## **Township of Bedminster** Highlands Preservation Area Master Plan Element

Prepared by the State of New Jersey Highlands Water Protection and Planning Council in Support of the Highlands Regional Master Plan

Adopted October 1, 2015

### PRESERVATION AREA ELEMENT

# MASTER PLAN SUPPLEMENT TOWNSHIP OF BEDMINSTER SOMERSET COUNTY, NEW JERSEY

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This document is based on a model Highlands Element prepared and provided to all Highlands municipalities by the New Jersey Highlands Water Protection and Planning Council. Modifications required to tailor it for application to the Township of Bedminster were provided by the individual indicated below.

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The original of this document has been signed and sealed pursuant to N.J.A.C. 13:41-1.3

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### **EXECUTIVE SUMMARY**

Bedminster's Rural Residential Zone, which blankets most of Bedminster Township including nearly all of the Highlands Preservation Area, strives to protect the countryside by requiring a light touch on the landscape. Bedminster's adopted Master Plan includes:

Land Use Plan
Conservation Plan
Recreation and Open Space Plan
Circulation Plan
Community Facilities Plan
Water and Sewer Utility Services Plan
Historic Preservation Plan
Housing Plan
Recycling Plan
Farmland Preservation Plan
Background Studies

This resource conservation-based Master Plan was the underpinning for the R-10 zoning, upheld by New Jersey's Appellate Court over a decade ago as providing a comprehensive policy framework for resource conservation, with goals embraced at the local, County and State level.

Bedminster's long-held local objectives are also underpinnings of the Highlands Regional Master Plan (RMP). Nonetheless, conformance to the Highlands RMP requires municipalities to adopt goals and policies consistent with the RMP. The goal of Highlands conformance is for municipalities to enact policies and regulations in the near term that implement the RMP provisions, and not to attempt to reconcile issues like duplication, which will be addressed at the later stage of plan conformance. As a result, some text in this Highlands Preservation Area Master Plan Element may appear duplicative of the adopted Master Plan.

This Preservation Area Master Plan Element, which incorporates the policies of the Regional Plan into the Bedminster Master Plan, is a component of mandatory conformance with the Highlands RMP required for Bedminster's Preservation Area. Based on a model element developed by the Highlands Council, this Highlands Master Plan Element is a supplement to the adopted Master Plan and is governing whenever the RMP is more restrictive.

This *Preservation Area Master Plan Amendment applies only to the Highlands Preservation Area* and functions as an "overlay" (see Highlands Preservation Overlay Zone map) to assure that the Regional Plan policies for the Highlands Preservation Area are implemented at the local level. The underlying land use districts remain unchanged. Since the Preservation Area portion of Bedminster (north of Pottersville Road) represents only 6% of the township's land area, conformance with the Highlands RMP will have little practical effect on most Bedminster landowners.

Included in the Highlands Preservation Area Plan element are descriptions of policy objectives and recommended tools, as well as revisions to the following plan elements:

Land Use Plan
Housing Plan
Conservation Plan
Circulation Plan
Utilities Plan
Land Preservation And Land Stewardship Plan,
Sustainable Economic Development Plan,
Community Facilities Plan,
Historic Preservation Plan

As noted previously, RMP plan conformance for the Preservation Area affects a small minority of Bedminster landowners. However, for those affected, the RMP can be significantly more restrictive than the policies of the adopted Master Plan, which establishes the R-10 rural residential district throughout most of the Preservation Area.

Bedminster's Land Management Ordinance provisions, when combined, have the effect of requiring lots substantially larger than the 10-acre minimum for the zone, generally averaging closer to 20 acres per unit. For those able to subdivide, the minimum requirements in the Preservation Area in accordance with the N.J.A.C. 7:38 NJDEP Highlands Preservation Area Rules, and as referenced in the RMP, would be at least 25 acres for open field areas and 88 acres for wooded acreage.

It is important to note that the exemption provisions in the Highlands Act assure that existing churches and schools will be unaffected by the provisions of the RMP. Additionally, numerous homeowner exemptions are provided that allow adaptations of existing dwellings and the construction of new dwellings. As a result, the overall impact of conformance for the Preservation Area will be minimal for most landowners.

### INTRODUCTION

The Township of Bedminster is located in the New Jersey Highlands Region. It is one of 88 municipalities protected by and subject to the provisions of the Highlands Water Protection and Planning Act ("Highlands Act," N.J.S.A. 13:20-1 et seq.). The Highlands Act was enacted by the State Legislature on August 10, 2004 for the purpose of protecting, enhancing, and restoring Highlands natural resources, in particular water resources, which provide drinking water to over 5 million New Jersey residents. The Highlands Act created the Highlands Water Protection and Planning Council (the "Highlands Council") and charged it with crafting a comprehensive master plan for the Highlands Region.

The Highlands Regional Master Plan (RMP) was adopted by the Highlands Council on July 17, 2008, and became effective on September 8, 2008. The Township places value in the regional planning process that was undertaken to fully develop the RMP and acknowledges its role in furthering the vision that it represents.

The Highlands Region encompasses some 1,343 square miles in the northwest part of New Jersey. The Highlands Act designates about half of the seven-county Region as Preservation Area (415,000 acres) and the other half as Planning Area (444,000 acres). The Act requires that jurisdictions having lands in the Preservation Area conform to the Highlands RMP with respect to that area, while for lands located in the Planning Area, conformance is voluntary.

The Township of Bedminster is located partially in each, the Preservation and Planning Area. The municipality affirmatively seeks to align its land use planning program with the provisions of the RMP with respect to that portion of the municipality located within the Preservation Area only. For purposes of this document, these Preservation Area lands shall henceforth be referred to as the "Township Highlands Preservation Area." This supplement to the Bedminster Township Master Plan, designated the "Highlands Preservation Area Element," or "Preservation Area Element," represents a first step toward achieving full conformance with the Highlands RMP.

During the 1990's, Bedminster's Master Plan adopted a resource capacity-based approach to land use policy that substantially predated the Highland Act or RMP. Bedminster's 10-acre zoning, upheld by the Appellate Division as advancing the intent of the State Development and Redevelopment Plan (SDRP), has long limited the impacts of new development in rural Bedminster using environmental constraints and carrying capacity analysis in furtherance of enhanced objectives that are now articulated in the RMP. The adopted Bedminster Master Plan alone governs land use policy outside the Township Highlands Preservation Area.

With respect to Bedminster Township's Preservation Area, the Highlands Preservation Area Element sets forth the policies that shall guide future land use and development. The Highlands Preservation Area Element shall apply in conjunction with and as a supplement to the language of the adopted Bedminster Township Master Plan, however. In the event of

conflicts between the two, the Preservation Area Element shall supersede, unless the existing municipal Master Plan provisions are more restrictive.

In the case of Bedminster Township, development potential within the Highlands Preservation Area is extremely limited. The Area is not served by public water or sewer infrastructure and is subject to the New Jersey Department of Environmental Protection (NJDEP) Highlands Water Protection and Planning Act Rules (N.J.A.C. 7:38). The Highlands Council Build-Out Report, which provides an analysis of buildable lots in the municipality incorporating NIDEP Highlands Rule parameters, identifies the potential for just five (5) additional dwelling units in the Preservation Area outside of units that could potentially be constructed under Highlands Act exemptions. Given the limited development potential of this area, these policies will be effectuated primarily by adoption of a "Highlands Checklist Ordinance." This ordinance will require that applicants seeking development approvals for projects within the Preservation Area either provide confirmation of a Highlands Act exemption (pursuant to N.J.S.A. 13:20-28), as demonstrated by issuance of a Highlands Applicability Determination from the NJDEP; or obtain evidence of RMP compliance in the form of a Consistency Determination from the Highlands Council. It is anticipated that nearly all proposals for development in this area will qualify for Highlands Act exemptions. Development not covered by such exemptions will, as applicable, be subject to the provisions of the Regional Master Plan, or the NJDEP Highlands Rules (N.J.A.C. 7:38-1 et seq.), or both.

The Highlands Checklist Ordinance and any other regulatory requirement deemed necessary to effectuate Highlands land use policies, shall apply only to non-exempt land use activities in the Preservation Area. "Non-exempt" land use and development refers to uses, activities, and development projects not expressly listed as exemptions in the Highlands Act (N.J.S.A. 13:20-28). Land use activities, improvements, and development projects that are exempt from the Highlands Act shall remain subject to all other applicable provisions of the underlying municipal Master Plan, Zoning and Land Use Ordinances, and Development Regulations.

The Preservation Area Element amends a limited set of the components of the municipal Master Plan, as provided in the sections that follow.

### **POLICIES, GOALS & OBJECTIVES**

In Bedminster Township, the Preservation Area encompasses the 6% area of the municipality north of Pottersville Road, which consists of approximately 1,009 acres of land (see Exhibit A, Bedminster Township Highlands Preservation Area).

The Township Highlands Environmental Resource Inventory (ERI) prepared by the Highlands Council with certain modifications added by Bedminster, and dated July 18, 2012, provides detailed information concerning the physical features, natural resources and specific characteristics of the municipal Preservation Area. The ERI includes all of the information available through the Highlands Regional Master Plan and supporting technical documents, which document the wide array of natural and cultural resources that characterize the New Jersey Highlands Region.

The municipality recognizes the unique value of the Township Preservation Area and seeks to protect and enhance it, in keeping with the Highlands Act and the Highlands RMP. Accordingly, the overarching land use policy with respect to the Bedminster Township's Preservation Area is to place priority emphasis on the protection, enhancement and restoration of Highlands natural and cultural resources while ensuring that land use and development activities therein occur only in a manner and location that is consistent with the Highlands RMP.

In keeping with this policy, the following goals of the Highlands Act and Highlands RMP are reiterated by the municipality and shall guide the land use and development of the Township Preservation Area:

### A. PRESERVATION AREA GOALS

- 1. To protect, restore, and enhance the quality and quantity of surface and ground waters;
- To preserve extensive and, to the maximum extent possible, contiguous areas of land in its natural state, thereby ensuring retention of the unique and significant natural, scenic, and other resources representative of the Township Preservation Area;
- 3. To protect the natural, scenic, and other resources of the Township Preservation Area, including but not limited to contiguous forests, wetlands, vegetated stream corridors, steep slopes, and critical habitat for fauna and flora;
- 4. To preserve farmland, historic sites, and other historic resources;
- 5. To preserve outdoor recreation opportunities on publicly and privately owned land:
- 6. To promote conservation of water resources;

- 7. To promote Brownfield remediation and redevelopment, where applicable;
- 8. To promote compatible agricultural, horticultural, equestrian, recreational, and cultural uses and opportunities within the framework of protecting the environment of the Bedminster Township Preservation Area; and
- 9. To prohibit or limit to the maximum extent possible construction or development which is incompatible with preservation of this unique area.

### B. GENERAL PURPOSES OF ZONING

The afore-listed goals for the use and development of lands located within the Bedminster Township Preservation Area are consistent with and intended to apply equally and in conjunction with the purposes of zoning as expressed by the New Jersey Municipal Land Use Law (MLUL) (N.J.S.A. 40:55D-1 et seq.). Nothing in the body of the Preservation Element shall be construed to imply that the provisions of the MLUL are not also applicable to the Township in exercising its authority to engage in land use planning and regulation pertinent to the Preservation Area.

The intents and purposes of the MLUL (N.J.S.A. 40:55D-2) are expressly incorporated herein for application to Township land use planning and management of the Preservation Area, as follows:

- a. To guide the appropriate use or development of all lands under Township jurisdiction, in a manner which will promote the public health, safety, morals, and general welfare;
- b. To secure safety from fire, flood, panic and other natural and man-made disasters;
- c. To provide adequate light, air and open space;
- d. To ensure that the development of Bedminster Township does not conflict with the development and general welfare of neighboring municipalities, the county, or the state as a whole;
- e. To promote the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions and preservation of the environment;
- f. To encourage the appropriate and efficient expenditure of public funds by the coordination of public development with land use policies;
- g. To provide sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all citizens;

- h. To encourage the location and design of transportation routes which will promote the free flow of traffic while discouraging location of such facilities and routes which result in congestion or blight;
- i. To promote a desirable visual environment through creative development techniques and good civic design and arrangement;
- j. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the Township and to prevent urban sprawl and degradation of the environment through improper use of land;
- k. To encourage planned unit developments, where appropriate, which incorporate the best features of design and relate the type, design and layout of residential, commercial, industrial and/or recreational development to the particular site;
- l. To ensure sufficient availability of senior citizen community housing;
- m. To encourage coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and to the more efficient use of land;
- n. To promote utilization of renewable energy resources; and
- o. To promote the maximum practicable recovery and recycling of recyclable materials from municipal solid waste through the use of planning practices designed to incorporate the State Recycling Plan goals and to complement municipal recycling programs.

### C. RELATIONSHIP BETWEEN HIGHLANDS ACT & MLUL

The Municipal Land Use Law gives authority to New Jersey municipalities to govern land use and development within their borders. The Highlands Act augments that authority to allow municipalities the power to enforce the goals, policies, objectives, and programs of the Highlands Regional Master Plan. The Highlands Act and the RMP together provide the regional perspective from which local decisions and actions will emanate.

As a result of the passage of the Highlands Act, the future of land use planning has significantly changed for both municipalities and counties in the Highlands Region. Accordingly, the criteria for approval of development applications under the ordinances that ultimately effectuate this Preservation Element (specifically including the aforementioned Highlands Checklist Ordinance) will incorporate aspects of both the Municipal Land Use Law and the Highlands Act.

### **HOUSING PLAN**

The overriding policy of the Housing Plan is to ensure provision of a variety of housing opportunities sufficient to address the needs of the community, including the need for affordable housing, while at the same time respecting the density limits of the Highlands Element Land Use Plan, the resource constraints applicable to the Highlands Area, and the numerous other policies, goals and objectives set forth by the Township Master Plan. The Housing Plan furthers MLUL purposes of zoning (at N.J.S.A. 40:55D-2, specifically 2a., 2e., 2g., 2l.) and fulfills the requirements of the New Jersey Fair Housing Act (N.J.S.A. 52:27D-301 et seq.) which in keeping with New Jersey Supreme Court doctrine, as expressed in the "Mount Laurel" decisions, recognizes that every municipality in a "growth area" has a constitutional obligation to provide, through its land use regulations, a realistic opportunity for provision of a fair share of its region's present and prospective needs for housing for low- and moderate-income families.

### A. GOALS AND OBJECTIVES

In furtherance of Township efforts to ensure sound planning, this Plan incorporates the following goals and objectives with respect to future housing in the Highlands Area:

- 1. To the extent feasible, the zone plan will guide anticipated new residential development into compact, center-based projects (optional addition: incorporating a mix of housing types and/or mixed residential/commercial uses).
- 2. To provide a realistic opportunity for the provision of the municipal share of the region's present and prospective needs for housing for low- and moderate-income families.
- 3. To the maximum extent feasible, affordable housing units shall be incorporated into any new residential construction that occurs within the Highlands Area including any mixed use, redevelopment, and/or adaptive reuse projects.
- 4. To preserve and monitor existing stocks of affordable housing.
- 5. To reduce long term housing costs through:
  - a. The implementation of green building and energy efficient technology in the rehabilitation, redevelopment and development of housing. Recent innovations in building practices and development regulations reflect significant energy efficiency measures, and therefore cost reductions, through building materials, energy efficient appliances, water conservation measures, innovative and alternative technologies that support conservation practices, and common sense practices such as recycling and re-use.

- b. The promotion of the use of sustainable site design, efficient water management, energy efficient technologies, green building materials and equipment, and retrofitting for efficiencies.
- c. Maximizing the efficient use of existing infrastructure, through such means as redevelopment, infill and adaptive reuse.
- 6. To use a smart growth approach to achieving housing needs:
  - a. Use land more efficiently to engender economically vibrant communities, complete with jobs, houses, shopping, recreation, entertainment and multiple modes of transportation.
  - b. Support a diverse mix of housing that offers a wide range of choice in terms of value, type and location. In addition, seek quality housing design that provides adequate light, air, and open space.
  - c. Target housing to areas with existing higher densities and without environmental constraints, within walking distance of schools, employment, services, transit and community facilities with sufficient capacity to support them.

### **B. PLAN BACKGROUND & SUMMARY**

Bedminster's Housing Element and Fair Share Plan (December 2008) was submitted to the Council on Affordable Housing by the 2008 deadline and is incorporated herein by reference. The Housing Plan received certification from COAH on December 9, 2009. Bedminster's original 1985 Court-ordered fair share obligation was 819 affordable units<sup>1</sup>. This created a mandate to build over 4,000 dwelling units, along with associated shopping and office space in tiny Pluckemin, where Henry Knox once trained the Pluckemin Artillery. In the process of satisfying this Court mandate, a sleepy village with a Revolutionary pedigree was radically transformed by the blanket of development that was arrayed over Schley Mountain.

Bedminster began to incur the fiscal burdens of this development during the 1980's, and as the Township proceeded in good faith to meet the 819-unit mandate, the Council on Affordable Housing was established and developed a statewide fair share methodology that found Bedminster's fair share obligation to be 177 affordable units, not 819. This total was less than 25% of the original obligation imposed by the Court, and would have required less than 1,000 total units to be built in Pluckemin. In 1994 Bedminster returned to Judge Eugene R. Serpentelli and secured a reduction in the fair share obligation from 819 affordable units to 698, a number that Bedminster subsequently has fully satisfied.

<sup>&</sup>lt;sup>1</sup> Allan-Deane Corp. v. Bedminster Tp., 205 N.J. Super. 87. (Law Div. 1985).

As seen below, new inclusionary construction at The Hills and Timberbrooke produced 644 units, while an additional 50 senior rental units were developed through a partnering effort between Bedminster and the developer.

| Total Units | Affordable    | Rental   | Affordable   | Affordable  |
|-------------|---------------|--|--|---|
| Constructed | Units to      | Bonus  | Units/   | Units Carried   |
|             | Prior Round   | Credits*   | Credits to   | Forward to  |
|             |               |  | Prior Round  | Third Round   |
|             |               |  |  |   |
| 102         | 38            | 38   | 76   | 64  |
|             |               |  |  |   |
| 518         | 16            |  | 16   | 502   |
|             |               |  |  |   |
| 50          | 38            |  | 38   | 12  |
| 24          | 24            |  | 2.4  |   |
| 24          | 24            |  | 24   |   |
| 694         | 116           | 38   | 154  | 578   |
|             | 102 518 50 24 | Constructed         Units to Prior Round           102         38           518         16           50         38           24         24 | Constructed         Units to Prior Round         Bonus Credits*           102         38         38           518         16         50           24         24         24 | Constructed         Units to Prior Round         Bonus Credits*         Units/ Credits to Prior Round           102         38         38         76           518         16         16         16           50         38         38         38           24         24         24         24 |

Bedminster also developed a rehabilitation program that produced 4 units of credit, meeting the 698-unit adjusted Court imposed obligation.

The latest COAH rules have further reduced Bedminster's "prior round" obligation to 154, which is satisfied by 116 affordable units and 38 rental credits. This allows Bedminster to carry nearly 600 "extra credits" into the third COAH cycle. It is noteworthy that Judge Serpentelli, in response to Attorney Henry Hill's objections to adjusting Bedminster's fair share number, predicted in 1994 that Bedminster had clearly met any obligation it would incur well into the 21st century. However, the Township's obligation may change as a result of the most recent New Jersey Supreme Court decision which, among other things, has invalidated the current growth share methodology and requires new regulations be created to determine affordable housing requirements.

### LAND PRESERVATION AND LAND STEWARDSHIP PLAN

Bedminster's adopted Open Space and Recreation Plan Element provides detailed information on existing and proposed open space preservation and recreational opportunities in the community and outlines a coherent vision to provide Bedminster's residents with adequate active recreation facilities and protect and enhance Bedminster's natural and rural environment.

A central element of Bedminster's stewardship approach is Bedminster's Greenway Plan, which, in addition to public open spaces, includes the following:

- a. Environmental
  - 1. Stream corridors;
  - 2. Steep slopes;
  - 3. Forested areas:
  - 4. Grassland areas;
  - 5. Ridgelines;
  - 6. Threatened and endangered species habitat.
- b. *Cultural* 
  - 1. Historic sites and districts;
  - 2. Traditional settlements and rural agricultural landscapes;
  - 3. Scenic corridors including unpaved roads;
  - 4. Former railroad rights-of-way;
  - 5. Pedestrian trails:
  - 6. Bikeways and hiking paths and trails.

Protection of natural resources is the primary objective of the Greenways of Bedminster. However, an extended greenway network also includes active recreation opportunities, such as are found at River Road Park, Miller Lane, and "The Pond".

The primary greenways include the North Branch of the Raritan River, the Lamington River (or Black River) and the Second Watchung Ridge. Within the Preservation Area greenway, elements include the primary greenway element of the Lamington River and two secondary greenway tributaries, Bamboo-Herzog Brook, which extends from Chester Township through the Pottersville National Register District, to join the Lamington and Axel Brook, which drains the area between Pottersville Road, Larger Cross Road and Long Lane.

The adopted Recreation and Open Space Plan identifies gateways that are essential elements of the Township's scenic character which are experienced by those entering Bedminster Township from neighboring municipalities. Several of these gateways, which are where the experience of Bedminster's countryside unfolds for the viewer, occur at the Township's borders that also form the boundary of the Preservation Area.

Scenic roadways are also identified as elements in the greenway system in Bedminster's Conservation Plan offering the scenic vistas and viewsheds that merit management to protect community character.

This Highlands Plan element supplements the existing Element, as applicable to the Preservation Area, to include the information and goals and objectives listed below.

A mapped inventory of Preserved Lands in the Township Preservation Area, current through March 2013, appears at Exhibit B, "Preserved Lands" (duplicated from the ERI). This Plan in addition incorporates Exhibit C, "Highlands Conservation Priority Areas," and Exhibit G, "Highlands Agricultural Priority Area." This Plan recognizes and incorporates the definitions, derivations and delineations used to develop these maps, as provided in the ERI.

Preserved Lands in the Bedminster Township Preservation Area include lands under ownership by the municipality, the county, the state, and non-profit land trusts. In addition, Preserved Lands includes dedicated easements (such as Conservation Easements) to the extent these are currently known and identified (i.e., by deed description) for mapping purposes. (The Planning Board recognizes and will address the need for a more complete inventory of all such easements in the post-Petition approval phase of Plan Conformance, with the assistance of the Highlands Council.) In total, the maps indicate 144 acres of Preserved Lands. Approximately 57% (82 acres) constitutes preserved farmland, and 43% (62 acres) is set aside for other preservation purposes.

Highlands Conservation Priority Area lands are those designated a high priority for preservation due to exceptional water and ecological resource value. The priority order derives from the Highlands Council Resource Assessment methodology, which identifies and ranks Highlands lands based on a combination of indicators, including but not limited to: watershed conditions, Highlands Open Waters, riparian areas, prime ground water recharge areas, forests, critical habitat and steep slopes.

The Highlands Agricultural Priority Area, lastly, consists of those lands determined by the Highlands Council, in coordination with the NJDA and the State Agriculture Development Committee (SADC), based on an agricultural resource assessment, to have the highest agricultural resource values.

The following goals and objectives will guide the future identification, prioritization, dedication, and stewardship of Preserved Lands in Bedminster Township's Preservation Area:

- 1. To recognize and consider Highlands Council prioritization criteria in addition to existing Township criteria, in making determinations regarding non-agricultural Land Preservation (whether by fee simple or easement dedication). Highlands priorities are ordered as follows:
  - a. Lands within Highlands Conservation Priority Areas; and

- b. Lands within Highlands Resource Areas generally, including but not limited to forested portions of Forest Resource Areas, Critical Habitat Areas, and Riparian Areas, particularly any portion of a Resource Area designated as "High Integrity" or "High Resource Value."
- 2. To recognize and consider Highlands Council prioritization criteria in addition to existing Township criteria, in making determinations regarding Agricultural Land Preservation whether by fee simple, easement dedication transfer of development rights, or other agricultural land conservation techniques. Highlands priorities are ordered as follows:
  - a. Farmland designated as Agricultural Priority Area (see Exhibit G); and
  - b. Farmland located within an Agricultural Resource Area (see Exhibit F).
- 3. To maintain a current Recreation and Open Space Inventory (ROSI) where required by the NJDEP Green Acres Program.
- 4. To seek ways to continue local land acquisition for preservation and stewardship programs or to expand existing open space and stewardship programs.
- 5. To identify lands subject to stewardship programs within this Land Preservation and Land Stewardship Plan and to provide that information to the Highlands Council.
- 6. To require that conservation or land stewardship easements imposed during the course of development applications be enforceable by the Highlands Council and at least one of the following entities, as qualified and amenable in accordance with the particular circumstances: Bedminster Township, the County Agriculture Development Board, the SADC, Green Acres, or a non-profit land trust organized pursuant to § 501 (c)(3) of the federal tax code and engaged in the protection of land for the purpose of providing long-term stewardship of land resources.
- 7. To establish a stewardship and monitoring program for preserved lands owned by or dedicated to the Township. This objective may be accomplished with the assistance of a non-profit land trust organized pursuant to § 501 (c)(3) of the federal tax code and engaged in the protection of land for the purpose of providing long-term stewardship of land resources.
- 8. To develop and implement a Forest Management Plan or Forest Stewardship Plan consistent with the standards of the NJ Forest Stewardship Program for application to municipally-owned forest lands.
- 9. To ensure periodic monitoring of easement restrictions protecting Critical Habitat Areas, associated species and ecological communities from any changes in land use or management practices that would impair these resources.

- 10. To implement Riparian Area restoration practices on Preserved Lands that give priority to ecological and watershed protection measures.
- 11. To identify and preserve opportunities for outdoor recreation, including a variety of active and passive recreation options, in such locations and in such manner as to ensure environmental resource protections, while addressing the needs of the local population for physical activity, social interaction, connection with nature and the natural environment, and enjoyment of the outdoors.

### AGRICULTURE RETENTION/FARMLAND PRESERVATION PLAN

The existing Master Plan has an Agriculture Retention/Farmland Preservation Plan Element providing detailed information on existing and proposed farmland preservation priorities in the community.

Bedminster Township's adopted Farmland Preservation Plan (FFP) is designed in recognition of the community's pattern of development, which features the more intensive forms of development within the easterly highway corridor area. The Plan prioritizes retention of lands outside of these areas in order to retain the substantial countryside character, which pervades most of the Township. Citing the importance of agricultural and equestrian activity and use of land in shaping community character, the FPP notes that the Township has a solid agricultural land base, including many large parcels in common ownership. Bedminster's heartland is dominated by a variety of agricultural uses and the proprietors of these lands in many cases have tended these farms for generations. In the Preservation Area, Bedminster's farmland preservation efforts have permanently preserved the Piancone property, noted in the list below.

The purpose of the Farmland Preservation Plan is "to provide a blueprint for maintaining Bedminster's agricultural character, and preserving and promoting the vitality of the agricultural industry in the Township" by protecting the agricultural heartland through a combination of strategies, including the acquisition of development rights through purchase or other means, including donations by landowners. Bedminster's farmland preservation program has been quite successful to date, accounting for 1,909 acres through 2008, as seen in the table below:

### **Preserved Farmland**

| Property             | Program   | Acres |
|----------------------|---|-------|
| Marano I & II        | Bedminster PIG                                  | 85.5  |
| Marano III           | Donation to County through Bedminster PIG       | 31.7  |
| Harms                | Bedminster PIG                                  | 29.6  |
| Hayfields I &II      | Bedminster PIG                                  | 71.4  |
| EG Anderson I & II   | County Easement Purchase                        | 377   |
| Staats*              | County Easement Purchase                        | 37    |
| Doyle                | County Easement Purchase                        | 96.6  |
| Marki                | County Easement Purchase                        | 29.9  |
| Piancone I, II & III | State Direct (County and Municipal Cost shares) | 147   |
| Buffalo Country      | State Direct Easement                           | 357   |

| Property                | Program   | Acres   |
|-------------------------|---|---------|
| Sneardowski Farm        | County Purchase – farm leased                       | 116     |
| Stanley                 | Private Agricultural Easement donation to Nonprofit | 50      |
| Todd Easement           | Private Agricultural Easement donation to Nonprofit | 60      |
| Eweson                  | Private Agricultural Easement donation to Nonprofit | 80      |
| Filley                  | Private Agricultural Easement donation to Nonprofit | 87      |
| Merck                   | Private Agricultural Easement donation to Nonprofit | 97      |
| Stanley                 | Private Agricultural Easement donation to Nonprofit | 50      |
| Starr                   | Private Agricultural Easement donation to Nonprofit | 32      |
| Mantz                   | Agricultural and conservation easement purchase     | 14.2    |
| Brady Easement donation | Private Agricultural Easement donation to Nonprofit | 52      |
|                         | TOTAL   | 1,900.9 |

The focus of Bedminster's adopted Farmland Preservation Plan is to develop a cohesive strategy that preserves the most productive agricultural lands for continued agricultural use, encourages the expansion of agricultural pursuits and a diversification of agricultural activities, and maintains the scenic character of the Township, particularly at the gateways where residents and visitors enter the Bedminster countryside.

This Plan supplements the existing Element, as applicable to the Preservation Area, to include the information and goals and objectives listed below.

A mapped inventory of Preserved Farmland in the Township Preservation Area, current through March 2013, appears at Exhibit D, "Preserved Farms, SADC Easements, All Agricultural Uses." In addition, this Plan incorporates Exhibit E, "Important Farmland Soils," Exhibit F, "Agricultural Resource Area," and Exhibit G, "Highlands Agricultural Priority Area." This Plan recognizes and incorporates the definitions, derivations, and delineations used to develop these maps, as provided in the ERI and in all background technical data which derive from: the NJDA, the SADC, the NJDEP, and the Natural Resources Conservation Service (NRCS), the Highlands RMP and Highlands Council *Sustainable Agriculture Technical Report*.

Preserved Farmland includes farms that are preserved through the SADC Farmland Preservation Program, farms that have final approval from the SADC, and farms under the SADC eight-year easement program. All Agricultural Uses includes lands currently serving farming and/or other agricultural purposes, whether permanently deed restricted or not. The map of Important Farmland Soils provides a delineation of the four farmland soil classifications as prepared by the U.S. Department of Agriculture (USDA), NRCS, Soil Survey Geographic Database for farmland soil quality, including:

- a) Prime Farmland Soils Soils having the best combination of physical and chemical characteristics for producing food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce high yields of crops when treated and managed according to acceptable farming methods. Prime farmland soils are not excessively erodible or saturated with water for a long period of time, and they either do not flood frequently or are protected from flooding.
- b) Soils of Statewide Importance Soils that produce high yields of crops when treated and managed according to acceptable farming methods. This soil may support yields as high as Prime farmland if conditions are favorable.
- c) Unique Farmland Soils Soils used for special crops (such as cranberries in the New Jersey Pinelands). Unique soils are determined on a statewide basis by the State Soil Conservation Committee.
- d) Locally Important Farmland Soils Soils designated and ranked by the County Agriculture Development Board. Locally Important soils include those soils that are not Prime or of Statewide Importance and are used for the production of high value food, fiber, or horticultural crops.

The Agricultural Resource Area consists of those areas of most concentrated and contiguous agricultural uses in the Preservation Area, using Important Farmland Soils as a critical factor in the delineation. Highlands Agricultural Priority Areas, lastly, are those determined by the Highlands Council, in coordination with the NJDA and SADC, based on an agricultural resource assessment, to have the highest agricultural resource values.

The overriding policy of this Plan is to ensure the long-term sustainability of agricultural resources and the viability of agriculture as a business in the Preservation Area. Achieving this aim requires maintenance of a healthy agricultural environment with a sufficient agricultural land base. Accordingly, the below-listed goals and objectives will guide the future land use and management of Bedminster Township's Agricultural Resource Area.

- 1. To promote farmland preservation and limit non-agricultural uses within the Agricultural Resource Areas.
- 2. To recognize and consider Highlands Council prioritization criteria in addition to existing Township criteria, in making determinations regarding Agricultural Land Preservation (whether by fee simple, easement dedication, transfer of development rights, or other agricultural land conservation techniques). Highlands priorities are ordered as follows:
  - a. Farmland designated as Agricultural Priority Area, as defined in the Land Preservation and Land Stewardship Plan Element and delineated in Exhibit G; and
  - b. Farmland located within an Agricultural Resource Area, as defined above and delineated in Exhibit F.

- 3. To limit non-agricultural uses within the Agricultural Resource Area to the extent feasible, to those designed to support the preservation of farmland, avoid conflicts with agriculture, maintain and enhance the sustainability and continued viability of the agricultural industry, protect Important Farmland Soils, and meet the resource management and protection requirements of the Conservation Plan Element.
- 4. To require that, where preservation of agricultural lands within the Agricultural Resource Area is not feasible, any residential development be permitted only under conservation design parameters, such as lot-averaging development.
  - a. To require that lot-averaging or conservation design development within the Agricultural Resource Area support the preservation of farmland, avoid conflicts with agriculture, maintain and enhance the sustainability and continued viability of the agricultural industry, protect Important Farmland Soils, and meet resource management and protection requirements of the Conservation Plan Element.
  - b. To require that all lot-averaging or conservation design development within the Agricultural Resource Area be buffered appropriately to avoid conflicts between non-agricultural development and agricultural activities, and to protect existing agricultural uses and sensitive environmental resources.
  - c. To require that all land preserved in perpetuity for agricultural purposes as a result of lot-averaging be subject to a conservation easement enforceable by the Highlands Council and at least one of the following: the municipality, the County Agriculture Development Board or the SADC.
  - d. To permit retention of the original farmstead or construction of new farmsteads associated with preserved agricultural lands in lot-averaging developments, wherever feasible.
  - e. To require implementation of best management practices, including development and implementation of a Farm Conservation Plan that addresses the protection of water and soil resources prepared by the USDA NRCS, Technical Service Provider (TSP), appropriate agent or NJDA staff, and approved by the local Soil Conservation District (SCD).
- 5. To permit family and farm labor housing in the Agricultural Resource Area as appropriate, to support the viability of permitted agricultural operations, subject to compliance with the resource management and protection requirements of the remainder of the Highlands Element.
- 6. To promote the Right to Farm Act and to incorporate land use regulations that are consistent with and further its intents and purposes.

- 7. To protect and enhance surface and ground water quality and natural resources within the ARA by promoting the use of Best Management Practices including the use of USDA NRCS and Farm Service Agency cost-share programs.
- 8. To promote the long-term viability of the local agricultural industry by promoting and utilizing existing county, state, and federal agriculture related programs and developing land use regulations and programs where appropriate, in support of direct marketing, organic farming, niche markets, agri-tourism initiatives such as farmers' markets and roadside stands (located on or off the site of an active farm), ancillary business opportunities, community supported agriculture, and other such projects, programs, or activities.

### SUSTAINABLE ECONOMIC DEVELOPMENT PLAN

A sustainable economy is important to the well-being of Bedminster Township and the wider economic region of which it is a part. It is the intent of the Planning Board to examine this issue and to prepare an economic development plan for future adoption, which will set forth strategies for strengthening the local economy and/or the municipal contribution toward the wider economy to which it belongs.

The goals and objectives of the Sustainable Economic Development Plan in addition include, but are not limited to:

- 1. To develop appropriate strategies to improve the local tax base and create jobs and economic opportunities, while remaining consistent with the other policies and objectives of the Highlands Element.
- 2. To ensure opportunities for home office, entrepreneurial and other small business activities, as appropriate.
- 3. To identify appropriate opportunities for development and/or redevelopment, including possible brownfield redevelopment that may further the goal of economic sustainability.
- 4. To encourage development of small business incubator programs, particularly those focused on advancing specific goals and objectives of the Highlands Element, such as initiatives in compact design, native species landscaping, Low Impact Development, energy efficiency and resource conservation.
- 5. To coordinate with the Highlands Council and other applicable state and/or county agencies to develop or participate in eco-, agri-, and/or heritage tourism programs, as appropriate.

### **HISTORIC PRESERVATION PLAN**

Bedminster's adopted Historic Preservation Plan Element (HPE) sets forth the applicable goals and objectives for historic preservation in the Township, the criteria for historic designation, and the specific properties of historic interest in the community. Bedminster Township contains an impressive display of historic resources, which provides modern day evidence of a past way of life in north central New Jersey. Bedminster's Historic Preservation Plan Element identifies the historic sites within Bedminster Township and indicates their significance to the history, architecture, archeology, and culture of New Jersey.

The Township of Bedminster, located in the Somerset Hills of New Jersey, was chartered in 1749 by King George II and settled by Dutch, German, and Scotch-Irish immigrants. The lands of the Township are the greater part of the Peapack Patent, the original grant from the Lord Proprietors of East New Jersey to George Willocks and John Johnstone, two 18th century land speculators. The HPE follows Bedminster's storied past through the Revolutionary War encampment at Pluckemin, where Henry Knox trained the Pluckemin Artillery to fight the British, and into the 19th century when the railroad brought influential businessmen to the area and the 20th century, when automobile travel and interstate highways changed the landscape of central Jersey forever, although less so in Bedminster than almost anywhere that the interstate network has touched.

Recognizing that preserving Bedminster's rich historical heritage would involve managing changes to historic sites and districts, the Bedminster Land Management Ordinance was amended to provide the Planning Board and Historic Preservation Commission with opportunities to review the plans of landowners seeking certificates of appropriateness for changes to historic buildings. The villages that emerged at the major crossroads continue to be historically and culturally significant places. Pottersville, one of the four (4) historic districts designated in the Historic Preservation Plan Element and zoned as historic districts, is located in the Preservation Area.

This Plan supplements the existing Element, as applicable to the Highlands Preservation Area, to include the additional information and goals and objectives listed below.

### A. HISTORIC, CULTURAL, AND ARCHAEOLOGICAL RESOURCES

The Township survey of historic sites appears as a map within the ERI, which is duplicated herein at Exhibit H, "Historic, Cultural, and Archaeological Resource Inventory." The specific list of affected properties is provided below. The list comes directly from the Highlands Region Historic, Cultural, and Archaeological Resources Inventory (as of January 2013), which includes: 1) all properties listed on the State or National Register of Historic Places; 2) all properties which have been deemed eligible for listing on the State or National

Register; and 3) all properties for which a formal State Historic Preservation Office (SHPO) opinion has been issued.

This Plan recognizes that the historic, cultural and archaeological resources of the Preservation Area form an essential component of its character and aesthetic quality. They preserve a part of the history of the Township Preservation Area and provide a link to its past. They remind us of significant people, places and events in our history and they provide vital information about what life was like in this community in earlier times.

Accordingly, the below-listed goals and objectives shall apply to the Historic, Cultural, and Archaeological resources in the Highlands Area.

- 1. To examine the character and qualities of the community's Historic, Cultural, and Archaeological resources to gain further understanding of the extent of their contributions to the aesthetics, character, economic vitality, and sense of place of the community.
- 2. To consider the educational value of the community's Historic, Cultural, and Archaeological resources and encourage opportunities to celebrate and share information about the community's heritage.
- 3. To consider the character and qualities of the community's Historic, Cultural, and Archaeological resources in any development application that may affect them, whether directly or indirectly.
- 4. To examine the potential for development and adoption of regulatory provisions that are protective of the Historic, Cultural, and Archaeological resources of the community.
- 5. To consider the character and qualities of the community's Historic, Cultural, and Archaeological resources in development of the Land Use Plan, Community Facilities Plan, Circulation Plan, and all other aspects of the Highlands Element.

The following Preservation Area sites, districts and properties are listed in the Highlands Historic and Cultural Resources Inventory:

- a) Hamilton Farm Stable (ID #5101), Lamington Road.
- b) Pottersville Village Historic District (ID#1633), County Route 512, Hill Street, and McCann Mill Road, Black River and Hacklebarney roads.
- c) A. Herzog Farmstead (ID#2459), 190 Pottersville Road.

### **B. SCENIC RESOURCES**

Section 1205 of Bedminster's Master Plan "SCENIC CORRIDORS AND RESOURCES" notes that "The identity of a place, for both residents and passersby, is inextricably

linked to the views experienced from roadways and rivers. Since the typical mode of travel is by motor vehicle, roadside views shape our perception of a place to the greatest extent."

Scenic qualities also affect the perception of an area's "quality of life" and Bedminster's landforms and landscape make Bedminster a particularly attractive place, The issue of scenic resource protection, highlighted in the SDRP and in Somerset County's Scenic Corridor and Roadway Study, suggests rural design concepts as a preferred alternative to suburban sprawl. Strategies are recommended to minimize visual intrusions into the rural fabric of the countryside.

The Township baseline survey of scenic resources appears at Exhibit I, "Baseline Scenic Resources Inventory," duplicated from the ERI. The specific list of affected properties is provided below. The list comes directly from the Highlands Council as a first-step inventory of Scenic Resources having potential for local and/or regional designation. It includes national historic landmarks and federal, state and county publicly-owned parks, forests, and recreation areas.

The Highlands Council also adopted a Procedure for Nomination, Evaluation and Inventory of Highlands Regionally Significant Scenic Resources which establishes the process for formal nomination and inclusion of additional scenic resources in the Highlands Scenic Resource Inventory. The process requires the adoption and implementation of management plans to ensure that the scenic resources are protected and maintained.

This Plan recognizes the value and importance of scenic resources in preserving the aesthetic qualities of the Township Preservation Area. Accordingly, the below-listed goals and objectives shall apply to the future management of Scenic Resources in the Preservation Area.

- 1. To ensure that human development does not adversely affect the character or value of resources which are listed on the Highlands Scenic Resources Inventory.
- 2. To require that the impact of proposed human development on the scenic resources of the Preservation Area be addressed during local development review.
- 3. To utilize Highlands Scenic Resource designation standards, as applied at the local level, in considering scenic resources for designation.
- 4. To require that all development applications include identification of any scenic resources in the Highlands Region that are listed on the Highlands Scenic Resources Inventory and may be affected by the proposed development.
- 5. To develop regulatory standards to protect Scenic Resources from negative impacts due to development.
- 6. To develop minimum standards for the protection and enhancement of the Scenic Resources listed in the Highlands Scenic Resources Inventory.

Currently, just one Preservation Area location is listed in the Highlands Scenic Resources Inventory:

a) A portion of Hacklebarney State Park; lands located north of Pottersville.

Additionally, Bedminster's Master Plan identifies a network of scenic corridors and rivers that extend around and throughout all parts of Bedminster.

### RELATIONSHIP OF MASTER PLAN TO STATE/REGIONAL/LOCAL PLANS

By adoption of this Preservation Area Element, the Township Master Plan is brought into alignment with the Highlands Regional Master Plan (RMP). The Preservation Area Element incorporates all of the policies, goals, and objectives of the Highlands RMP that are relevant to the use and development of land in the Township Preservation Area. The Preservation Area Element calls for the development and adoption of land use regulations and specific environmental management plans, which together will effectuate its vision and in so doing, advance the intents and purposes of the Highlands RMP.

The Highlands Act provides that any portion of a municipality located in the Preservation Area is exempt from the State Planning Commission (SPC) Plan Endorsement process.

By aligning the municipal Master Plan with the Highlands RMP, its consistency with the State Development and Redevelopment Plan (SDRP) is achieved. A map depicting the municipality's SDRP Planning Areas appears at Exhibit J. The Highlands Element furthers SDRP policies, goals, and objectives in many ways, not least of which are the following:

- 1. Seeking to protect, preserve, restore, and enhance the natural resources of the Preservation Area;
- 2. Encouraging the use of smart growth principles in locations of the Area deemed appropriate for development and/or redevelopment;
- 3. Protecting historic, cultural and aesthetic resources;
- 4. Encouraging a sustainable local economy;
- 5. Protecting agricultural resources, supporting local agricultural businesses, and promoting sustainable agricultural practices;
- 6. Preserving open space and providing for an array of active and passive recreational opportunities; and
- 7. Ensuring a viable and well-integrated transportation network that incorporates and encourages multi-modal options and efficiency of land use.

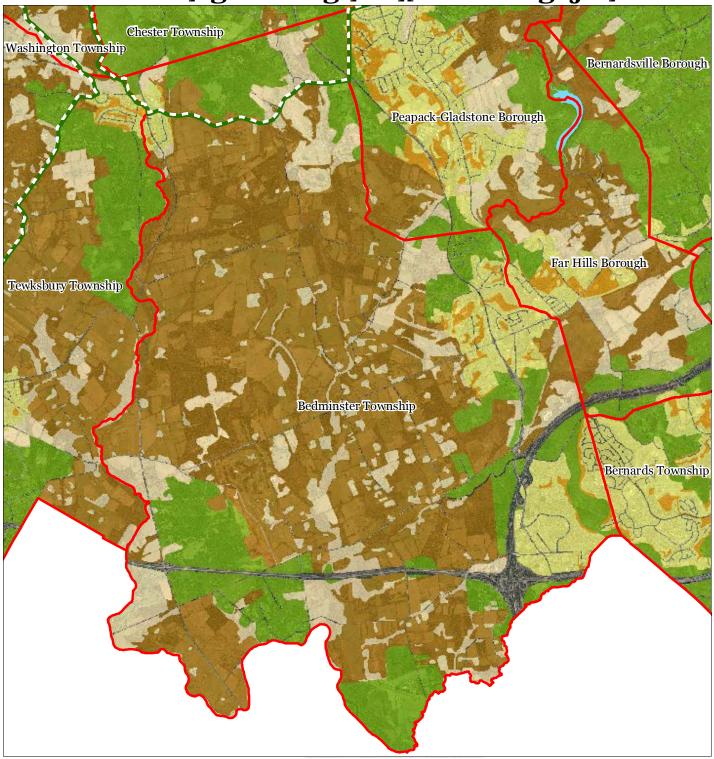
The Highlands Element modifies the relationship of the Township development plan to those of the county and contiguous municipalities insofar as it affects the intents for land use and development within the Township Preservation Area. Given that the Preservation Area Element introduces a substantial number of new constraints to development based on environmental resources and carrying capacities, it is anticipated that the future impacts from development of the Preservation Area will be reduced from previous trends. A complete understanding will not exist however, until further analysis is undertaken to determine the full impacts of conformance with the RMP on the municipal Land Use Plan. An important component of that analysis will be in regard to watershed-based planning. To the extent that the Township shares a HUC14 subwatershed with other municipal and/or

county entities, a cooperative planning effort involving all parties will be vital to ensuring sound use and management of the available water resources. It will also be important to understand which, if any, of the adjoining municipalities and/or the county conform to the Highlands RMP and for what portions of their land areas. The land uses, the permitted densities and intensities of development, and the locations and extent of anticipated growth in neighboring Highlands communities that are also pursuing conformance with the RMP are all subject to change. Until information is available concerning such decision-making, a comparison between these master plans will not be meaningful. Further discussion of these aspects will therefore be provided in the next amendment to the Master Plan.

### **EXHIBITS**

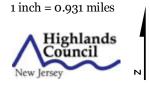
- A. Bedminster Township Highlands Preservation Area
- **B.** Preserved Lands
- **C.** Highlands Conservation Priority Areas
- **D.** Preserved Farms, SADC Easements, All Agricultural Uses
- **E.** Important Farmland Soils
- F. Agricultural Resource Area
- **G.** Highlands Agricultural Priority Area
- H. Historic, Cultural, and Archaeological Resource Inventory
- I. Baseline Scenic Resources Inventory
- J. SDRP Planning Areas



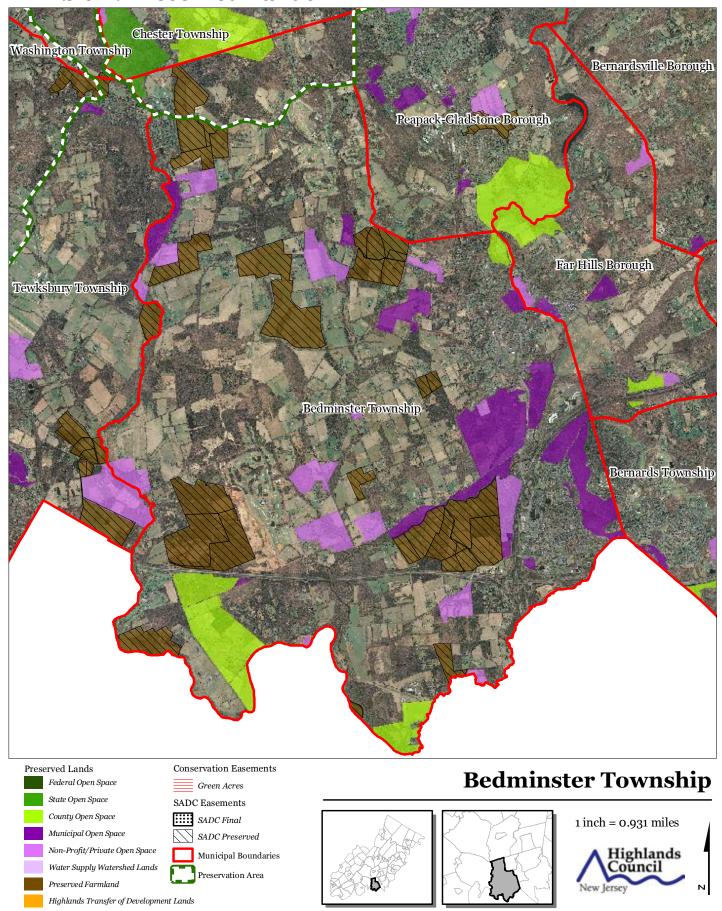


# Regional Master Plan Overlay Zone Designation Zone Protection Conservation Existing Community Municipal Boundaries Sub-Zone Existing Community Environmentally Constrained Conservation Environmentally Constrained Lake Community Wildlife Management

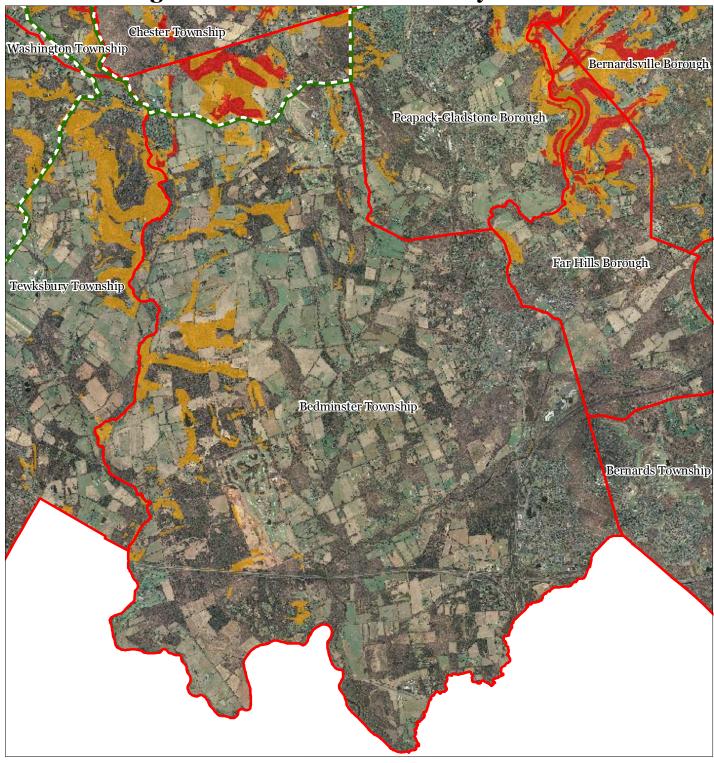


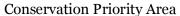


### **Exhibit B: Preserved Lands**



# **Exhibit C: Highlands Conservation Priority Areas**







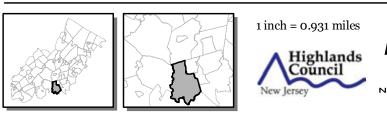
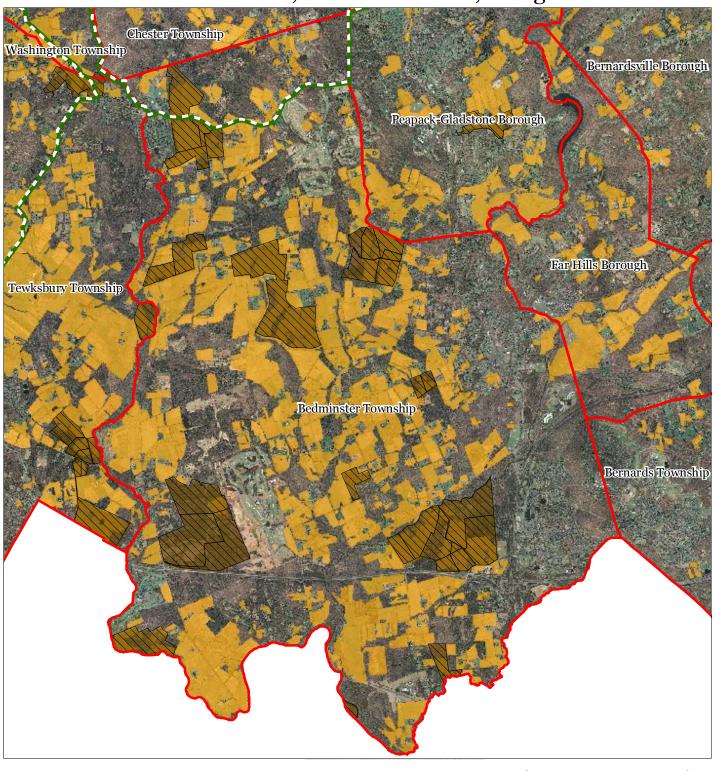
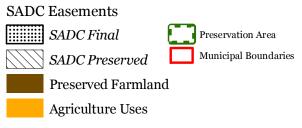


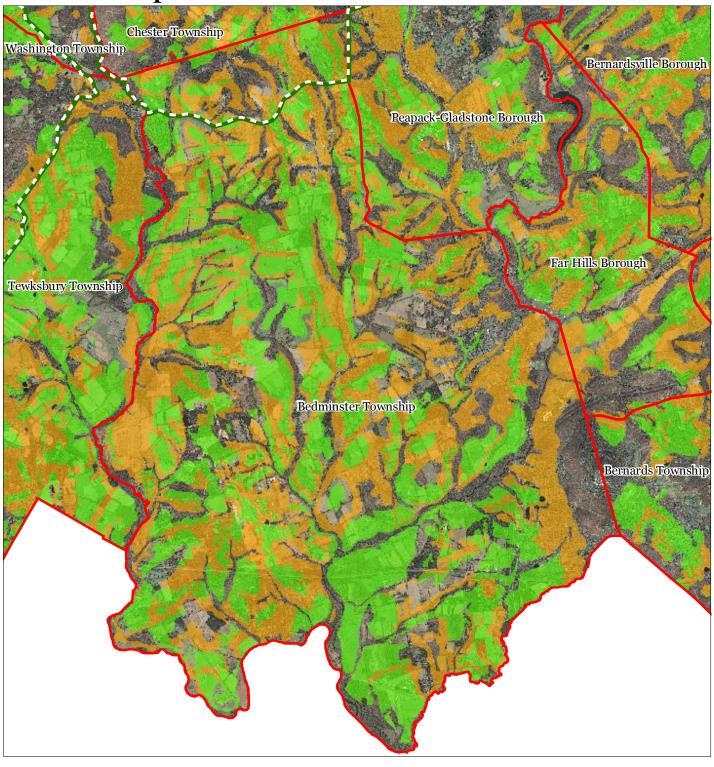
Exhibit D: Preserved Farms, SADC Easements, All Agricultural Uses





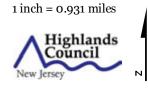


# **Exhibit E: Important Farmland Soils**

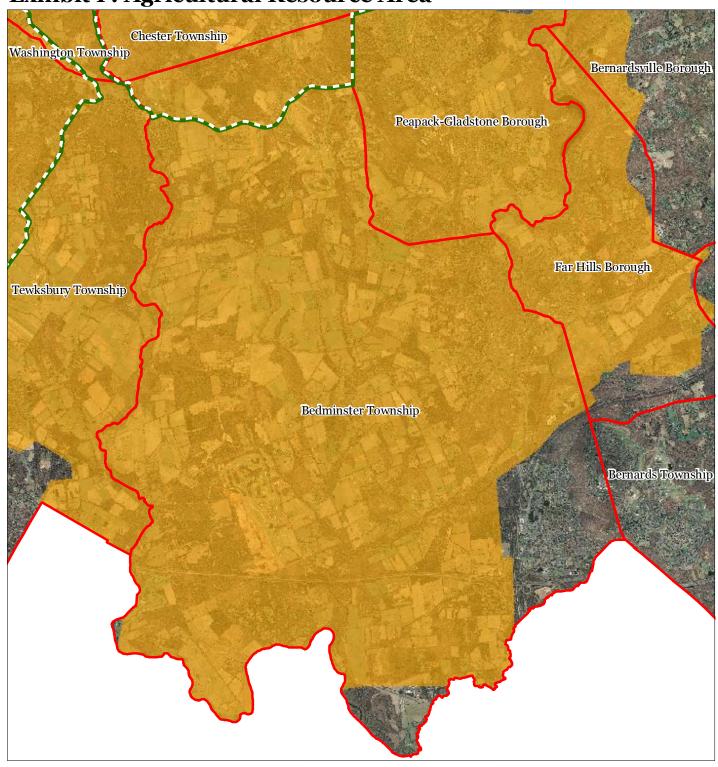


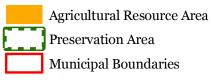
# Important Farmland Soils Prime Farmland Farmland of Local Importance Farmland of Statewide Importance Farmland of Unique Importance Preservation Area Municipal Boundaries





**Exhibit F: Agricultural Resource Area** 









**Exhibit G: Highlands Agricultural Priority Area** 

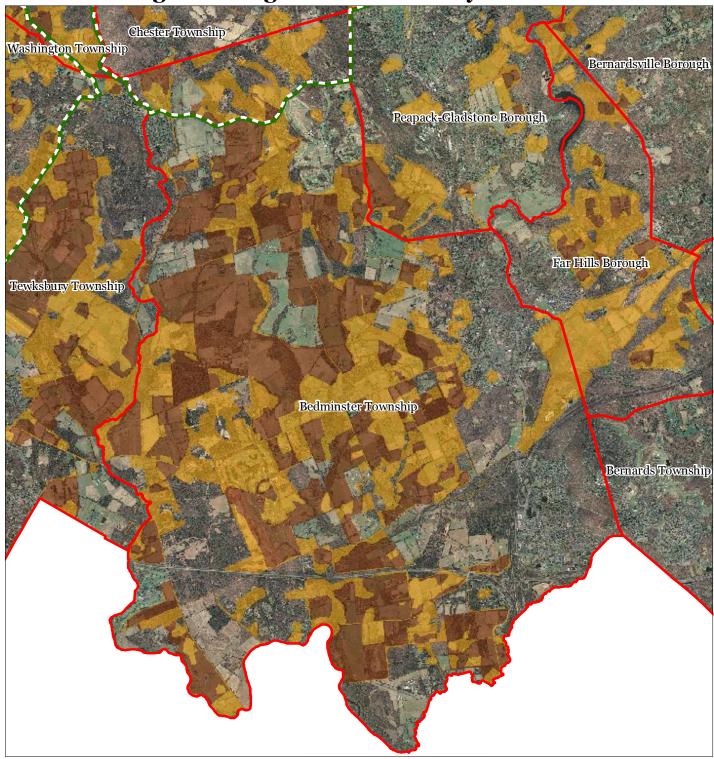
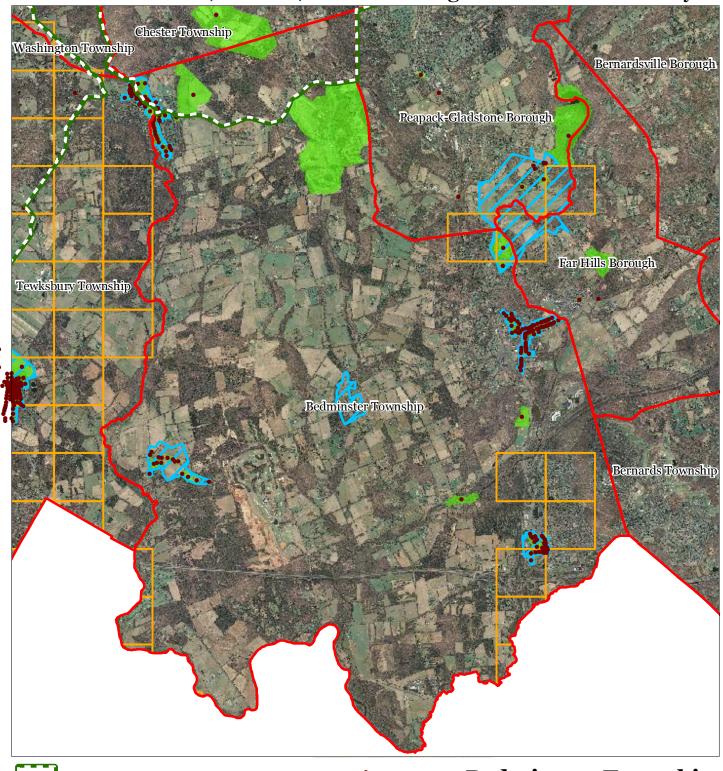




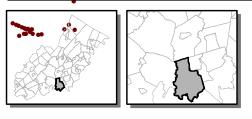




Exhibit H: Historic, Cultural, and Archaeological Resources Inventory

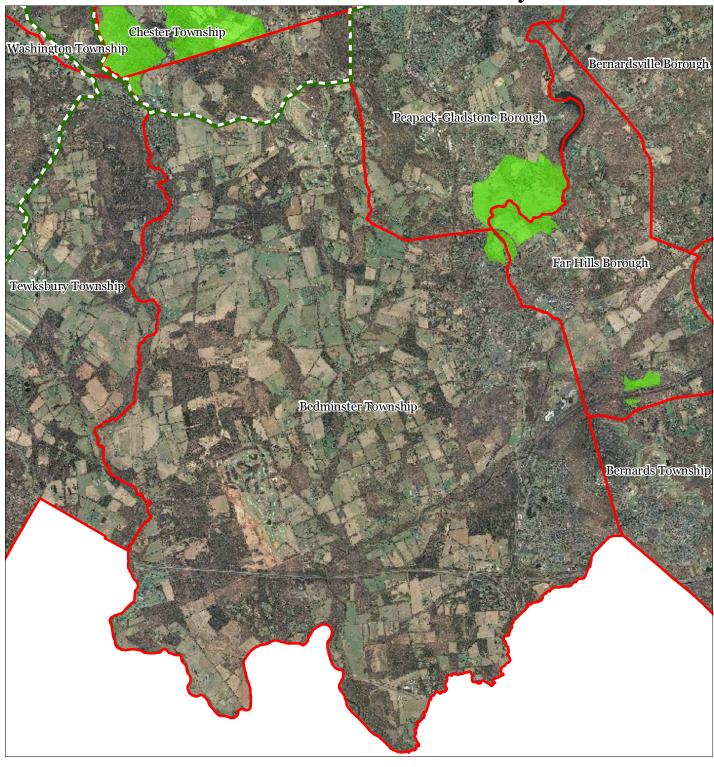


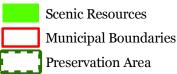






**Exhibit I: Baseline Scenic Resources Inventory** 







# Exhibit J: SDRP Planning Areas

