

**BOROUGH OF MILFORD**

**ORDINANCE NUMBER 991-2025**

**ORDINANCE ADOPTING CURTIS PAPER MILL REDEVELOPMENT  
PLAN AMENDMENT 2 (BLOCK 19, LOT 51; AND BLOCK 13, LOTS 5.01 AND 8)**

**WHEREAS**, the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq., as amended and supplemented (the "Redevelopment Law"), authorizes municipalities to participate in the redevelopment and improvement of areas in need of redevelopment; and

**WHEREAS**, the Curtis Paper Mill Redevelopment Plan was last amended in 2019 to create a realistic opportunity for the development of affordable housing; and

**WHEREAS**, the Borough Common Council desires to further amend the Curtis Paper Mill Redevelopment Plan in order to address the Borough's current affordable housing obligations; and

**WHEREAS**, the Borough's Planner, Burgis Associates, Inc., has prepared the "Curtis Paper Mill Redevelopment Plan Amendment 2" for Block 19, Lot 51 and Block 13, Lots 5.01 and 8, dated May 14, 2025 (the "Second Redevelopment Plan Amendment"); and

**WHEREAS**, pursuant to N.J.S.A. 40A:12A-7(e), on May 19, 2025, the proposed Second Redevelopment Plan Amendment was referred by the Borough Common Council to the Borough's Joint Land Use Board, pursuant to Resolution No. RE2025-065, for the exercise of the Joint Land Use Board's Planning Board function to conduct a consistency review with the Borough of Milford's Master Plan and to provide an opportunity for recommendations concerning any inconsistency with the Master Plan and concerning any other matters regarding the proposed Second Redevelopment Plan Amendment; and

**WHEREAS**, the Borough Common Council has reviewed and considered the recommendations of the Joint Land Use Board regarding the proposed Second Redevelopment Plan Amendment, as set forth by the Borough of Milford Joint Planning Board and Board of Adjustment Resolution 2025-012, dated May 28, 2025, which Resolution states, among other things, that the Second Redevelopment Plan Amendment "conforms with sound planning principles and would promote the goals of the Borough Master Plan, the passage of the Second Amendment to the Redevelopment Plan would further assist in the orderly development of land within the designated area in need of redevelopment and overall adoption of the proposed Second Amendment to the Redevelopment Plan, dated May 14, 2025, attached hereto as Exhibit A is in the best interests of Milford Borough," said Resolution is attached hereto and made a part hereof as Schedule "A".

**NOW, THEREFORE, BE IT ORDAINED, BY THE COMMON COUNCIL OF THE BOROUGH OF MILFORD, COUNTY OF HUNTERDON, STATE OF NEW JERSEY, AS FOLLOWS:**

**Section 1.** The Second Redevelopment Plan Amendment entitled "Curtis Paper Mill Redevelopment Plan 2, Block 19, Lot 51, Block 13, Lots 5.01 and 8, Borough of Milford, Hunterdon County, New Jersey," dated May 14, 2025 is hereby adopted.

**Section 2.** The Second Redevelopment Plan Amendment meets the criteria, guidelines, and conditions set forth at N.J.S.A. 40A:12A-7 and is otherwise in conformance with the provisions of the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq.

**Section 3.** The Second Redevelopment Plan Amendment shall constitute an overlay of existing zoning as described in the Second Redevelopment Plan Amendment and the Official Zoning Map is hereby amended to reflect the overlay zone set forth in the Second Redevelopment Plan Amendment.

**Section 4.** If any provision of this Ordinance shall be held invalid by any court of competent jurisdiction, the same shall not affect the other provisions of this Ordinance except so far as the provision so declared invalid shall be severable from the remainder of the portion thereof.

**Section 5.** All ordinances or parts of ordinances inconsistent with this Ordinance are hereby repealed.

Section 6. This Ordinance shall take effect immediately upon adoption and publication according to law.

  
HENRI SCHEPENS, MAYOR

ATTEST:

  
LEIGH GRONAU, RMC  
MUNICIPAL CLERK

**FIRST READING - ROLL CALL VOTE**

Council Member	Intro.	Adopt	Second	Ayes	Nays	Abstain	Absent
James Gallos				x			
Noralie LaFevre	x			x			
Helen Livingston				x			
Alex Peredjogin			x	x			
Doug Sloyer				x			
Elisa Yager		x		x			

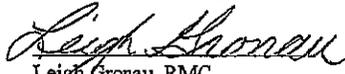
**SECOND READING & FINAL ADOPTION - ROLL CALL VOTE**

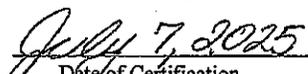
Council Member	Intro.	Adopt.	Second	Ayes	Nays	Abstain	Absent
James Gallos		x		x			
Noralie LaFevre			x	x			
Helen Livingston				x			
Alex Peredjogin							x
Doug Sloyer				x			
Elisa Yager	x			x			

Introduced and passed: June 2, 2025  
 Hearing and consideration for final adoption: July 7, 2025  
 Published upon final adoption: July 15, 2025

**CERTIFICATION**

I, Leigh Gronau, Municipal Clerk of the Borough of Milford, County of Hunterdon, State of New Jersey do hereby certify that the foregoing Ordinance to be a true and exact copy of the Ordinance adopted by the Milford Borough Common Council at the Council meeting held on Monday, July 7, 2025.

  
Leigh Gronau, RMC  
Municipal Clerk

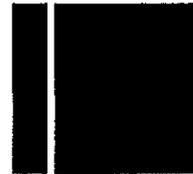
  
Date of Certification

**SCHEDULE A**

**[ATTACH BOROUGH OF MILFORD JOINT PLANNING BOARD & BOARD OF  
ADJUSTMENT RESOLUTION 2025-012]**



**BOROUGH OF MILFORD**  
**JOINT PLANNING BOARD &**  
**BOARD OF ADJUSTMENT**



**RESOLUTION 2025-012**  
**REVIEW AND RECOMMENDATION FROM THE MILFORD BOROUGH JOINT**  
**PLANNING BOARD AND BOARD OF ADJSUTMENT TO THE MILFORD BOROUGH**  
**COUNCIL REGARDING THE SECOND AMENDEMNT TO THE REDEVELOPMENT**  
**PLAN FOR THE CURTIS PAPER MILL AN AREA IN NEED OF REDEVELOPMENT**  
**PURSUANT TO N.J.S.A. 40A:12A-1 ET SEQ.**  
**(BLOCK 19, LOT 51; AND BLOCK 13, LOTS 5.01 AND 8)**

**WHEREAS**, the Borough Council of Milford Borough directed the Borough Planner, pursuant to N.J.S.A. 40A:12A-1, *et seq.*, to prepare and submit to the Borough Council and to the Joint Planning Board & Board of Adjustment for review and approval, a proposed second amendment to the Curtis Paper Mill Redevelopment Plan for the area consisting of Block 19, Lot 51 and Block 13, Lots 5.01 and 8 (the "Second Amendment to the Redevelopment Plan"); and

**WHEREAS**, on May 19, 2025, the Borough Council of Milford Borough by resolution referred the Second Amendment to the Redevelopment Plan dated May 14, 2025, prepared by Allison L. Fahey, PP, AICP, of Burgis Associates, Inc., the Borough Planner, to the Milford Borough Joint Planning Board & Board of Adjustment for review and comment pursuant to N.J.S.A. 40A:12A-1 *et seq.* and N.J.S.A. 40A:12A-7e. A copy the Second Amendment to the Redevelopment Plan is attached hereto as Exhibit A and made a part of this resolution by way of reference.

**WHEREAS**, on May 28, 2025, at its regular meeting, the Milford Borough Joint Planning Board & Board of Adjustment reviewed the Second Amendment to the Redevelopment Plan; and

**WHEREAS**, the Joint Planning Board & Board of Adjustment heard the testimony of the Borough Planner, Allison L. Fahey, PP, AICP, of Burgis Associates, Inc., who reviewed the details of the proposed Second Amendment to the Redevelopment Plan and recommended that it be adopted; and

**WHEREAS**, the Milford Borough Joint Planning Board & Board of Adjustment conducted its review of the proposed Second Amendment to the Redevelopment Plan and made its recommendation based upon the above documents and the testimony provided at the time of the hearing, including the testimony of its own professionals;

**NOW THEREFORE BE IT RESOLVED** by the Joint Planning Board & Board of Adjustment of the Borough of Milford, Hunterdon County, State of New Jersey, that the Joint Planning Board & Board of Adjustment, after careful review and discussion has determined that the adoption of the proposed Second Amendment to the Redevelopment Plan dated May 14, 2025, and referred to the Joint Planning Board & Board of Adjustment, conforms with sound planning principles and would promote the goals of the Borough Master Plan, the passage of the Second Amendment to the Redevelopment Plan would further assist in the orderly development of land within the designated area in need of development and overall the adoption of the proposed Second Amendment to the Redevelopment Plan dated May 14, 2025, attached hereto as Exhibit A is in the best interests of Milford Borough; and it is

**FURTHER RESOLVED** that the Joint Planning Board & Board of Adjustment hereby endorses and recommends the Second Amendment to the Redevelopment Plan attached hereto as Exhibit A which was prepared by Allison L. Fahey, PP, AICP, of Burgis Associates, Inc., the Borough Planner, and the findings contained therein, and same is referred to the Milford Borough Council for review and adoption as the Second Amendment to the Redevelopment Plan for the designated area.

A **MOTION** for the adoption of the within Resolution was made by Henri Schepens and seconded by Brenda O'Shea.

*Roll Call*

**AYES:** C. Bernotas, J. Livingston, H. Schepens, H. Livingston, Z. Houghton, R. Stem, B. O'Shea, A. Parham, J. David, E. Breda

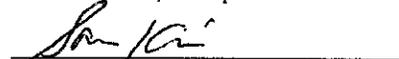
**NAYS:**

**ABSTAIN:** J. Betz

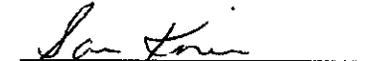
Motion carried.

This Resolution shall take effect immediately upon publication that this Resolution was duly adopted by the Milford Borough Planning Board/Board of Adjustment at a regular meeting held on the 28rd day of May 2025.

  
\_\_\_\_\_  
Carol Bernotas, Chairperson

  
\_\_\_\_\_  
Sara Knies, Clerk

I, Sara Knies, Clerk of the Milford Borough Joint Planning Board & Board of Adjustment, do hereby certify that this is a true and complete copy of Resolution 2025-012.

  
\_\_\_\_\_  
Sara Knies, Clerk

# CURTIS PAPER MILL REDEVELOPMENT PLAN AMENDMENT 2

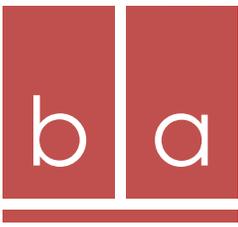
BLOCK 19 LOT 51, BLOCK 13 LOTS 5.01 AND 8

BOROUGH OF MILFORD  
HUNTERDON COUNTY, NEW JERSEY

May 14, 2025

Adopted May 28th, 2026





COMMUNITY PLANNING  
LAND DEVELOPMENT AND DESIGN  
LANDSCAPE ARCHITECTURE

PRINCIPALS:  
*Joseph H. Burgis PP, AICP*  
*Edward Snieckus, Jr. PP, LLA, ASLA*

**B U R G I S**  
A S S O C I A T E S , I N C .

# CURTIS PAPER MILL REDEVELOPMENT PLAN AMENDMENT 2

**Block 19 Lot 51, Block 13 Lots 5.01 and 8**

**Borough of Milford  
Hunterdon County, New Jersey**

**Prepared for the Borough of Milford  
BA# 4255.02**

The original document was appropriately signed and sealed on May 14, 2025 in accordance with the State Board of Professional Planners.

Allison Fahey, P.P., AICP  
Professional Planner #6406

## 1.0 INTRODUCTION

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Pursuant to the provisions of the Local Redevelopment and Housing Law (LRHL), the Borough Common Council authorized the Borough's Joint Land Use Board (Board) to undertake an investigation to determine if three lots, commonly known as the Curtis Paper site, and identified by municipal tax records as Block 19 Lot 51 and Block 13 Lots 5.01 and 8, would qualify as an area in need of redevelopment pursuant to the requirements of the LRHL. The Board conducted such an investigation and ultimately determined that the lots satisfied the statutory criteria and were necessary to effectively implement the redevelopment of the Curtis Paper Mill area. By Resolution No. RE2004-050 dated March 1, 2004, the Borough Common Council designated the area generally known as the Curtis Paper site as an "area in need of redevelopment". A Redevelopment Plan, prepared by T&M Associates, dated November 15, 2004, was the result of a consensus-based public visioning process in which the Borough citizens and interested individuals provided input to develop a new vision for the redevelopment of the former industrial site.

Subsequently, the Borough Common Council elected to amend the redevelopment plan in consideration of two factors affecting development in the area: the first being the need to address the Borough's affordable housing obligation and the second being the ongoing investigation, monitoring and cleanup of the site to address contaminated groundwater in the area left over from its previous use as a working paper mill. In 2019, the redevelopment plan was amended to effectuate the "area in need of redevelopment" designation in a way that also created a realistic opportunity for the development of affordable housing.

On April 21, 2025, the Borough Common Council authorized a second amendment, by virtue of Resolution RE2025-058, which formalizes the Common Council's findings that there is the potential for higher density residential on the site to further accommodate the Borough's affordable housing obligations, specifically the new prospective need obligation for the Fourth Round. This redevelopment plan amendment is designed to help the Borough satisfy this new obligation.

## 2.0 REDEVELOPMENT PLAN AMENDMENTS

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The redevelopment plan is hereby amended as follows: (note: deletions are identified by ~~strikeouts~~ and new language is presented in *bold italics*).

### 3.0 Redevelopment Plan Objectives

The goals and objectives of the redevelopment plan are as follows:

- Redevelop the site with a mix of new residential, ~~commercial,~~ and public uses that will benefit the entire Borough;
- ~~Improve business opportunities through the promotion of new and diverse economic activities;~~
- ~~Ensure that new development will not be a burden on the Borough's fiscal well-being, including its school district;~~
- ~~Provide shared parking opportunities of for the existing and proposed uses, including the adjoining medical office building;~~

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Figure 2 - Conceptual Redevelopment Plan

Figure 2 - Amended Conceptual Redevelopment Plan



7.0 Proposed Land Uses and Building Requirements

Based on the visioning exercise described in section 5.0, a redevelopment concept plan was prepared which forms the basis of the future development and redevelopment of the Curtis Paper Mill site. The overall intent of the plan is to permit the residential ~~and commercial~~ development of an architectural design and scale that is compatible with architectural styles and designs exhibited in the Borough.

A. Purpose

The primary purpose of the Redevelopment Plan is to provide for a comprehensive, integrated planned development consisting of the following elements:

- ~~c. Two medical and professional office buildings on the eastern portion of the site along Frenchtown Road (Route 619);~~

B. Permitted Principal Uses

The following types of uses shall be principal permitted uses within the Curtis Paper Mill Redevelopment Area:

- ~~4. Medical office~~
- ~~5. Professional office~~

D. Redevelopment Area – 1 Overlay Zone (RA-1) Area and Bulk Requirements

Requirement	Townhouse	Multi-family	Assisted Living	Office
Maximum No. of Units	<del>48</del> 64	<del>72</del> 144	<del>100</del> 110	-
Setback from Frenchtown Road (ft)	150	150	50	<del>50</del>
Front yard setback from a public street to building front or side façade* (ft)	<del>25</del> 15	25	25	<del>40</del>
Front yard setback from a public street to all other facades* (ft)	<del>50</del> 20	50	-	-
Minimum setback from private internal roadway (ft)	<del>20</del> 10	20	-	-
Minimum setback from building to building façade (ft)	60	60	60	<del>40</del>
Maximum Building Height (ft / sty)	38 / 3	42 / 3	35 / 2	<del>35</del> / 4
Accessory Building Setback from a public street	25	-	-	-
Accessory Building setback from private internal roadway (ft)	15	-	-	-

\* Other than to Frenchtown Road.

E. Residential Development

Residential development shall emulate characteristics of townhouse and multifamily style development within the immediate Milford area and shall also include assisted living for aging populations to remain in the area. The proposed design of the residential development should support a pedestrian-friendly environment and a gradual transition in housing type from the traditional detached single-family residential development pattern along Delaware Avenue on to a townhouse and multifamily form development pattern. The area shall be further supplemented by an assisted living facility at the southern most end of the redevelopment area.

Sidewalks and paths shall be provided throughout the entire redevelopment area to encourage pedestrian connections through the neighborhood and to various trails and pedestrian linkages surrounding the site. The visual character of the site stems from the relationship of roadway width, setbacks, side yards and the decorative layering of planting of front yards with plantings. The continuity of the residential corridors is dependent on adequate minimum front yard and side yard setbacks. Townhouse garages **and off street parking shall be accessible by way of rear alleyways** ~~are prohibited from directly accessing adjacent public streets in order~~ to minimize curb cuts and maintain a safe and pleasing streetscape.

1. Density Limitation. As noted above, the redevelopment plan contemplates a total of ~~48~~ **64** townhouse dwellings, ~~72~~ **144** multifamily dwellings and ~~100~~ **110** unit assisted living facility. The ~~120~~ **208** townhouse and multifamily units represents a gross density of ~~1.64~~ **2.8** units per acre based on a gross tract size of 73.33 acres, and it equates to ~~5.71~~ **9.9** units per acre based on a net developable area of 21 acres. The ~~100~~ **110** unit assisted living facility is not calculated within these density limitations.
2. Mandatory Affordable Housing Set Aside Requirements. The mandatory affordable housing set aside for **both** rental **and for-sale** developments shall be ~~fifteen~~ **twenty** percent (~~15%~~ **20%**) ~~and the mandatory affordable housing set aside for for-sale developments shall be twenty percent (20%).~~ The mandatory set-aside for assisted living units shall be ten percent (10%). The affordable units in the multifamily and townhome developments ~~are~~ **shall be** family units.
3. Affordability Requirements. In accordance with the court order of approval on January 15, 2019 following the Borough's Fairness Hearing **for the Third Round**, the Borough ~~shall be~~ **was** entitled to 43 affordable housing unit credits from the Curtis Paper Mill Redevelopment Plan **Amendment of 2019. In Accordance** with the Fourth Round Affordable Housing declaratory judgment action pursuant to AOC Directive #14-24, the Borough is committed to an additional 23 affordable housing units. The Curtis Paper Mill Redevelopment Plan Amendment 2 **generates an additional 28 units of affordable housing which is a surplus of 5 units above the obligation of 23 units.** The following shall be addressed as part of the planning for **all** affordable units.
  - a. All affordable units to be produced pursuant to this section shall comply with the Borough's Affordable Housing Ordinance, the amended Uniform Housing Affordability Controls (UHAC") (N.J.A.C.5:80-26.1 et seq.) or any successor regulation, and the Borough's Housing Element and Fair Share Plan, as may be amended from time to time. ~~This includes, but is not limited to, the following requirements for all affordable units.~~
  - b. ~~Low/Moderate Income Split: A maximum of 50% of the affordable units shall be moderate income units and a minimum of 50% of the affordable units in each bedroom distribution shall be low income units.~~

~~At least 13% of all restricted units in each bedroom distribution shall be very low-income units, which shall be counted as part of the required number of low-income units within the development.~~

- ~~c. Deed Restriction Period: All affordable units shall be deed restricted for a period of 30 years from the date of the initial occupancy of each affordable unit (the "Deed Restriction Period"). The deed restrictions shall expire only if and when it is properly released by the Borough and/or the Borough's Administrative Agent at the sole discretion of the Borough consistent with the requirements of UHAC.~~
- ~~d. Administrative Agent: All affordable units shall be administered by a qualified Administrative Agent paid for by the developer.~~
- ~~e. Other Affordable Housing Unit Requirements: Developers shall also comply with all the other requirements of the Borough's Affordable Housing Ordinance, including, but not limited to, (1) affirmative marketing requirements, (2) candidate qualification and screening requirements, (3) integrating the affordable units amongst the market rate units, and (4) unit phasing requirements. Developers shall ensure that the affordable units are dispersed between all of the buildings on its site and shall identify the exact location of each affordable unit at the time of site plan application.~~

#### F. Professional Office Development

~~Two professional medical office buildings are proposed along the site's frontage with Frenchtown Road, between the existing medical office building and the proposed assisted living residential development area of the site. The buildings will provide opportunities for a variety of professional offices, including medical offices.~~

~~The intent is to have the buildings designed in an attractive and coordinated architectural design consistent with the architectural standards and guidelines presented in this plan and compatible with the architectural design elements exhibited in the downtown village area of the Borough. Buildings are to be oriented toward Frenchtown Road with appropriate front yard setbacks. Streetscape improvements, including decorative pavers, street trees, and lighting are to be consistent along the entire frontage of Frenchtown Road, and are to link with the adjoining existing medical office building public and residential sub-areas of the plan.~~

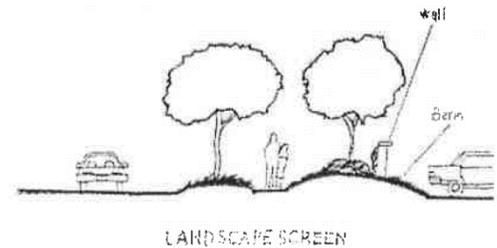
~~The Professional Office Development is to be limited to one story. Parking is to be located in the side yards of the buildings. Shared parking arrangements will be explored with both the proposed medical buildings and the existing medical offices to the north of the site. However, any shared parking arrangements must provide adequate parking for all uses. The redeveloper will be required to submit an analysis confirming the adequacy of any proposed shared parking arrangement. The office development will be subject to the standard 2.5% non-residential fee.~~

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#### H. Parking / Loading

Off street parking shall be provided for each individual use in the development in accordance with the requirements of this section.

- Professional / Medical Office: 1 space for each 200 sq. ft. of gross floor area (GFA)
  - Residential: In accordance with Residential Site Improvement Standards (RSIS)
1. Parking for all townhouse structures shall be prohibited in front yard setback areas from public streets **and should be situated in the rear of each unit accessible by alley ways so as to give full prominence to the front façade of each unit rather than to vehicle storage.**
  2. Driveways shall be set back at least 15 feet from all residential buildings and five feet from non-residential structures to provide room for a landscaped area.
  3. Parking lot layout, landscaping, buffering and screening shall be provided to minimize direct views of parked vehicles from the street right-of-way and sidewalks, avoid spill-over light, glare, noise, or exhaust fumes onto adjacent properties. Parking lots exposed to view shall be surrounded by a minimum of three (3) foot landscaped berm (see accompanying diagram). The height of the berm shall gradually decrease in size where driveways, walkways and sidewalks approach to provide adequate sight triangles.
  4. The interior of all parking lots shall be landscaped to provide shade and visual relief. At a minimum, at least one deciduous tree shall be planted for every five (5) parking spaces inside a six (6) foot wide planter or landscape island is required. Landscaping should be utilized to soften edges of parking lots and to provide a sense of lot borders or boundaries.
  5. Parking lot layout should take into consideration pedestrian movement and pedestrian crossing should be installed where deemed necessary by the Planning Board.
  6. The required number of parking spaces may be reduced by demonstrating the possibility of shared parking, subject to the review / approval of the Board, **and considering the availability of on-street parking.**



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I. Landscaping

1. Landscaping is to be provided as part of all redevelopment and is to be integrated into building arrangements, topography, parking, buffering and other site features. Landscaping may include trees, shrubs, ground cover, berms, flowers, sculpture, art and similar materials, and shall be designed to provide aesthetic, buffering, environmental, ornamental, and other related functions. All landscaping plans shall be prepared by a New Jersey licensed Landscape Architect.
  2. ~~Landscaping for non-residential uses should define entrances to buildings and parking lots, define edges of various land uses, provide transition between neighboring properties (buffering), and provide screening for loading and equipment areas.~~
- ...

AJF