

LAND USE

TOPIC REPORT

Also Inside: Land Use & Community Form Plan

TRENTON 250
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Report prepared for
The City of Trenton - Division of Planning
as part of the Trenton250 Master Plan



TRENTON
DIVISION *of* PLANNING



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PLAN OVERVIEW

Trenton250 is Trenton’s long range Comprehensive Master Plan that will guide the City from now to the 250th Anniversary of its incorporation in 2042.

TOPIC REPORTS

The core recommendations for the Master Plan are organized in “Topic Reports”, commonly called Elements of the Master Plan. These reports take a particular perspective on trying to achieve the Vision and enact the Guiding Principles. They contain a background section that summaries the issues and opportunities relevant to that topic. The reports then enumerate a series of goals, initiatives, and actions that the City should implement to achieve the Vision.

TERMINOLOGY

The following terminology is helpful for understanding the Master Plan:

- **Action:** An individual policy, project, program, partnership, study, or advocacy position that the City and the community must execute to support an initiative to achieve a goal (e.g. Green Infrastructure Program, Assunpink Greenway Daylighting Project, or an Anti-Litter Campaign)
- **Initiative:** A collection of Actions (see above) to achieve a desired goal (e.g. Reduce Water Pollution and Enhance the Natural Environment).

PRIORITY INVESTMENT NEIGHBORHOODS

Trenton’s community-driven plan to create, “A Premier Economic and Cultural Center Built on Arts, Industry, and Education” is ambitious. Implementation will require

sustained long-term commitment. Moreover, the vision must be reconciled with the reality that the City and its partners have limited resources: all initiatives cannot be executed in all locations immediately.

To address this, the City has identified six neighborhoods throughout the City where neighborhood efforts should be concentrated to have the greatest impact. These areas, also known as “Priority Investment Neighborhoods”, are likely to see the fastest revitalization while catalyzing improvements in surrounding areas. Although this framework is laid out in greater detail in the Housing Report (see **Develop Housing Toolkit & Implement Prioritized Investment Framework Initiative**), the intent is for the city to prioritize its neighborhood investment - whether housing, economic development, circulation, environment, or education - in these areas. (See Priority Investment Framework Map for more details which neighborhoods have been identified for priority investment)

LONG-TERM CATALYTIC PROJECT AREAS

In addition to these strategic neighborhood investments, the City must continue to work diligently on long-term catalytic projects such as creating a Trenton Transit Center Transit-Oriented Development, Reclaiming and Redeveloping the Waterfront, and encouraging more active use of the Sun Center. These efforts are not likely to see year-to-year improvements, and the payoff for investments in these projects may not be realized for a number of years. Nonetheless, this is the benefit of long-range planning: it allows the City to see the long-term benefits of consistent investment in projects, even if they are unlikely to yield short-term results.

DISTRICT PLANS

Those interested in understanding how the recommendations made in the Topic-Focused Reports should be implemented “on the ground” should consult the District Plans. The Plans do not provide any additional initiatives or actions but instead provide insight on where those recommendations might best be implemented.

INTRODUCTION

In early 2015, the City completed a re-examination of the 1999 Land Use Element and the subsequent 2005 re-examination. This ensured that the City was in compliance with all State requirements. However, the City had been in the process of undertaking a comprehensive effort to create a new master plan (Trenton250). As part of that effort, the City has created a community-driven vision and set of guiding principles (see Vision Report). This Land Use Report reflects the goals and Initiatives identified to date.

LAND USE AND COMMUNITY CHARACTER

The following section provides a description of the physical conditions and land use trends in the City of Trenton. The most up-to-date land use map for Trenton is provided in Figure 1. The Current Zoning Map, which includes redevelopment areas, is provided in Figure 2. There are three sources of information for this map. The base is MOD-IV tax data. However, Trenton's tax assessor use a lead-lot recording system that, when mapped, leaves a number of parcels unverified. At some point, Isles updated the database to address this issue. However, it is unclear exactly when this was completed. As such, the updated Isles file is used only when there is no information here no information provided through the MOD-IV Data. Finally, information from the Trenton Neighborhood Revitalization Committee (TNRC) vacant property survey was added to the map. This data is the most accurate data on vacancy and abandonment that current exists in the City.

Physical Conditions

The City of Trenton has a strong urban character. Many neighborhoods

- have a high concentration of historic homes;
- contain a mix of commercial and residential uses, a condition that has increasingly become attractive to homebuyers;
- are designed to promote walkable access to amenities; and
- are within proximity to transportation infrastructure that reduces the need for car ownership.

FIGURE 1. CURRENT LAND USE



Sources

There are three sources of information for this map. The base is MOD-IV tax data. However, Trenton's tax assessor use a lead-lot recording system that, when mapped, leaves a number of parcels unverified. At some point, Isles updated the database to address this issue. However, it is unclear exactly when this was completed. As such, the updated Isles file is used only when there is no information here no information provided through the MOD-IV Data. Finally, information from the Trenton Neighborhood Revitalization Committee (TNRC) vacant property survey was added to the map. This data is the most accurate data on vacancy and abandonment that current exists in the City.

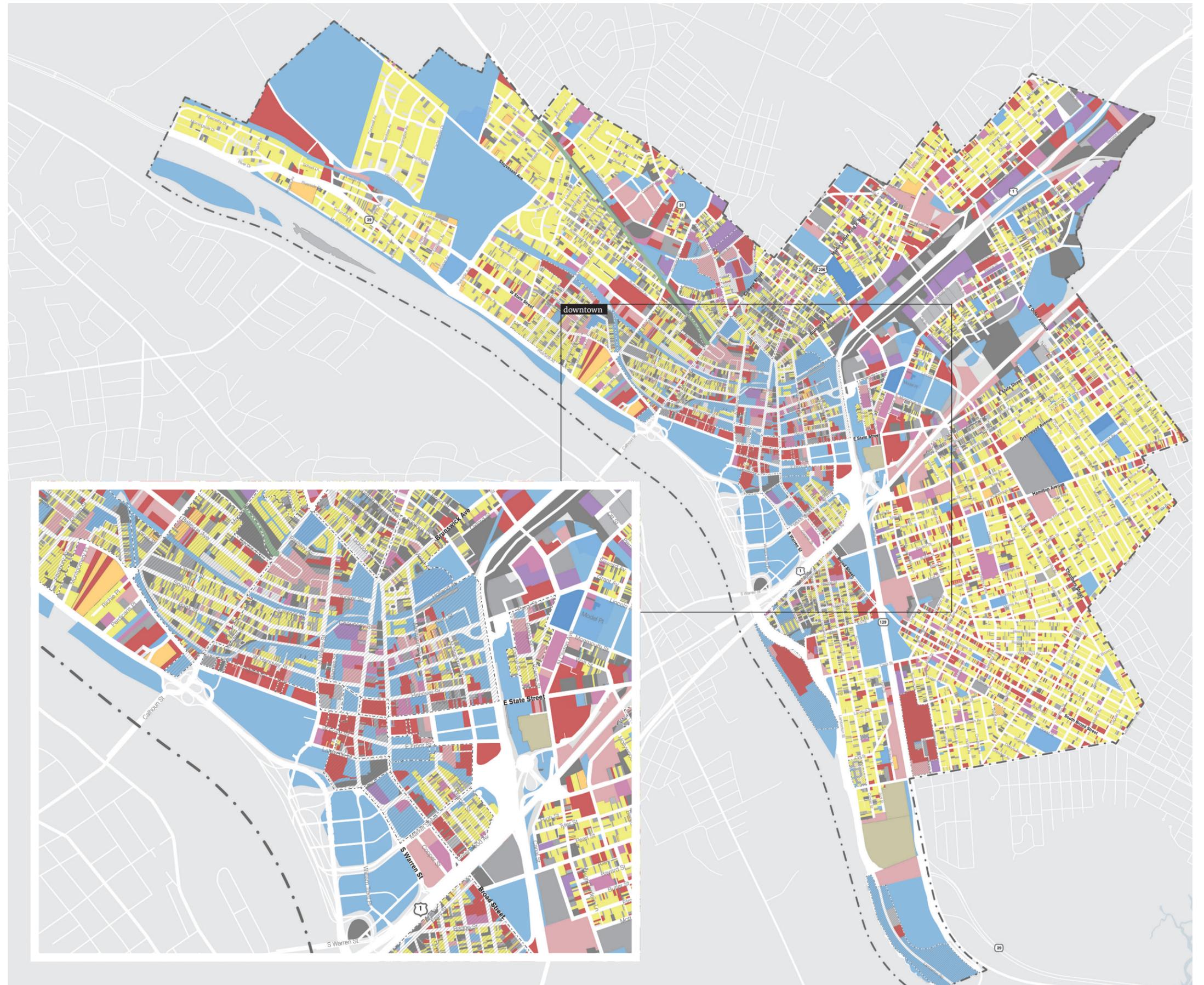
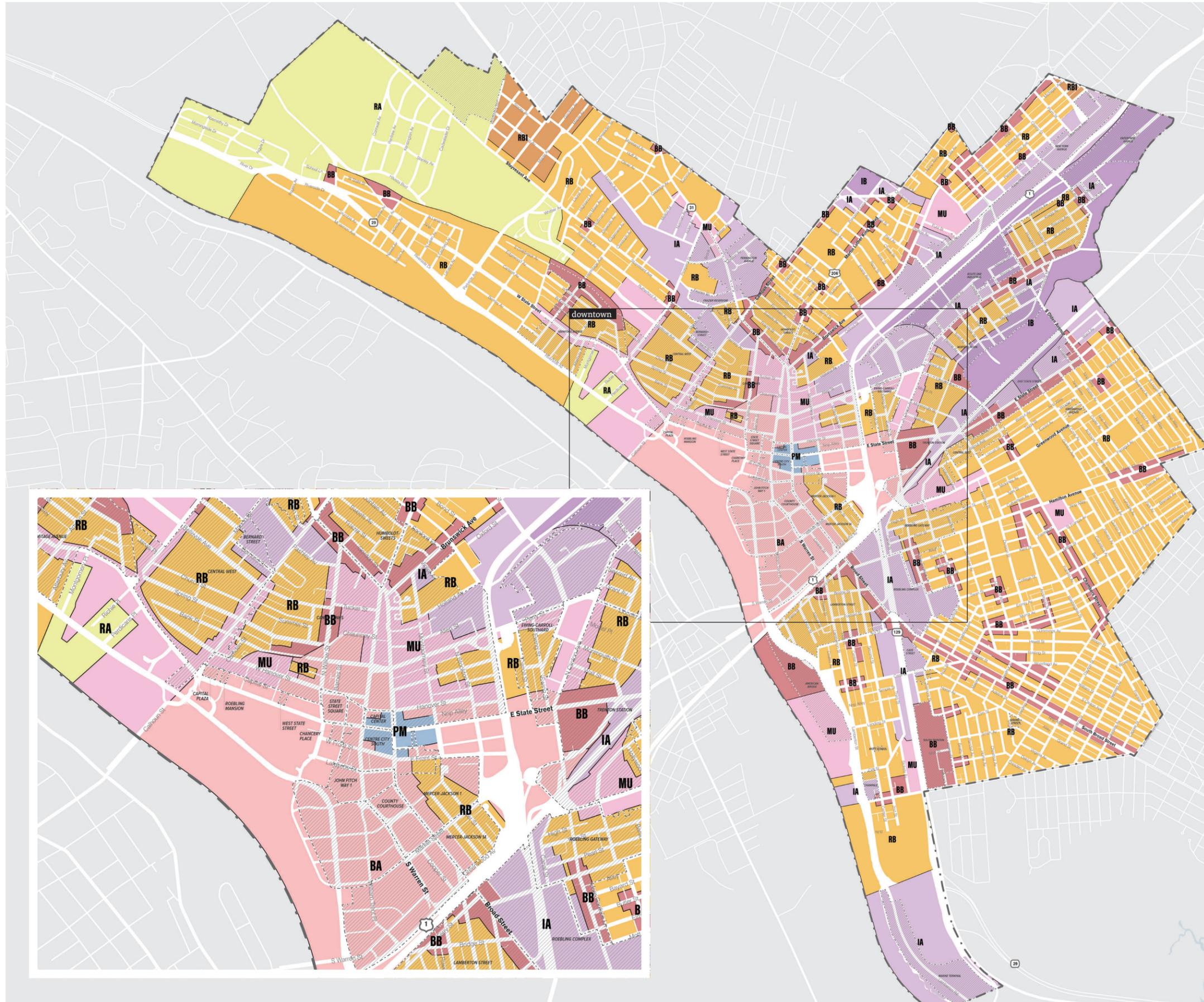


FIGURE 2. CURRENT ZONING



- RA
- RB1
- RB
- PM
- MU
- BA
- DD
- IA
- IB

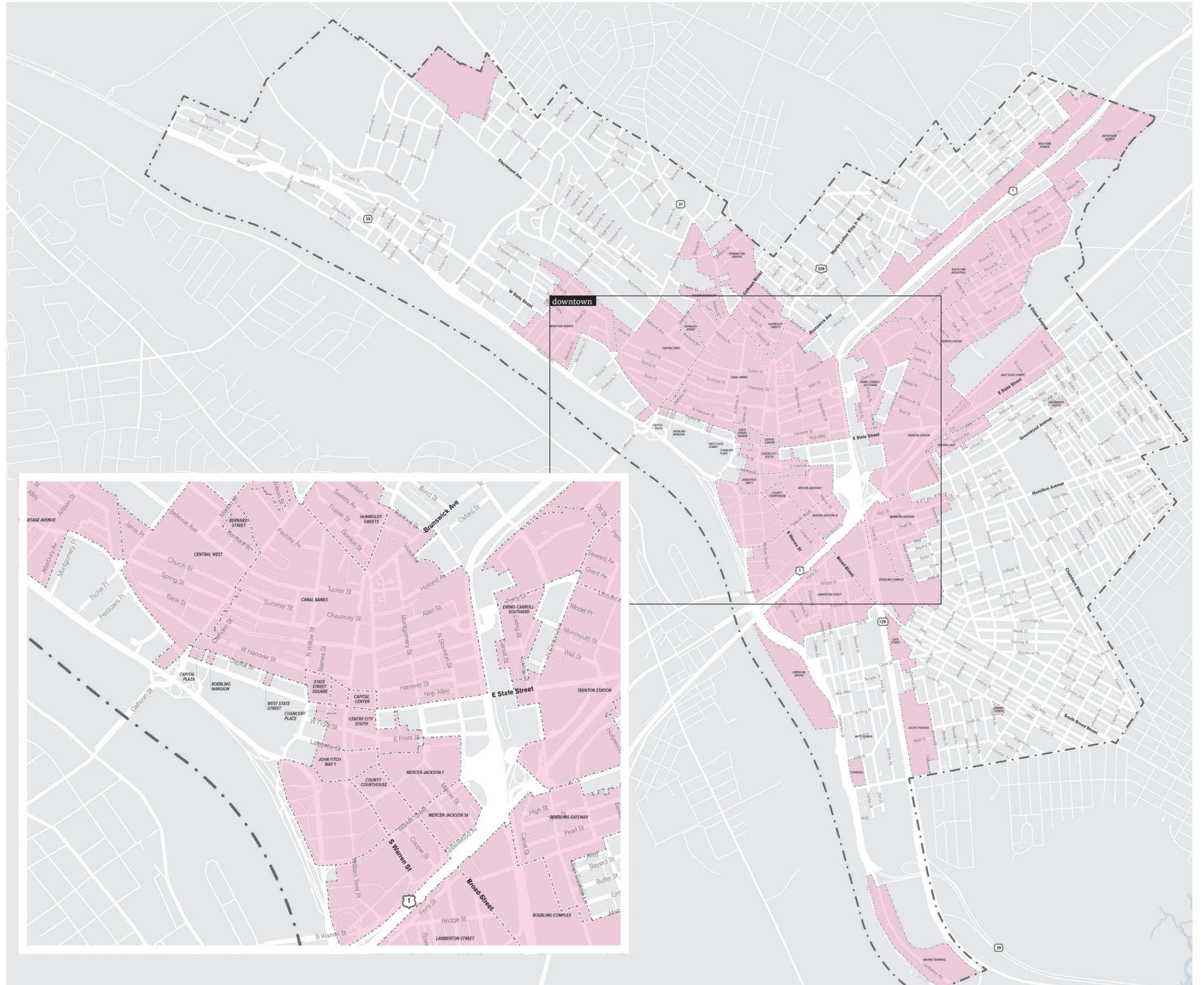
Redevelopment Area

No land in Trenton is currently designated an "Area In Need of Rehabilitation"

FIGURE 3. CURRENT REDEVELOPMENT AREAS

Redevelopment Area

No land in Trenton is currently designated an “Area In Need of Rehabilitation”



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In addition, Trenton has a great variety housing products (attached, semi-attached, urban detached, suburban detached, and estates) in a number of sizes. As such, the City offers residents a variety of choices when it comes to the type of neighborhoods that they might want to live in. Moreover, Trenton is well positioned to take advantage of a growing interest in dense urban living in small to moderate sized cities.

Nonetheless, many of these assets are under or poorly maintained. Many (historic) homes are in need of significant maintenance. Many sidewalks, streetlamps, street signs, and roadways are all in need of replacement. Moreover, the prevalence of vacant and abandon homes discourages further investment and depresses the housing market.

In the downtown, office buildings, government facilities and surface parking lots dominate current land use. The first two are necessary and important to the success of the future of downtown, however their dominance stifles revitalization efforts: the City feels empty after 5:00 pm. The problem with excess parking is a frequent concern of Trenton residents and planners, and is often mentioned in previous reports, stakeholder interviews, and during public engagement. There is a lack of on-street parking, but excess, though unavailable, off-street parking. An on-street space can provide between 2.5-3 times the amount of available parking compared to a private space. Much of the off-street space is dedicated and unavailable to the public (Downtown Parking and Sidewalk Report – 2008).

In addition, many downtown small mixed-use buildings are currently vacant on the upper floors. According to the Downtown Master Plan (2008), this is primarily because downtown property owners were permitted to abandon the upper floors of their buildings in the 1950s. Many owners demolished the stairways that provided access to the upper floors to maximize ground level square footage. This reduces the stock of lower-cost residential units downtown, which makes it more difficult for people interested in urban living to move downtown.

Finally, Trenton’s downtown is currently a collection of disjointed, similar businesses/enterprises that are only loosely understood and form informal “districts” within the downtown. These districts (in most instances) need significant improvements to the quality of the private and public spaces, more clearly defined borders, and improved branding and wayfinding. If properly designed, such efforts have the ability to make areas more inviting. An excellent example of where “placemaking” efforts have been highly successful is along S. Warren Street: one of the more vibrant areas in the Downtown.

Ownership and Land Use

The City of Trenton faces many land ownership issues. The State of New Jersey owns a considerable amount of land in the City. Although 38% of the 2013 fiscal year revenue came from State Aid and Tax Relief, the State does not pay the City property taxes and occupies some of the most valuable land in Downtown Trenton. Complicating the issue, the State has the right to use their land as they see fit. In addition, Trenton is home to

many non-profits who are not required to pay real-estate taxes. The combination of these two factors places considerable stress on the City's budget and its residents: a relatively few number of residents and businesses must support the cost of providing services to a relatively large geography. This is one of the reasons why the City of Trenton had the highest effective tax rate (4.881%) in Mercer County¹ in 2016, even as the City struggles to provide basic services.

Revitalization

The City has also accumulated a number of urban scars that resulted from decades of redevelopment efforts. The most notable was the demolition of Stacy Park and the downtown neighborhoods, which are now occupied by a limited access highway and parking lots that cut the city off from one of its most valuable resources: its waterfront. Moreover, large portions of the Canal Banks neighborhoods are covered in surface parking. This is not to suggest that all redevelopment efforts have failed: the redevelopment of the Roebling Complex is progressing steadily. The City announced in 2016 that 138 lofts will be constructed on site. Despite not attracting as much spin-off redevelopment as expected, the construction of Arm & Hammer Park as well as the Sun Center has converted former industrial lands into community assets.

Post-Industrialization

Finally, the City continues to struggle to transition from a 20th Century industrial city to a modern downtown for the larger Mercer-Bucks region. The City has had significant success transitioning brownfield sites to productive uses, but much work remains. There are still a number of industrial areas which do not meet the needs of modern industry. In addition, the concentration of historic properties also comes with a cost: they often cost more to maintain, rehabilitate, and retrofit to make them attractive to modern living and working needs. This cost is often too burdensome in a City that has high concentrations of poverty and a generally weak economy.

LAND DEVELOPMENT ORDINANCE AND ZONING MAP

The City of Trenton's previous Land Use Plan was written in 1999 and a re-examination report was completed in 2005. In the 2005 re-examination, the City made no significant changes to the goals and objective section. As such, the City has been ostensibly operating with the same land use goals and objectives for the past 25 years.

Trenton's Land Development Ordinance (LDO) was last updated in 2010. The current zoning follows a Euclidian model: where a premium is placed on separating uses into distinct zones and there is minimal regulation of the form of buildings. Such a code is inconsistent with the actual use of land within Trenton that residents and stakeholders have identified as special. Many neighborhoods typically have a mix of commercial and residential uses and the historic character of neighborhoods is often cited as one of Trenton's greatest assets.

1. NJ Board of Taxation (<http://nj.gov/counties/mercer/commissions/tax/taxrates.html>)

At the same time, the land use regulations in Trenton are in disarray. There are standards for a Downtown District within the Land Development Ordinance (LDO) but there are no areas which have been mapped as such. Likewise, the Pedestrian Mall zone is identified on the Zoning Map but there are no corresponding standards in the LDO. Although City staff has acknowledged these two districts are the same, such confusion makes the land development more difficult and cumbersome. Moreover, issues such as these send the signal to property owners that they do not have a strong and supportive partner in the City who clearly understand their goals and can quickly move high-quality projects through the development approvals process.

Other issues are less egregious but nonetheless make the development process more cumbersome. For example, the code uses a system in which permitted uses in one zone are built off of the permitted uses in another zone. For example, the Business A principal permitted use section (315-106) states, "Buildings and other structures and uses permitted therein are all those permitted in the Residence and Mixed Use Zone Districts" This forces the user of the code to flip back to previous sections of the code to identify what is permitted in the zone. This not only makes the code more difficult to use but increases the chance that a change in one zone will have unintended "ripple" effects throughout the rest of the code. As a result of this kind of language, Detached single-family dwelling units are a permitted use along State Street in the Downtown, an inappropriate use for that area.

REDEVELOPMENT OVERVIEW

A discussion of how Redevelopment Area Plans work in New Jersey may be helpful to some users. According to Cox & Koenig, an authority on land use regulation in New Jersey,

"The redevelopment plan, when adopted, supersedes applicable provisions of the development regulations of the municipality or constitutes an overlay zoning district within the redevelopment area. When the redevelopment area plan supersedes any provision of the development regulations, the ordinance adopting the redevelopment area 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 area plan applies."

This explanation makes clear, there are two types of redevelopment area plans: those which (1) supersede applicable provisions of the zoning code, and those that (2) provide additional regulations to the zoning ordinance. In both cases, the City preserves all redevelopment powers granted to it by the State.

REDEVELOPMENT AREA PLANS

The City has upwards of 40 redevelopment area plans, many dating back to the 1980s (the Grand Street Redevelopment Area Plan was adopted in 1984) while many are much more recent. Redevelopment Area designation is an important tool that the City can leverage to promote its community-driven vision. The designation allows the City to provide 30-year abatements and PILOTs, both of which are powerful incentives for development. At the same time, it allows the City to exercise the power of eminent domain for a greater public purpose and implementation of the community-driven vision. These are critical revitalization tools that the City cannot afford to squander.

Nonetheless, the redevelopment landscape in Trenton is highly confusing. To start, some of the designated redevelopment areas are small, such as the Capital Plaza Redevelopment Area which covers just over 36,000 square feet (.83 acres). Other designated redevelopment areas traverse whole neighborhoods: the Canal Banks Redevelopment Area covers more than 210 acres of land in downtown Trenton.

Neither of these conditions is inherently better than the other, and many cities effectively use redevelopment at a variety of scales. Instead, the issue in Trenton is that the redevelopment process is confusing, largely due to the variety of ways in which Trenton has written its redevelopment area plans. For example, the

- General District Regulations² are remapped in the Redevelopment Area Plan and not updated on the Zoning Map (e.g. Bernard Street and Canal Banks Redevelopment Areas)
- Zoning districts cover the same area but additional standards or requirements are placed on developers in the redevelopment area (e.g. Coalport Redevelopment Area and Hermitage Avenue)
- The Redevelopment Area Plan creates hybrid zones that use the General District Regulations in LDO as starting point but then add additional standards (e.g. “Residential 2” district in the Humboldt-Sweets Redevelopment Plan)
- New zones are created in the redevelopment area plan which are separate and unique to that redevelopment area (see “Commercial/Residential” zone in the Hermitage Avenue Redevelopment Plan)

Complicating this framework, some redevelopment plans point to General District Regulations that do not exist in the ordinance. Examples include the “Commercial/Residential” (C/R) in North Clinton Redevelopment Plan; the “Open Space/Parks” Zone in North Clinton and Center City South Plans; and the “Public Use” Zone in the Hermitage Avenue Plan.

Such a complex redevelopment framework makes the process difficult for all those involved. Property owners and developers have difficulty understanding which regulations control their property and what they can legally build. This increases the cost of development and undercuts any confidence they may have that the City as an active partner in the development process. On the other hand, these complicated regulations make it difficult for the City to enforce its regulations, slowing down

2. a.k.a. “zones”. Found in Article XII of the LDO. Examples include RA, RB, RB-1, and MU

development process and making it more onerous and cumbersome for its staff. Finally, the current regulatory framework almost assures that residents will not understand what can be built in their City. This leads to distrust of City government and of the development process in general. Most critically, the confusing nature of the Redevelopment Area Plans raises doubt about their legality and the City's standing to enforce them.

There are two underlying issues that create these problems. First, the City has gone decades without a comprehensive re-evaluation of their redevelopment plans. As a result, changes in the Land Development Ordinance have not been folded in the redevelopment area plans. Second, the City has not established a strong policy for how to write redevelopment area plans so that they remain current, are easy to use, and can be legally enforced. The recommendations in this Report and in the Land Use and Community Form Plan will provide a framework for doing this going forward.

RELEVANT GOALS

1. **Land Use Regulation:** Trenton will use zoning and the City's redevelopment powers to encourage the construction of projects that are consistent with all goals and objectives of the Master Plan, including but not limited to the Vision Report.
2. **Good Governance in Land Use:** The City will have a zoning ordinance and redevelopment area plans that are clear, easy-to-understand, and enforceable.

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INITIATIVES

1 | LAND USE REGULATION INITIATIVES

The City will need to update its zoning code so that it is reflective of the vision, goals, and recommendations identified in the Trenton250 Master Plan. In addition, the City must undertake a comprehensive review of its Redevelopment Plans to ensure they are in compliance with and the standards outlined in the Land Use and Community Form Plan (LUCFP). To support this effort, they City should hire a Land Use Attorney on staff within the Law Department.

It is recommended that the redevelopment plans and zoning code be closely coordinated, as the work is often overlapping. However, the City must recognize that this will also be a very costly endeavor. Some redevelopment areas identified in the Land Use and Community Form Plan will require new designations while the boundaries of other designated areas will need to be amended. With more than 40 designated redevelopment areas, the amount of work is considerable.

These three efforts will streamline the regulatory process, ensure that regulations are consistent with the master plan, and better equip the city to encourage land uses that are consistent with the Master Plan.

This initiative will help the City meet the following goals:

- ▶ **Land Use Regulation³**
- ▶ **Good Governance in Land Use⁴**
- ▶ **Multi-modal Transportation⁵**
- ▶ **Overall Housing**
- ▶ **Historic Neighborhoods⁶**
- ▶ **Neighborhood Commercial⁷**

The City should implement the following actions to execute this initiative:

3. Trenton will use zoning and the City's redevelopment powers to encourage the construction of projects that are consistent with all goals and objectives of the Master Plan, including but not limited to the Vision Report.

4. The City will have a zoning ordinance and redevelopment plans that are clear, easy-to-understand, and enforceable.

5. Trenton residents and visitors will characterize the City as "bikeable" and "walkable." Trentonians will be able to safely walk, bike, access transit, and share the streets with motorized vehicles. A high-quality, safe, and clearly navigable trail system and in-street network will form the foundation for a comprehensive bicycle and pedestrian network. People and goods will efficiently move throughout the City and beyond its borders.

6. Trenton's housing stock will be well-maintained and its historic fabric protected

7. Trenton will have vibrant neighborhood business districts

- ▶ **Area in Need of Rehabilitation**
- ▶ **Development Application Review and Approval Process Audit**
- ▶ **Land Development Ordinance Update**
- ▶ **Redevelopment Area Plans: Review and Update**
- ▶ **Redevelopment Plan Reform**

2 | FOCUS AREA PLANS

The Master Plan is envisioned to be a “living document” where new plans and studies supplement the initial effort. In addition to writing the remaining reports, the City will need to focus its attention on areas identified for high levels of City investment (See Develop Housing Toolkit & Implement Prioritized Investment Framework). In addition, the Master Plan has identified a number of area or topic specific plans that must be completed.

This initiative will help the City meet all of its goals.

The City should implement the following actions to execute this initiative:

- ▶ **Complete Streets Implementation Plan**
- ▶ **Creekside Area Strategic Development Plan**
- ▶ **Brownfield Action Plan Implementation**
- ▶ **Downtown Parking Management Plan**
- ▶ **Downtown Strategic Development Plan**
- ▶ **Emergency Evacuation Planning Study**
- ▶ **Former Mercer Hospital Complex Area Strategic Development Plan**
- ▶ **Island Neighborhood Flood Plan**
- ▶ **Library Plan**
- ▶ **RiverLINE Stations TOD Strategic Plan**
- ▶ **South Broad Street Plan**
- ▶ **Sun National Bank Center Area Strategic Development Plan**
- ▶ **Startup and Makers Plan**
- ▶ **Transit Center TOD Strategic Development Plan**
- ▶ **Trenton250 Historic Preservation Report**
- ▶ **Trenton250 Open Space and Recreation Report**
Trenton250 Public Safety Report
- ▶ **Trenton250 Storm Water Management Report**
- ▶ **Trenton250 Utilities Report**
- ▶ **Waterfront Reclamation and Revitalization Strategic Plan**

LAND USE AND COMMUNITY FORM PLAN

INTRODUCTION

The Land Use and Community Form Plan (“Land Use Plan” or “LUCFP”) of Trenton will provide recommendations for the update of Trenton’s zoning ordinance. The recommendations were established to achieve the community-driven guiding principles expressed in the Vision Topic-Focused Report (aka Vision Element) as well as the goals identified in all the Topic-Focused Reports. Moreover, the Land Use Plan shows how the Vision and Approach maps can be achieved through regulating land use.

These documents express a vision for Trenton that includes a thriving downtown core, stable and strong residential neighborhoods, and opportunities for redevelopment, the growth of industry, the creation of a vibrant park system highlighted by the Assunpink Greenway Park project, and a natural and urban trail system that links the City’s many assets. To achieve this vision, it is imperative that current zones are updated and redrawn to reflect the community goals.

This document fulfills the statutory obligation that the Master Plan include a Land Use Element, “showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance... including a statement of the standards of population density and development intensity recommended for the municipality.” (40:55D-28.b)

POPULATION DENSITY AND DEVELOPMENT INTENSITY POLICY

In this report “density” describes the number of residents (or number of units) within a unit of geography (e.g. units per acre or residents per square mile). Intensity refers to the scale of development on a particular site and is typically described through bulk and use (e.g. three-story multi-family vs three-story single-family). Under these definitions, the density of a neighborhood can increase (or decrease) even as the intensity of development remains stable.

This Land Use Plan supports the recommendations made in the Topic-Focused reports; the standards in this LUCFP align with the goals set-forth. Specifically, increased residential populations downtown as called for in The Economic Development and Housing Reports, and increased residential densities around transit stations, a goal of the Circulation Report. In the Downtown and near transit, the Land Use Plan standards allow for more dense and intense development than currently exists in these areas.

However, the situation in Trenton’s neighborhoods is distinctly different. The Vision, Housing, and Circulation Reports encourage maintaining and promoting the current mixed-use walkable urban character in the neighborhoods. To that end, the LUCFP encourages new development to match the historic residential and commercial intensity. Stated differently, the LUCFP does not generally permit (in residential neighborhoods) more intense uses or bulk standards than are currently represented on the ground. However, as new construction replaces vacant and abandoned units, this may lead to increases in density in some areas, even though the scale of development is consistent with historical patterns.

FUTURE LAND USE PLAN

This plan is divided into three sections to help the user understand the vision land use in the City. The first section addresses Zones and provides recommendations on a new set of Zoning District standards in the Land Development Ordinance (Currently Articles XI-XXI). The second section addresses Redevelopment Plan Zones. As will be detailed in that section, these zones are designated redevelopment areas where the City should create detailed area-specific bulk and use standards. These bulk and use standards should only be contained in the Redevelopment Plan and should not be tied back to Zoning District standards. However, the Redevelopment Plan may point to the Land Development Ordinance to control for other issues such as parking, buffers, and lighting, among other concerns. The final section, Redevelopment Plan Overlays, covers those areas that have been designated in need of redevelopment but where no modifications to the bulk and use standards in the zoning ordinance are necessary. Instead, redevelopment plans in these areas simply add additional regulations and permit the City to use the redevelopment powers granted to it by the State.

A. ZONES

The following zones are recommended to achieve the mix of uses, density, and community characteristics that will achieve the City’s community-driven goals and objectives as articulated throughout the Master Plan.

Neighborhood Residential Low Density (NR-1)		
<p>The Neighborhood Residential Low Density (NR-1) zone primarily designates neighborhoods with large lot, low density single-family residential development and encourages single-family detached building types. The zone has a maximum density of four dwelling units per acre. Residential development should be set back from the street to allow for front yards. New construction within the NR-1 zone should be designed to seamlessly connect with the surrounding area, and architecture should reinforce the historical character of these neighborhoods. Parking within the NR-1 zone can be accommodated through driveways.</p>		
Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Residential <input type="checkbox"/> Community Garden <input type="checkbox"/> Community Center / Library <input type="checkbox"/> Parks/Open space 	<p>Building Height: 3 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall be set back from the street <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> stoop or front porch encouraged <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade <input type="checkbox"/> driveways allowable for single-family detached and semi-detached 	<ul style="list-style-type: none"> <input type="checkbox"/> Single Family Detached <input type="checkbox"/> Accessory Apartment
Neighborhood Residential Medium Density (NR-2)		
<p>The Neighborhood Residential Medium Density (NR-2) zone primarily designates neighborhoods with medium lot size and density single-family residences, both detached and adjoining. Average household density is between 5 to 10 units/acre. Housing within this zone has front yard setbacks that allow for lawns. Street trees are strongly encouraged. New construction within the NR-2 zone should be designed to connect with the surrounding area, including sidewalks, setbacks, architecture and massing, and should reinforce the character of the area. Parking within the NR-2 zone should be permitted in the side or rear. However, front yard parking, including carports, is strongly discouraged.</p>		
Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Residential <input type="checkbox"/> Community Garden <input type="checkbox"/> Community Center / Library <input type="checkbox"/> Parks/Open space 	<p>Building Height: 2 to 3 stories</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> street facing facades of commercial, mixed-use and multi-family buildings shall be built to the sidewalk or have a shallow setback <input type="checkbox"/> Single-use residential shall have a shallow setback <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use/commercial buildings shall have ground floor commercial comprising of 25% facade transparency on the primary facade <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade 	<ul style="list-style-type: none"> <input type="checkbox"/> Single Family Detached <input type="checkbox"/> Single Family Semi-detached <input type="checkbox"/> Accessory Apartment

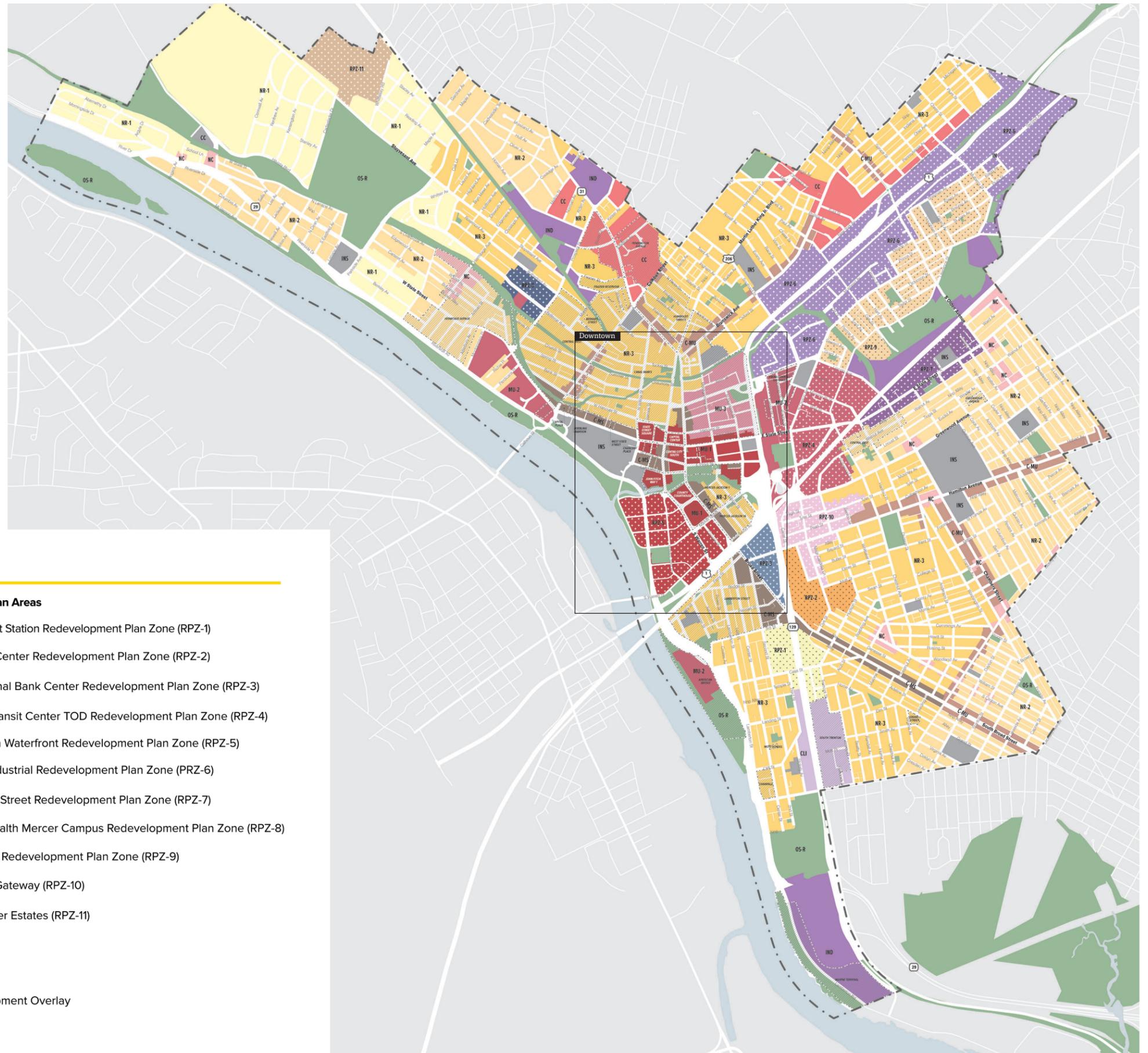
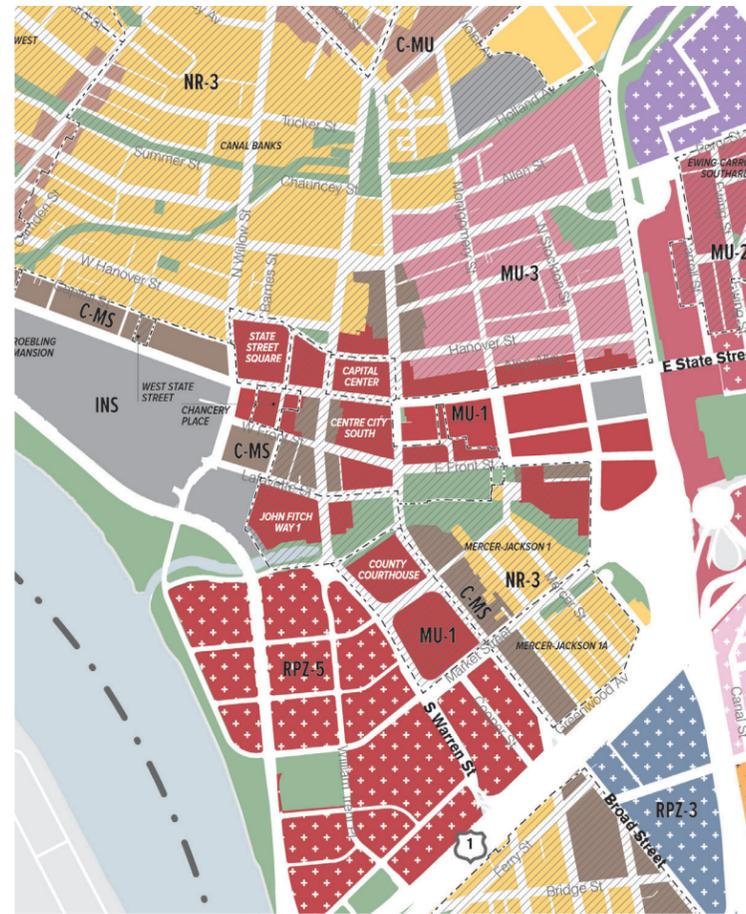


FIGURE 4. LAND USE AND COMMUNITY FORM MAP

Zones

- Low Density Neighborhood Residential (NR-1)
- Medium Density Neighborhood Residential (NR-2)
- High Density Neighborhood Residential (NR-3)
- Mixed Use - High Density (MU-1)
- Mixed Use - Medium Density (MU-2)
- Mixed Use - Live/Work (MU-3)
- Commercial and Institutional Center (CC)
- Neighborhood Commercial (NC)
- Corridor - Main Street (C-MS)
- Corridor Main Street (C-MU)
- Industrial (IND)
- Commercail / Light Industrial (CLI)
- Government (GOV)
- Open-Space & Recreation (OSR)

Redevelopment Plan Areas

- Cass Street Station Redevelopment Plan Zone (RPZ-1)
- Roebling Center Redevelopment Plan Zone (RPZ-2)
- Sun National Bank Center Redevelopment Plan Zone (RPZ-3)
- Trenton Transit Center TOD Redevelopment Plan Zone (RPZ-4)
- Downtown Waterfront Redevelopment Plan Zone (RPZ-5)
- Route 1 Industrial Redevelopment Plan Zone (PRZ-6)
- East State Street Redevelopment Plan Zone (RPZ-7)
- Capital Health Mercer Campus Redevelopment Plan Zone (RPZ-8)
- Creekside Redevelopment Plan Zone (RPZ-9)
- Roebling Gateway (RPZ-10)
- Cadwalader Estates (RPZ-11)

Overlays

- Redevelopment Overlay

Intentionally Blank

Neighborhood Residential High Density (NR-3)

The Neighborhood Residential High Density (NR-3) zone covers high-density residential areas. Neighborhood densities range from 15 to 40 units/acre, although some larger lot homes do exist. However, this density primarily results from the prevalence of single-family housing (whether semi-attached or attached) on small lots, although multi-family apartment buildings should be permitted on a conditional basis. Adjoining buildings, whether semi-attached or attached, should continue to be predominant. Housing within this zone should have little to no setback; setbacks for new development should be no further than the median setback on the block to minimize setback variation. In addition to residential uses, the NR-3 zone typically contains small neighborhood serving commercial uses within clusters along corridors or intersections. To promote the community character and vibrancy that current exists, commercial uses of 5,000 gross leasable square feet or smaller should be permitted by right in the zone. Complete sidewalk networks should exist within the NR-3 zone, and accommodations should be made for multi-modal transportation options, such as bike lanes. Parking within the NR-3 zone can be accommodated through driveways on non-primary facades; multi-family structures that require surface parking lots must locate parking in the rear of the building.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Residential <input type="checkbox"/> Local Serving Retail (less than 5,000 sqft) <input type="checkbox"/> Community Garden <input type="checkbox"/> Community Center / Library <input type="checkbox"/> Parks/Open space 	<p>Building Height: 3 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall have no setback from the street <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use/commercial buildings shall have ground floor commercial comprising of 25% facade transparency on the primary facade <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade 	<ul style="list-style-type: none"> <input type="checkbox"/> Single Family Detached <input type="checkbox"/> Single Family Semi-detached <input type="checkbox"/> Townhome <input type="checkbox"/> Small Multi-family <input type="checkbox"/> Small Mixed-Use / Live-Work

Mixed Use - High Density (MU-1)

The Mixed Use - High Density (MU-1) is the most intense mixed-use area in the City. The standards in this section encourage uses that will make it the center of activity. Mixed-use (residential/office/commercial) buildings dominate this area although large residential buildings and hotels are permitted to encourage downtown population growth and to make the district more active after 5:00 pm. Buildings are built with no or minimal front yard setback. Sidewalks are typically wider than in other districts and have a more urban streetscape treatments (such as decorative pavers, high-quality pedestrian lighting, benches, and street trees). Retail, restaurants, and similar active uses are encouraged at ground level in this area to promote active street life. Likewise universities, museums, theaters, and libraries are encourage to locate in this area: they are well suited to the active urban environment and will help promote civic pride and bolster education. Parking should be concentrated within structures not visible from the public realm, with short-term convenience parking located on-street.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is encouraged <input type="checkbox"/> Multi-family Residential <input type="checkbox"/> General Office, including co-working spaces <input type="checkbox"/> Professional Offices <input type="checkbox"/> Retail <input type="checkbox"/> Restaurants, Bars, & Nightclubs <input type="checkbox"/> Government <input type="checkbox"/> Schools/Universities/Institutions <input type="checkbox"/> Hospitals and Health Services <input type="checkbox"/> Convention centers <input type="checkbox"/> Museums <input type="checkbox"/> Library <input type="checkbox"/> Art Galleries and Studios <input type="checkbox"/> Concert Halls and Theaters 	<p>Building Height: 2 to 7 stories</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> all buildings shall be built to the street facing property line <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> all buildings should have a minimum of 40% ground floor facade transparency on the primary facade <input type="checkbox"/> commercial or other active uses required at street level <input type="checkbox"/> at least one entrance for all buildings must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade 	<ul style="list-style-type: none"> <input type="checkbox"/> Large Multi-family <input type="checkbox"/> Small Mixed Use <input type="checkbox"/> Large Mixed Use <input type="checkbox"/> Parking Structure with Liner Building <input type="checkbox"/> Hotel <input type="checkbox"/> Institutional

Mixed Use - Medium Density (MU-2)

The Mixed Use - Medium Density (MU-2) Zone allows for moderately intense development that supports the MU-1 area (the downtown core). This area includes both public and private properties, and is a transitional area as one moves from the downtown core into the surrounding neighborhoods. A mixture of commercial, office, and institutional uses - primarily located in mid-rise buildings - contribute to moderate daytime pedestrian activity. Multi-family and townhome buildings are permitted to encourage activity after 5:00 pm. Buildings are built to the sidewalk, except along W. State Street. Sidewalks are designed for moderate intensity use and have urban streetscape amenities (high-quality pedestrian lighting, benches, and street trees).

Mixed Use - Medium Density (MU-2) - Continued		
Appropriate Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is encouraged <input type="checkbox"/> Residential <input type="checkbox"/> Retail <input type="checkbox"/> Office <input type="checkbox"/> Institutional <input type="checkbox"/> General Office, including co-working spaces <input type="checkbox"/> Professional Offices 	<p>Building Height: 2 to 4 Stories</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> street facing facades of all buildings shall be built to the property line <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use shall have an active ground floor use and 40% facade transparency on the primary facade <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade <input type="checkbox"/> on-street short-term convenience parking is allowable 	<ul style="list-style-type: none"> <input type="checkbox"/> Residential <input type="checkbox"/> Small Multi-family <input type="checkbox"/> Large Multi-family <input type="checkbox"/> Small Mixed-Use / Live-Work <input type="checkbox"/> Large Mixed-Use <input type="checkbox"/> Parking Structure with Liner Building <input type="checkbox"/> Institutional

Mixed Use - Live/Work (MU-3)

The Mixed Use - Live/Work District (MU-3) zone is intended to allow for the creation of an area of choice for artists, creative entrepreneurs, and people who love urban living. Land uses which support this goal include arts studios (supporting fine arts, visual arts, music, and dance, among others), galleries, performance spaces, retail, as well as restaurants, cafes, bars, and nightclubs. In addition, "live/work" uses are strongly encouraged. These uses allow residents to use a building or spaces jointly for the production of goods and for residential purposes. Live/work uses can take place in a variety of building types, including former industrial buildings and Small Mixed Use building that have a ground floor shop and a residential unit above.

In all instances, the main entrance for ground-floor uses shall face the primary street, and stores shall have individual entrances where possible. Development within the area should be contextually appropriate and sensitive to the historic fabric of the adjoining historic Hanover – Academy Historic District. Parking within the MU-3 zone shall be located in the rear of buildings or on the street. Parking structures may be compatible with this zone, so long as they are not visible from the public realm. The further addition of surface parking within this area is to be wholly discouraged and district and shared parking strategies should be used whenever possible.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is encouraged <input type="checkbox"/> Residential <input type="checkbox"/> Retail <input type="checkbox"/> Professional Office <input type="checkbox"/> Artist Studio <input type="checkbox"/> Art Gallery <input type="checkbox"/> Live/Work <input type="checkbox"/> Brewery/distillery <input type="checkbox"/> Restaurants, cafes, bars, and nightclubs <input type="checkbox"/> Co-working facility <input type="checkbox"/> Artisanal/Micro Manufacturing 	<p>Building Height: 2 to 5 Stories</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> street facing facades of commercial, mixed-use and multi-family buildings shall be built to the sidewalk <input type="checkbox"/> Single-use residential shall have a shallow setback <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use buildings shall active ground floor commercial uses that have 40% facade transparency on the primary facade <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade 	<ul style="list-style-type: none"> <input type="checkbox"/> Single Family Semi-Detached <input type="checkbox"/> Townhome <input type="checkbox"/> Small Multi-Family <input type="checkbox"/> Small Mixed-Use / Live-Work <input type="checkbox"/> Large Mixed-Use <input type="checkbox"/> Institutional

Commercial and Institutional Centers (CC)

The Commercial and Institutional Centers (CC) zone is intended for large-scale, regional or semi-regional commercial development, such as shopping centers. The inclusion of residential uses in mixed-use buildings is strongly encouraged, especially if they support walkable and bikable commercial areas. In addition to commercial uses, these areas are also appropriate for large institutional uses such as hospitals, research complexes, and office parks. Complete sidewalk networks should be constructed within any new commercial or institutional center development. The regional quality of the uses will demand that parking be well designed to meet demand without detracting from the quality of the public realm. Parking for commercial uses within this zone can be accommodated through surface parking lots within the front yard, while institutional uses should provide landscaped front-yards with moderate building setbacks. If surface parking is adjacent to a public sidewalk or street, a high quality landscape buffering should minimize the impact on adjacent uses.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Retail <input type="checkbox"/> Office <input type="checkbox"/> Residential (as a mixed use) <input type="checkbox"/> Supermarket <input type="checkbox"/> Hospitals, Research & Development 	<p>Building Height: 3 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall be set back from the street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> high-quality buffering between parking and any sidewalk or public right-of-way is required 	<ul style="list-style-type: none"> <input type="checkbox"/> Auto-Oriented Commercial <input type="checkbox"/> Suburban Office <input type="checkbox"/> Institutional <input type="checkbox"/> Hospital

Neighborhood Commercial (NC)

The Neighborhood Commercial (NC) zone recognizes, preserves, and promotes lower-intensity mixed-use development at key intersections and nodes of higher activity within predominantly residential neighborhoods. Neighborhood Commercial areas should consist of primarily neighborhood serving retail and commercial uses, however, low-intensity destination retail and residential uses are appropriate. A mixture of building types is appropriate in NC areas, but mixed-used (commercial/retail and residential) building types are prevalent. Buildings are generally built to, or just behind, the sidewalk. Maintaining buildings at a residential scale and buffering are important to minimize the impact on adjacent residential uses. Parking is located behind or along side of buildings.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is encouraged <input type="checkbox"/> Residential <input type="checkbox"/> Retail <input type="checkbox"/> Professional Office 	<p>Building Height: 3 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall be set back from the street <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> stoop or front porch encouraged <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade <input type="checkbox"/> driveways allowable for single-family detached and semi-detached 	<ul style="list-style-type: none"> <input type="checkbox"/> Townhouse <input type="checkbox"/> Single-Family Detached <input type="checkbox"/> Semi-Detached <input type="checkbox"/> Small Multi-Family <input type="checkbox"/> Small Mixed-Use / Live-Work

Corridor - Main Street (C-MS)

Main Street Corridor (MSC) zones line major thoroughfares and have a strong historic "main street" quality. These thoroughfares are characterized by primarily historic, urban-scale, attached, mixed-use (retail and residential) structures that are built to the property line and have a moderate width (typically between 25 to 60 feet). New development should reinforce these qualities: buildings occupying more than 50 feet of street frontage should be mixed use and designed to reinforce the traditional building rhythms. Ground floor retail and active uses are strongly encouraged and should have a high level of facade transparency. This form and use encourages intense pedestrian activity on the street. As such, sidewalks and the public realm should be of the highest quality (decorative pavers, high-quality pedestrian lighting, benches, and street trees) and no side or front yard parking is permitted. Traffic calming measures are appropriate on these streets to encourage a pedestrian friendly environment.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is encouraged <input type="checkbox"/> Residential <input type="checkbox"/> Retail <input type="checkbox"/> Office <input type="checkbox"/> Grocery Store <input type="checkbox"/> Brewery/distillery <input type="checkbox"/> Restaurants, cafes, bars, and nightclubs <input type="checkbox"/> Co-working facility 	<p>Building Height: 2 to 5 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> street facing facades of commercial, mixed-use and multi-family buildings shall be built to the property line <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use buildings shall have ground floor commercial uses that have 40% facade transparency on the primary facade <input type="checkbox"/> at least one entrance must face the primary street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building and short term on-street convenience parking is encouraged 	<ul style="list-style-type: none"> <input type="checkbox"/> Small Multi-Family <input type="checkbox"/> Small Mixed-Use / Live-Work <input type="checkbox"/> Large Mixed-Use

Corridor Mixed Use (C-MU)

Mixed-Use Corridor (MUC) zones line the high-traffic thoroughfares throughout Trenton. These areas are characterized by a mix of low to medium-intensity retail and residential uses, with the occasional professional office use interspersed. While the area will contain a mixture of uses and building types, many buildings contain only a single use, although mixed use buildings are permitted. Users access buildings both by automobile and on foot or bike because these zones are located adjacent to residential neighborhoods but also along major thoroughfares. As such, a mixture of on-street parking and off-street parking should be provided. Front yard parking is strongly discouraged and uses should maintain a consistent setback and yard quality with other uses (especially residential uses) on the same street. Consistent streetscape design and building massing should be maintained to reinforce the aesthetic quality of the area, which should include landscaped front yards and continuous sidewalks. New development or redevelopment should minimize curb cuts and encourage joint street access and cross access between parking areas.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> A mixture of uses within buildings is permitted <input type="checkbox"/> Residential <input type="checkbox"/> Retail <input type="checkbox"/> Supermarkets <input type="checkbox"/> Restaurants and Cafes <input type="checkbox"/> Convenience Stores <input type="checkbox"/> General Stores 	<p>Building Height: 2 to 3 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> street facing facades of commercial, mixed-use and multi-family buildings shall be setback from the road in a manner consistent with other uses on the same street <p>Building Frontage:</p> <ul style="list-style-type: none"> <input type="checkbox"/> mixed use/commercial buildings shall have ground floor commercial comprising of 25% facade transparency on the primary facade <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be primarily located behind the street-facing building facade and short term on-street convenience parking is encouraged 	<ul style="list-style-type: none"> <input type="checkbox"/> Single-Family Detached <input type="checkbox"/> Single-Family Semi-Detached <input type="checkbox"/> Townhome <input type="checkbox"/> Small Commercial <input type="checkbox"/> Institutional

Industrial General (I-G)

The Industrial General (I-G) zone is intended to allow for both light industries and more intensive industrial uses. Permitted uses include storage facilities, integrated retail facilities, laboratory space, as well as manufacturing, assembly, trade and craftsman industries. Lots and buildings within the Industrial - General Zone may require a large footprint and are set back from public roads. Parking within the Industrial zone may be either surface parking lots or multi-level parking structures. Appropriate buffering, including the use of opaque screening, may be appropriate if parking, millyards or other exposed storage facilities are adjacent to a public street. Streets within the Industrial Zone should support and accommodate heavy truck traffic. Residential and institutional uses within this area are discouraged.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Light Industrial <input type="checkbox"/> Industrial facility <input type="checkbox"/> Brewery/Distillery <input type="checkbox"/> Refinery <input type="checkbox"/> Manufacturing facility <input type="checkbox"/> Foundry <input type="checkbox"/> Warehouse <input type="checkbox"/> Storage Facility 	<p>Building Height: 4 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall be set back from the street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> buffered surface parking <input type="checkbox"/> structured parking 	<ul style="list-style-type: none"> <input type="checkbox"/> Industrial

Commercail / Light Industrial (CLI)

The Commercail / Light Industrial (CLI) zone is intended to allow for commercial and light industries such commercial warehouses, storage yards, repair and machine shops, assembly, manufacture, bottling works, and bakeries. Office uses should also be permitted in this zone. Lots and buildings within the Zone require a large footprint and are set back from public roads. Parking within this zone may be either surface parking lots or multi-level parking structures. Appropriate buffering, including the use of opaque screening, may be appropriate if parking, millyards or other exposed storage facilities are adjacent to a public street. Streets within the Zone should support and accommodate heavy truck traffic. Residential and institutional uses within this area are discouraged.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Light Industrial <input type="checkbox"/> Brewery/Distillery <input type="checkbox"/> Warehouse <input type="checkbox"/> Storage Facility <input type="checkbox"/> Commercial warehouses <input type="checkbox"/> Assembly <input type="checkbox"/> Bottling works and bakeries <input type="checkbox"/> Office 	<p>Building Height: 4 stories maximum</p> <p>Building Placement:</p> <ul style="list-style-type: none"> <input type="checkbox"/> building facades shall be set back from the street <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> buffered surface parking <input type="checkbox"/> structured parking 	<ul style="list-style-type: none"> <input type="checkbox"/> Industrial

Institutional (INS)

The Institutional (INS) zone allows for a mixture of uses and building types involving educational, non-for-profit institutional pursuits, as well as uses that are principally government in nature, including parks and open space. Schools are allowed by right within the Institutional zone. Buildings within institutional zones should maintain consistency in setback with surrounding uses, particularly if residential in nature. The amount and type of parking required within the Institutional zone for new development should be assessed through a parking study prior to site plan approval, as intensity of use may vary widely within the zone. In addition to these uses, the City should conditionally permit commercial uses that are either secondary to the principal use and/or which attract users to properties during off-hours, as encouraged by the Education Report.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Government Uses <input type="checkbox"/> Schools <input type="checkbox"/> Libraries <input type="checkbox"/> Community Facilities <input type="checkbox"/> Commercial (Conditional) 	<p>Building Height: 2 to 4 stories maximum</p> <p>Parking:</p> <ul style="list-style-type: none"> <input type="checkbox"/> shall be located behind the primary street-facing building facade 	<ul style="list-style-type: none"> <input type="checkbox"/> Institutional

Open Space/Recreation (OS-R)

The Open Space/Recreation (OS-R) zone is intended for active and passive recreation, primarily through open spaces permanently designated as city parks. However, private open spaces, such as golf courses, are permitted within this zone. The zone also allows for ancillary commercial needs that could be compatible with residential land uses, such as snack bars, museums, and outdoor concert venues, or golf courses. Parking within this zone should provide for a minimal number of surface parking lots to accommodate park users, as well as provide on-street parking, where determined to be an acceptable use. Complementary signage should alert visitors and residents alike to designated Open Space/Recreation Zones; these zones should also be incorporated into wayfinding efforts, and urban trail networks.

Appropriate Land Uses	General Design Character	Building Types
<ul style="list-style-type: none"> <input type="checkbox"/> Open Space & Recreation <input type="checkbox"/> Golf Courses & Country Club 	<p>Building Height: 2 stories maximum</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Small commercial <input type="checkbox"/> Institutional

B. REDEVELOPMENT OVERVIEW

The City of Trenton has a large number of redevelopment areas that have been designated over decades. The relationship between the Redevelopment Plans and the Zoning Ordinance has often been unclear. The Land Use and Community Form Plan seeks to resolve some of these issues. A discussion of how redevelopment Plans work in New Jersey may be helpful to some users. According to Cox & Koenig, an authority on land use regulation in New Jersey,

“The redevelopment plan, when adopted, supersedes applicable provisions of the development regulations of the municipality or constitutes 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.”

This explanation makes clear, there are two types of redevelopment plans: those which (1) supersede applicable provisions of the zoning code, and those that (2) provide additional regulations to the zoning ordinance. In both cases, the City preserves all redevelopment powers granted to it by the State.

When undertaking a rezoning of Trenton, the City should utilize both strategies. In critical areas where nuanced redevelopment plans are necessary (the downtown Waterfront, Train Station area, Roebling Complex, and others) the City should create detailed Redevelopment Plans that contain all land use regulations for those areas. The zoning ordinance should “point to” those Redevelopment Plans and clearly note that they supersede all applicable provisions in the code. These areas have been designated on the Land Use and Community Form Plan as “RPZ” followed by a unique number.

However, there are many redevelopment areas where the underlying zoning ordinance standards remain valid and useful. In these areas, the redevelopment designation purpose is primarily to allow the City to utilize the tools granted to it by the State to effectuate redevelopment (such as the use of eminent domain or the granting of PILOTs). There may also be a limited set of additional design, performance, or incentive standards which the City would like to “overlay” on the current zoning. However, the intent is not to wholesale replace the underlying regulations. In these instances, the city should use the overlay option. On the Land Use and Community Form Plan these areas are delineated as “Redevelopment Overlays”.

Such a system should make the land development process easier to navigate. If a property owner identifies that their land is located within an RPZ zone, then they will know that a specific Redevelopment Plan exists with all regulations regarding use, bulk, and design/performance standards. With the exception of instances in which that Redevelopment Plan specifically points to the zoning code, the property owner

will have all regulations in one place. Likewise, if a property owner sees that their land is within a Redevelopment Overlay, they can be confident that the underlying zoning applies but that additional standards may have been added. In both instances, a careful read of the redevelopment plan will be necessary.

In implementing the Land Use and Community Form Plan, the City will need to re-examine its designated redevelopment areas, including both Redevelopment Plan Zones (RPZs) and Redevelopment Overlays. As part of this process, the City will likely have to amend the boundaries of some redevelopment areas to align with this Plan.

REDEVELOPMENT PLAN ZONE (RPZ)

The RPZ zoning applies to areas which are recommended to be designated as an “area in need of redevelopment.” Specific design criteria for each RPZ will be assigned within the corresponding regulatory plan. As an RPZ, the redevelopment plan supersedes all prior zoning; the RPZ designation is not an overlay.

Cass Street Station Redevelopment Plan Zone (RPZ-1)

The Cass Street Station Redevelopment Plan Zone is designated as such to allow for the City of Trenton to relocate the New Jersey State Prison and redevelop the area in a transit oriented manner, with primarily residential uses, due to the proximity of the area to the Cass Street station.

Roebling Center Redevelopment Plan Zone (RPZ-2)

The Roebling Center Redevelopment Plan Zone (RPZ-2) should promote the creation of a mixed-use development at the former Roebling Manufacturing complex, while also preserving the architectural and historic significance of the area. Redevelopment of the structures and millyards should bring new residential opportunities, as well as commercial and restaurant offerings, and office space, bringing jobs to the surrounding neighborhoods and Trenton as a whole. The Roebling Center may also include the development of a new sports and entertainment arena, and should intermix uses with public spaces and pedestrian passages. It is crucial that redevelopment promotes integration of the site with the surrounding community through ample pedestrian access and appropriate streetscape details.

Sun National Bank Center Redevelopment Plan Zone (RPZ-3)

The Sun National Bank Center Redevelopment Plan should specifically outline key concerns for the arena, such as providing appropriate parking and street access, as well as multi-modal access. Streetscaping and other site improvements may also increase the Sun Center as an amenity for the City of Trenton, and should be incorporated into redevelopment schemes. Parcels directly adjacent to the center should also be redeveloped into commercial uses that support the Sun National Bank Center, if not required as parking.

Trenton Transit Center TOD Redevelopment Plan Zone (RPZ-4)

The Trenton Transit Center is an exceptional amenity, offering AMTRAK, NJ TRANSIT rail and River Line light rail, and SEPTA rail service. To strengthen the entire downtown area, the City of Trenton should re-zone the Train Station area, flowing down to the Cass Street Station, as the Trenton Transit Center & Cass Street TOD Redevelopment Plan, basing redevelopment on the principles of transit oriented development. The Redevelopment Plan should focus on attracting mixed-use development to the area, particularly residential units. The plan should also address connectivity issues with the rest of the downtown area, principally State Street and the Capital complex, and with bus routes connecting on site. Wayfinding should be incorporated into redevelopment plans for this area. Trenton should consider encouraging this area to be a regional entertainment center, which may bring new jobs and housing to this area of Trenton.

Downtown Waterfront Redevelopment Plan Zone (RPZ-5)

The Downtown Waterfront Redevelopment Plan Zone (RPZ-5) zone is designated as such to promote the redevelopment of the area as a vibrant, mixed-use community adjacent to the waterfront. Goal Language from the Lower Assunpink Redevelopment Plan should be used to guide new development, such as redesigning surface parking lots into appropriately scaled urban blocks with mid-rise development that includes a mix of residential, office, retail, entertainment uses and new open spaces. The redevelopment area may also encourage alternative modes of transportation (pedestrian, bicycle, transit).

Route 1 Industrial Redevelopment Plan Zone (PRZ-6)

Industry is another key component of Trenton's economy and a significant economic development opportunity. While the City has an abundance of abandoned industrial properties, many lack the physical characteristics demanded by modern industry. As such, Redevelopment in this area should focus on creating parcels that meet modern industrial needs (particularly light industry) that require large floor-plates to accommodate their desired production plan. Redevelopment should encourage parcels larger than 60,000 square feet with adequate parking and good highway access.

East State Street Redevelopment Plan Zone (RPZ-7)

The City's intention for the East State Street Redevelopment Plan Zone (RPZ-7) is to foster mixed-use development and to eliminate those blighting conditions which cause the area to be considered an area in need of redevelopment. The goal is to maintain the principally residential character of the Area, while encouraging a variety of activities that will coexist and support the residential community. The uses anticipated for this Redevelopment Area include commercial, residential, and light industrial. By creating mixed use development, and fostering an environment that renders development economically feasible, the City expects to make the area more productive. Job opportunities, new and improved housing, enhanced retail trade, new open space and additional tax revenues are anticipated to result from the implementation of the Plan. Increased economic activity in the area will have a positive effect on adjoining neighborhoods and on the City as a whole.

Capital Health Mercer Campus Redevelopment Plan Zone (RPZ-8)

In 2014, Capital Health sold the Mercer Hospital Complex to a private company, Global Life Enterprises, who was looking to develop the 650,000-square-foot space into a health and wellness complex. The intent was for the campus to host a network of medical and health-care offices that can supplement services offered at the hospitals in the area. As of 2016, the site remained vacant. To effectively drive the revitalization of the Hospital District, the Redevelopment of the Capital Health Mercer Hospital Complex is critical; this plan should take into consideration the housing options available in the vicinity and how such a redevelopment plan could support the City's goals of creating strong residential neighborhoods.

Creekside Redevelopment Plan Zone (RPZ-9)

This redevelopment area will leverage the investment the City is making in the Assunpink Greenway to reinforce and strengthen the existing urban character of the neighborhood. The objective is to allow for more intense residential development along the park, and to promote a cohesive mix of commercial and residential uses through the rehabilitation of existing deteriorating structures. Redevelopment should focus on constructing new housing units that increase "eyes on the greenway" and in turn enhance safety in the rear neighborhoods along the proposed open space.

To enhance the commercial and business activity along North Clinton Avenue and promote it as a viable vehicular and pedestrian artery, Redevelopment in this area should eliminate the blighting influence of vacant buildings and incompatible uses (junkyards), improve traffic flow and patterns along the corridor, and redesign the streetscape. Redevelopment regulations and incentives should encourage high quality commercial development at the corners of North Clinton Avenue and North Olden Avenue in order to create a the hub of neighborhood business activity. In conjunction, the Plan should discourage scattered and nonviable commercial uses in order to concentrate more viable and needed businesses closer toward the North Olden hub.

Redevelopment of this area will require the creation of through streets to re-establish the urban grid fabric of the residential neighborhoods adjoining the proposed greenway.

Roebing Gateway Redevelopment Plan Zone (RPZ-10)

The Roebing Gateway Redevelopment Plan Zone (RPZ-10) should reinforce and strengthen the existing urban character of the neighborhood and promote a diversity of mutually beneficial land uses to include new housing (both new construction and rehabilitation), new neighborhood scale commercial uses, neighborhood scale cultural facilities and supportive institutional uses. Regulations within the plan should seek to preserve the architecture within the area and new development should contribute to existing traditional urban character. Redevelopment activities in this area must reinforce vehicular, bicycle, and pedestrian linkages to the Trenton Train Station through the introduction of public and private realm improvements.

Cadwalader Estates Redevelopment Plan Zone (RPZ-11)

The primary objective of this redevelopment plan should be to promote the redevelopment of this area as a new residential neighborhood to include single-family housing. This plan should also seek to create a strong connection to the new Joyce Kilmer School, Cadwalader Park and the existing residential neighborhoods. This should be accomplished through the provision of appropriate walkways and pathways to the school and the park for pedestrians and bicyclists. In addition, the City should investigate the viability of moderate local serving retail that would serve not only the new development but also the adjacent neighborhoods.

REDEVELOPMENT OVERLAYS

Redevelopment Overlay – Areas covered by this overlay are predominately regulated by the zoning ordinance but may contain additional standards that supplement but do not supersede the ordinance. In these areas, the City has all redevelopment powers granted to it by the State. If nuanced land use regulations are needed that should supersede the provisions of the zoning ordinance, the City should create a separate zone for these areas and amend the zoning district map, as has been done for certain redevelopment areas (see RPZ-1, RPZ-2, etc.). Although the intent should be to only supplement and not supersede the Land Development Ordinance (LDO), there may be times when these plan inadvertently address standards that are also covered in the LDO. As such, all Redevelopment Plans should specifically state that their regulations supersede the LDO.

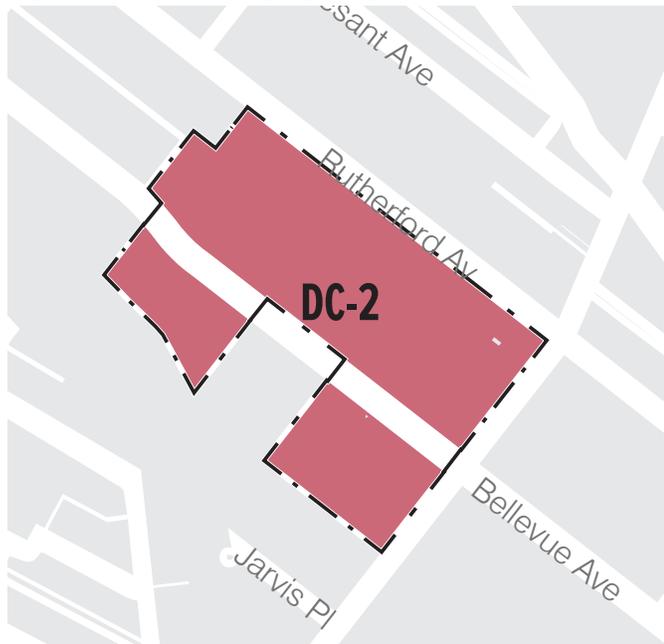
C. INTERIM ZONING FOR REDEVELOPMENT PLAN ZONES

The Land Use and Community Form Map identifies a number of Redevelopment Plan Zones which will require time and resource intensive planning efforts. It is unlikely that the City will have the capacity to write detailed redevelopment plans for some of these zones before it adopts its zoning ordinance update. The intent for all RPZs is that they have no underlying zoning. However, until the redevelopment plans are created, there will have to be an "interim" zoning designation for those geographies. The following map identifies how these areas should be zoned. For all other RPZs, the current redevelopment plan standards should control land use until such time as the City can update those plans.

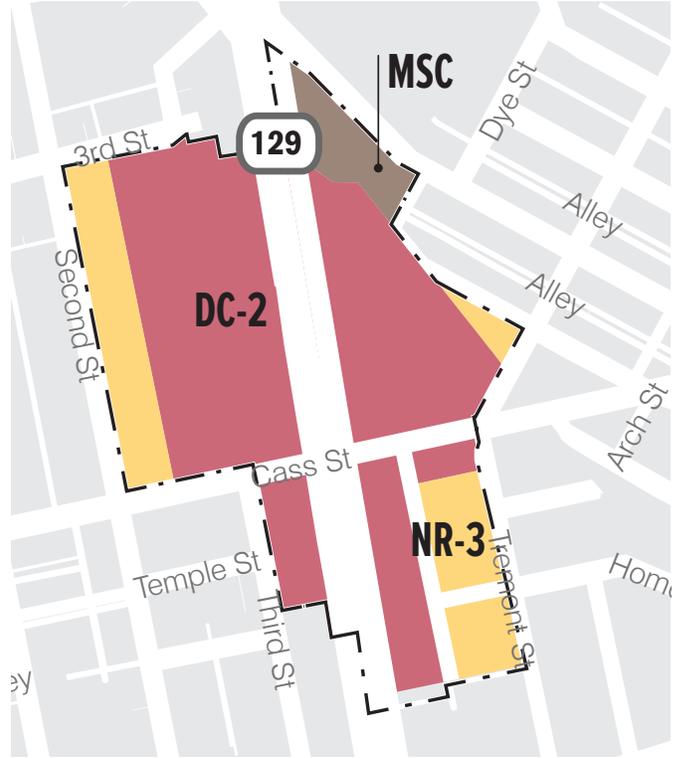
Cadwalder Estates (RPZ-11)



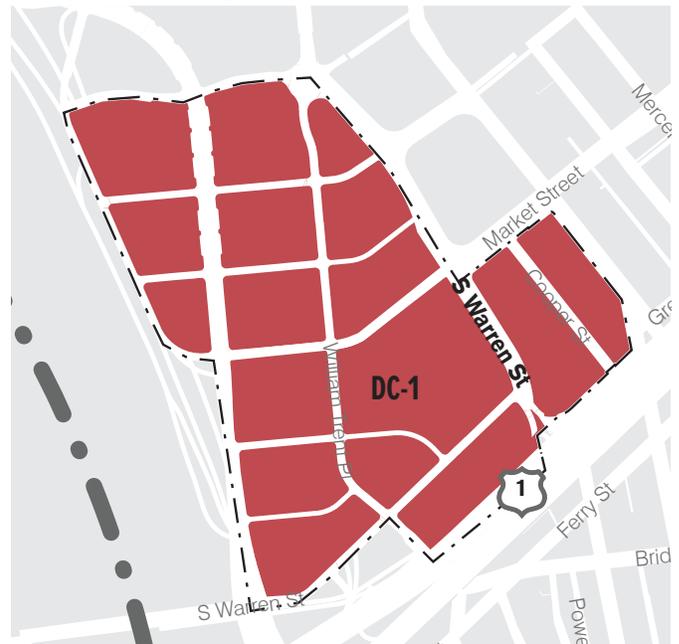
Capital Health Mercer Campus (RPZ-8)



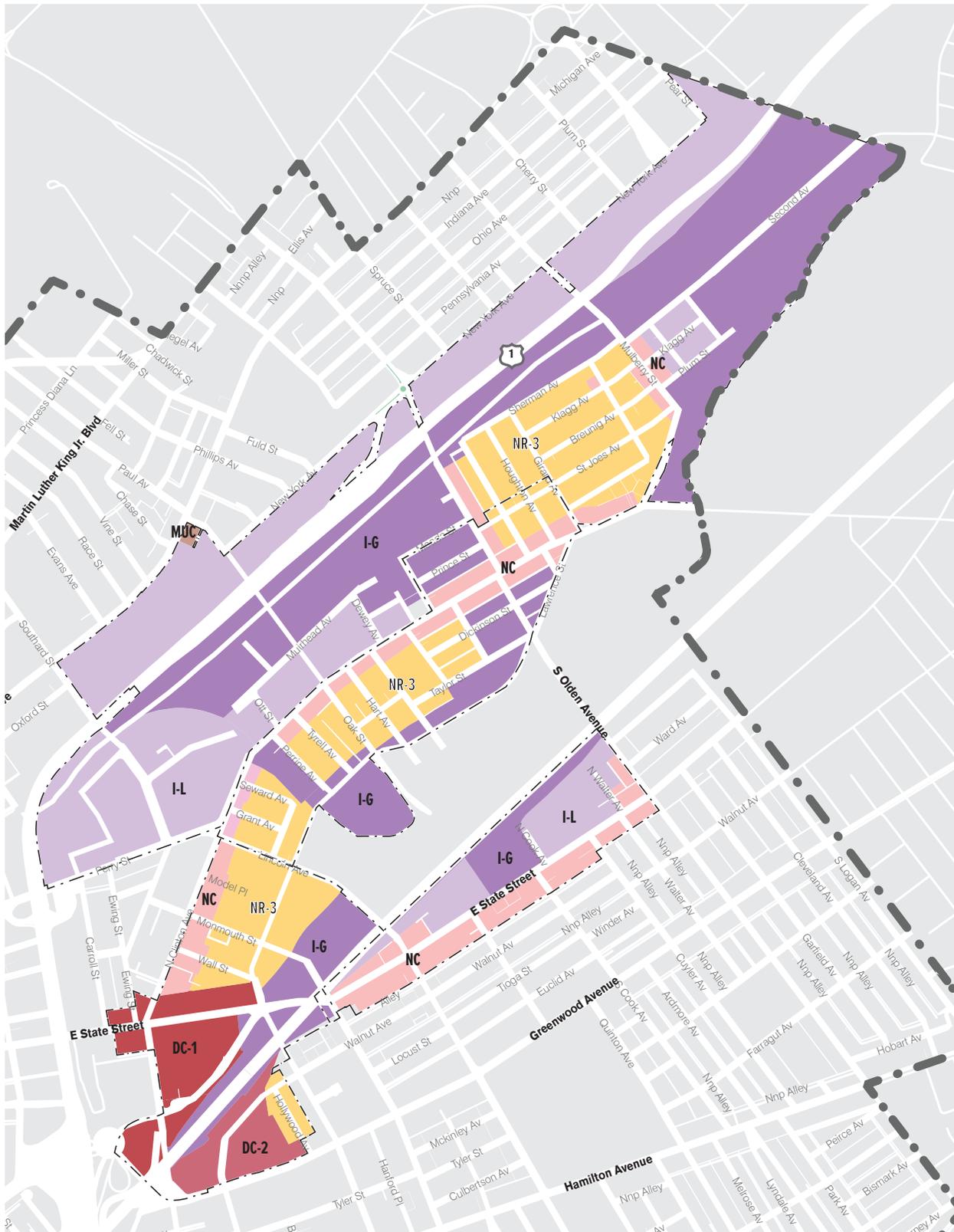
Cass Street Station Redevelopment Plan Zone (RPZ-1)



Downtown Waterfront (RPZ-5)



Trenton Transit Center (RPZ-4), Route 1 Industrial (RPZ-6), East State Street (RPZ-7), and Creekside (RPZ-9)



D. BUILDING TYPES

Building Types are categorizations of the form of individual buildings. For the purposes of the Land Use and Community Form Plan, the following building type definitions are provided to aid in the determination of the appropriate building type within zones.



SINGLE FAMILY DETACHED

A detached building unit, on its own individual lot, designed to be used exclusively by one family. The zone of the property will determine the width of the lot, and the allowable bulk of the structure.



SINGLE FAMILY SEMI-DETACHED

A building designed to be the separate residence of two distinct families, each of which has direct access to the principal street. Such structures shall have the exterior appearance of a single family dwelling house.



TOWNHOME

A series of adjoining single-family dwelling units that are separated from the adjacent dwelling unit by a wall extending from the foundation through the roof and structurally independent of the corresponding wall of the adjoining unit. They shall have an unobstructed front and rear wall to be used for access, light and ventilation.



ACCESSORY APARTMENT

State law permits a “senior citizen” (defined by the Municipal Land Use Law as someone 62 or older, or a surviving spouse aged 55 or older) to rent part of his or her single-family house to one person. In some zones, this can be accomplished by renting a Secondary Dwelling Unit, defined as a clearly subordinate structure to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit located above a private garage on the same lot.



SMALL MULTI-FAMILY

An exclusively residential building designed for occupancy by four families or less, living independently of each other in units attached at one or more common roofs, walls or floors. Typically, the unit's habitable area is accessed from a common corridor.



LARGE MULTI-FAMILY

An exclusively residential building designed for occupancy by four families or more, living independently of each other in units attached at one or more common roofs, walls or floors. Typically, the unit's habitable area is accessed from a common corridor. The maximum number of individual residential units allowable is determined by zone.



SMALL MIXED-USE / LIVE-WORK

A multi-story structure designed to integrate office and residential uses on the upper floors and retail or other active uses on the ground floor. All uses are integrated in a single building, with upper floors typically serviced by their own entrance. This structure is often called a "live-work" unit when the ground floor retail space is operated by the same person or family who lives above. Such buildings typically occupy less than 50 feet of street frontage by may occupy up to 75 feet of frontage.



LARGE MIXED-USE

A multi-story structure that may be designed to integrate various uses, such as office, commercial, institutional, and residential uses. Large Mixed-Use buildings must occupy at least 75 feet of primary street frontage. Access to the upper floors must come from a dedicated entrance and access to all units should be provided from a common corridor.



SMALL COMMERCIAL

A single or multi-story structure designed to be used for retail, restaurant, or office uses. The building is often designed to accommodate uses that serve the local neighborhood and are accessed both on foot and by car. The small commercial designation is used to distinguish it from larger auto-oriented retail building. As such, small commercial uses typically do not have front-yard parking.



AUTO-ORIENTED RETAIL

A single- or multi-story building designed to be used for retail uses that are principally accessed by automobile. Typically, building footprints range from 5,000 square feet to 40,000 square feet. However, this building type also includes neighborhood and regional shopping centers that often include 150,000 square feet of total leasable space divided into smaller units.



OFFICE BUILDING

A multi-story structure designed to be used for primarily for office uses. The building use may include ground level retail uses that primarily serve those working and visiting the building. Allowable bulk of these structures is variable and determined by zone.



LIGHT INDUSTRIAL

A building in which the space is designed primarily for consumer-oriented production, small-scale artisanal or micro-manufacturing of refined materials, brewing or distilling, wholesaling or storage and distribution of goods. The building may also include office uses and retail sales.



INDUSTRIAL

A building in which the space is designed primarily for research, development, service, production, storage or distribution of goods. The building may also include office uses.



PARKING STRUCTURE

A building that is designed specifically for automobile parking, and is multi-storied. In many instances, these buildings should be required to have a "liner building" that separate the parking structure from the street. The liner building may be attached, integrated into the parking structure, or sit in front of it, with separations dictated by building codes.



HOTEL

A building that is designed specifically to provide sleeping accommodations, meals, and other services for travelers and tourists.



INSTITUTIONAL

Institutional buildings are designed and developed to meet the specific needs of an institution or organization. Examples includes schools, hospitals, libraries, and research centers. All buildings devoted to satellite uses (for example, nurses' residences, laboratories, outpatient facilities or similar uses) are considered part of the Institutional typology.