materials shall be similar in appearance and quality.
- Sidewalks along Spring Street, Bloomfield Avenue (drop-off/pick-up drop of facility shall be exempt) and Chorister Place shall be not less than 8 feet in width. Street

trees shall be planted pursuant to Section 1632. The Chorister Place streetscape shall include a planted edge treatment along the building and/or planting strip along the curb.

## ARCHITECTURAL DESIGN STANDARDS

- Architectural design shall be substantially similar to Concept Plans B, C, D, E, F and G, herein. Exceptions and clarifications follow.

Substantially similar, in the context of architectural design, shall mean as shown on Concept Plans B, C, D, E, F and G including building design, building materials, architectural details and articulation, and building mass and proportions.

- It is strongly encouraged that the height of buildings on Block 22 be reduced and that the setback of buildings on Block 22 along Spring Street be increased. Any such changes shall not prevent the project from being deemed substantially similar.
- The portion of the Union Hotel building at 74 Main Street (Block 22, Lot 4) and the 90-100 Main Street Building (Block 22, Lot 7) identified as "significant" in the Borough's Historic Preservation Plan shall be retained and adaptively reused. The following standards apply. Exceptions include where portions of the buildings are depicted

as attached or covered by new building construction.

- a. Exterior alterations shall not destroy the distinguishing qualities or character of the property and its environment, and the removal or alteration of any historical material or architectural features is not permitted.
- b. Deteriorated architectural features should be repaired rather than replaced wherever possible, and in the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities.
- c. Repair or replacement of missing architectural features should be based on accurate duplication of original features, substantiated by physical or pictorial evidence rather than on conjectural designs or the availability of different architectural features from other buildings.
- d. Original materials shall be retained wherever possible. No existing brick or stone shall be covered for cosmetic reasons, and the repair and restoration of existing materials deemed of architectural value is strongly encouraged. Great care shall

be taken in the cleaning and repair of existing materials. The gentlest, effective means shall be used in all cases.

“Sandblasting” and other abrasive cleaning techniques, as well as harsh chemical cleaning methods are not to be used under any circumstances.

- e. Flat, metal panels and mirrored glass surfaces are prohibited, as are flush metal, composite or wood doors on visible facades.
- g. Facade renovations should be consistent with the original architectural style of the building. Original details should be retained; when it becomes necessary to introduce new features, they should harmonize with existing features. If windows and doors must be replaced or added, new windows and doors that match the original design should be used. Window and door sizes and shapes should not be altered by any building renovation. Changes to window and door sizes and configurations may be considered if a building is being restored to an earlier, documented, historic appearance. Replacement doors, windows and trim on the visible facades should match the appearance, configuration and materials of the original feature. Windows, doors

and railings may be added or altered for handicap accessibility and safety.

- 4. A visual landmark shall be provided at the plaza terminus at Spring Street on Block 24, Lot 5 (Block 24, Lot 3 may also contribute land toward the visual landmark). This visual landmark shall include distinguishing architectural treatments that extends the height of the portion of the building that serves as the visual landmark. Notwithstanding, the maximum building height herein, with exceptions permitted in the Borough Land Development Code, shall be met. This treatment shall serve to highlight the visual terminus at the end of the plaza. The design of the visual landmark need not be substantially similar to that shown in Concept Plans B, C, D, E, F and G. Example architectural treatments include, but are not limited to the following:
  - a. Use of contrasting or special building materials,
  - b. Use of contrasting or special window design,
  - c. A corner window with an important view into the building,
  - d. Balconies or bay windows that wrap the corner, and/or

- e. A “tower” element to emphasize the corner.
5. Buildings located on Block 24 need not be substantially similar to that shown in the Concept Plans. Notwithstanding, the architecture of buildings in this location shall comply with the requirements herein and shall have a building design, building materials, architectural details and articulation, and building mass and proportions that are complementary to Concept Plans B, C, D, E, F and G.. Buildings should have architectural features and patterns that provide variety and visual interest.
  6. A drop-off / pick-up location shall be provided on Block 22, along Bloomfield Avenue, as depicted in Concept Plan A.
  7. Blank walls shall not be permitted along any exterior wall facing a public street or pedestrian plaza. Walls in these locations shall comprise a minimum of 35 percent window area and a maximum of 75 percent window area, with windows interspersed across the facade. This shall not apply to historic buildings which are retained for adaptive reuse. For parking structures, this shall be reduced to a minimum of 25 percent and a maximum of 75 percent window area; openings with decorative screening shall be eligible to meet the window requirements.
  8. Ground floor facades of nonresidential uses facing a street or pedestrian plaza shall comprise a minimum of 40 percent clear window area, with windows providing views of display areas or the inside of the building. These ground floor windows shall begin not higher than 24 inches above ground level and shall end above 86 inches above ground level. This shall not apply to historic buildings which are retained for adaptive reuse.
  9. The facade(s) of a parking structure facing a public street shall be composed of the same or complementary materials as the adjacent structures within the Redevelopment Area.
  10. Parking garages along the ground floor, including those partially submerged, shall not be visible along Main Street or Bloomfield Avenue. Not more than 20 percent of the length of the facade along Spring Street shall include exposed parking garage, including those partially submerged. Not more than 50 percent of the length of the facade along Chorister Place shall include exposed parking garage, including those partially submerged.
  11. Buildings shall be designed to achieve a fine-grained texture by dividing large facades into the appearance of several sections or smaller buildings through the use of vertical and horizontal elements to provide shadow lines, breaks and banding so as to avoid the appearance of a large monotonous building mass.
  12. Any wall exceeding 30 feet in length shall include at least one (1) change in wall plane (as measured by the building setback), such as projections or recesses, having a depth of at least 1.5 feet. This shall not apply to historic buildings which are retained for adaptive reuse.
  13. Any wall exceeding 3 stories in height shall include at least one horizontal break in material, accent band and/or change in wall plane. This shall not apply to historic buildings which are retained for adaptive reuse.
  14. All primary building entrances shall be accentuated including entrances that are recessed or protruding, by the use of a canopy, portico or overhang.
  15. Doorways, windows and other openings in the facade of buildings should be proportioned to reflect pedestrian scale and movement and encourage interest at the

ground level and be provided for buildings facing adjacent public streets and any internal drive or street, not including service drives.

16. Variations in roof lines shall be used to add visual interest to and reduce the scale of the buildings. These architectural features may include varying cornice treatments, roof overhangs with brackets, overhanging eaves, stepped parapets, richly textured and/or differently colored materials.
17. Windows shall be recessed, or project as bays from the main wall, a minimum of four inches from the facade so as to create texture and shadows on the facade for visual interest. Windows shall not be flush with the surrounding wall surface.
18. Balconies shall include decorative metal railing that is complementary in materials and styles to the building to which it is affixed.
19. EIFS (exterior insulated finish system) or stucco material shall not be used on first floor facades. Acceptable materials include brick, stone, cast stone, etc.
20. Rooftop mechanical equipment shall not be visible from a public street or pedestrian plaza. Where necessary, it shall be screened by a parapet.

21. Outdoor storage, utility meters, HVAC equipment, recycling containers, trash dumpsters, trash compactors, and other such service functions shall be incorporated into the overall design of the project. Walls, screens and enclosures for such uses shall be of a similar construction and material as the primary buildings to which they are associated. Such accessory structures and uses shall be screened to reduce visual and acoustic impacts of these functions in conjunction with walls, plantings and/or enclosures are fully contained and out of the view from general passersby.
22. All ventilation openings for structured parking shall include a decorative metal grate that is complementary in materials and styles to the building to which it is affixed.
23. Awnings shall not be placed so as to conceal or disfigure any architectural feature or detail. Plastic, rounded and/or internally illuminated awnings are prohibited. If the building has several tenants, the overall awning design should be coordinated and compatible across the entire facade.

## Signs

1. Creative and varied sign designs are encouraged in order to promote the uses in the Redevelopment Area and to create a more interesting streetscape and pedestrian plaza.
2. With the exception of the components addressed in the following, the Borough's Sign Standards applicable to the DB Downtown Business district, Section 2631, shall apply.
3. Freestanding and monument signs are prohibited.
4. Signs shall not be composed of plastic or similar material.
5. Individual tenant signs that identify the name/identity of a use shall be in the form of a facade (wall), projecting and/or awning sign. Signs may be used to identify tenants and building uses, including not only commercial tenants but also multi-family residential uses and structured parking. Multiple signs for a single use shall be permitted.
  - a. The maximum area for all signs affixed to a particular facade shall not exceed the linear frontage of the facade to which the sign is affixed, or 50 s.f.,

- whichever is smaller. Notwithstanding facade and awning signs shall not exceed 30 s.f. each and projecting signs shall not exceed 16 s.f. The height requirements in Section 2631 for facade (wall) and projecting signs shall not apply.
- b. Where upper story uses differ from those in lower stories, facade (wall) signs shall be permitted on upper story facades, provided other applicable standards are met.
6. Directory signs shall be permitted as follows:
    - a. Signs may advertise multiple uses within 750 feet of the sign.
    - b. The maximum area of a directory sign shall be 12 square feet.
    - c. The maximum area devoted to each use shall be 100 square inches.
    - d. Directory signs may be located freestanding in the plaza or may be affixed to a building. They shall not contribute to maximum area of tenant signs.
  7. Signage on an informational kiosk shall be limited to facade (wall) signs of not more than 4 s.f. per side of the informational kiosk to which it is affixed. Information posted to the kiosk shall not be subject to sign regulation.
  8. All signs shall be externally illuminated. Light fixtures shall be of a material and design that is compatible with the design of the building to which it is affixed.
  9. Signs shall fit within existing facade features and shall not interfere with door and window openings.
  10. Signs should be positioned to emphasize or accent building elements such as storefront openings, entrances or architectural elements.
  11. Whenever possible, signs located on buildings within the same block should be placed the same height in order to create a unified sign band.



# Concept Plan B



MAIN STREET LOOKING DOWN PLAZA PERSPECTIVE

DATE: 05/19/2017

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15-0772-01  
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# Concept Plan C



MAIN STREET VIEW OF HISTORIC HOTEL  
DATE: 05/19/2017

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# Concept Plan D



MAIN STREET VIEW OF BANK  
DATE: 05/19/2017

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# Concept Plan E



PLAZA VIEW OF COURTHOUSE

DATE: 05/19/2017

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# Concept Plan F



SPRING STREET & BLOOMFIELD AVE. PERSPECTIVE  
DATE: 09/08/2017

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# Concept Plan G



SPRING STREET & CHORISTER PLACE PERSPECTIVE

DATE: 09/08/2017

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# 7

## Relationship to Planning & Objectives

The following provides this Redevelopment Plan's relationship to definite local objectives and any significant relationship to the Master Plans for surrounding municipalities, the County and the State Development and Redevelopment Plan.

### **BOROUGH ZONING**

The project is located entirely within the DB Downtown Business zone district. The proposal aligns with the purpose of the DB district, as identified below and located at §2620.A. of the Land Development Ordinance:

*The purpose of the Downtown Business (DB) District is to provide for mixed uses in the traditional business and governmental center of the Borough and is a transitional area between the Downtown Business (DB) Zone and the Village Artisan Shopping (VAS) Zone.*

Many of the uses proposed, but excluding hotels, are permitted in the DB district. The proposed building height exceeds the maximum

of three stories and the impervious cover exceeds the maximum of 75%.

### **BOROUGH 2015 REEXAMINATION REPORT**

The Borough adopted a Master Plan Reexamination Report in August 2015 (hereinafter the "Reexamination Report") that includes several goals, objectives and polices that should be considered in the evaluation of the redevelopment proposal.

There are several goals and objectives that are relevant to the proposal. See the following relevant goals and objectives from pages 23 and 29 through 30 of the Reexamination Report:

- 2) *Preserve, protect and enhance the integrity of Flemington's historic district and the historic resources within.*
- 3) *Employ strategies to encourage community and economic development within the Borough.*

5) *Strengthen and enhance the commercial sector of the Borough, with an emphasis on attracting specialty retail and restaurants, and encouraging the redevelopment of underutilized properties particularly those within the Downtown Business District.*

6) *Encourage a redevelopment solution for the Union Hotel property that protects and enhances the site as a significant historic resource and at the same time ensures the site's long-term financial viability.*

2) *Use density, a mix of uses, and public open space to enhance the downtown. (newly created goal)*

3) *Provide opportunities for appropriately scaled and located residential development to encourage redevelopment/revitalization of underutilized properties and to provide opportunity for additional market support for the retail, service, and entertainment portions of Main Street (Downtown*

*Business I and II) and nearby surrounding properties, and the Liberty Village and Turntable Junction Area. (newly created goal)*

The Reexamination Report reiterated the goals and objectives of the Historic Preservation Element. See the following relevant goals and objectives from pages 24 through 26 of the Reexamination Report:

- 1) *Locate, designate, protect and maintain Flemington's most important historic sites and district(s).*
  - *Develop mechanisms to preserve the contexts of historic resources.*
- 2) *Maintain the historic character of Flemington's historic commercial and institutional resources while encouraging their development as commercial and cultural assets.*
  - *Encourage preservation and adaptive reuse.*
- 4) *Contribute to the improvement of the economy of Flemington by encouraging expenditures for the restoration and/or adaptive reuse of historic buildings for local purposes and to encourage and promote tourism.*

- *Work to prevent deterioration and demolition of historic structures.*
- *Encourage preservation and rehabilitation of all historic structures in the Historic District to preserve and enhance Flemington's historic character and ambiance, thus encouraging heritage tourism.*

The Reexamination Report also reiterated the goals and objectives of the Borough's Green Building and Environmental Element. See the below relevant goals and objectives from pages 26 through 29 of the Reexamination Report.

- 1) *Capitalize on the Borough's center-based development pattern to decrease the environmental footprint of Borough residents, institutions and businesses.*

*Objective 1.a. Support the Borough's mixed-use and commercial areas by encouraging complementary infill development and removing barriers to success, such as but not limited to, permitting a variety of complementary and supporting uses and encouraging shared parking.*

*Objective 1.b. Support the Borough's diverse housing stock in order to accommodate a mix of incomes and household sizes.*

*Objective 1.c. Locate community amenities, such as schools and recreation amenities in areas within one-quarter mile of residential neighborhoods.*

- 2) *Focus the Borough's remaining development potential on lands that can support compact development, are well served by transportation infrastructure, and are in proximity to employment and service centers.*

*Objective 2.a. Support the Borough's mixed-use and commercial areas by encouraging complementary infill development and removing barriers to success, such as but not limited to, permitting a variety of complementary and supporting uses and encouraging shared parking.*

*Objective 2.b. Support the Borough's diverse housing stock in order to accommodate a mix of incomes and household sizes.*

The Reexamination Report addressed redevelopment of the Union Hotel in the context of an evaluation of the proposal set forth by the Flemington Business Improvement District in the “Downtown Strategic Plan”. Note that the discussion only pertains to the Union Hotel site and the building at 90 Main Street; the other properties subject to this Redevelopment Plan are not addressed. Page 34 offered the following:

*This site includes the Union Hotel and 90 Main. The Downtown Strategic Plan proposes 51 stacked flats, 90 luxury apartments, an operational Union Hotel, structured parking, 13,500 sf. of retail, and 6,000 sf. of restaurant/tavern space for the site. The proposed residential density is 72 units per acre.*

*The overall concept of incorporating additional residential units to this area, including along Spring Street, is positive and consistent with Borough goals to concentrate commercial activity in the retail area of downtown and to permit residential development as a strategy to encourage reuse of underutilized properties and to create the opportunity to provide market support to the Borough’s commercial districts. However, the residential density proposed may exceed the capacity of the site.*

The Reexamination Report also provided the following relevant discussion items for the DB district on pages 31 through 34:

*First floor residential uses should be a conditional use.*

*This recommendation from the 2010 Master Plan has not been implemented but remains valid. First floor residential uses in the downtown are appropriate where they do not disrupt first floor active commercial uses; as such, first floor residential uses may be appropriate where they do not face a public street or where the unit occupies a minimal area to accommodate the residential entrance....*

*The bulk standards should be revised for predictability and to permit strategic increases in density and intensity.*

*The Borough should revise the bulk standards to better encourage redevelopment to be consistent with the district’s development pattern and incentivize redevelopment in appropriate locations. Increases in permitted density or height should not upset the existing historic fabric of the district’s frontages.*

*The minimum front yard setback should be changed from a minimum of 25 feet to a minimum of approximately 0 feet and a*

*maximum of approximately 10 feet. While the zoning currently states the front yard depth may be reduced to the average of the setbacks from the streetline of existing buildings on both sides of the proposed building, the smaller setback is voluntary and therefore the district permits buildings to be setback significant distances from the street. The change to a minimum and maximum setback would eliminate the potential for new buildings to be setback from the street such that they create a void in the commercial activity.*

*The Borough should conditionally permit buildings of up to four (4) stories where the development advances other Borough goals, such as providing parking which serves the surrounding area, providing affordable housing, and/or providing recreation or entertainment space (open space, plaza, etc.). Additionally, any increase in building height in the district must be sensitive to the historic buildings and nearby residences – many of which are two, or perhaps three, stories.*

Portions of the Reexamination Report are aligned with this Redevelopment Plan. Examples include providing opportunities for increased residential development, supporting a mix of uses and adaptive reuse of the Union Hotel building at 74 Main Street (Block 22, Lot 4)

and the 90-100 Main Street Building (Block 22, Lot 7). Additionally, it should be noted that the maximum permitted residential density of approximately 66 du/ac (260 maximum units / 3.92 acres) is less than the density in the Flemington Business Improvement District's "Downtown Strategic Plan" concept plan for the site. However, other portions of the of the Reexamination Report differ from the proposal. Examples include demolition of buildings identified as "contributing" in the Borough's Historic Preservation Element of the Master Plan, and building heights of up to 7 stories where as up to 4 stories was considered under specified conditions.

### **BOROUGH 2017 HOUSING PLAN**

The Borough adopted a Housing Element and Fair Share Plan in 2017 that seeks affordable housing credit for 14 affordable housing units constructed within the redevelopment area. This Redevelopment Plan aligns with the Housing Element and Fair Share Plan.

### **SURROUNDING MUNICIPALITY**

Flemington Borough is entirely surrounded by Raritan Township. The Redevelopment Area is not adjacent to any portion of Raritan Township. The nearest boundary with Raritan Township is approximately one-half mile from the Redevelopment Area. Residential neighborhoods, and commercial uses on Route

31 are located between the Redevelopment Area and the Raritan Township boundary. Given this distance and the variety of uses between the Redevelopment Area and the Raritan Township boundary, this Redevelopment Plan has no significant relationship to the Master Plan of Raritan Township.

### **HUNTERDON COUNTY**

Hunterdon County has undertaken a number of planning initiatives that make recommendations for land use and other policy matters to municipalities. In 2007 the County Planning Board adopted the 2007 Hunterdon County Growth Management Plan. The growth management plan is a strategic planning document and sets forth a set of actions to be undertaken by them to address how and where growth is to occur. All of the area is anticipated to be served by public water and sewer. For the most part, the growth management plan serves as a guide for municipalities to use when undertaking their own master plan work and does not contain specific land use recommendations for the redevelopment area. Notwithstanding, the community design principles contained therein are reflected in this Redevelopment Plan.

In 2014 the County approved the "Hunterdon County Comprehensive Economic Development Strategy" or "CEDS Plan". The Plan provides

an analysis of key socioeconomic, real estate, and industry trends (as well as analysis of other topics) facing the County. It also provides a Goal and Objectives which are relevant, as well as aligned, with this Plan:

*Goal:*

*Channel growth and development in the County in an efficient, context sensitive manner.*

*Objectives:*

*Repurpose existing underutilized commercial and industrial properties.*

*Create revitalized and vibrant communities by focusing development in town centers and for transit oriented development.*

*Support housing variety and density in centers that seek redevelopment/revitalization.*

This Redevelopment Plan aligns with these Goal and Objectives providing support for redevelopment in town centers, such as the Borough of Flemington. This Redevelopment Plan capitalizes on the Borough's center based development pattern by permitting multi-family and townhouse residential units, commercial uses, office uses and education and training in a compact development pattern.

## STATE OF NEW JERSEY

In 1986, the New Jersey Legislature passed the New Jersey State Planning Act, which created the State Planning Commission and required the preparation and adoption of the State Plan. The most current adopted plan is dated March 1, 2001. The purpose of the State Plan is to:

*Coordinate Planning Activities and establish statewide planning objectives in the following area: land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services and intergovernmental coordination. (N.J.S.A. 52:18A-200(f), the state planning act)*

The State Plan uses a policy map to differentiate areas from highest growth to lowest growth based on information, such as natural resources, sewer availability, etc. These differentiations are called planning areas, which range from PA1-Metropolitan to PA-8 State Park.

Flemington Borough is located in PA3-Fringe Planning Area; however, it was declared a designated Town Center in 2001. The State Plan envisions designated centers, as well as other specified Planning Areas, to be a place

where growth and redevelopment is promoted. The intent of the State Plan is to direct growth and development into areas served by public infrastructure as a means of more efficiently using public resources. This over arching goal has been consistent since the first State Plan was adopted in 1987. This means that municipal efforts to promote growth should be met with support, from both a financial and regulatory perspective, by the State. As such, the growth envisioned in this Redevelopment Plan is aligned with the State Plan.

