

# 2022 Master Plan Reexamination Report

**Borough of Middlesex**  
Middlesex County, New Jersey

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## **1.0 — Introduction**

New Jersey’s Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.) requires that each municipality undertake a reexamination of its master plan at least once every ten years. The purpose of the reexamination is to review and evaluate the master plan and municipal development regulations on a regular basis to determine the need for updates and revisions. The reexamination is also intended to review the progress of the municipality in achieving its planning objectives, and to consider the need for changes to the master plan and municipal development regulations to ensure that they meet the needs of the municipality. Additionally, the preparation of a statutorily compliant reexamination provides a legal presumption of validity of the municipal zoning ordinance. The municipal planning or land use board, as applicable, is responsible for completing the reexamination and preparing and adopting by resolution a report on its findings.

The Borough of Middlesex adopted its last master plan in April 2000 and subsequently reexamined it in June 2012. The current report, which shall hereinafter be referred to as the 2022 Master Plan Reexamination Report, is the second reexamination of the master plan.

### **1.1 — Statutory Requirements**

The 2022 Master Plan Reexamination Report has been prepared in accordance with the requirements of the Municipal Land Use Law (M.L.U.L.) at N.J.S.A. 40:55D-89.

These requirements specify that reexamination reports describe the following:

- a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.*
- b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.*
- c. The extent to which there have been significant changes in assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population*

*and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county, and municipal policies and objectives.*

- d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulation should be prepared.*
- e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c.79 (C.40A:12A-1 et seq.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*
- f. The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure.*

The 2022 Master Plan Reexamination Report addresses each of these statutory requirements.

## **2.0 — Major Problems and Objectives Relating to Land Development at the Time of the Adoption of the Last Reexamination Report**

Major problems and objectives relating to land development are reflected in the master plan's listings of assumptions and objectives, as supplemented by the last master plan reexamination report. They are also reflected in specific recommendations, which were made in the last master plan reexamination report. The following subsections outline the master plan's assumptions and objectives, as well as the recommendations of the last master plan reexamination report.

### **2.1 — Master Plan Assumptions**

- 1. The Greenbrook Flood Control Plan, prepared by the Army Corps of Engineers will be implemented in the foreseeable future.*
- 2. Flooding will continue to be a recurring but manageable problem in the Borough.*
- 3. Total population will stabilize in the lower to mid 13,000-person level.*
- 4. Public utilities will not constrain the development and redevelopment of the Borough's remaining vacant lands.*
- 5. The demand for non-residential development sites within the Borough will continue to be strong due to the adequacy of public utilities, regional traffic patterns, availability of rail services and proximity to Route 22, I-287 and I-78.*
- 6. Public school enrollment, although increased over the 1995-1999 period, will stabilize in the future due to limited remaining land developable for residential use.*
- 7. Cost and/or supply of fossil fuels will lead to an increase in demand for use of renewable energy resources.*
- 8. Current family composition characteristics will reflect cycles of aging. No substantial demographic changes are forecast.*
- 9. Continued regional development will impact the Borough and will result in increased automobile and truck traffic on the main arteries: Lincoln Boulevard, South Lincoln Avenue, and Route 28.*



10. *Route 28 traffic capacity is constrained by existing development and on-street parking east of South Lincoln. No feasible alternative to the existing condition exists.*
11. *The extension of William Street would provide an alternative route and increase the roadway network's over-all carrying capacity. Because of significant regulatory and fiscal constraints no certainty for Williams Street extension can be offered.*
12. *The Middlesex Master Plan recognizes that the region's economic growth has slowed in recent years due to various issues, which, in turn, have had impacts at the local level. However, Middlesex benefits from its location and quality of life, as well as increased interest in promoting growth in areas already served by the infrastructure. It is assumed that there will continue to be development activity in the Borough. Such growth and development will result in pressures to intensify existing land uses and develop remaining available parcels. But it also provides an opportunity for increased sustainability measures. The Borough has aging infrastructure. Within the foreseeable future, many of the Borough's existing roads, sanitary sewers, drainage facilities and public buildings and facilities will require repair or replacement. New development will place increased pressure on the infrastructure system; however, it also provides an opportunity to fund infrastructure improvements or expansions. Infill development and new development should be balanced with the need to maintain open space. In addition, redevelopment and rehabilitation of existing structures should be encouraged and be consistent with smart growth principles.*
13. *The corridor has been rezoned to permit significant development as provided within the Lincoln Boulevard Redevelopment Plan (See the Land Use Plan Amendment.) A major element of the Redevelopment Plan specifies streetscape improvements that include a major redesign of Lincoln Boulevard. Middlesex County has advised that they will not implement the streetscape improvements shown in the Redevelopment Plan.*

## 2.2 — Master Plan Objectives

1. *Preserve existing residential neighborhoods by promoting infill development within the framework of existing development patterns.*
2. *Maintain land use designations which reflect existing development character.*
3. *Maintain and enforce the logical transition of uses between residential and nonresidential areas of the Borough.*
4. *Maintain a variety and choice of housing resources.*
5. *Continue property maintenance procedures and programs for both residential and non-residential areas.*
6. *Maintain policy and program preventing development in designated flood areas of the Borough.*
7. *Support flood prevention programs throughout the Borough.*
8. *Promote energy conservation, encourage energy-efficient building siting and passive solar design and maintain and ensure proper light and air to occupied properties.*
9. *Continue implementation of community facilities plan element by expanding community facilities.*
10. *Maintain a functionally coordinated system of roads with the objective of maintaining functional capacity.*
11. *Lincoln Boulevard. Promote the rehabilitation of Lincoln Boulevard in accordance with the Lincoln Boulevard Redevelopment Plan as it may be amended from time to time.*
12. *Protect Natural Features and Environmental Resources. Land Use Planning in Middlesex encourages a need to protect natural features and environmental resources which include but are not limited to floodplains, wetlands, woodlands, steep slopes, ridgelines, and areas valuable as scenic, historical, cultural, or recreational resources.*
13. *Encourage Continued Reinvestment into Residential Properties. Implement utilization of the redevelopment and rehabilitation laws of the State of New Jersey*

*to provide tax incentives for the improvement of housing stock in the Borough. Under the New Jersey redevelopment and rehabilitation laws, the Borough can provide homeowners and corporations with tax incentives for undertaking substantial improvements and/or redevelopment of existing structures. These incentives are either in the form of tax abatement (where additional property taxes on the added value of the improvement are phased in over a number of years) or payment in lieu of taxes. Consideration should be given to investigating the use of redevelopment/rehabilitation powers in specific target areas of the Borough.*

*The authority to grant five-year tax exemptions and abatements is provided in the Five-Year Exemption and Abatement Law, which combined three prior statutes that authorized the granting of tax abatements and exemptions. Abatements and exemptions may be granted by municipalities for the following purposes:*

- Improvements to existing dwellings;*
  - The construction of new dwellings;*
  - The conversion of nonresidential buildings (including hotels and motels) to multiple dwellings; and*
  - The improvement or expansion of commercial or industrial structures.*
- 14. Commercial Development. Strengthen commercial districts by encouraging a mix of nonresidential and residential uses that provide employment, retail opportunities, services and entertainment.*
  - 15. Corridor Improvements. Improve the appearance of the Borough by revitalizing properties in disrepair, designing and installing streetscape improvements and strengthening sign regulations and their enforcement.*
  - 16. Density. Discourage increases in density in existing one and two-family neighborhoods.*
  - 17. Senior Housing. Promote the development of senior citizen housing that enables older residents to “age in place” including independent living, assisted living and congregate care housing.*

18. *Redevelopment. Recognize the potential of selected vacant, underutilized or deteriorated properties for infill residential development.*
19. *Green Building. Work with the development community to incorporate LEED® (Leadership in Energy Environmental Design) building standards into all public buildings and in new development.*

### **2.3 — Recommendations of the Previous Master Plan Reexamination Report**

The recommendations of the previous master plan reexamination report are focused on land use, open space/recreation and environment, and circulation improvements. The recommendations are listed by theme in the following subsections.

#### **2.3.1 — Land Use**

1. *Split the GB district into a GB-1 (Warrenville Road to South Lincoln Avenue) and GB-2 (South Lincoln Avenue to Valentine Street) district to recognize the unique features of each area as discussed in the Land Use Plan Amendment. Create standards for the New GB-1 district. Permit residential apartments on upper floors subject to conditions.*
2. *Bound Brook Road and Lincoln Boulevard contain multiple potential infill and redevelopment opportunities. Some sites include a greater potential for immediate redevelopment than do others. These parcels, generally described as “soft sites” (underutilized sites), are typically not as complicated or expensive as on “hard sites” (fully developed and/or with significant tenants), to redevelop and therefore should be seen as the top priority for redevelopment efforts. Successful redevelopment of soft sites can often serve as a catalyst to changes on hard sites. Planning efforts should initially prioritize the revitalization of the vacant properties.*
3. *In order to encourage redevelopment on specific sites, the Borough can provide incentives (e.g., density incentives, or relaxed parking requirements). The Borough and the business community can also reach out to property owners to better*

*understand the short- and long-term plans for their properties. The current regulations restrict the maximum building height to three stories/35 feet, which is largely appropriate to the predominantly low-scale character of the surrounding area. However, on strategic sites, there may be opportunities to allow a greater maximum building height of perhaps one additional story with setbacks.*

*Furthermore, as discussed in the Bulk Regulations section, the building height in the proposed GB-1 and GB-2 districts should be increased from 38 to 40 feet.*

- 4. There is a need to improve the conditions of the roadway and streetscape along the corridor. At a minimum, the existing partially painted crosswalks should be repainted, sections of the roadway require repaving, as well as repainting areas where off-street parking is permitted and other general maintenance work. The Borough should work to have these improvements allocated within upcoming state transportation improvement funding projects. Furthermore, given the lack of funding at the state level, the Borough may need to consider ways to generate monies for streetscape improvements.*
- 5. Treat Bound Brook Road/Union Avenue as the Borough's Main Street. Create additional activities such as a farmer's market and events to encourage individuals to use the local area businesses.*
- 6. Make ambient lighting along Bound Brook Road and Union Avenue commercial areas a priority. If there is going to be a deliberate effort to upgrade the appearance of the Borough's commercial corridors, then lighting is a key "finishing" touch. Ambient lighting includes night lighting of prominent buildings as well as lighting from stores. Ideally, a more intimate setting, especially during the holiday season would be created over time.*
- 7. Revise the R-60B district to permit duplexes on 9,000 square foot lots in accordance with the Amended Land Use Plan.*
- 8. Revise the range of permitted uses within the Borough's industrial districts to be consistent with the previously mentioned industrial sector progress report.*

9. *Encourage the Borough Redevelopment Entity to evaluate to need to update the Lincoln Boulevard Redevelopment Plan based upon the discussion section of the Land Use Plan Amendment.*
10. *Encourage the Borough Redevelopment Entity to evaluate the draft Lincoln Boulevard East Redevelopment Plan consistent with the discussion section of the Land Use Plan Amendment and determine whether the draft plan should be amended and formally adopted.*
11. *As part of capital improvement planning, consideration should be given to the installation of public water and sewer infrastructure to areas of the Borough that are not connected to the public water and sanitary sewer system, e.g., Beechwood Avenue area, so that properties that are currently without public water and/or sewer, may connect to public systems.*

#### **2.3.2 — Open Space/Recreation and Environment**

1. *Maintain an active presence on the Greenbrook Flood Control Commission to ensure that Middlesex's flood control interests are addressed.*
2. *Consider creating a recreation and open space plan element that meets NJ Green Acres requirements. The approval by Green Acres of a local open space plan combined with a local open space tax would qualify the Borough to receive a 50-percent matching grant from Green Acres for eligible open space and recreation projects. Such funding would be available until a community's plan is completed. Without an open space plan and local tax, the Borough employees through the reduced exposure to solvents, paints and other hazardous substances.*
3. *Work with the Governing Body and Environmental Commission to create a Green Team to make recommendations to the Governing Body as how to begin implementing additional green policies into municipal operations.*
4. *Consider participating in the Sustainable New Jersey Program, a certification program for municipalities that want to go green, save money and take steps to sustain their quality of life over the long-term. To date, 351 out of the 566 municipalities in New Jersey participate in the program.*

5. *Evaluate New Jersey's Clean Energy Program's financial incentives for governmental customers to integrate energy efficient and renewable technologies into new construction, upgrades, and new cooling & heating equipment installations.*

### **2.3.3 — Circulation Improvements**

1. *Continue to investigate the need for traffic calming techniques on local streets with high traffic volumes. Investigate creating horizontal traffic calming improvements prior to installing vertical improvements, e.g., speed bumps. Seek input from the Borough Engineer, Borough's emergency service departments and surrounding business and residential communities prior to installing any such improvements. Areas for consideration include: Harris Avenue, Marlborough Avenue, Vogel Place, Shepherd Avenue, Hazelwood Avenue, Beechwood Avenue, Ashland Road, Milton Place, Pearl Place and Second Street. Each of these roads are either a primary or secondary road that connect to either a state or county road, i.e., cut through. All the listed streets have a posted 25 miles per hour speed limit and have weight limits to reduce the volume of truck traffic.*
2. *Undertake a circulation study to determine ways to improve circulation and safety flow adjacent to Borough schools.*
3. *Evaluate where gaps in sidewalks exist in the Borough. Possibly with the assistance of the school system and other local groups, determine and map where sidewalks do not exist in the Borough. Create a formal policy regarding areas where sidewalks should be installed as part of new development and redevelopment. Evaluate missing sidewalks near Borough schools and apply for NJDOT monies to improve sidewalks.*

### **3.0 — Extent to Which Such Problems and Objectives Have Been Reduced or Increased**

Most of the master plan assumptions and objectives, and several of the recommendations of the last master plan reexamination report, remain valid. There are, however, several assumptions, objectives, or recommendations: that need revision; or, for which supplemental information is available.

Supplemental information and necessary revisions are described in the following subsections (n.b., the assumptions, objectives and recommendations are duplicated, and commentary is provided in *italicized, bold font*).

#### **3.1 — Master Plan Assumptions**

1. *The Greenbrook Flood Control Plan, prepared by the Army Corps of Engineers will be implemented in the foreseeable future.*
  - ***The Greenbrook Flood Control Plan (GFCP) is in the process of being constructed. As a result of the construction of floodwalls, many properties will no longer be in the floodplain. While this will result in the removal of many properties from the regulatory flood hazard area, additional federal development requirements will be imposed to build within the remaining floodplain.***
2. *Flooding will continue to be a recurring but manageable problem in the Borough.*
  - ***Flooding problems will be improved throughout the Borough because of the GFCP. However, the area adjacent to Beechwood Road continues to be at risk of flooding.***
3. *Total population will stabilize in the lower to mid 13,000-person level.*
  - ***Total population was estimated to be 13,539 residents as of July 1, 2020.***
4. *Public utilities will not constrain the development and redevelopment of the Borough's remaining vacant lands.*
  - ***The Borough continues to have no limitations on its ability to treat additional sanitary sewer flows. According to the Borough's Wastewater***



***Engineer, some of the Borough's mains are receiving flow that is at or near the capacity of the pipes and that local infrastructure may have to be upsized to take on additional flow associated with new development projects. Furthermore, a small section of the Borough still discharges its sanitary sewer flow to the Township of Piscataway, which could restrict the amount of flow that can be discharged from that area of the Borough. Consequently, this reexamination report includes a recommendation to keep sewerage flow exclusively in Middlesex and provide a direct connection to the nearest County Utilities Authority facility. It is anticipated that keeping sanitary sewer flows in Middlesex Borough will result in long-term fiscal savings for the Borough.***

5. *The demand for non-residential development sites within the Borough will continue to be strong due to the adequacy of public utilities, regional traffic patterns, availability of rail services and proximity to Route 22, I-287 and I-78.*
  - ***This assumption remains valid.***
6. *Public school enrollment, although increased over the 1995-1999 period, will stabilize in the future due to limited remaining land developable for residential use.*
  - ***Public school enrollment has decreased since the preparation of the last reexamination report. In the 2017-2018 school year, the local school district had a total enrollment of 2,077 students. In the 2020-2021 school year, total enrollment had decreased to 1,998 students and a total enrollment of 1,973 is projected for the 2024-2025 school year. The projection of lower enrollments in the future is supported by the fact that the Borough's population has decreased in the period since the last reexamination report and, in 2020, the preschool-age population represents just 4.5 percent of the population, whereas it represented 6.7 percent of the population at the time of the 2000 US Census. The Long-Range Facilities Plan of the Middlesex Borough School District indicates***

**that its elementary and middle schools are at capacity, whereas its high school has capacity for an additional 130 students.**

7. *Cost and/or supply of fossil fuels will lead to an increase in demand for use of renewable energy resources.*
  - ***This assumption remains valid.***
8. *Current family composition characteristics will reflect cycles of aging. No substantial demographic changes are forecast.*
  - ***In the years since the preparation of the last reexamination report, the Borough's population has aged and diversified. The latest available estimates of the US Census Bureau indicate that the median age of Borough residents was 41.4 years in 2020, and the proportion of population identifying as white was just 64.4 percent; at the time of the 2000 US Census, the median age of Borough residents was 38.0 years and 87.3 percent of the residents identified as white.***
9. *Continued regional development will impact the Borough and will result in increased automobile and truck traffic on the main arteries: Lincoln Boulevard, South Lincoln Avenue, and Route 28.*
  - ***This assumption remains valid.***
10. *Route 28 traffic capacity is constrained by existing development and on-street parking east of South Lincoln. No feasible alternative to the existing condition exists.*
  - ***The statement "No feasible alternative to the existing condition exists" should be deleted from this master plan assumption. The Borough will work with the New Jersey Department of Transportation to explore various options to improve circulation along Route 28.***
11. *The extension of William Street would provide an alternative route and increase the roadway network's over-all carrying capacity. Because of significant regulatory and fiscal constraints no certainty for Williams Street extension can be offered.*

- ***The extension of William Street to provide more direct connections to I-287 does not appear feasible based upon recent New Jersey Department of Environmental Protection (NJDEP) comments, which were obtained as part of the redevelopment of the Absolute Auto Truck Salvage property (Block 318, lots 38.01 and 48), which fronts on Mountain Avenue near the railroad crossing. In this context, the Borough requested that the redeveloper attempt to obtain permits from the NJDEP for the project.***
12. *The Middlesex Master Plan recognizes that the region’s economic growth has slowed in recent years due to various issues, which, in turn, have had impacts at the local level. However, Middlesex benefits from its location and quality of life, as well as increased interest in promoting growth in areas already served by the infrastructure. It is assumed that there will continue to be development activity in the Borough. Such growth and development will result in pressures to intensify existing land uses and develop remaining available parcels. But it also provides an opportunity for increased sustainability measures. The Borough has aging infrastructure. Within the foreseeable future, many of the Borough’s existing roads, sanitary sewers, drainage facilities and public buildings and facilities will require repair or replacement. New development will place increased pressure on the infrastructure system; however, it also provides an opportunity to fund infrastructure improvements or expansions. Infill development and new development should be balanced with the need to maintain open space. In addition, redevelopment and rehabilitation of existing structures should be encouraged and be consistent with smart growth principles.*
- ***This assumption remains valid.***
13. *The corridor has been rezoned to permit significant development as provided within the Lincoln Boulevard Redevelopment Plan. A major element of the Redevelopment Plan specifies streetscape improvements that include a major*

redesign of Lincoln Boulevard. Middlesex County has advised that they will not implement the streetscape improvements shown in the Redevelopment Plan.

- **Since 2012, the Borough amended the Lincoln Boulevard Redevelopment Plan to eliminate a major redesign of Lincoln Boulevard, which would require a median as well as bike lanes.**

### 3.2 — Master Plan Objectives

1. *Preserve existing residential neighborhoods by promoting infill development within the framework of existing development patterns.*
  - **While this objective remains largely valid, the Borough recognizes that the development of new two-family homes should be limited to larger lots.**
2. *Maintain land use designations which reflect existing development character.*
  - **This objective remains valid.**
3. *Maintain and enforce the logical transition of uses between residential and nonresidential areas of the Borough.*
  - **This objective remains valid.**
4. *Maintain a variety and choice of housing resources.*
  - **While this objective remains valid, it should be revised to: “Maintain variety and choice of housing resources with the understanding that the Borough is largely a fully-developed community, and that new development and redevelopment should be focused on: improving the visual image of properties; eliminating vacancy; and delivering a level of development intensity and scale that can be harmoniously integrated into the community.”**
5. *Continue property maintenance procedures and programs for both residential and non-residential areas.*
  - **This objective remains valid. The Borough is also considering implementing a yearly inspection program.**

6. *Maintain policy and program preventing development in designated flood areas of the Borough.*
  - ***This objective remains valid.***
7. *Support flood prevention programs throughout the Borough.*
  - ***This objective remains valid.***
8. *Promote energy conservation, encourage energy-efficient building siting and passive solar design, and maintain and ensure proper light and air to occupied properties.*
  - ***While this objective remains valid, it should be expanded to include reference to the promotion of renewable energies, including solar.***
9. *Continue implementation of community facilities plan element by expanding community facilities.*
  - ***This objective remains valid.***
10. *Maintain a functionally coordinated system of roads with the objective of maintaining functional capacity.*
  - ***This objective should be revised to “Maintain a functionally coordinated system of roads with the objective of maintaining an acceptable level of service.”***
11. *Lincoln Boulevard. Promote the rehabilitation of Lincoln Boulevard in accordance with the Lincoln Boulevard Redevelopment Plan as it may be amended from time to time.*
  - ***This objective remains valid. The Borough continues to promote the implementation of the Lincoln Boulevard Redevelopment Plan, which was last amended on July 14, 2020. However, Section 4.1.9 of this reexamination report includes recommendations for additional amendments to the Lincoln Boulevard Redevelopment Plan.***
12. *Protect Natural Features and Environmental Resources. Land Use Planning in Middlesex encourages a need to protect natural features and environmental resources which include but are not limited to floodplains, wetlands, woodlands,*

*steep slopes, ridgelines, and areas valuable as scenic, historical, cultural, or recreational resources.*

– ***This objective remains valid.***

13. *Encourage Continued Reinvestment into Residential Properties. Implement utilization of the redevelopment and rehabilitation laws of the State of New Jersey to provide tax incentives for the improvement of housing stock in the Borough. Under the New Jersey redevelopment and rehabilitation laws, the Borough can provide homeowners and corporations with tax incentives for undertaking substantial improvements and/or redevelopment of existing structures. These incentives are either in the form of tax abatement (where additional property taxes on the added value of the improvement are phased in over a number of years) or payment in lieu of taxes. Consideration should be given to investigating the use of redevelopment/rehabilitation powers in specific target areas of the Borough.*

*The authority to grant five-year tax exemptions and abatements is provided in the Five-Year Exemption and Abatement Law, which combined three prior statutes that authorized the granting of tax abatements and exemptions. Abatements and exemptions may be granted by municipalities for the following purposes:*

- *Improvements to existing dwellings;*
- *The construction of new dwellings;*
- *The conversion of nonresidential buildings (including hotels and motels) to multiple dwellings; and*
- *The improvement or expansion of commercial or industrial structures.*

– ***While this objective remains valid, it is noted that the Borough has utilized New Jersey’s redevelopment laws and will continue to do so in the future. Chapter 7 of this reexamination report discusses redevelopment of the Borough.***

14. *Commercial Development. Strengthen commercial districts by encouraging a mix of nonresidential and residential uses that provide employment, retail opportunities, services and entertainment.*
  - ***While this objective remains valid, it is noted that discussions with the Borough’s Joint Land Use Board have indicated a need for the following nonresidential land uses: pharmacies; grocery stores; urgent care facilities; medical offices; restaurants; and, commercial recreation. A need for assisted living facilities was also identified.***
15. *Corridor Improvements. Improve the appearance of the Borough by revitalizing properties in disrepair, designing and installing streetscape improvements and strengthening sign regulations and their enforcement.*
  - ***This objective remains valid.***
16. *Density. Discourage increases in density in existing one- and two-family neighborhoods.*
  - ***While this objective remains valid, it is noted that the character of existing one- and two-family neighborhoods should be preserved with minimal change.***
17. *Senior Housing. Promote the development of senior citizen housing that enables older residents to “age in place” including independent living, assisted living and congregate care housing.*
  - ***As described in this reexamination report, the Borough’s population is growing older. Consequently, the importance of this objective has increased since the preparation of the last reexamination report. In addition, it is noted that construction of single-story residences would also be appropriate for the Borough’s senior citizens.***
18. *Redevelopment. Recognize the potential of selected vacant, underutilized or deteriorated properties for infill residential development.*
  - ***This objective remains valid.***

19. *Green Building. Work with the development community to incorporate LEED® (Leadership in Energy and Environmental Design) building standards into all public buildings and in new development.*
- ***The LEED® program is a fee-based rating system of the US Green Building Council. To increase implementation of green building principles, it is recommended that the language “LEED® (Leadership in Energy and Environmental Design) building standards” be removed from this objective and the terminology “green building and sustainable design practices” be used in its place. To summarize, this objective should be revised to “Work with the development community to incorporate green building and sustainable design practices into all public buildings and in new development.”***

### 3.3 — Recommendations of the Previous Master Plan Reexamination Report

#### 3.3.1 — Land Use

1. *Split the GB district into a GB-1 (Warrenville Road to South Lincoln Avenue) and GB-2 (South Lincoln Avenue to Valentine Street) district to recognize the unique features of each area as discussed in the Land Use Plan Amendment. Create standards for the New GB-1 district. Permit residential apartments on upper floors subject to conditions.*
  - ***This recommendation is no longer valid.***
2. *Bound Brook Road and Lincoln Boulevard contain multiple potential infill and redevelopment opportunities. Some sites include a greater potential for immediate redevelopment than do others. These parcels, generally described as “soft sites” (underutilized sites), are typically not as complicated or expensive as on “hard sites” (fully developed and/or with significant tenants), to redevelop and therefore should be seen as the top priority for redevelopment efforts. Successful redevelopment of soft sites can often serve as a catalyst to changes on hard sites.*



Planning efforts should initially prioritize the revitalization of the vacant properties.

- **This recommendation remains valid. To facilitate action on this recommendation, however, this reexamination report identifies the following key soft sites, where redevelopment should be prioritized: former Pathmark site (Block 349, Lot 10); Burger Tubing site (Block 147, Lot 3); the vacant Acme site (Block 6, Lot 2); the former McDonalds property (Block 226, Lot 1) and surrounding properties located at and near 716 Bound Brook Road; and, Presbyterian Church site (Block 219, Lot 1). The Borough also envisions working with New Jersey Transit to create a park and ride facility, as well as potentially working with redevelopers along Lincoln Boulevard to create a jitney service to passenger railway stations in Bound Brook and Dunellen.**

3. In order to encourage redevelopment on specific sites, the Borough can provide incentives (e.g., density incentives, or relaxed parking requirements). The Borough and the business community can also reach out to property owners to better understand the short- and long-term plans for their properties. The current regulations restrict the maximum building height to three stories/35 feet, which is largely appropriate to the predominantly low-scale character of the surrounding area. However, on strategic sites, there may be opportunities to allow a greater maximum building height of perhaps one additional story with setbacks.

Furthermore, as discussed in the Bulk Regulations section, the building height in the proposed GB-1 and GB-2 districts should be increased from 38 to 40 feet.

- **While this recommendation largely remains valid, the Joint Land Use Board has recommended that there is no need to encourage the creation of the GB-1 and GB-2 districts and any such building height increases.**

4. There is a need to improve the conditions of the roadway and streetscape along the corridor. At a minimum, the existing partially painted crosswalks should be repainted, sections of the roadway require repaving, as well as repainting areas

where off-street parking is permitted and other general maintenance work. The Borough should work to have these improvements allocated within upcoming state transportation improvement funding projects. Furthermore, given the lack of funding at the state level, the Borough may need to consider ways to generate monies for streetscape improvements.

– **This recommendation is no longer valid. Since the preparation of the last reexamination report, the streetscape of the Bound Brook Road/Union Avenue corridor has been improved.**

5. Treat Bound Brook Road/Union Avenue as the Borough’s Main Street. Create additional activities such as a farmer’s market and events to encourage individuals to use the local area businesses.

– **While the Borough recognizes a greater need to encourage individuals to use local businesses, having a traditional commercial “Main Street” environment with apartments on upper floors along Route 28 is no longer the recommended land use goal for the area.**

6. Make ambient lighting along Bound Brook Road and Union Avenue commercial areas a priority. If there is going to be a deliberate effort to upgrade the appearance of the Borough’s commercial corridors, then lighting is a key “finishing” touch. Ambient lighting includes night lighting of prominent buildings as well as lighting from stores. Ideally, a more intimate setting, especially during the holiday season would be created over time.

– **Since 2012, the Borough has updated its lighting ordinances to prohibit “rope-style” lighting and other standards to reduce light trespass onto neighboring properties.**

7. Revise the R-60B district to permit duplexes on 9,000 square foot lots in accordance with the Amended Land Use Plan.

– **Since 2012, language was added to the R-60B regulations that allowed existing single-family homes to be converted to two-family homes. It is recommended that this language be removed and that a minimum of**

- 7,000 square feet of lot area and a minimum of 70-feet of lot width be required in the R-60B district to construct a two-family home.**
8. *Revise the range of permitted uses within the Borough's industrial districts to be consistent with the previously mentioned industrial sector progress report.*
- ***The intent of the 2012 Reexamination Report was to evaluate and to permit where appropriate new attractive emerging land uses in these growth districts. Since 2012, Core Pharma has reduced the scale of its operation at and around 215 Wood Avenue, which resulted in increased vacancy.***
9. *Encourage the Borough Redevelopment Entity to evaluate to need to update the Lincoln Boulevard Redevelopment Plan based upon the discussion section of the Land Use Plan Amendment.*
- ***Since public outcry associated with recently approved and planned five-story developments in the Lincoln Boulevard Redevelopment Area, the Joint Land Use Board has evaluated its recommended long-range planning goals for the area to include:***
    - a. ***Develop at a small-town scale with building heights at three stories or less;***
    - b. ***Encourage additional useable open space and recreation amenities to be incorporated into new projects;***
    - c. ***Require mixed-use developments having commercial and/or amenity spaces on the ground floor for all new development projects;***
    - d. ***Allow a "liner" concept on the ground floor, which allows commercial or amenity space at the front of the building and parking at the rear of the ground-floor area;***
    - e. ***Require minimum apartment sizes of 1,000 sq. ft. for a one-bedroom unit and 1,500 sq. ft for a two-bedroom apartment; and,***
    - f. ***Reintroduce townhouses as a permitted land use in the Lincoln Boulevard Redevelopment Plan.***

10. Encourage the Borough Redevelopment Entity to evaluate the draft Lincoln Boulevard East Redevelopment Plan consistent with the discussion section of the Land Use Plan Amendment and determine whether the draft plan should be amended and formally adopted.

- **Prior to 2012, the Borough evaluated extending redevelopment efforts along Lincoln Boulevard in areas east of Mountain Avenue. This area contains low density residential development on the north side of Lincoln Boulevard and largely industrial properties on the southerly side. In 2019, the former Planning Board (n.b., as described later in this reexamination report, a Joint Land Use Board has since been formed) approved a bus storage facility at 930 Lincoln Boulevard, which has not been constructed. The site remains vacant with environmental contamination, although it is undergoing remediation. The Borough should continue to evaluate opportunities to improve the non-residential properties on the southerly side of the roadway in a manner that better harmonizes this area with the residential properties on the north side of the roadway. Consideration should be given to conducting a preliminary investigation report (redevelopment study) for the area.**

11. As part of capital improvement planning, consideration should be given to the installation of public water and sewer infrastructure to areas of the Borough that are not connected to the public water and sanitary sewer system, e.g., Beechwood Avenue area, so that properties that are currently without public water and/or sewer, may connect to public systems.

- **This recommendation is remains valid.**

### **3.3.2 — Open Space/Recreation and Environment**

1. Maintain an active presence on the Greenbrook Flood Control Commission to ensure that Middlesex's flood control interests are addressed.

- **This objective remains valid.**

2. Consider creating a recreation and open space plan element that meets NJ Green Acres requirements. The approval by Green Acres of a local open space plan combined with a local open space tax would qualify the Borough to receive a 50-percent matching grant from Green Acres for eligible open space and recreation projects. Such funding would be available until a community's plan is completed. Without an open space plan and local tax, the Borough employees through the reduced exposure to solvents, paints and other hazardous substances.
- ***This recommendation has not been addressed. A recreation and open space plan that is compliant with the Green Acres Program's requirements would provide access to a significant amount of funding to expand the Borough's network of open space and recreation areas. In addition to addressing the Green Acres Program requirement's, it is recommended that any recreation and open space plan include the following: an inventory of recreation and open space areas, including, but not limited to Lincoln Statue Park and pocket parks; an exploration of the feasibility of establishing a local tax and fund for recreation and open space; a needs assessment that not only explores the need for additional spaces, but also for reinvestment and specific facilities in existing areas; assessment of the potential to provide one or more dog parks in the Borough; a plan to establish a grassroots effort to improve the Borough's parks and recreation areas through volunteer efforts; and, an identification of potential areas for the replacement of Daisy Park, and other pocket parks that were lost as part of the Borough's floodwall improvement project.***
  - ***In addition to preparing a recreation and open space plan that is compliant with the Green Acres Program's, it is recommended that the issue of recreation and open space within the context of the Lincoln Boulevard Redevelopment Plan be examined. The redevelopment plan needs additional provisions for recreation and open space. It is***

- recommended that opportunities to include provisions for recreation and open space within the Lincoln Boulevard Redevelopment Plan be evaluated; appropriate revisions to the redevelopment plan should also be made.***
3. *Work with the Governing Body and Environmental Commission to create a Green Team to make recommendations to the Governing Body as how to begin implementing additional green policies into municipal operations.*
    - ***This recommendation has not been addressed.***
  4. *Consider participating in the Sustainable New Jersey Program, a certification program for municipalities that want to go green, save money and take steps to sustain their quality of life over the long-term. To date, 351 out of the 566 municipalities in New Jersey participate in the program.*
    - ***The Borough participates in the Sustainable Jersey Program but has not achieved certification. It is recommended that certification be pursued. Currently, there are 464 participating municipalities, 215 of which have been certified. Resolution No. 66-16 of the Middlesex Borough Council provides support for participation in the Sustainable Jersey program.***
  5. *Evaluate New Jersey’s Clean Energy Program’s financial incentives for governmental customers to integrate energy efficient and renewable technologies into new construction, upgrades, and new cooling & heating equipment installations.*
    - ***This recommendation remains valid. Since 2012, the federal government and the State of New Jersey have placed greater emphasis on the installation of electric vehicle charging stations. In addition to encouraging the placement of this infrastructure, the Borough should monitor the appropriateness of replacing aging municipal vehicles with electric alternatives.***

**3.3.3 — Circulation Improvements**

1. *Continue to investigate the need for traffic calming techniques on local streets with high traffic volumes. Investigate creating horizontal traffic calming improvements prior to installing vertical improvements, e.g., speed bumps. Seek input from the Borough Engineer, Borough’s emergency service departments and surrounding business and residential communities prior to installing any such improvements. Areas for consideration include: Harris Avenue, Marlborough Avenue, Vogel Place, Shepherd Avenue, Hazelwood Avenue, Beechwood Avenue, Ashland Road, Milton Place, Pearl Place and Second Street. Each of these roads are either a primary or secondary road that connect to either a state or county road, i.e., cut through. All the listed streets have a posted 25 miles per hour speed limit and have weight limits to reduce the volume of truck traffic.*
  - ***While this recommendation remains valid, it is recommended that Hazelwood Avenue be added to the list of areas for consideration for traffic calming improvements.***
2. *Undertake a circulation study to determine ways to improve circulation and safety flow adjacent to Borough schools.*
  - ***While this recommendation remains valid, the planning goal is to consistently evaluate opportunities to improve circulation around Borough schools so that school pickup and drop-off is as safe and free of congestion as possible.***
3. *Evaluate where gaps in sidewalks exist in the Borough. Possibly with the assistance of the school system and other local groups, determine and map where sidewalks do not exist in the Borough. Create a formal policy regarding areas where sidewalks should be installed as part of new development and redevelopment. Evaluate missing sidewalks near Borough schools and apply for NJDOT monies to improve sidewalks.*
  - ***This recommendation remains valid.***

## **4.0 — Extent to Which There Have Been Significant Changes in the Assumptions, Policies and Objectives**

To properly assess the extent to which there have been significant changes in the assumptions, policies and objectives that inform the Borough’s master plan and development regulations, this reexamination report studies changes at the local level, County level and State level. Each of these levels is discussed in separately in the subsequent sections.

### **4.1 — Changes at the Local Level**

Changes at the local level are elaborated upon in the following subsections.

#### **4.1.1 — Demographic Changes**

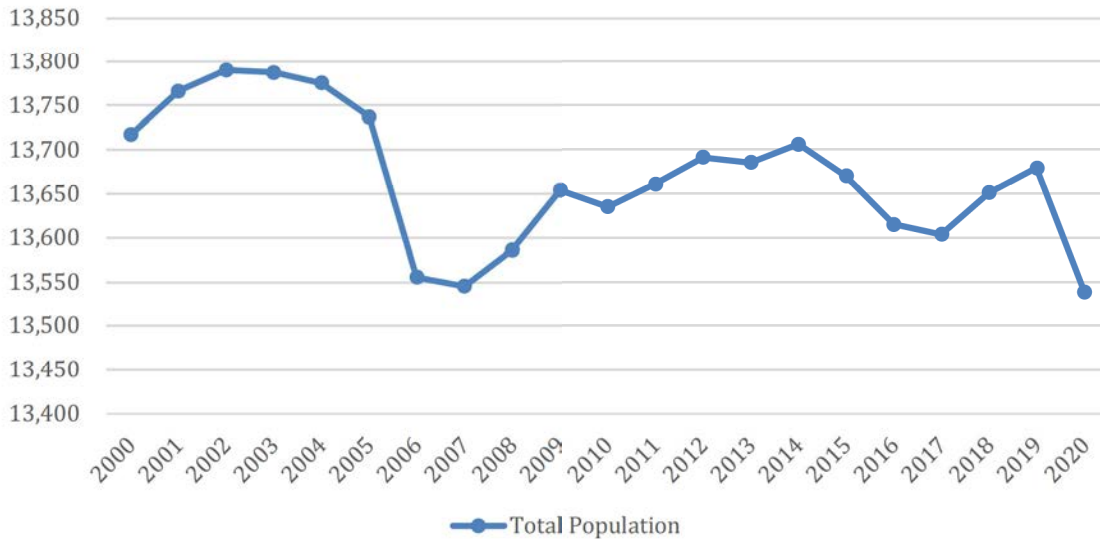
Since the last reexamination report, the US Census Bureau has released updated demographic information for the Borough. Because demographic changes can impact the outcome of planning efforts, this reexamination report provides an overview of current population and housing characteristics and recent trends therein.

##### **4.1.1.1 — Population**

In the 2000 US Census, the Borough of Middlesex was recorded as having a population of 13,717 residents. In the period since, the Borough’s population has decreased by 178 residents (i.e., -1.3 percent) to reach an estimated total of 13,539 residents as of July 1, 2020 (n.b., this is the last date for which a population estimate is available). While there has been overall decline in population during the 2000–2020 period, population change has been unstable and there was a period of growth through 2002, when population peaked at 13,790. Chart 1 shows recent population trends since 2000.

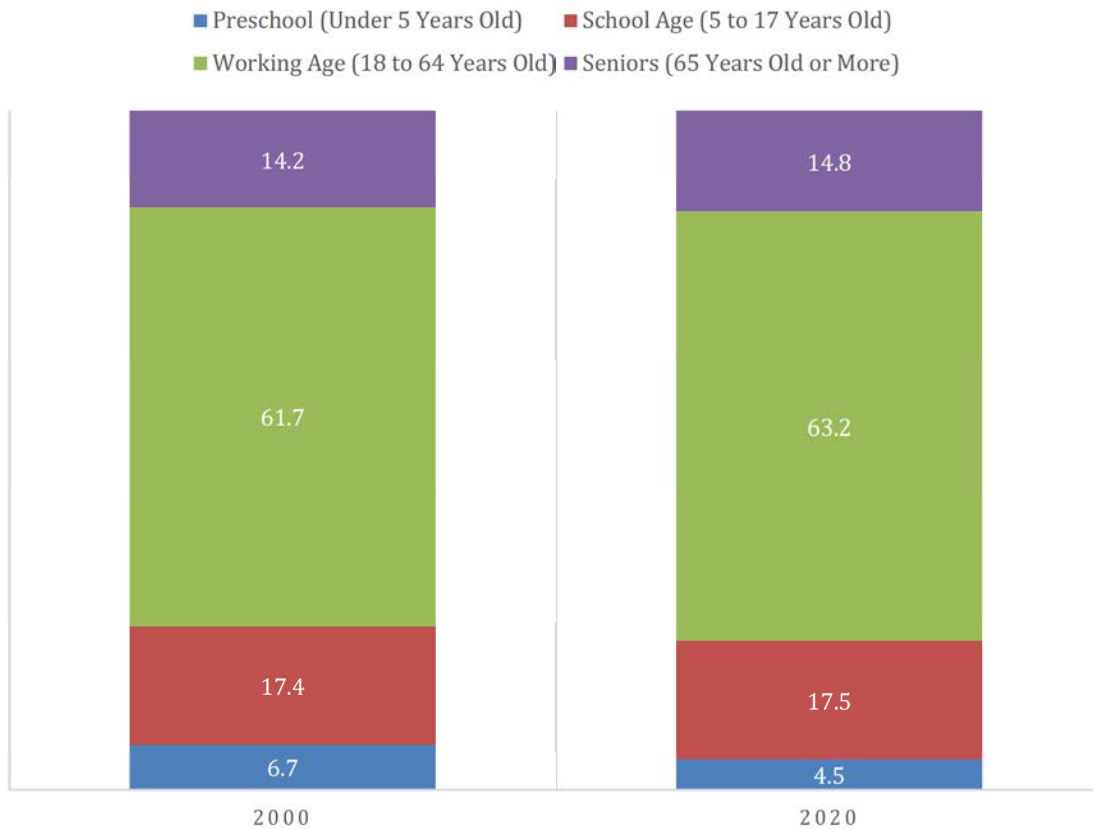


**Chart 1: Recent Population Trends**



With regard to the age structure of Middlesex’s population, it is noted that there have been percent increases in the following age cohorts in the 2000–2020 period: School Age (5 to 17 Years Old); Working Age (18 to 64 Years Old); and, Seniors (65 Years Old or More). In addition, there has been a decrease in the Preschool (Under 5 Years Old) age cohort over the same period. The degree of change experienced in all cohorts, however, has been small with the maximum change of 1.5 percent exhibited in the Working Age (18 to 64 Years Old) age cohort. This is demonstrated in Chart 2.

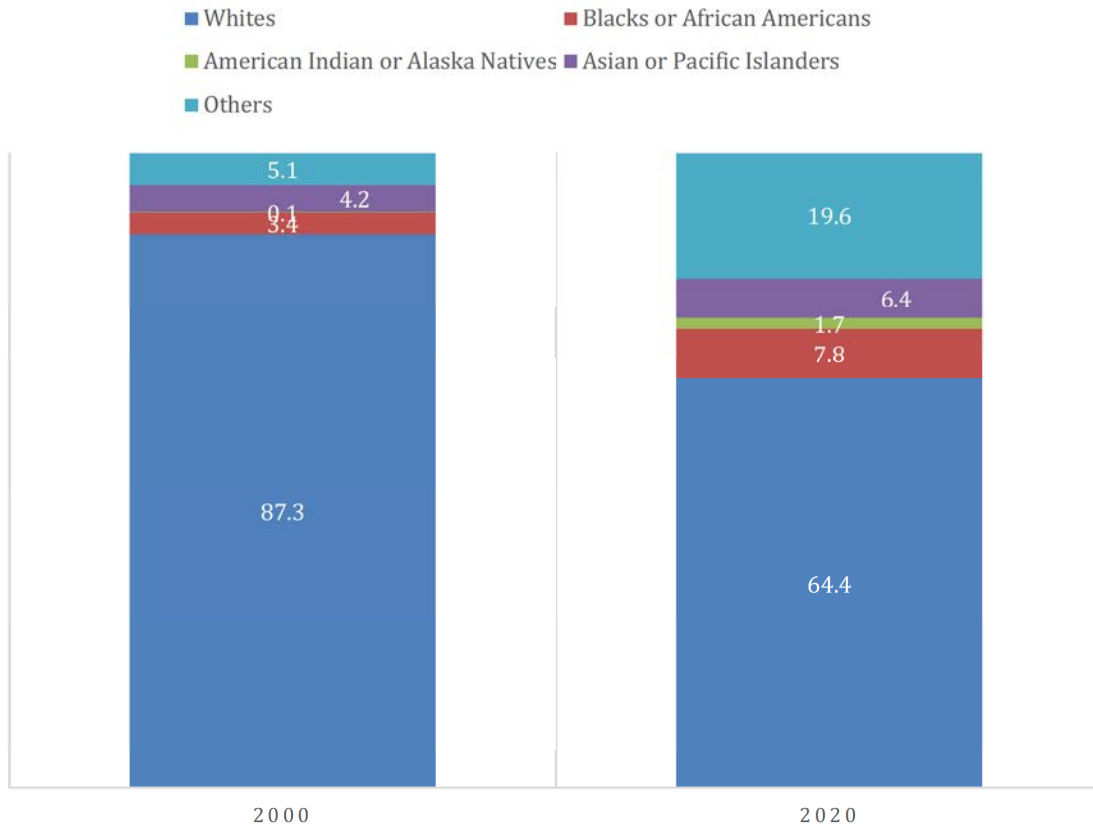
**Chart 2: Population Age Structure**



With the changes in population age structure that have been discussed above, the Borough’s median age has increased from 38.0 years in 2000 to 41.4 years in 2020. This is a change of approximately 8.9 percent.

The racial composition of Middlesex’s population has experienced change in the 2000–2020 period. Indeed, the proportion of residents identifying as whites has decreased significantly, while there have been increases in the proportion of residents identifying as black or African American, American Indian or Alaska Native, Asian or Pacific Islander, and other races (n.b., other races includes two or more races). These changes clearly indicate that the Borough’s population is diversifying.

**Chart 3: Racial Composition**



In addition to the above, it is noted that the Borough’s Hispanic population has grown significantly. Indeed, at the time of the 2000 US Census, 9.0 percent of the Borough’s population identified as Hispanic. In 2020, however, this had grown to 29.9 percent. Please note that the Hispanic population can be of any race.

*4.1.1.2 — Housing*

At the time of the 2000 US Census, there were 5,130 housing units in Middlesex. Of these, 5,084 units (98.4 percent) were occupied, and 82 units were vacant (1.6 percent). While reliable data from a more recent vintage is unavailable, the 2010 US Census reports that the number of housing units in Middlesex had increased by approximately 0.35 percent to 5,148 units, which includes 4,984 occupied units (96.8 percent) and 164 vacant units (3.2 percent).

Occupied housing units constitute households, the size of which is measured in terms of the number of members. As reported in the 2000 US Census, the average household size in Middlesex was 2.71 members. By the time of the 2010 US Census, the average household size in Middlesex had decreased by approximately 3.4 percent to 2.62 members. It would seem that the ageing of the Borough's population that has been discussed above would be a factor that contributes to the decrease in average household size.

#### **4.1.2 — Lincoln Statue Park**



According to the former Middlesex Borough Heritage Committee, the statue of Abraham Lincoln was erected on May 30, 1898, at the corner of Lincoln Boulevard and Mountain Avenue. It was commissioned by Silas Dewey Drake, one of the forefathers of Middlesex and constructed by Alphonse Pelzer, a German immigrant. It is believed that Pelzer used a technique similar that the French used on the Statue of Liberty, which was advanced for the

time. As shown in the photograph above, the area surrounding the statue largely contained grass and shrubs. Over the years, the area surrounding the park was filled with crushed stone and items of outdoor storage. At a minimum, the Joint Land Use Board recommends that the area around the statue be improved as follows:

- Clearly defined edges of grass and other landscape material;
- Evaluate increasing the green area around the statue;
- Evaluate the need for parking restriction signage;
- Improve parking around the park; and,

- Introduce benches and other amenities to the area.

Given the issues noted above, it is also recommended that Lincoln Statue Park be included on the municipal Recreation and Open Space Inventory (ROSI) to facilitate its permanent preservation.

#### **4.1.3 — Greenbrook Flood Control Plan**

According to the Municipal Website, the Green Brook Flood Control Commission (GBFCC) was authorized by the State of New Jersey in response to the 1971 and 1973 floods. The GBFCC regularly holds open meetings to discuss their goal to control flooding for the entire Green Brook Basin. Their years of work led to the development of the Green Brook Flood Control Project (GBFCP). The GBFCP comprises areas in three counties with an approximate cost of \$362 million dollars, which is largely funded by the federal government, with assistance from the state and local governments. As shown in Appendix A, the project includes the construction of a series of levees or flood walls adjacent to the Green Brook, Bound Brook and Ambrose Brook in Middlesex. Collectively within the lower portion of the basin, which includes Middlesex, close to 15 miles of floodwalls will be constructed. This process has already begun in Middlesex and will continue for potentially up to ten more years. Ultimately, many areas of the Borough that flooded and were in flood hazard areas will be removed as part of the Federal Emergency Management Agency's new flood hazard area mapping for the area. Once this mapping is more formalized, the Borough should evaluate potential zoning changes. Currently, the Joint Land Use Board recommends evaluating the potential for clustered age-restricted housing, which is a growing need in the Borough.

#### **4.1.4 — Formation of Joint Land Use Board of Adjustment**

As a means of reducing costs to operate and administer two development review boards, the Borough Council consolidated the Borough's Planning Board and Zoning Board of Adjustment into a single combined Joint Land Use Board (JLUB) in 2020. The JLUB operates similarly to the former Planning Board, with the exception that

the Mayor (i.e., Class I Member) and Governing Body Representative (i.e., Class III Member) may not participate in the consideration of applications for a use variance.

**4.1.4 — Joint Land Use Board of Adjustment Reports**

The Joint Land Use Board of Adjustment and, previously, the Zoning Board of Adjustment, prepare yearly reports of the number and type of variances granted each year. Reports for the period from 2013 through 2021 are summarized in the following table.

**Table 1: Application Summary**

	Applications Submitted			Actions Taken		
	Bulk Variance	Use Variance	Other*	Denied	With-drawn or Dis-missed	Ap-proved
<b>2013</b>	3	2	0	1	0	4
<b>2014</b>	0	2	2	2	0	2
<b>2015</b>	3	3	2	0	0	6
<b>2016</b>	0	0	4	0	0	0
<b>2017</b>	2	0	1	1	0	1
<b>2018</b>	3	0	5	1	0	7
<b>2019</b>	0	1	2	0	1	0
<b>2020</b>	3	0	4	0	0	7
<b>2021</b>	4	3	0	0	1	6
<b>Total</b>	<b>18</b>	<b>11</b>	<b>20</b>	<b>5</b>	<b>2</b>	<b>33</b>

\* Includes requests for interpretations, for which no action described herein is taken.

As can be seen in Table 1, there were a total of 18 bulk variance and 11 use variance applications, and 20 other requests (incl., zoning interpretations, applications without variances, etc.). Of the bulk and use variance applications, 24, or about 82.8 percent, were approved and five, or about 17.2 percent, were denied, withdrawn, or dismissed.

**4.1.5 — Cannabis Uses**

In response to recent changes at the state level, Middlesex has revised its zoning ordinance to permit certain cannabis-related uses in the HI (Heavy Industrial) and

IND (Industrial) zone districts. Additional information is provided in Section 4.3.5 of this reexamination report.

#### **4.1.6 — Infiltration Study**

Infiltration, in the context of the Infiltration Study, is the process by which groundwater enters sewer pipes through holes, breaks, cracks, and other openings in a municipal sewer system. Storm events can trigger a rise in groundwater levels and increase infiltration flows. The highest infiltration flows are typically observed following significant storm events or prolonged rain events. Extra water in the sewer system is a problem because it takes up capacity in sewer pipes and ends up being treated as sewage, thereby resulting in higher treatment costs. In addition to the additional municipal cost, such a problem contributes to sewer system overflows into local homes and local waterways, thereby negatively impacting public health and the environment. To evaluate and correct this problem, the Borough had undertaken an Inflow/Infiltration Analysis Study (I/I Study), dated July 2020. The I/I Study makes numerous recommendations, which the Borough began undertaking.

#### **4.1.7 — Municipal Town Center**

The 2002 Master Plan recognized a proposed Town Center Plan for a 60-acre tract of land, which included the former Middlesex Landfill, the Middlesex Presbyterian Church, the Middlesex Borough Municipal Building, library and community center, as well as the Middlesex Borough Rescue Squad, American Legion Post and three commercial properties that front on Bound Brook Road (See mapping in Appendix B).

The Town Center Plan envisioned:

- The consolidation of the existing small commercial establishments fronting on Bound Brook Road into a higher intensity commercial center (i.e., a gateway commercial entrance);
- An expansion of the municipal complex;

- The establishment of a multi-purpose community center;
- The relocation of the existing recycling center;
- The establishment of a combination of senior housing and duplexes/townhouses for young families; and,
- Preservation of flood-prone and environmentally vulnerable land as open space and encouragement of water-friendly activities, bike paths, and nature trails.

Except for Block 214, lots 1, 3, 9, 13, 18 and 19, which consist of the Middlesex Borough Rescue Squad, the American Legion Post and three commercial properties fronting on Bound Brook Road, as well as the Middlesex Presbyterian Church property (i.e., Block 219, Lot 1), the entire tract is located in the M (Municipal) Zone District. Properties located proximate to and on Bound Brook Road are located in the GB (General Business) Zone District and the Middlesex Presbyterian Church is located in the R-75 (Residential) Zone District. As municipal service needs increase, the Borough should consider acquiring the Middlesex Presbyterian Church property for municipal purposes and amending the zone designation of said property to be consistent with other municipal properties. Should the need for commercial and office spaces increase in future years, consideration should also be given to working with the Middlesex Borough Rescue Squad and American Legion Post and redeveloping all of the subject properties located to the north of Legion Place in a comprehensive manner. Moreover, since it appears that contamination at the former Middlesex Landfill property will require approximately 20 more years to be remediated, the Borough should consider the inclusion of interim uses such as solar array fields.

#### **4.1.8 — Encouraging a Sense of Place**

Placemaking is the concept of reimagining and reinventing public spaces. A primary principal of placemaking is to strengthen the connection between people and the places they share. As part of placemaking projects, consideration should be given to the physical and social aspects of a place, which can evolve and be improved for the community. The Joint Land Use Board (JLUB) recommended working with the



Recreation Committee or Cultural Heritage Committee to encourage seasonal improvements to Mountainview Park, such as a seasonal food truck park. The JLUB also recommends working with the American Legion Post in creating streetscape projects along Route 28 to honor veterans. These examples provide a starting point to improve public spaces in Middlesex. Such efforts, combined with additional recreation and open space planning, will result in improved quality of life for Borough residents.

#### **4.1.9 — Lincoln Boulevard Redevelopment Plan Area**

The Lincoln Boulevard Redevelopment Plan was originally adopted in 2007 and was amended in 2011, 2016, 2017 and 2020. The original redevelopment plan was the direct result of a 2005 visioning process with the public. The redevelopment plan area was originally a rehabilitation district until 2014, when the entire 192-acre (approximate) area was designated as an area in need of redevelopment. In 2015, site plan approval was granted for the first major redevelopment project along the corridor, approximately eight years after the initial redevelopment plan was adopted. The original redevelopment plan required development to be consistent with the layout, building stories, circulation and parking arrangement as conceptually detailed within it. The area was found to also have many small lots with numerous property owners, thus making development more difficult. The redevelopment plan was also largely based upon the principal of once again developing a train station behind the Lincoln statue at the intersection of Lincoln Boulevard and Mountain Avenue. The Plan continues to envision either a train station or a regional bus stop, as well as a unique plaza, three- to five-story mixed-use and residential buildings, live-work units, and a rehabilitated park around the Lincoln statue. Upon the completion of a four-story building at 150 Lincoln Boulevard, and during a public hearing for a five-story building at 220-242 Lincoln Boulevard, public sentiment changed. The Joint Land Use Board witnessed residents discouraged by the development of random buildings along the corridor with no cohesive development scheme and none of the projects having a design that met the

original primary focus of creating transit-oriented development. Consistent complaints arose from insufficient off-street parking at 150 Lincoln Boulevard as well as the scale of the new development. At the time this reexamination report was written, the former Pathmark supermarket, which had a short-term tenant, remains vacant, although high-density development is being constructed proximate to it and the area previously supported a supermarket for many years until the A&P Tea Company went bankrupt. This, coupled with the Burger Tubing (Block 147, Lot 3) building across the street from the Pathmark site, redevelopment was not occurring in the principal focus areas of the Plan except for largely residential apartment development. For these reasons, the Joint Land Use Board recommends the following minimum changes to the Lincoln Boulevard Redevelopment Plan:

- a. Create a small-town scale with buildings of three stories or less;*
- b. Encourage additional useable open space and recreation amenities to be incorporated into new projects;*
- c. Require mixed-use developments with commercial and/or amenity spaces on the ground floor for all new development projects;*
- d. Allow a "liner" concept on the ground floor, which allows commercial or amenity space at the front of the building and parking at the rear of the ground floor area;*
- e. Require minimum apartment sizes of 1,000 sq. ft. for a one-bedroom unit and 1,500 sq. ft for a two-bedroom apartment;*
- f. Reintroduce townhouses as a permitted land use; and,*
- g. Continue to monitor the growing needs of the community and adjust the Plan as needed.*

In 2020, the Borough created specific redevelopment standards for the former Absolute Auto Truck Salvage property located at 245 Mountain Avenue. Incorporation of these standards into an amended Lincoln Boulevard Redevelopment Plan would result in the elimination of a junk yard adjacent to the former Middlesex Sampling Plant, which is a superfund site that has been largely

remediated. It is anticipated that the Borough will take ownership of the 9.6-acre property and utilize it for municipal purposes.

**4.1.10 — Union Carbide Redevelopment Plan Area**

On August 28, 2018, the Middlesex Borough Council adopted Resolution No. 216-2018, which authorized the former Middlesex Planning Board to undertake a preliminary investigation to determine whether the former Union Carbide facility (Block 353, lots 1.01 and 1.02) qualified as an area in need of redevelopment.

On April 24, 2019, the Planning Board adopted a resolution, which recommended to the Mayor and Borough Council the designation of the area in need of redevelopment. On September 10, 2019, the Borough adopted a Redevelopment Plan to remediate contamination on site and permit a full range of non-residential uses, including warehouses. The tract is located at the southeastern corner of Baekeland Avenue and River Road, near the southernmost point of the Borough and adjacent to the municipal boundary with Piscataway Township. The site was historically part of the former Union Carbide Corporation Facility, which is now occupied by an Amazon distribution center. The subject tract is approximately 30 acres in area and is currently occupied by a modern warehouse building.

**4.1.11 — South Avenue Area Redevelopment**

During the development of this reexamination report, it was recommended that consideration be given by Mayor and Borough Council to study the South Avenue Corridor, and potentially areas along the eastern portion of Lincoln Boulevard as potential areas in need of redevelopment.

**4.1.12 — Zero Lot-Line Zoning**

Ordinance No. 1925, dated December 12, 2017, allowed for two-family homes in the R-60B (Single- and Two-Family Residential) Zone District to be permitted on fee-simple (i.e., individual) lots. The ordinance permitted a two-unit, vertically attached building to have one unit on each lot. To further explain this concept, if a two-family home is permitted on a lot measuring 60 feet by 100 feet, two single-family attached

homes would also be permitted on lots measuring 30 feet by 100 feet in an attached fashion having a zero-foot side yard between the attached units. This ordinance was rescinded on June 11, 2019. As a policy statement, the Joint Land Use Board discourages this form of development for the following reasons:

- At least one attempt was made to subdivide an existing house that was not designed for this type of development. Adequate firewalls and other modern building code requirements were not in place;
- There is difficulty requiring the units to be maintained with the same materials and color over time (n.b., see images provided below); and,
- If the building is destroyed by fire, it may not be possible under certain circumstances to replace both units.





#### 4.2 — Changes at the County Level

Since the adoption of the last reexamination report in 2012, the Middlesex County Planning Board has: started to prepare a new comprehensive plan; prepared a draft Open Space and Recreation Plan; and, adopted a new transportation plan element. Each of the foregoing is discussed in the following subsections.

##### 4.2.1 — *Destination 2040*

Middlesex County is in the process of preparing a new comprehensive plan. The plan, which has the working title of Destination 2040, will include five chapters, as follows:

- Chapter 1: Economic Workforce Competitiveness;
- Chapter 2: Transportation and Mobility;
- Chapter 3: Land Use, Development and Housing;

- Chapter 4: Sustainability and Community Resilience; and,
- Chapter 5: Healthy, Safe and Inclusive Communities.

Preliminary information from Middlesex County indicates that the vision of Destination 2040 is to transform the Middlesex County government into a central hub that fosters innovation, partnerships, and collaboration across topics and between sectors.

#### *4.2.2 — Open Space and Recreation Plan*

Middlesex County has prepared a draft Open Space and Recreation Plan. The plan, which includes the branding of Destination 2040 (see Section 4.2.1), evaluates the existing open space and recreation needs of Middlesex County residents and the available resources to meet them. Specifically, it identifies opportunities for providing recreation and preserving land for the future, as well as outlines suggestions for improving utilization and management of land already owned by Middlesex County and opportunities for the future active preservation of land to secure recreational and ecological resources for the future.

While there are no county-owned parks in Middlesex Borough and the draft Open Space and Recreation Plan does not include concrete plans to acquire property for open space and recreation within the Borough, it does identify parcels that may provide opportunities to expand the County's open space network. These include, in no specific order:

- Block 8, Lot 27, which is located on Warrentville Road and contains approximately 2.93 acres;
- Block 3, Lot 1, which abuts Green Brook Stream and contains approximately 2.18 acres;
- Block 45, Lot 1, which is located on Brook Avenue and contains approximately 0.45 acres;
- Block 46, Lot 25, which is located on Second Street and contains approximately 0.06 acres;

- Block 21, Lot 1, which is located on Sylvania Place and contains approximately 1.96 acres;
- Block 246, Lot 2, which is located on Thru Lin Boulevard and contains approximately 19.30 acres; and,
- Block 28, Lot 19, which is located on North Lincoln Boulevard and contains approximately 2.00 acres.

It is stressed that while the draft Open Space and Recreation Plan prioritizes acquisition of the identified properties within the Borough, it does not set specific goals or establish a schedule for their acquisition.

#### *4.2.3 — New Horizons in Mobility: Middlesex County Transportation Plan Element*

New Horizons in Mobility: Middlesex County Transportation Plan Element was adopted in 2013 and is intended to guide transportation planning in the County and promote policies for advancing projects and programs that promote a balanced transportation system that accommodates all users. It addresses current conditions, emerging issues, and actions needed to achieve and maintain a sound and responsive transportation system. Its overall goals are to:

- Improve mobility and reduce traffic congestion;
- Promote traffic safety;
- Promote public transportation and intermodal improvements;
- Maintain a state of good repair;
- Promote an adequate and safe bicycle and pedestrian system that supports both mobility and recreation;
- Promote integration of transportation and land use;
- Support freight transportation improvements;
- Protect the environment and address energy conservation and climate change impacts on transportation;
- Improve economic vitality, access to jobs and business appeal; and,

- Promote public and private sector partnerships on transportation projects and programs.

No plans that are specific to the Borough are described in the transportation plan element.

Going forward, it is anticipated that a new or updated transportation plan element may be prepared as part of the County's Destination 2040 planning efforts.

### **4.3 — Changes at the State Level**

There have been several changes at the State level since the adoption of the last reexamination report in 2012. These changes are described in the following subsections.

#### ***4.3.1 — Land Use Plan Statement of Strategy on Smart Growth, Storm Resiliency and Environmental Sustainability***

In 2018, the M.L.U.L. was amended to require that any land use element adopted after January 8, 2018 provide a statement of strategy concerning the following:

1. Smart growth, which shall consider potential locations for the installation of electric vehicle charging stations;
2. Storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure; and,
3. Environmental sustainability.

#### ***4.3.2 — Climate Change Related Hazard Vulnerability Assessment***

The M.L.U.L. was amended in 2021 to require that any land use element adopted after February 4, 2021 include a Climate Change-Related Hazard Vulnerability Assessment to analyze climate change-related natural hazards (e.g., drought, flooding, hurricanes and sea level rise). The Climate Change-Related Hazard Vulnerability Assessment will be required to include the following additional components:

1. Build-out analysis;



2. Critical evacuation assets analysis;
3. Impact analysis;
4. Risk reduction strategy; and,
5. Policy recommendations.

The amendment requires municipalities to rely on the most recent natural hazard projections and best available science provided of the New Jersey Department of Environmental Protection when preparing the Climate Change-Related Hazard Vulnerability Assessment.

#### **4.3.3 — Local Redevelopment and Housing Law**

In 2013, the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-1 et seq.; L.R.H.L.) was amended to provide for both a non-condemnation and condemnation redevelopment area designation, as well as to redefine the criteria and procedures for designating an area in need of redevelopment and rehabilitation, including an update to notice requirements during the redevelopment area designation process.

Additionally, the L.R.H.L. was amended in 2019 to include additional criterion for designation as an area in need of redevelopment under the terms of N.J.S.A. 40A:12A-5(b). The additional provision enables designation as an area in need of redevelopment when the discontinuation or abandonment of buildings used for retail, shopping malls and office parks, or buildings with significant vacancies has persisted for at least two consecutive years. N.J.S.A. 40A:12A-5(b) now reads as follows:

- b. The discontinuance of the use of a building or buildings previously used for commercial, retail, shopping malls or plazas, office parks, manufacturing, or industrial purposes; the abandonment of such building or buildings; significant vacancies of such building or buildings for at least two consecutive years; or the same being allowed to fall into so great a state of disrepair as to be untenable.*

In addition to the amendments to the L.R.H.L. that have been described above, it is noted that, in 2015, the New Jersey Supreme Court ruled in 62-64 Main Street, LLC, et al. v. Mayor and Council of the City of Hackensack, 221 N.J. 129 (2015) that a property does not need to negatively affect the surrounding properties in order to be considered “blighted” and, thus, eligible for redevelopment.

*4.3.3.1 — L.R.H.L. Amendments Related to Electric Vehicle Charging and Zero-Emission Vehicle Fueling Infrastructure*

In 2019, the L.R.H.L. was amended to include a new requirement that redevelopment plans identify proposed locations for electric vehicle charging infrastructure.

In 2021, the L.R.H.L. was amended to further encourage the development of electric vehicle charging infrastructure, as well as inclusion of zero-emission vehicle fueling infrastructure.

*4.3.4 — New Jersey Council on Affordable Housing*

The New Jersey Council on Affordable Housing (C.O.A.H.) originally adopted rules for the third-round (i.e., 1999–2025) period in 2004. However, an Appellate Division decision in 2007 stayed COAH from reviewing any plans as part of a petition for substantive certification and resulted in a remand of the 2004 rules back to C.O.A.H. to revise them to be consistent with the Appellate Division decision. Thereafter, C.O.A.H. adopted revised third-round rules in 2008.

In 2010, the Appellate Division invalidated the third-round rules that C.O.A.H.’s adopted in 2008, as well as the “growth share” methodology they were based on. In 2013, the New Jersey Supreme Court upheld and modified the Appellate Division’s 2010 decision that invalidated C.O.A.H.’s third-round rules. Consequently, C.O.A.H. was charged with the task of adopting new affordable housing rules.

Due to C.O.A.H.’s failure to adopt such rules, the New Jersey Supreme Court concluded on March 10, 2015 that there no longer exists a legitimate basis to block

access to the courts, which was the original intent of the C.O.A.H. process. The New Jersey Supreme Court's 2015 decision states:

*... parties concerned about municipal compliance with constitutional affordable housing obligations are [now] entitled to such access, and municipalities that believe they are constitutionally compliant[,] or that are ready and willing to demonstrate ... compliance [with such obligations,] should be able to secure declarations that their housing plans and implementing ordinances are presumptively valid in the event they ... must defend [themselves] against exclusionary zoning litigation.*

We note that although the Borough of Middlesex has not petitioned for third-round substantive certification it should, nonetheless, monitor developments related to affordable housing planning in New Jersey.

#### **4.3.5 — Cannabis Legalization**

In 2021, Governor Murphy signed into law legislation legalizing and regulating cannabis use and possession for adults 21 years and older. Municipalities had until August 21, 2021 to take actions to: either prohibit or limit the number of cannabis establishments, distributors, or delivery services; and, in the event that the municipality opts to not prohibit such uses, regulate the location, manner and times of operation and establish civil penalties for violation of ordinances.

Middlesex has opted to permit cannabis-related uses as conditional uses in the HI (Heavy Industrial) and IND (Industrial) zone districts. The following cannabis-related uses are permitted:

- Cannabis Cultivation;
- Cannabis Manufacturing;
- Cannabis Wholesaling;
- Cannabis Distributing; and,
- Cannabis Delivery.

The Borough of Middlesex does not permit cannabis retailers in any zone district.

#### **4.3.6 — State Strategic Plan**

The State Planning Commission (SPC) is currently staffed by the Office of Planning Advocacy (OPA), which is an entity of the Department of State. The OPA released a draft “State Strategic Plan” (SSP) that was intended to supersede the current State Development and Redevelopment Plan (SDRP). The draft SSP differs from previous plans in that it is based upon a criteria-based system rather than a geographic planning area. While public hearings were held in February, March, and September 2012, the draft SSP was suspended after Hurricane Sandy and has not been adopted by the SPC. As of the preparation of this master plan reexamination report, there is no current activity or efforts to adopt the SSP and the SDRP remains in place.

#### **4.3.7 — Complete Streets**

In 2009, after the adoption of the last reexamination report, the New Jersey Department of Transportation (NJDOT) adopted a Complete Streets Policy. A “complete street” is defined by the NJDOT as a “means to provide safe access for all users by designing and operating a comprehensive, integrated, connected multi-modal network of transportation options.” The intent of the policy is to provide streets that meet the needs of all types of users and all modes of circulation—walking, bikes, cars, trucks, and buses.

The New Jersey Bicycle and Pedestrian Resource Center states that Complete Streets benefit communities by addressing the needs of all road users regardless of age, ability, or mode of transportation. Benefits can include the following:

1. Enhancing mobility and accessibility by enhancing connections between local destinations, including critical and community facilities and retail destinations;
2. Improving safety;
3. Enhancing the sense of community and quality of life;
4. Reducing reliance on automobiles;
5. Reducing congestion;

6. Revitalizing downtowns;
7. Increasing private investment;
8. Increasing property values; and,
9. Promoting tourism.

A municipal Complete Streets policy is the community's formal strategy to focus decision making and funding on planning, designing, and constructing community streets that accommodate all intended users. According to the National Complete Streets Coalition, the following items represent some of the items in an ideal Complete Streets policy:

1. A vision for how and why the community wants to complete its streets;
2. Identification that "all users" includes pedestrians, bicyclists, and transit passengers of all age and ability, as well as automobile drivers and transit vehicle operators;
3. Emphasis on street connectivity and comprehensive, integrated, connected networks for all modes of transportation;
4. Relevance to both new and retrofit projects, including design, planning, maintenance, and operations for the entire right-of-way;
5. Use of the latest and best design standards while recognizing the need for flexibility in balancing user needs;
6. Establishment of performance standards with measurable outcomes; and,
7. Steps for implementation.

As of March 25, 2022, a total of eight (8) counties and 173 municipalities in New Jersey have adopted complete streets policies. The Borough of Middlesex has not adopted a complete streets policy. It is recommended that the Borough consider adopting a complete street policy.

#### **4.3.8 — Reexamination Report Requirements**

In 2019, amendments were made to the Municipal Land Use Law (M.L.U.L.) at N.J.S.A. 40:55D-89 to incorporate the requirement that master plan reexamination

reports include a discussion of the recommendations of the municipality’s planning board concerning locations appropriate for the development of public electric vehicle infrastructure. Specifically, the following new requirement was included at N.J.S.A. 40:55D-89(f):

*The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure.*

The 2022 Master Plan Reexamination Report has been prepared to meet this requirement.

#### **4.3.9 — Electric Vehicle Supply and Make-Ready Parking Spaces**

In 2021, the M.L.U.L. was also amended to establish numerical requirements and zoning standards for installation of electric vehicle supply equipment and “make-ready” parking spaces (i.e., parking spaces that are prepared to support electric vehicle supply equipment by including electrical equipment up to but not including chargers themselves).

Specifically, the M.L.U.L. was amended to stipulate that applications for development submitted solely for the installation of electric vehicle supply equipment or “make-ready” parking spaces shall be considered a permitted accessory use and permitted accessory structure in all zoning districts of a municipality and shall not require a variance. In addition, the amendment provided that applications for development of the installation of electric vehicle supply equipment or “make-ready” parking spaces at an existing gasoline service station, an existing retail establishment, or any other existing building: shall neither be

subject to site plan or other land use board review, nor require variance relief; and, shall be approved through issuance of a zoning permit, provided that certain conditions are met (e.g., bulk requirements are met, the conditions or original approval are met, relevant construction codes are met).

The 2021 amendment to the M.L.U.L. also added the requirement that, as a condition of preliminary site plan approval, applications involving multifamily development of five or more units shall: provide at least 15 percent of the required off-street parking spaces as “make-ready” parking spaces and install electric vehicle supply equipment on at least one-third of the required 15 percent of parking spaces; install electric vehicle supply equipment on an additional one-third of the required 15 percent of parking spaces within three years following the date of the issuance of the certificate of occupancy; install electric vehicle supply equipment on the final one-third of the required 15 percent of parking spaces within six years following the date of the issuance of the certificate of occupancy; and, make at least five percent of the electric vehicle supply equipment accessible for people with disabilities.

Similarly, the 2021 amendment to the M.L.U.L. also required that, as a condition of preliminary site plan approval, all other applications (i.e., not applications involving multifamily development of five or more units) involving a parking lot or garage provide “make-ready” parking spaces as follows:

1. At least one if there will be 50 or fewer off-street parking spaces;
2. At least two if there will be at least 51 and no more than 75 off-street parking spaces;
3. At least three if there will be at least 76 and no more than 100 off-street parking spaces;
4. At least four, with one accessible for people with disabilities, if there will be at least 101 and no more than 150 off-street parking spaces; and,
5. For parking lots with more than 150 off-street parking spaces, install at least four percent of the total parking spaces as “make-ready” parking spaces with

at least five percent of the required number of “make-ready” parking spaces accessible for people with disabilities.

The 2021 amendment provides that applicants may install electric vehicle supply equipment at parking spaces in lieu of providing “make-ready” parking spaces. It also stipulates that parking spaces provided with electric vehicle supply equipment or provided as “make-ready” parking spaces shall count as at least two parking spaces for the purpose of complying with a minimum parking space requirement, provided that a reduction of no more than ten percent of the total required number of parking spaces results.

#### **4.4 — Change at the Federal Level**

The key change of note at the federal level is the 2020 US Census, which was the last decennial census. At the time of the preparation of this master plan reexamination report, however, municipal-level data products had not been released. Current information indicates that municipal-level data products are scheduled to be released through 2023.

Due to the unavailability of 2020 US Census data products at the municipal level, this reexamination report has relied on estimates of the US Census Bureau’s American Community Survey. It is recommended that the municipality monitor the release and availability of 2020 US Census data products and prepare an updated demographic profile of the municipality once a sufficient amount of information is available.



## **5.0 — Specific Amendments Recommended to the Master Plan and Development Regulations**

The following sections outline recommended amendments to the master plan and development regulations.

### **5.1 — Recommended Master Plan Amendments**

#### **5.1.1 — Update Existing Master Plan Assumptions, Objectives and Recommendations**

The existing master plan assumptions, objective and recommendations should be updated as annotated in Chapter 3 of this reexamination report. Said assumptions, objective and recommendations are incorporated herewith by reference.

### **5.2 — Recommended Development Regulation Amendments**

The following development regulation amendments are recommended:

#### **5.2.1 — Zone Boundary Amendments**

The following amendments to zone district boundary lines are recommended (n.b., see Recommended Zoning Changes Map provided in Appendix C):

1. Rezone Block 264, Lot 12 from the IND (Industrial) Zone District to the R-75 (Single-Family Residential) Zone District;
2. Evaluate the feasibility of rezoning the Department of Public Works Garage located on Main Street upon its relocation to the former Middlesex Sampling Plant site;
3. Eliminate split-lot R-T (Residential-Transition) zoning along Bound Brook Road;
4. Consider creating a townhouse zone at and adjacent to the former McDonalds property located at 716 Bound Brook Road (i.e., Block 226, Lot 1);
5. Rezone the area described in this reexamination report as the Lincoln Statue Park to the M (Municipal) Zone District; and,
6. Evaluate the conversion potential of commercial properties with frontage on Route 28 to two-family residential uses and revise zone boundaries to be

consistent with existing commercial development. It should be noted that this Plan recommends eliminating two-family development in the R-T district.

#### **5.2.2 — Zone Requirement Recommendations**

The following amendments to zone requirements are recommended:

1. Decrease the maximum permitted lot coverage percentage as follows:
  - a. R-100 (Single-Family Residential) Zone District: From 50 percent to 45 percent;
  - b. R-75 (Single-Family Residential) Zone District: From 60 percent to 50 percent;
  - c. R-60A (Single-Family Residential) Zone District: From 75 percent to 60 percent;
  - d. R-60B (Single- and Two-Family Residential) Zone District: From 75 percent to 60 percent;
  - e. R-50 (Single-Family Residential) Zone District: From 95 percent to 90 percent;
  - f. G-B (General Business) Zone District: From 95 percent to 90 percent;
  - g. CLW (Commercial/Light Manufacturing/Wholesale) Zone District: From 95 percent to 90 percent;
  - h. IND (Industrial) Zone District: From 95 percent to 90 percent; and,
  - i. HI (Heavy Industrial) Zone District: From 95 percent to 90 percent.

In addition to the above, it is recommended to limit the maximum permitted lot coverage in the required front yard area of the R-100 (Single-Family Residential), R-75 (Single-Family Residential), R-60A (Single-Family Residential), R-60B (Single- and Two-Family Residential) and R-50 (Single-Family Residential) zone districts to between 35 percent and 40 percent.

It is also recommended that consideration be given to allowing the retention of the higher lot coverage limits indicated above if stormwater improvements are made to the satisfaction of the Borough/Board Engineer.

2. Increase the principle building coverage in the single-family residential districts as follows:
  - a. R-100 (Single-Family Residential) Zone District: From 20 percent to 25 percent;
  - b. R-75 (Single-Family Residential) Zone District: From 25 percent to 30 percent;
  - c. R-60A (Single-Family Residential) Zone District: From 25 percent to 30 percent;
  - d. R-60B (Single- and Two-Family Residential) Zone District: From 25 percent to 30 percent; and,
  - e. R-50 (Single-Family Residential) Zone District: From 25 percent to 30 percent.
3. In the R-60B (Single- and Two-Family Residential) Zone District, increase the minimum required lot area to 7,000 sq. ft. and the minimum lot width to 70 feet for two-family homes. Eliminate the provision for 42-44-d4: (4) Single-family dwellings in existence at the time of passage of this chapter may be converted into two-family dwellings, provided that the existing lot has a minimum lot width of 50 feet. The Borough Zoning Officer shall notify the Tax Assessor of all such conversions.
4. Eliminate two-family dwellings as a permitted use in the R-T Residential – Transition District.
5. Require all future land uses, including Contractor’s equipment or storage yards, to contain a principal building.
6. Evaluate adding waterfront uses to the principal permitted uses of the GB (General Business) Zone District located along River Road.
7. Update regulations for institutional uses, which require larger lot sizes.
8. To facilitate improved floodplain management, evaluate incorporating stormwater improvements as part of expansions/rebuilding of single- and two-family properties.

9. Update the Lincoln Boulevard Redevelopment Plan to require that outdoor lighting have a color balance ranging from 2700 to 3000 degrees Kelvin.

**5.2.3 — Other Development Regulation Amendments and Recommendations**

1. Create requirements for Environmental Impact Statements, Community Impact Statements and Traffic Studies as part of major development applications.
2. Amend the development application checklist to encompass new requirements.
3. Consider the creation of a floodplain overlay ordinance to prohibit certain types of uses that store materials, that can float, that are explosive or that are toxic to humans, animals or vegetation in the floodplain.
4. Update the Borough's parking ordinance to be consistent with the latest research and data of the Institute of Transportation of Engineers.
5. Update the Borough's sign ordinance to recognize new sign and illumination types.
6. Update the Borough's tree preservation ordinance to be consistent with current fees and other requirements.
7. Evaluate the feasibility of a one-year "relook" requirement on major developments to assess whether trip generation and other factors are consistent with information associated with the land use approval.
8. Encourage the preservation of historic buildings and landmarks that are significant to Middlesex's past by pursuing and adopting a historic preservation ordinance.

## **6.0 — Recommendations Concerning the Incorporation of Redevelopment Plans**

As has been previously mentioned, Middlesex has adopted redevelopment plans for the Lincoln Boulevard Corridor and the former Union Carbide site. Updates for each of these redevelopment areas have been provided within the context of Chapter 4 of this reexamination report.

To promote further improvement of the Borough, it is recommended that the Borough consider the use of redevelopment along the South Avenue Corridor as described below.

### **6.1 — South Avenue Corridor and Adjoining Areas**

This Reexamination Report recommends that the Mayor and Council consider the study of the South Avenue Corridor and potentially adjacent areas, and potentially areas along the eastern portion of Lincoln Boulevard as potential areas in need of redevelopment.

## **7.0 — Recommendations Concerning Locations Appropriate for the Development of Public Electric Vehicle Infrastructure**

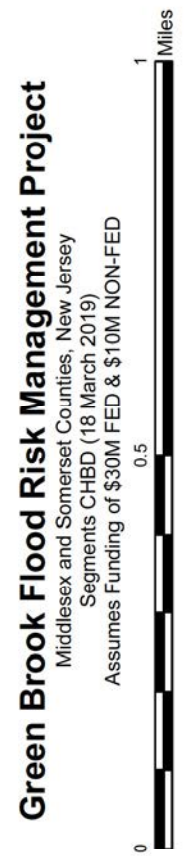
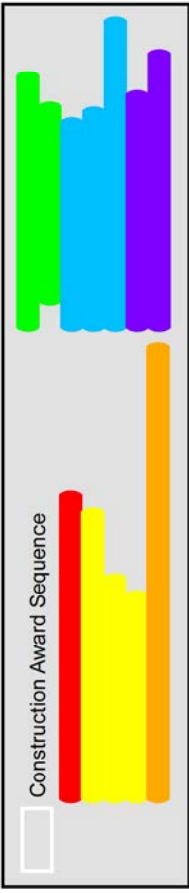
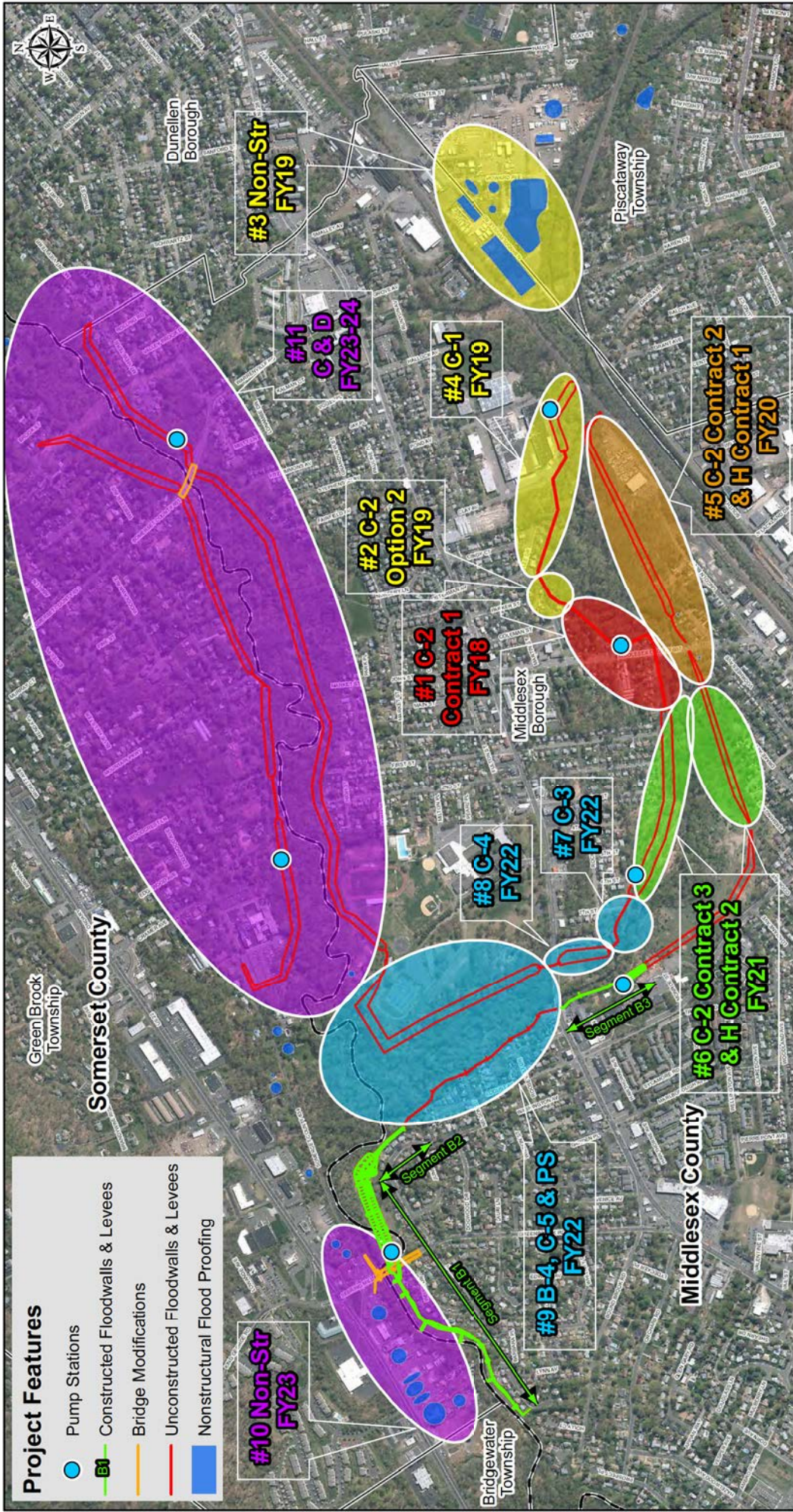
To reduce greenhouse gas emissions from the transportation sector and help reach the goals of New Jersey’s Energy Master Plan and the Global Warming Response Act, Governor Phil Murphy has set a goal of registering 330,000 EVs in New Jersey by 2025.

Key to reaching these goals is the provision of adequate public electric vehicle charging infrastructure within New Jersey’s municipalities. Accordingly, and as required by the requirements of the M.L.U.L. for reexamination reports, this master plan reexamination report identifies the following locations as appropriate for electric vehicle charging infrastructure:

- CLW (Commercial/Light Manufacturing/Wholesale) Zone District;
- GB (General Business) Zone District;
- HI (Heavy Industrial) Zone District; and,
- IND (Industrial) Zone District.

In addition to the above, it is recommended that requirements for public electric vehicle charging infrastructure be included in all future redevelopment plans that may be adopted, as well as in any existing redevelopment plans that may be amended.

## **Appendix A: Greenbrook Flood Control Plan**



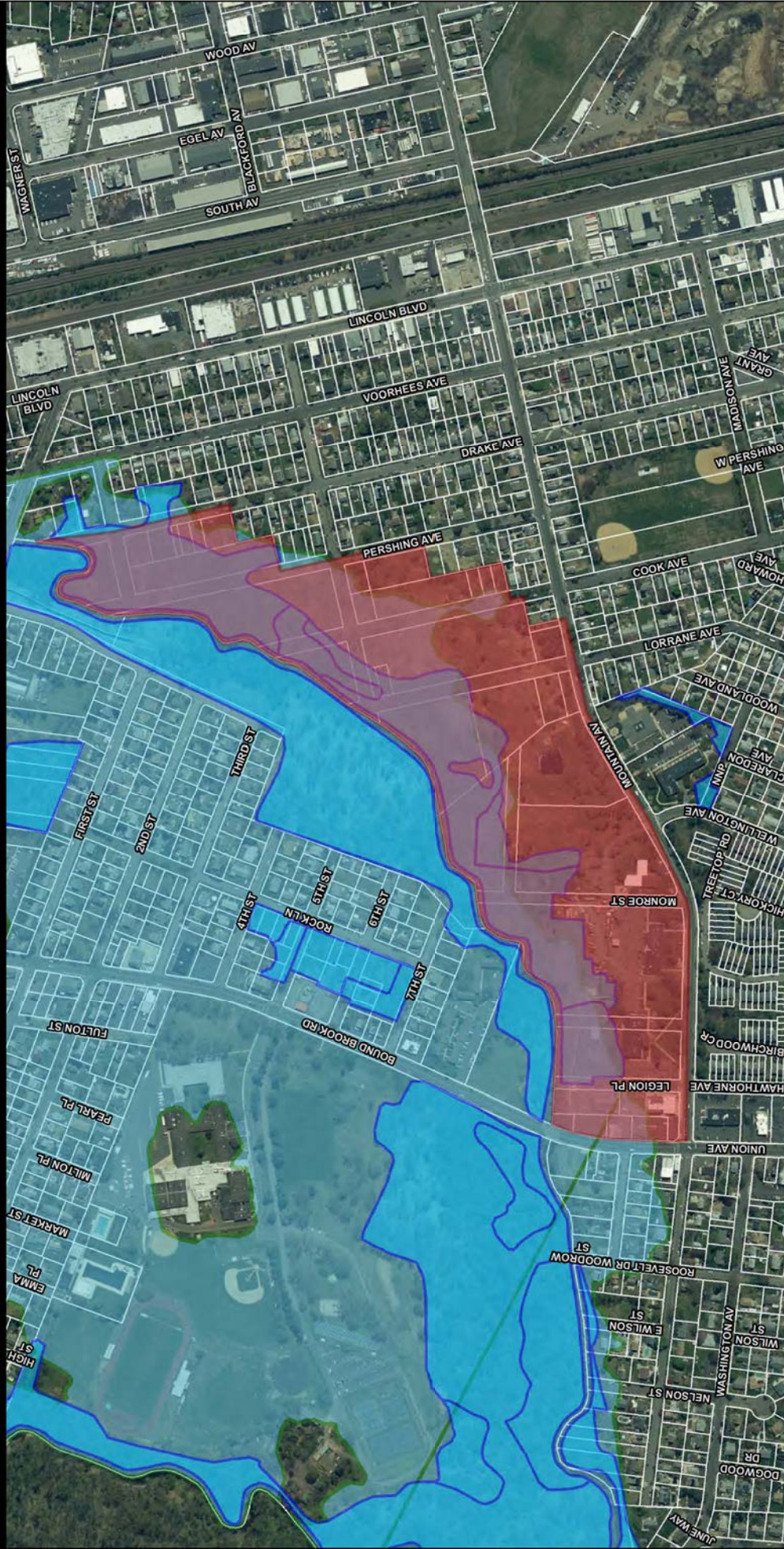
**Green Brook Flood Risk Management Project**  
 Middlesex and Somerset Counties, New Jersey  
 Segments CHBD (18 March 2019)  
 Assumes Funding of \$30M FED & \$10M NON-FED



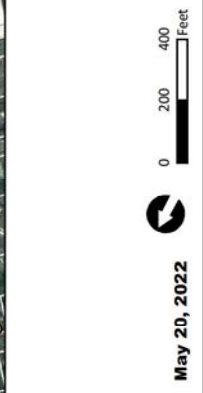


## **Appendix B: Municipal Town Center**

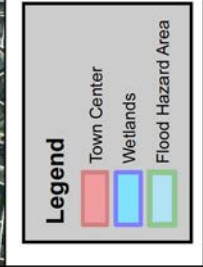
Appendix B  
 Town Center Area  
 Middlesex Borough, Middlesex County, New Jersey



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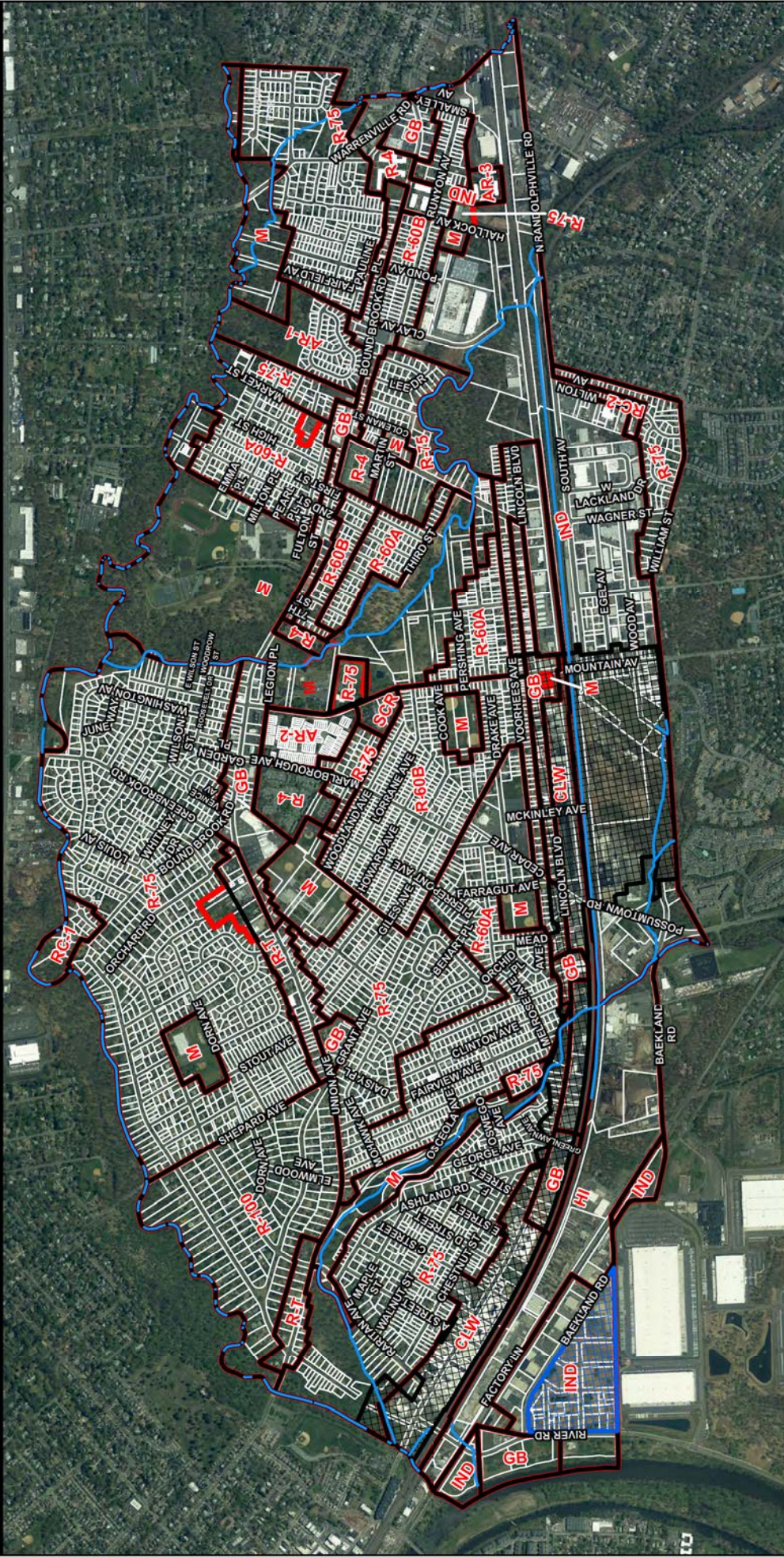


May 20, 2022

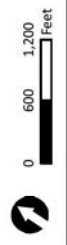


## **Appendix C: Recommended Zoning Changes Map**

Appendix C  
 Recommended Zoning Changes Map  
 Middlesex Borough, Middlesex County, New Jersey



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May 20, 2022

**Legend**

- Existing Zoning
- Proposed Zoning
- Lincoln Boulevard Redevelopment
- Former Union Carbide Redevelopment
- Streams