

**MUNICIPAL SELF-ASSESSMENT REPORT**  
**FOR**  
**THE BOROUGH OF FLEMINGTON**

April 2010

*PREPARED IN SUPPORT OF FLEMINGTON BOROUGH'S*  
*PLAN ENDORSEMENT PETITION*

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## INTRODUCTION

The State Planning Act, which established the State Planning Commission and directed the development of the *State Development and Redevelopment Plan* (State Plan), charts a smart course for New Jersey's future. Bringing together State, county and local governments and other stakeholders around the State through the Cross-Acceptance process, the Act also set forth a series of goals and principles to guide the State Plan.

The State Plan, adopted in 1992 and readopted in 2001, establishes a clear vision for the future of New Jersey where sprawl is no longer the rule. It outlines how public policy decisions at all levels of government can help to achieve the goals of the State Planning Act, and provides a process for local Plan Endorsement. Flemington is participating in this voluntary review process, in order to ensure the coordination of state, county and municipal planning efforts in achieving the goals and policies of the State Planning Act.

Flemington representatives participated in a pre-petition meeting with the Office of Smart Growth (OSG) and State agencies. The Borough of Flemington has appointed an ad hoc Plan Endorsement Citizens Advisory Committee, including a member of Borough Council, a member of the Planning Board, a member of the Economic Development Committee and four members of the general public. This draft municipal assessment has been prepared for public consumption and comment. When the Borough Council forwards it to OSG it and other State agencies will issue a State Opportunities and Constraints Analysis to be used in the local visioning process.

The Borough of Flemington is at a crossroads, literally and figuratively. The Borough seeks to capitalize on a wide range of community assets to accomplish a rapid transition from a place with high commercial vacancies and low pedestrian traffic to a vital destination with multimodal accessibility, including the return of passenger rail service.

A regional center of commerce for centuries with Revolutionary era roots and the international notoriety of the Lindberg kidnapping trial, Flemington was built around the same smart growth principles that are now resurgent in the 21<sup>st</sup> century. Ironically, the 20<sup>th</sup> century began with the rapid extension of a vast transit network serving both the cities, compact suburbs and the hinterland, precisely the network we need so badly now. However, in the era of post-war suburban sprawl, fueled by the GI Bill, cheap energy, expanding roads and the American zest for personal independence, many of New Jersey's transit facilities were neglected or abandoned.

Flemington's compact core and walkable downtown are signature elements of smart growth, developed over time amid a vast landscape of farmland and other open lands. Forged in a symbiotic relationship with the agrarian landscape and lifestyles of Hunterdon County, Flemington's "town and country" setting is now a model of smart growth and a safer, saner and less expensive way to build, adapt and inhabit the neighborhoods of our future.

Nonetheless, the era of rapid suburban expansion saw downtown retailers siphoned off Main Street and deposited onto nearby State highways, virtually eliminating the traditional downtown business mix and the critical mass of goods and services that made shoppers want to come to town. Were it not for the County government functions and the

public and private offices they attract, Flemington's Main Street would have become a virtual ghost town, rather than a 9-5 place with too much traffic passing through and not enough stopping to visit and shop. And the cost to the Borough of hosting the County Seat is financially burdensome, since the amount of "untaxed" property (governmental and non-profit) in the Borough is substantial.

However, as interest in more urban places rises steadily, and the trend toward suburban expansion recedes, the fate of places like Flemington will depend on how well they can capitalize on their location, assets and *authenticity*. This fate will depend in part on how well the Borough pursues partnering opportunities, with business and personal stakeholders, other units of government and government agencies. And the Borough has high hopes that Plan Endorsement will establish the framework for commitments and actions by all parties that can rapidly advance the shared agenda of the Borough and the State Plan for Centers

Despite the immediate proximity of the first *Premium Outlet* center (Liberty Village) to the downtown, the destination shoppers that frequent Liberty Village rarely visit the downtown as part of their outlet shopping trip. Rather than venturing away from their cars, parked in the opposite direction from downtown, visitors to Liberty Village are directed away from downtown and back onto State Route 12.

While many traditional downtowns have lost much of the historic fabric of their past, Flemington's Revolutionary and Victorian architecture and its cut glass, pottery and agricultural heritage are still reflected in the built environment for interpretation and appreciation. However, Flemington Cut Glass is out of business and the Union Hotel has been vacant for months. This vacancy is particularly distressing since the distinctive Mansard roof four-story Hotel achieved international notoriety as temporary home to reporters heard around the world at Bruno Hauptmann's "trial of the Century", and where Walter Winchell coined the term "disk jockey" for the guy who played "78s" in the Hotel's attic, the site of the first "Make-Believe Ballroom".

Many other traditional downtowns have seen their authentic character marred or lost in past efforts to "modernize" over the years, while the latest "New Urbanist" places continue to model the appearance of traditional downtowns, without the heart and soul of an authentic place. Flemington, however, has an authenticity derived from hundreds of individual decisions to settle close together for the inherent social, fiscal and safety advantages, reasons that remain important today.

The Borough seeks to make the Union Hotel one of the cornerstones of its revitalization, along with the return of passenger rail service, which can be reactivated on existing rails and within existing rights of way. The recently released Route 202 Study identified the return of passenger rail as the only chance for real relief from the current and growing congestion. Efforts by the Transit Subcommittee of Flemington's Economic Development Committee (EDC) have secured endorsements for rail reactivation from all affected local and county jurisdictions. Members of the Flemington Transit Subcommittee have also presented this concept at meetings with DOT Commissioner Steven Dilts and the North Jersey Transportation Planning Authority (NJTPA), among others. Upcoming meetings with New Jersey Transit (NJT) and our congressional

representatives are designed to build understanding and support for this project, which is critically important to Flemington's future.

The Borough also recognizes that, like "foot traffic" on Main Street, that quality of life in the Borough's residential neighborhoods will be a key indicator of success for any revitalization effort. While the Statue of Liberty will always welcome the less fortunate to New Jersey, smart growth strategies need to help ensure that the more fortunate remain as important contributors and are not driven away by the eroding quality of life and high cost of living.

The increasing vacancy rate along Main Street, a local problem before the current economic downturn that has only been worsened in recent months, has been exacerbated by the recession. And with Wal-Mart under construction nearby on Route 31, the viability of downtown retailing will be further threatened. But if the darkest hour is just before the dawn, Flemington is well poised for a rapid rebound with a downtown jammed with architectural gems that have already seen substantial reinvestment. The Borough's vision for this recovery is that a vital, vibrant streetscape will reemerge in the downtown core, linked with the outlet shopping destinations in a symbiotic relationship. This vision is fully achievable, provided the important planning partners can all "get onboard".

Flemington is a quintessential "center" as envisioned by the State Plan and the entire Borough received designation on December 5, 2001 as a "Town Center", a designation extended until December 31, 2010 under the Permit Extension Act. Nonetheless, the Borough seeks full Plan Endorsement in order to receive all its benefits, so that a multiple-prong strategy can be simultaneously implemented by the range of government and private partners the process will bring to the table. It also offers tremendous opportunities to model the "rapid revitalization" strategy that is intended and enabled by the State Plan.

## LOCATION AND REGIONAL CONTEXT

Flemington Borough is located in the south central portion of Hunterdon County, totally surrounded by Raritan Township. Figure 1 provides the regional location of the Borough and its relationships to adjacent municipalities and counties.

Flemington is the home of two major traffic circles near the southeast corner of the Borough, the “Flemington Circle” separates US 202 (east towards Somerville) and Route 31, which continues north towards Clinton and Interstate 78. Route 12 is the third State highway that enters the circle from the west coming from Franklin and Kingwood Townships.

The second circle, linking Route 12 (east-west) and Main Street (north-south) is currently being reconstructed to better accommodate increasing regional traffic and to eliminate unnecessary traffic interruptions.

The Borough is small, consisting of 1.0 square mile. Commercial and service activities occupy approximately a third of the Borough, residential development accounts for another 44%, and another 18% of land cover is some form of developed use (mostly county buildings and property), according to 2002 data. Less than 5% of the Borough is undeveloped land. Table 1 provides a detailed breakdown of the Borough by 2002 Land Use Land Cover.

## DEMOGRAPHICS

### Background

As the county seat and the established and historical center of commerce in Hunterdon County, the Borough's ability to grow is limited in terms of available land and is more focused on issues of maintaining its commercial and service base, redevelopment and revitalization.

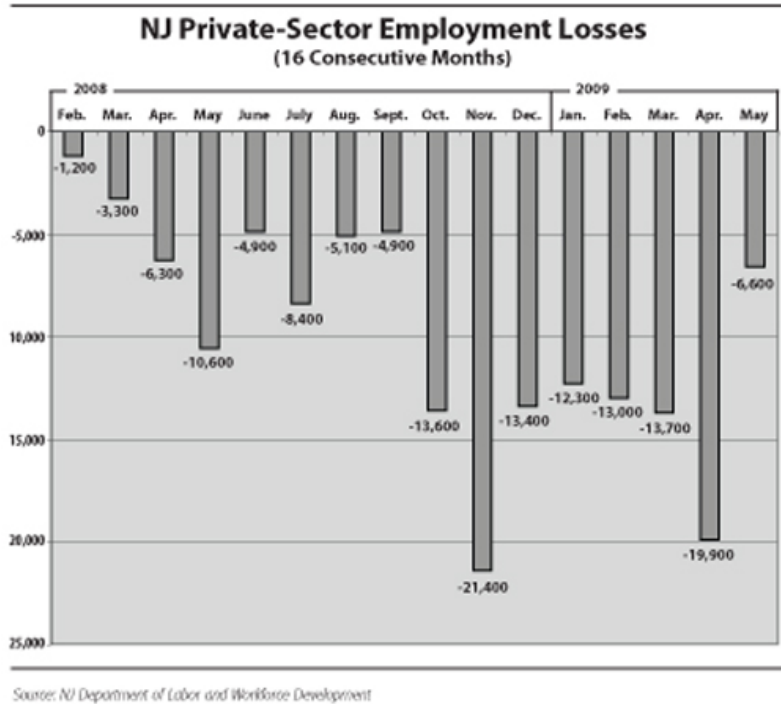
The Borough comprises 3.5% of County's population and approximately 4% of County households, but its fiscal and economic resources do not keep pace with the County or State. As seen below, the significant comparisons are in median income and poverty rate. The median household income in the Borough is only 51% of the median household income of the County and is only 72% of that for the State. Although the poverty rate of the Borough is lower than that of State, it is two and one half times greater than that of the County.

<b>Table 1 - Flemington 2002 Land Use Land Cover</b>	<b>Total</b>	<b>%</b>
ATHLETIC FIELDS (SCHOOLS)	6.81	1.0
CEMETERY	32.12	4.7
COMMERCIAL/SERVICES	227.65	33.2
CONIFEROUS BRUSH/SHRUBLAND	2.76	0.3
CROPLAND AND PASTURELAND	4.58	0.7
DECIDUOUS BRUSH/SHRUBLAND	1.29	0.1
DECIDUOUS FOREST (10-50% CROWN CLOSURE)	9.11	1.3
DECIDUOUS FOREST (>50% CROWN CLOSURE)	4.97	0.7
DECIDUOUS WOODED WETLANDS	7.50	1.1
HERBACEOUS WETLANDS	0.05	0.0
INDUSTRIAL	9.82	1.4
MAJOR ROADWAY	4.28	0.5
MANAGED WETLAND IN MAINTAINED LAWN GREENSPACE	1.44	0.1
MIXED DECIDUOUS/CONIFEROUS BRUSH/SHRUBLAND	3.55	0.5
MIXED SCRUB/SHRUB WETLANDS (CONIFEROUS DOM.)	0.00	0.0
OLD FIELD (< 25% BRUSH COVERED)	4.31	0.5
OTHER URBAN OR BUILT-UP LAND	28.22	4.1
RECREATIONAL LAND	28.83	4.2
RESIDENTIAL, HIGH DENSITY OR MULTIPLE DWELLING	63.93	10.1
RESIDENTIAL, RURAL, SINGLE UNIT	11.50	1.7
RESIDENTIAL, SINGLE UNIT, LOW DENSITY	11.51	1.7
RESIDENTIAL, SINGLE UNIT, MEDIUM DENSITY	208.19	30.4
STORMWATER BASIN	0.21	0.0
TRANSITIONAL AREAS	7.56	1.1
TRANSPORTATION/COMMUNICATION/UTILITIES	0.84	0.1
UPLAND RIGHTS-OF-WAY UNDEVELOPED	3.59	0.5
<b>TOTAL</b>	<b>684.58</b>	<b>100.0</b>

	Flemington	Hunterdon	New Jersey
Land area (sq mi)	1.08	435.82	7,417
Population	4,200	121,989	8,414,350
Households	1,804	43,678	3,064,645
Average Household Size	2.26	2.69	2.68
Housing Units	1,876	45,032	3,310,275
Home Ownership Rate	39%	84%	66%
Vacancy Rate	3.8%	3.0%	7.4%
Median Household Income	\$39,886	\$76,888	\$55,146
Per Capita Income	\$23,769	\$36,370	\$27,006
Poverty Rate	6.9%	2.6%	8.5%
Unemployment Rate	4.9-4.0	3.2-3.8	4.8-6.8%

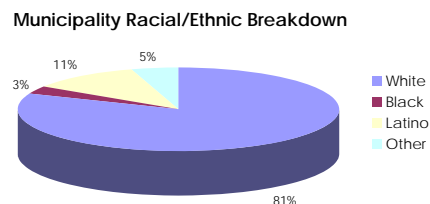
(NJDOL 2004-2008)

*New Jersey's unemployment rate, which dropped to 3.9 percent in May of 2005, had jumped to 6.8% by the forth quarter of 2008, when Flemington's unemployment rate was 4% (comparable to the Count's 3.8% rate). During the first four months of 2009, average monthly private-sector losses were 14,700 jobs before the rate of job loss slowed to 6,600 in May and 2,100 in June. Our State unemployment rate has now risen to 9.2 percent, the highest level since 197 and this economic downturn poses significant challenges throughout the New Jersey economy, but particularly for struggling downtowns like Flemington.*

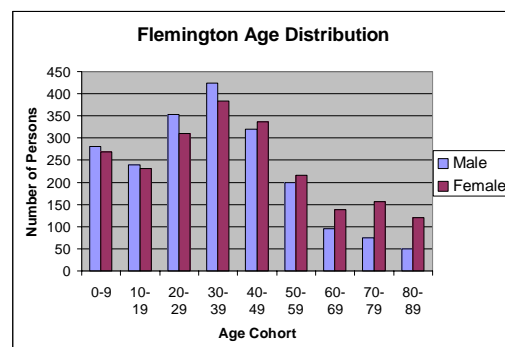


As seen from the Racial/Ethnic Breakdown, the Borough has a comparable Latino population to that of the State, but it is significantly higher than that of the County. The Borough and the County have a significantly lower percentage of blacks as compared to the State. The Borough's largest age cohort is 30-39, younger than compared with that of the County (40-49).

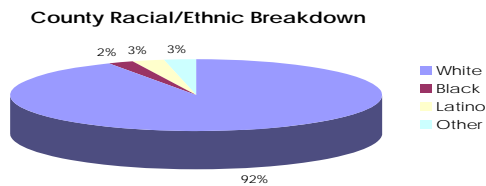
### Municipal Racial/Ethnic Breakdown



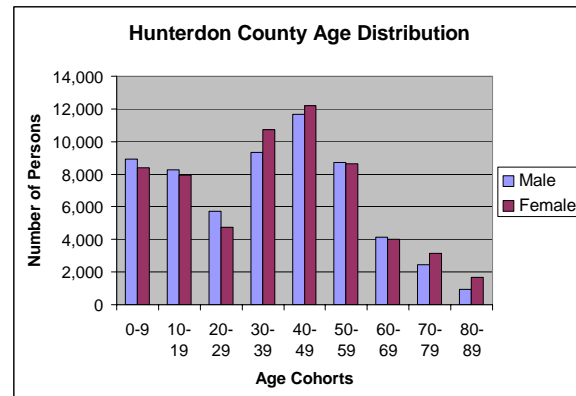
### Municipal Age Distribution



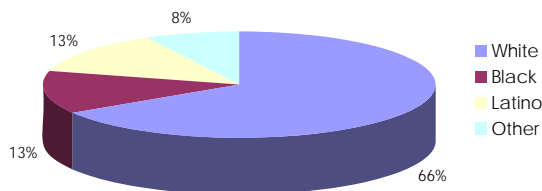
## County Racial/Ethnic Breakdown



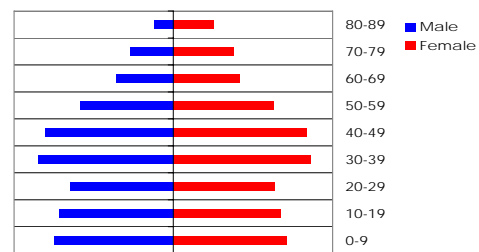
## County Age Distribution



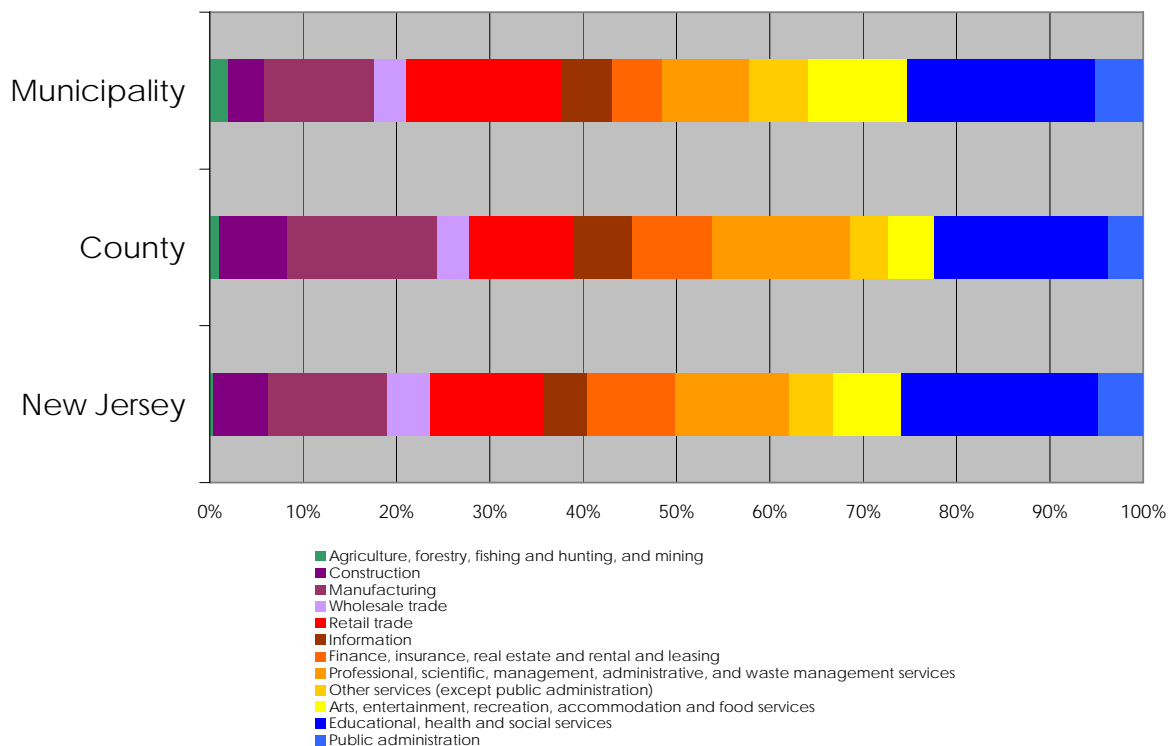
## New Jersey Racial/Ethnic Breakdown



## New Jersey Age Distribution



## Workers by Industry



## Projections

Table 2 summarizes population estimates and projections from a number of sources for the Borough. The most comprehensive figures, which presently run through 2030, are federally required and developed by the North Jersey Transportation Authority. Other projections shown were prepared by the Hunterdon County Planning Board as part of its growth management plan and cross-acceptance report.

A population estimate is provided which was prepared by the New Jersey Department of Labor. The Census Bureau estimate for July 2008 for the Borough is 4,277.

Finally, figures are shown for employment and households which are related to the COAH rules. The figures denoted to COAH are taken from the proposed rules as prepared by COAH's consultant. Finally, the latter figures are those which were developed and approved by the Planning Board and endorsed by Borough Council are the employment and household figures in the Borough 2005 Housing Plan.

The latter figures are the preferred numbers for households and employment. Regarding population projections the Borough's preferred projection is the NJTPA figures for the period 2010 to 2025.

With a 2005 population of slightly over 4,300, and little growth since, Hunterdon County expects minimal Flemington growth through 2010.

**Table 2 Flemington Population Estimates and Projections**

Flemington Population Projections						
Source	2000	2005	2010	2015	2020	2025
NJTPA	4,200	4,310	4,310	4,310	4,310	4,310
NJDOL	2008 est.	4,277				
HCPB C-A					4,311	
HCPB			4,390		4,390	
Flemington Employment Projections						
Source	2000	2005	2010	2015	2020	2025
NJTPA	4,310	4,520	4,840	5,030	5,170	5,260
NJDOL						
HCPB C-A						
HCPB						
		2004		2014		
COAH		6959			7280	
Housing Plan 2005						
		4,313		4,590		
Flemington Household Projections						
		2004		2014	2018	
Housing Plan 2005		1805		2,007		
COAH	1804	1,877			1,970	
HCPB C-A	1804				1,888	

# COMMUNITY INVENTORY

## Community Facilities

### 1. Schools

- a. Enrollment = 3,044 total (5/30/08) in the Flemington-Raritan School District
  - i. Barley Sheaf Elementary School = 458
  - ii. Frances Desmares Elementary School = 465
  - iii. Robert Hunter Elementary = 488
  - iv. Raritan-Flemington Intermediate School = 802
  - v. JP Case Middle School = 831
- b. Size of schools / Capacity of core facilities / Classroom Capacity
- c. The Board of Education's five-year Long Range Facilities Plan, which identifies the need for school construction or other changes to district schools, does not indicate a need for expansion.
- d. As determined by the State's review of the district's Long-Range Facilities Plan in 2001, the district's total functional capacity of the elementary schools (PK-4) is 1,847, Reading-Fleming (5-6) is 847 and J.P. Case (7-8) is 1,197. Functional capacity is calculated by the State using FES (Functional Eligible Space) area allowances of 125 GSF (Gross Square Footage)/student for the PK-4 schools, 134 GSF/student for the 5-6 school and 129.50 GSF/student for the 7-8 school.<sup>1</sup>

### 2. Library

- a. The Flemington Free Library is located at the corner of Main Street and Maple Avenue in the central business district of the Borough. The library was established in 1910 and the site is within a building that was expanded in 1938 and 1968. The library currently has about 44,000 print materials in its collection. Other materials contained in the library include 151 Audio/Music (cassettes and CDs), 618 Audio/Books (cassettes and CDs), 1,583 DVD and VHS, 85 Periodicals. Circulation of materials from the library in 2007-2008 numbered 36,000 items. The library operates a number of programs for children including storytelling programs, a summer reading club, crafts and a lunch and story club. The library is independent but has a reciprocal agreement with the Hunterdon County Library system.

The size of the library facility is adequate and no expansions are planned.

- 3. Recreation activities for Borough residents and Flemington-Raritan school district families include:

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<sup>1</sup> *Flemington-Raritan Regional School District Public Information Officer, Laura Bruhn.*

- a. Summer Day Camps for children ages Pre-K through 5<sup>th</sup> grade. These programs are held at Barley Sheaf, Copper Hill, and Frances Desmares schools. Most activities are held outside, but the gyms and cafeterias are utilized.
- b. Winter Programs such as ski club are offered.
- c. Seasonal team sports for all ages and abilities include:
  - i. Flemington Falcons Pop Warner Football for children ages 5-15. Games are played at the Hunterdon Central Regional High School (HCRHS) throughout the fall;
  - ii. Flemington Pioneers Football leagues for children in grades 1-8. Games are played at Pioneer Field (aka Manning Park or the Williams Street Complex) or at HCRHS from August to November;
  - iii. Flemington-Raritan Baseball (FRB) has over 900 boys and girls registered to play baseball in divisions from 5 years old to 16 years old. Games are played at the FRB complex on Williams Street in Flemington and at Lenape Park on Route 523 in Raritan Township. The complex on Williams Street consists of three (3) lighted little league fields, six batting cages, and a snack bar.
  - iv. Flemington Elks Wrestling for children in grades K-8. Matches are held at either Copper Hill Country Club or HCRHS.
  - v. Greater Flemington Soccer Club which has a recreation team, a travel team and an indoor league. Recreation games are played at HCRHS, travel team home games are played at Lenape Field and the indoor league home games are played at either the Flemington Armory or the ESC field in West Amwell.
  - vi. Hunterdon Outreach Program which serves to promote and develop different sports for children in the Community who are physically or developmentally disabled. Currently, the programs include soccer, basketball, baseball and tennis. All the programs that are conducted free to the participating athletes. Programs are held at various Hunterdon County facilities.

#### 4. Main municipal administrative and public works facilities

- a. The Flemington Borough Municipal Building is located at 38 Park Avenue in the west-central portion of the Borough. The building currently houses all municipal administrative and municipal court functions. The building as currently configured contains 2,420 sq. ft. of space. The Flemington Borough Police Department is currently located at 100 Main Street.
- b. The Flemington Borough Fire Department is located within the Borough municipal building at 35 Park Avenue. The Department consists of 50 volunteer firemen and has five trucks. These include three pumpers, a 105-foot tower ladder truck, and a new incident support unit van. These trucks

are housed at the fire department garage located at the main facility. The garage has four bays on the street level, a meeting room, small kitchen, storage area and bathroom on the second floor. The building is adequate for the needs of the fire department at this time.

- c. The Flemington-Raritan First Aid and Rescue Squad is a combination of volunteer and career emergency medical and rescue services provider serving Flemington Borough, Raritan Township, and parts of Readington and Delaware Townships. Established in 1952, the organization follows in the traditions set forth by the Flemington American Legion Ambulance and Civil Defense Corps. Since then the group has grown to an organization with over 40 members and a wide variety of specialized vehicles and equipment, answering over 2,000 calls for service in 2004. During the first half of 2008, the Squad has received 711 calls.

The Squad has five ambulances including one equipped for water rescue. Other apparatus include a technical rescue trailer, a heavy rescue truck equipped with a forcible entry saw, two first-aid SUVs, and a rescue boat.

## **Environmental Features**

The Borough is less affected by environmental factors than most municipalities in the County and this fact may be traced to the original siting of Flemington on suitable lands. Even though the environmental factors are not a major influence, their presence does affect the Borough's land use policies.

Although not obvious, floodplains have an impact on the Borough. In the southwest corner of the Borough, there is an extensive floodplain, which includes a floodway (main flood channel) and a 100-year floodplain. The amount of fill allowed is regulated by the NJ Department of Environmental Protection through its stream encroachment permitting process. Construction limitations are also imposed by the Federal Emergency Management Administration (FEMA) and the state Uniform Construction Code.

Wetlands, while not officially mapped, have been identified in the Youngs Drive and Allen Street area. They are also found at the northern edge of the Borough which includes the Agway property. Development in and around freshwater wetlands is also regulated by the NJ Department of Environmental Protection.

The Borough has a topographic variation common to the County but lacks the steeper hills found in the surrounding municipalities. The topography in the Borough ranges from elevation 260' on the western side of the Borough to 160' along Route 12, and 140' at Route 31 at the northeast corner. This is a sufficient change in elevation to create spectacular views from the western edge of Flemington at the cemeteries<sup>2</sup> (see Figure 4 Environmental Constraints).

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<sup>2</sup> Information is extracted from 1997 Master Plan prepared by Clarke, Caton and Hintz for the Planning Board

## **COMMUNITY VISION AND PUBLIC PARTICIPATION**

In 2008, Flemington began a community vision process to solicit local input on issues of concern to all stakeholders, with a series of visioning forums conducted in the “Old Courthouse”. Flemington will continue to conduct this community vision process after the submission of its petition for Plan Endorsement and upon the receipt of the State Agency Opportunities and Constraints Report.

## **STATUS OF MASTER PLAN AND OTHER RELEVANT PLANNING ACTIVITIES**

Flemington’s Master Plan was adopted by the Planning Board on July 29, 1997. The Master Plan includes the following mandatory and optional elements.

1. Goals and Objectives,
2. Land Use Plan Element,
3. Open Space and Recreation Plan,
4. Circulation and Parking Plan,
5. Community Facilities Plan,
6. Historic Preservation Plan,
7. Housing Plan and
8. Recycling Plan.

The adopted Master Plan also includes an analysis of environmental factors, existing land use, existing zoning and existing utilities.

In 1999, the Borough adopted a Reexamination Report that reviewed the 1997 goals and objectives, as well several obstacles to development that were identified in the 1997 Master Plan. The Report also examined several identified problems such as traffic congestion and recommended that the Circulation Element of the Master Plan be revised to address several recommended improvements

In 2001, the Borough submitted a report petitioning the State Planning Commission to amend the State Plan policy map by designating Flemington as a Regional Center. In December 2001, the petition was approved, although the Borough was designated as a Town Center rather than a Regional Center. The 2001 Centers Designation report reviewed the Borough’s planning goals and objectives and its relationship to State Plan policy objectives, provided population and employment estimates, analyzed local resources and development capacity, and supplied a detailed Planning Implementation Agenda (PIA).

The PIA was updated in 2004 and in October, 2006 a report was submitted to the Office of Smart Growth regarding the status of all planning activities since the Borough’s designation as a Town Center in 2001. In July 2003 the Planning Board made a minor amendment to the Land Use Plan Element.

In response to the “third round” rules on affordable housing, the Borough completed an amendment of the Housing Element and Fair Share Plan of the Master Plan in November 2005.

In 2007, the Borough prepared and adopted a Reexamination Report. The report identified a number of outside influences such as the adoption of State Plan in 2001 and the 2004 initiation of cross-acceptance and the release of the preliminary SDRP, new COAH rules, NJDEP Stormwater management requirements and development outside of Flemington's downtown. The Report made a series of recommendations, such as, updating the Master Plan's goal and objectives; addressing recommendations from the 1997 Master Plan on circulation, parking and historic preservation and the preparation of an economic development element to the Master Plan. The Borough will undertake these recommendations as future planning activities.

### **Present Planning Projects**

The following is a summary of key planning activities from the recently adopted Reexamination Report.

1. Update the goals and objectives from the 1997 Master Plan to
  - a. Integrate the residential and commercial segments of Flemington Borough to benefit the entire community.
  - b. Protect and promote the integrity of the existing residential districts within the Borough.
  - c. Strengthen and promote the commercial sector, focusing on office uses, specialty retail, restaurants and redevelopment of underutilized properties within the Downtown Business District.
  - d. Consider and plan for areas of professional office growth within the Borough, including the County justice complex and Walter Foran Boulevard.
  - e. Protect and maintain Flemington's most important historic sites and district(s) and the historic character of Flemington's historic, commercial, and institutional resources while encouraging their development as commercial and cultural assets.
  - f. Discourage the conversion of existing single family homes to two or more units. In the past several years the trend has been to convert two family units back to single family units which are positive for the community. The governing body should explore incentives to promote such "reverse" conversions. The borough should also revisit the two family zone to determine if amendments are needed.
2. Circulation and parking recommendations from the 1997 Master Plan should be retained.
  - a. Once Park Street is realigned to meet Foran Boulevard, signalization will be required at the intersection of N. Main Street, Park Street and Foran Boulevard.
  - b. (Recommended a parking lot to the west of Main Street within Block 21 which was constructed by Hunterdon County.)

- c. The Borough's site plan ordinance should be revised to require cross-access and shared parking for properties throughout the Borough, since there are potential parking lots which would benefit from such a policy.
  - d. Bike racks need to be provided by the downtown. A standard bike rack detail should be selected that is sympathetic to the architecture of the downtown and should then be used consistently. The Borough's site plan ordinance should be amended to include a requirement for bike racks for new or amended site plans for commercial buildings.
  - e. The appearance of sidewalks, their condition, and their importance to the downtown dictate the need for government involvement, either by policing and requiring private restoration; or by public construction, with assessments attached to benefiting properties.
  - f. It is recommended that the streetscape throughout the Borough be enhanced by the planting of additional street trees, and that the Borough Shade Tree Commission continue to pursue designation as a "Tree City."
  - g. The Borough should investigate with NJ Transit the potential for passenger rail service from the greater Flemington area to the Somerville area. There should be integration with the regional rail systems to the northeast and southwest. The municipalities should consider the advantages and disadvantages of rail service.
  - h. Sidewalk connections should be made between the Village Shops Zone and the Downtown Business Zone.
3. Historic preservation recommendations from the 1997 Master Plan should be retained.
- a. Contribute to the improvement of the economy of Flemington by encouraging expenditures for the restoration and/or adaptive reuse of historic buildings for local purposes and to encourage and promote tourism.
  - b. Enhance Flemington's History Preservation Program to foster local interest in and a greater appreciation of and support for historic and archeological resources.
  - c. Establish more local incentive programs to provide assistance in the preservation of historic resources.
  - d. Integrate historic preservation review criteria and data into the local planning and development review process.
4. In a joint arrangement with Raritan Township, Historic District Guidelines prepared by McCormick Taylor are currently being reviewed by the Historic Preservation Commission. It is recommended that as part of the next update of the Master Plan, the Historic District Guidelines be added as an appendix to the Master Plan's Historic Preservation Plan Element.

5. To help focus and encourage economic development efforts, the Land Use Board has recommended preparation of an Economic Development Plan Element as part of the next Master Plan update.

The Reexamination Report also recommended several underutilized sites that should be considered for redevelopment.

1. Agway Property on Walter Foran Boulevard - This site is considered to have potential for redevelopment given that most garden centers require a larger site and better access.
2. Old Agway Property - The Land Use Board has reviewed a concept plan for this site that proposed to adaptively reuse the existing buildings for retail and office use. As such, it appears that private redevelopment may occur on the property.
3. Village Shopping Zone - The Borough should recognize recent development in Flemington and surrounding areas which may require zoning amendments to ensure the economic vitality of the Village Shopping Zone.
4. Gas Station at the intersection of Williams and Main Street - The site's location at a downtown intersection creates a potential for redevelopment; however the presence of contaminated soils (Brownfields) may be challenging.
5. Flemington Cut Glass - There is some consensus that the redevelopment of this site should be mixed-use development, with retail uses oriented toward Main Street, and residential uses along Broad Street. The site may be appropriate for redevelopment as an artisan's village, where artists and/or craftsmen would live above their workshops. It is recommended that the redevelopment of the site be subject to detailed historic design guidelines to ensure that the historic character of the area is maintained. The existing zoning on the site should be retained with consideration of an overlay zone.

As the Borough entered 2008 it anticipated updating its Master Plan. Specifically, the Planning Board had an ongoing discussion about updating its Land Use Plan, Circulation Plan, Open Space and Recreation Plan, the development of a Conservation Plan and Housing Plan Element and Fair Share Plan responding to the rules adopted by the Council on Affordable Housing.

In making the decision regarding petitioning for Plan Endorsement the Borough also anticipated that the updating of certain elements may be guided within the context of the Action Plan.

An important item that has guided the updating of all elements will be the development a community accepted vision. The Borough realizes the updating of the various elements of the Master Plan will require public participation and citizen's input that conducting community visioning as a means of obtaining citizen participation.

In compliance with the readopted Third Round rules the Borough amended its Housing Element and Fair Share Plan (HEFSP). The Planning Board adopted the HEFSP on December 17, 2008 and petitioned for substantive certification on December 30, 2008. The Borough received completeness on January 9, 2009 and received substantive certification from COAH on July 8, 2009.

## RECENT AND UPCOMING DEVELOPMENT ACTIVITIES

The Flemington Planning Board is a joint planning board and board of adjustment under N.J.S.A. 40:55D-25c (1). The Borough Council adopted an amendment to its Land Development Ordinance to create the Board and one of its requirements under §1403 E is “the Planning Board to file an annual report on applications and appeals for variance requests and its recommendations for amendments or revisions to the Land Development Review Ordinance”. Attached are the reports for the last five (5) years.

For the year 2008 the Planning Board addressed the following:

- Flemington Glass Enterprises (Block 38 Lot 6.01) - Application for Extension of Minor Subdivision Approval (January 7)
- Bakers Treat (Block 45 Lot 3) – Application for Amended Preliminary Site Plan and Sign Variances; Final Site Plan Approval (January 7); Informal Question regarding under taking site work without outside agency approval (April 7)
- L&L Properties Group (Block 35 Lot 100.2) – Amended Final Site Plan and Sign Variances (January 7 and February 4)
- Fieldstone Development Group LLC (Block 38 Lots 3.01, 5, 6, & 7 and Block 39 Lot 2) – Public Hearings (February 4 June 2)-Use variance, bifurcated application
- DiBianca Family Associates (Block 43 Lot 11) – Modification to FAR Variance approval (February 4, April 7 and May 27)
- Cretella / Spice Factory (Bloc 39 Lot 3) – Temporary Sign Variance (Banner 20 wide by 30’high) Application for Sign Variance (February 4, March 3, and April 7).
- Stanberry Flemington LLC / Shoppes of Flemington (Block 49 Lots 1, 6, 9, 10, & 11) – Informal Question on changes to façade and building configuration (April 7); Sign, D-Variance (May 5 and May 27)
- Pauline Bahrt Block 8, Lots 24 – 5 Broad Street – Informal Question in regard to paving a gravel driveway
- Mechanical Precisions (Block 6 Lots 19 and 19.01) – Application for Amended Preliminary Site Plan and Amended Final Site Plan and “d” variance for the FAR. (May 5 and May 27)
- McDonald’s (Block 49 Lots 14 and 5) – Public Hearing Minor Site Plan with Variances reconfigure a nonconforming property (change driveway, add shared driveway in the back of the property and relocate signs) (May 27)

Table 3 provides a profile of the applications that have been before the Board over the previous five years.

**Table 3 - 2003-2007 Planning Board Applications**

	<b>Application</b>	<b>Site Plan</b>	<b>Subdivision</b>	<b>Use Variance</b>	<b>Bulk Variance</b>
2003	Block 39 Lot 5 Corner of Church & Broad St	Penrose Corp, Construct 60 units of senior housing			
	Block 50 Lot 5, 91 Reaville Ave.	Mark Szierer, DDS Minor SP			
	Block 5 Lot 1, North Main St.	Global Agway Prel. & Final SP			Side yard
	Block 47 Lot 1	Hunterdon Shopping Center Minor SP (new store)			Sign
	Block 2 Lots 23, 44-47, 27 Allen St	D&D Developers Construct 24 senior citizens condos			
	Block 45 Lot 25, 231 Main St.	SP convert residence to retail		FAR	
	Block 49 Lot 8, Reaville Ave & Rt. 202	Commerce Bank- new Final SP			
	Block 50 Lot 3 7, Reaville Ave	Blockbuster Building Replacement of retail with restaurant & bank Prel. SP			
2004	160 Main St.	160 Main St LLC To add a second bldg. on the property Prel. SP			
	78 Main St	Lynn Property Management			Sign
	157 Main St	Unity Bank Covert existing restaurant to a bank		Use (for drive thru windows)	
	Main St.	Flemington Baptist Church handicap access & elevator Minor SP			

	<b>Application</b>	<b>Site Plan</b>	<b>Subdivision</b>	<b>Use Variance</b>	<b>Bulk Variance</b>
	24 Main St	Jerry Jaremenko Added 72 sq ft to existing retail space & created two stores		FAR	Sign
	Block 43 lot 9.01 1 Rt. 31	California Grill Minor Site Plan to add 1,863 sq ft to existing restaurant			
	Block 18 Lot 6 22 Bloomfield Ave	McPherson converted residential unit to restaurant			
	Block 43 Lots 12 & 13, Plaza One	Omnipoint Communications additional antennas on existing structure			
	Block 32 Lot 1, 105 Mine St.	St. Magdalen's Church constructing turn around for pick up of school children			
	Block 39 Lot 3,	Spice Factory adding 5,000 sq ft to existing bldg & convert to 3 retail stores		FAR	
	134 Main St	Richard Cornelison Change of use Minor SP			Parking
	Block 45 Lot 5 Rt. 12	Shammy Shine Car Wash Converting of three existing signs into one sign			Sign
2005	Block 29 Lot 1 134 Main St.	Amend Lighting on previously approved site plan			
	Block 29 Lot 1 138 Main St.	Flemington Electrical Supply		Apartments on 1 <sup>st</sup> floor, FAR,	Impervious coverage & parking

	<b>Application</b>	<b>Site Plan</b>	<b>Subdivision</b>	<b>Use Variance</b>	<b>Bulk Variance</b>
	Block 39 Lot 3 70 Church St.	Construction of 4,860 sq ft building divided into 3 stores	Minor-Lot line adjustment		
	Block 2 Lot 23, 44-47	Amended Site Plan Townhouses –retention basin			
	Block 35 Lots 100 and 1002 Stangl Rd.	Hanni Enterprises construct 4 bldgs.			Side and rear yard
	Block 49 Lot 23 STS Route 202/31	STS -Amended Site Plan to construct bldg. for storage			
	Block 43 lot 1 Walgreens 63 Church St	Walgreens -Site Plan		Height, FAR	Front yard, impervious coverage, 2 sign, lighting
2006	Block 21 Lot 20 123Main St			Create residential use in commercial zone	
	Block 13 Lot 29 Corcoran Street			Create 8 residential units in Professional Office zone	
	Block 29 Lot2- 120-124 Main St.	Bremen Assoc. Tower addition & other building modifications prel. & final SP		Height	Loading area, parking
	Block 15 Lot 27 39 Bonnell St	Existing Duplex to be expanded in SFU zone		Expansion of non- conforming use	
	Block 44 Lot 1 20 Rt. 31	WAWA p 5,700 sq ft store & gas station & prel SP			Sign & façade
	Block 49 Lot 5 &6 294 Rt.202	TGI Friday's Upgrade of façade & signs			Sign

	<b>Application</b>	<b>Site Plan</b>	<b>Subdivision</b>	<b>Use Variance</b>	<b>Bulk Variance</b>
	Block 49 Lots 1,3,9,10 &11 Reaville Ave.	Flemington South LLC Amendment to previous site plan modifications to site		Height	Signage, setback for signage
	Block 43 Lot 11 Broad St	DiBianca convert existing 8,000 sq ft store into 4 shops		FAR	Front Yard setback & distance from ROW
	Block 37 Lot 11 169 Main St	Maleski convert existing second floor res to office Minor SP			
2007	Block 2 Lots 23, 44-47 27 Allen St	D&D Developers Amend SP for light fixtures & request to change use		Condos – relief from senior citizen condition	
	Block 13 lot 15 92 Park Ave	Tiger Realty Buildings back to back for office & medical			Sign
	Block 38 Lot 6 152 Main St	Flemington Glass Enterprises Inc	Flemington Glass Enterprises Inc.		Common driveway
	Block 37 Lot 8, 30 Church St	Rebuild & Refurbishing old home & office			Parking, front yd setback, lot width & impervious.
	Block 18 Lot 5, 12-16 Main St.	Dodger Blues Add second floor over garages for apartments			

	<b>Application</b>	<b>Site Plan</b>	<b>Subdivision</b>	<b>Use Variance</b>	<b>Bulk Variance</b>
	Block 45 Lot 3	Baker's Treat convert retail to food retail			Impervious surface, Minimum lot coverage & front yard setback
	Block 38 Lot 18 & 21, 160 Main St.	JAS Flemington Amendment to SP			Sign

## **STATEMENT OF PLANNING COORDINATION**

Being surrounded by Raritan Township, Flemington Borough has conducted a number of joint planning and infrastructure initiatives with the Township.

1. The Borough and the Township have continued to work on the joint development of recreational facilities.
2. The Borough has actively discussed with the Township the expansion of its center boundary to include a portion of Raritan Township. The commercial and major developed portions of the Township radiate out of the Borough which blur the boundaries of the two municipalities making it logical to function together as a regional center for county commerce and residency.
3. Work has also continued in pursuing joint shared services such as court facilities. This also has been expanded to include other municipalities in the region.
4. The Flemington-Raritan School District (FRSD) is a regional, K-8 district serving the children, parents and residents of Flemington Borough and Raritan Township. The district consists of six (6) schools and maintains a population of over 3,600 students.
5. The Borough and Raritan Township received a Smart growth Grant for \$150,000 to write historic preservation guidelines.

Local businesses have also organized across municipal lines, with Flemington-Raritan Business Association (FRBA) promoting business for its members within the Borough and the Township. FRBA works with local governments to resolve problems on behalf of its members, and facilitates networking through quarterly membership meetings and participating in a Business Expo and community events. It also provides educational programs for business owners and informs area businesses of relevant information and organizational news through a newsletter.

FRBA sponsors major events, like the FRBA Classic Car Shows, Hunterdon County Holiday Parade, and honoring "Business & Community Leader of the Year". FRBA also provides web site promotion for its members, links, advertising and raises money needed to fund educational scholarship for local high school and its members have worked together to support community projects. Examples include: raising money for the Raritan Clock Project to honor Raritan Township residents who lost their lives on September 11, 2001 and raising funds to install "historic looking" globe lights on the front of the new police department location on Main Street in Flemington.

Functioning as the County seat for Hunterdon County, the Borough has worked closely with the County.

1. The County provides the Link which is a modified fixed route shuttle service within Flemington and Raritan Township.
2. The Borough like other municipalities participated in cross-acceptance and in the County's development of its Growth Management Plan.
3. Within the Borough the County houses at 71 Main Street the County Administrator and Freeholder offices, Consumer Affairs office, the County Clerk's office, Cultural and Heritage Commission, Finance and County Treasurer's office, Human Resources, Office of Technology, Legal Counsel, Purchasing Office, Sheriff Department and the Tax Board. At the County Justice Center are the Corrections Department, Prosecutor and Surrogate. There have been a number of renovations on the part of the county in its Borough holdings.

The Borough has coordinated with State agencies such as NJDOT. A major project with NJDOT is the reconfiguration of the Flemington Circle and improvements to Route 31/202.

Other coordination has involved historic preservation projects which have involved NJDEP's State Historic Preservation Office.

## STATE, FEDERAL & NON-PROFIT PROGRAMS, GRANTS AND CAPITAL PROJECTS

**TABLE 4**

Program Name	Project Name	Agency	Brief Description	Geographic area covered	Project amount (\$)	Project start date	Project finish date
Garden State Historic Preservation Fund	Fleming Castle	NJ Historic Trust	This Trust grant will assist the preparation of a preservation plan and feasibility study. The preservation plan will help clarify the building's long history and provide guidance for both restoration and interpretative activities. These documents will also look at accessibility issues and the potential use of the building by outside organizations	Fleming Castle	\$18,500	2005	
Smart Growth Grant	Historic Preservation Guidelines	NJDCA OSG	Preparation of Historic Preservation Guidelines for Raritan Township and Flemington	Raritan Township and Flemington	\$150,000		
Local Aid & Economic Development	Reaville Avenue	NJDOT		Flemington	\$135,000	FY 2008	
Safe Streets to School	Allen Street	NJDOT	Sidewalk on Allen Street	Flemington	\$100,000	FY2006	
Center of Place Grant	Flemington Gateway and Phase I Wayfinding Signage Program	NJDOT	Develop a new Gateway entrance into the Borough and Wayfinding Signage Program	Flemington	\$250,000	FY2007-2008	

## INTERNAL CONSISTENCY IN LOCAL PLANNING

This section describes in detail the consistency between:

- Master Plan and
- Regulation (zoning ordinance).

A review of Flemington Borough's 1997 Master Plan reveals inconsistencies with the Borough's Zoning Ordinance, adopted in 2007. A Master Plan update is underway and should resolve the inconsistencies as identified.

The 1997 Master Plan land use categories do not always correspond with the 2007 Zoning Ordinance. For example, the categories listed in the 1997 Master Plan are as follows:

- R-A Single Family
- R-B Transition
- R-C Garden Apartment
- T-H Townhouse
- N-B Neighborhood Business
- P-O Professional Office
- C-1 Commercial
- C-2 General Commercial
- C-3 Highway Commercial
- L-M Light Manufacturing
- LLM Limited Light Manufacturing
- B-H Business Historical

The 2007 Zoning Ordinance combines some of these above categories and breaks some of them out in further detail. Also, a few of the non-residential zoning districts were created specifically to address certain types of commercial uses. The Zoning Ordinance lists the Borough's zones as follows:

- SF Single Family
- TR Transition
- TH Townhouse
- GA Garden Apartment
- SC Senior Citizen
- TC Transition Commercial
- CB Community Business
- DB Downtown Business
- DBII Downtown Business II
- PO Professional Office
- VS Village Shopping
- HR Highway Retail
- PS/P Public School and Parks
- O/SS Super Shopping Overlay

A more detailed description of the differences between the 1997 Master Plan and the 2007 Zoning Ordinance are below.

### **Single Family (SF) Residential District**

The purpose of this district, as stated in the zoning ordinance, is to provide locations for detached dwellings occupied by one household which are generally located in the outer ring of development in the Borough. This district is the lowest density residential district and permits non-residential uses such as governmental and institutional uses.

Permitted Principal Uses in the zoning ordinance mostly reflect language in the master plan. However, ECHO and Senior Housing is not addressed in the master plan as a permitted use in the single-family district. In the master plan, senior housing is permitted as a conditional use in the General Commercial district. As noted in the list above, Senior Citizen residential is afforded a category of its own in the 2007 zoning ordinance.

The zoning ordinance also lists Cemeteries as permitted principal uses in the SF District, whereas in the master plan they are not principal uses. Similarly, the zoning ordinance lists Places of Worship as accessory uses, whereas in the zoning ordinance they are listed as principal uses.

#### **Transition Residential (TR) District**

The purpose of the R-B Transition Residential District is to provide locations for medium density residential and single-family detached and two-family dwellings. This district is primarily located between commercial districts and single-family zones and permits some governmental and institutional uses.

Neither ECHO nor Senior Housing is mentioned in the master plan as permitted uses in this transition zone. The master plan lists Places of Worship as permitted principal uses, whereas the zoning ordinance lists them as accessory uses.

#### **Townhouse (TH) Residential District**

The purpose of this district is to provide a density of six units per acre with common open space and amenities in a planned environment. Municipal and certain institutional uses are also permitted. The master plan lists government offices and schools as permitted principal uses, but does address other types of institutional uses.

#### **Garden Apartment (GA) District**

Formerly the R-C Garden Apartment District, the purpose of this district is to provide multi-family housing in a garden apartment configuration. The planned development is not to exceed 24 units per acre and municipal uses, such as public recreation, are permitted. The master plan specifically lists schools as a permitted principal use in this district.

#### **Senior Citizen (SC) Residential District**

As mentioned previously, the SC Residential District was added as a zoning district and is not listed as a separate district in the 1997 master plan. The purpose of this district is to provide age-restricted dwelling units to fulfill the needs of senior citizens. It includes reduced housing costs and maintenance responsibilities for these residents. Permitted principal uses include dwelling units age-restricted to persons 55 years or older in accordance with the U.S. Fair Housing Amendments Act of 1988.

Although not listed as a separate category in the 1997 master plan, the plan discusses senior housing as a conditional use in the C-2 General Commercial zone.

#### **Transition Commercial (TC) District**

The TC district most closely mirrors the C-3 Highway Commercial District in the master plan because of the minimum lot area. The purpose of the TC district is to provide areas

for more intensive commercial uses commonly with a wholesale component or outdoor storage facility developed in proximity to rail lines or highways.

In the master plan, one distinctive difference between the C-3 Highway Commercial District and the other two commercial districts is the C-3 district permits automotive related establishments and shopping centers. The 2007 zoning ordinance however, does not permit automotive establishments in the TC district. These establishments, as well as shopping centers, are permitted in the Highway Retail (HR) District, according to the 1997 master plan. This district is discussed later.

### **Community Business (CB) District**

The CB District in the zoning ordinance is most similar to the Neighborhood Business (NB) District as described in the master plan. The purpose of the CB district is to provide a mixed-use zone combining housing, retail and services. This district is located at southern end of Borough around Rte. 12 circle, also described as Flemington's southern gateway.

The defining factors of this district from other predominantly non-residential districts are the allowance of single-family and two-family dwelling units as principal permitted uses. These units are also conditionally permitted to be converted into retail, office or financial service uses.

### **Downtown Business (DB) District**

The DB District, as discussed in the zoning ordinance, provides for mixed uses in the traditional business and governmental center of Borough. The distinction between this district and other predominantly non-residential districts is the allowance for apartments on the second and upper floors of principal structures. In terms of consistency with the master plan, the DB district most closely reflects the C-1 and the C-2 commercial districts where residential dwellings are permitted above the 1<sup>st</sup> floor as an accessory use.

### **Downtown II Business (DBII) District**

The DBII District provides for much of the same uses and lists the same purpose as the DB district. One defining feature of the DBII district is the allowance of funeral homes as a principal permitted use.

### **Professional Office (PO) District**

As discussed in the zoning ordinance, the purpose of the PO District is to provide an area in close proximity to the county courts and administrative offices and to provide an area for law, title, paralegal and similar offices as the need grows. This is not reflected in the master plan's P-O District. One inconsistency is that the master plan lists "permitted principal uses within the district (to) include professional office, government offices, commercial recreation facilities and indoor recreational facilities." However, the zoning ordinance only provides the office uses as permitted principal uses. The recreational uses are not listed in this section at all.

Outdoor athletic fields are listed in the SF, TR, TH, and SC Residential districts in the zoning ordinance as a conditional use and as part of the criteria for public and private non-profit day schools.

**Village Shopping (VS) District**

The VS District is one of the districts specifically created for a site / location in the borough. The purpose of this district includes destination oriented retail outlet shopping, such as Liberty Village Outlets. The district sets standards that are highway oriented, but designed to encourage walking, but contrasts with Downtown Business and Highway Retail districts. The zoning ordinance suggests that development in this district should present an overall site plan that includes lighting, parking, loading, drainage, circulation, landscaping, and signage.

Because this district was specifically created for village shopping areas, it is mostly consistent with the P-O District in the 1997 master plan.

**Highway Retail (HR) District**

The purpose of the HR District is to encompass existing highway oriented retail development concentrated around Rte. 31 and 202. This district contrasts with the pedestrian oriented Downtown Business and destination oriented Village Shopping Districts and includes more intensive office uses than the PO District.

As mentioned earlier, the HR district most closely reflects the 1997 master plan descriptions of the C-2 General Commercial district as it permits funeral homes as principal uses and the C-3 Highway Commercial district as it permits automotive related establishments as a conditional use. The HR district also allows senior services.

**Public Schools and Parks (PS/P) District**

The purpose of the PS/P District is to recognize two areas in the Borough used for public uses. These uses include the Reading-Fleming Middle School, Tuccamirgan Park, Green Acres Park, Flemington Swim Club and Memorial Park (on the east side of the Borough). The zoning ordinance lists the permitted principal uses as public schools, government uses including parks and recreation, and private swim clubs.

The 1997 Master Plan does not have a separate section for schools and parks, as they are included as permitted uses in other districts. Public and Quasi-public uses such as schools are permitted as principal uses in all of the residential zones, except the R-B district, as a principal use in the C-1 district, and as a conditional use in the L-M district and the LLM district.

**Super Shopping (O/SS) Overlay District**

The purpose of the O/SS District is to provide for the redevelopment of a portion of the Highway Retail district that is associated with small lots and/or abandoned or vacant lots and provides an optional set of development regulations permitting an added intensity of development as an incentive to assemble substandard lots. This district was created to permit a shopping center incorporating any permitted uses in the Highway Retail District. The minimum lot area, according to the zoning ordinance, is 15 acres for a tract of assembled smaller parcels and 1.5 acres for one lot.

The 1997 Master Plan does not have a separate section for “super shopping” centers and there is no other section in the master plan that allows for the minimum lot area that the super shopping center would require. The C-3 Highway Commercial zone is discussed in

the master plan as having the largest number of vacant parcels in the Borough. The O/SS district appears to have been created to address this situation.

## **Draft 2010 Master Plan**

### **Goals and Objectives**

The draft 2010 Master Plan has sharpened its focus on downtown revitalization, deemphasizing “professional growth” around the Justice Complex, and adding explicit goals regarding protecting and enhancing the historic Union Hotel, encouraging use of green building techniques and clean energy and focusing on the Arts and cultural uses. The Master Plan also recognizes and endorses the current efforts to reestablish passenger rail service to Flemington Borough, and provide appropriate planning for adjacent land uses, including parking.

### **Land Use Plan**

The Land Use Plan Element focuses on the renewal of the Borough’s historic business center, while allowing opportunities for redevelopment. As the hole in the Raritan Township donut, Flemington has felt the impacts of Raritan Township’s suburbanization, which created outward forces pulling the economic lifeblood from Flemington’s center. Those competing economic forces have had a negative effect on the viability of the Borough’s downtown. In response to these and other forces, the Land Use plan calls for a series of new overlay zones for residential, non-residential and mixed uses.

The *Redevelopment Overlay – Residential/Retail District (RORR)* District, which runs from Main Street to Broad Street along the railroad, recognizes the use variance granted in 2008 to permit 59 townhouses and apartments in a blend of fee simple, condominium ownership, and rentals. Up to 3,600-square feet of non-residential space can be constructed in a new 3-story building on Main Street, with residential units on the second and third floors, including affordable units.

The *Redevelopment Office/Senior Housing Overlay District (ROSH)* at the north end of the Borough, which includes the vacant railroad freight storage, is recommended for another mixed use overlay. This area would include senior housing, medical offices, institutional (such as a satellite to the community college), and office uses related to the county courthouse, with a portion of set aside for a gateway Borough park.

The Land Use Plan also recommends development of design standards for signage, lighting, pedestrian and vehicular circulation (including cross-access parking) landscaping, street furniture, such as benches, trash and recycling containers and bike racks for Flemington’s destination retail (outlet) *Village Shopping District (VS)*.

### **Circulation Plan Element**

The Circulation Plan Element examines the ability to provide efficient movement of people and goods in, around, and through the municipality, focusing on the roadway network and vehicular circulation, parking, streetscape, pedestrian and bicycle circulation and public transit. Recommendations for improving the Borough’s transportation network and facilities recognize current limitations but advance a responsible agenda for multimodal connectivity.

In the Liberty Village area, where an expansive asphalt-covered Mine Brook floodplain currently serves outlet and commuter parking needs (Trans Bridge bus line), the abundance of underused parking is noteworthy. Trans Bridge Lines, offering bus service from Flemington to New York, Atlantic City, Newark Airport and JFK Airport provides frequent service during commuting hours, but service is limited during the rest of the day.

The multi-modal transit potential in this area (parking is allowed within the regulated floodplain but not buildings), including direct state highway access, makes this area a logical station location for passenger service. It can be noted that while Flemington may be the initial terminus of passenger rail service, the potential for reactivation of existing rail to the west and south will make increasing sense over time.

Noting that the 2007 Master Plan Reexamination Report recommended investigating the potential for a return of passenger rail service, the Circulation Plan cited the fact that track already exists from Liberty Village to Three Bridges, where it connects to 18 miles of Norfolk/Southern freight rail track to Bound Brook and ultimately Newark.

The efforts of the Flemington Rail Coalition to return commuter rail service to Flemington were noted, along with the fact that the proposal was already endorsed by Hunterdon and Somerset Counties and by the affected townships (Raritan, Readington and Hillsborough). The Circulation Plan shows a potential area near Liberty Village where a future train station and related parking could be sited.

Circulation Plan recommended improvements include:

- reconfiguration of several existing parking areas and a potential new parking area located near to the park and ride lot adjacent to Route 12
- Improved access to County bike routes through signage or other means and placement of additional bike racks within the downtown areas and at any future train station.
- a survey of sidewalks to determine priority future sidewalk improvements
- funding for streetscape improvements along Main Street to enhance the pedestrian experience in the downtown area.
- continuing to advocate for the reestablishment of commuter rail service to Flemington.

### **Community Facilities Plan**

The Community Facilities Plan includes a recommendation that the Borough commence planning for the construction of a new municipal building large enough to house all municipal functions including administration, court and police.

### **Utilities Plan Element**

The 1997 Master Plan included a one-page discussion of existing water and sewer service in the Borough. In addition to water and sewer facilities, the 2010 Utilities Plan addresses stormwater management, telecommunications, solid waste, drainage and flood control.”

## **SUSTAINABILITY STATEMENT**

Sustainability means planning and providing for a healthy economy, environment and society. Sustainability encourages us to take a close look at our communities and determine how we can improve overall quality of life for citizens of today, as well as generations of tomorrow.

The concept of sustainability is rooted in the recognition that our society, our economy, and the natural environment are interdependent. Often we tackle problems in the three areas separately, without taking into account the strong links among them, and the implications of decisions in one area for the other two. The search for a sustainable society occurs through recognition that we must factor these implications into all of our decisions in order to ensure that we will meet future needs as well as current ones.

As Flemington plans for its future, the Borough must examine different aspects of the community and determine how best to move forward. Approaching this task from a sustainability perspective, Flemington can determine how the community systems work as a whole and how planning for future uses and activities will either impact or enhance those systems.

A “Sustainability Plan Element” has been authorized by the MLUL and is complementary to the Conservation Plan Element. The purpose of the sustainability plan is to achieve the sustainability goals of the community through strategic implementation of its policies and recommendations. Measuring the success of local policies and strategic planning initiatives will be accomplished through the use of targets and indicators to measure change over time.

The monitoring of indicators can offer valuable insight into emerging trends. With careful selection of useful indicators, the policies and regulations adopted by the Borough’s elected and appointed officials can be fine-tuned to better effectuate an emerging vision for how the Borough can maintain and enhance ecological values, natural resource capabilities, historic and cultural assets and desirable community character.

One of the key implementation recommendations of the Sustainability Plan is to conduct a “green code audit” of the Borough’s land use code at the outset of the process. An audit will evaluate the opportunities to improve the sustainability of Borough regulations. It will also provide the Planning Board and the Borough with a document that clearly addresses the current language of the code and the policies that are needed to achieve a level of environmental awareness, education, and implementation.

Overall, the Borough should consider including these policies into checklists and development application review to guide the planning board and other committees when reviewing applications for individual sites, as well as subdivisions. The LEED rating system could be a useful guide for creating the checklist. Below is an outline of the areas of the Borough’s land use code where policies should be reviewed and sustainability language developed.

### **Land Development**

- Review zoning, street and stormwater management regulations etc.

- Evaluate option for vegetated roofs, especially in urbanized areas.
- Review regulations to determine where renewable resources for electricity could be implemented.

### **Land Management and Site Planning**

- Preserving historic and cultural qualities of the Borough; protecting and providing open space.
- Consider vegetated roofs to provide green space, but not to be used as green space.
- Review site design standards to ensure that new construction maximizes solar gain through building orientation.

### **Transportation and Mobility**

- Review and implement policies and regulations regarding automobile idling and standing.
- Provide for better movement of traffic and better air quality; ensure streets provide efficient flow of traffic; and limit drive thru establishments.
- Provide safe access for pedestrians and bicycles.

### **Water Systems**

- Limit pollutants in stormwater
- Reduce the impact of existing impervious cover where possible by increasing green space, including vegetated roofs.
- Provide regulations for vegetated roofs to help with stormwater management as well as water reuse in a building that has an integrated system.
- Review Board of Health ordinances for wells, septic systems, etc.

### **Construction Management**

- Consider developing green building guidelines for construction. Apply the LEED rating system to the extent the Board and Borough is comfortable with the language.
- Implement policies requiring recycling materials where excavation, demolition and construction occur.
- Develop guidelines for increased ventilation and air quality during construction, and before and after occupancy of buildings.

## **CONSISTENCY WITH STATE PLAN - GOALS, POLICIES & INDICATORS**

The following review examines State Plan Goals and provides an analysis of each goal on the current municipal situation.

GOAL 1	POLICIES	INDICATORS
<p><b>Goal 1: Revitalize the State's Cities and Towns</b></p> <p>STRATEGY: Protect, preserve and develop the valuable human and economic assets in cities, towns and other urban areas. Plan to improve their livability and sustainability by investing public resources in accordance with current plans which are consistent with the provisions of the State Plan. Leverage private investments in jobs and housing; provide comprehensive public services at lower costs and higher quality; and improve the natural and built environment. Incorporate ecological design through mechanisms such as solar access for heating and power generation. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor and minorities, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor force, available land and buildings, strategic location and diverse populations.</p>	<p><b>Policy on Urban Revitalization -</b> Prepare strategic revitalization plans, neighborhood empowerment plans and urban complex strategic revitalization plans that promote revitalization, economic development and infrastructure investments, coordinate revitalization planning among organizations and governments, support housing programs and adaptive reuse, improve access to waterfront areas, public open space and parks, and develop human resources with investments in public health, education, work force readiness and public safety in cities and towns.</p>	<p><b>Key Indicator 5.</b> Progress in socioeconomic revitalization for the 68 municipalities eligible for Urban Coordinating Council assistance</p> <p><b>Indicator 6.</b> Percent of jobs located in Urban Coordinating Council municipalities</p> <p><b>Indicator 23.</b> Percent of building permits issued in Urban Coordinating Council municipalities</p> <p><b>Indicator 27.</b> Number of Neighborhood Empowerment Plans approved by the Urban Coordinating Council</p>

## Analysis

Flemington Borough is a complementary mix of residential and commercial development. This mix is critical to its success in functioning as the county seat and in combination with Raritan Township acting as the commercial focus of Hunterdon County. The Borough continues to strive to promote and invigorate its downtown commercial activity while at the same time serving as a vibrant community for its residents and maintaining its historical heritage, architecture and sense of community. Its land uses provide for a range of housing type and as noted in its development activity there is consistent activity of changes in housing stock in meeting resident's needs and that of the region. It also promotes a broad commercial market built along its Main Street and the regional state highways it shares with Raritan Township.

The Borough's Land Use Ordinance establishes a sound and thorough process to advance and protect the stability of the Borough. The Planning Board, through its standards of review, provides a clear picture of the development objectives of the Borough. All developments must be planned and designed to achieve the goals and objectives for land development as are or may be set forth in the Flemington Borough Master Plan duly adopted by the Planning Board with regard to conservation, historic preservation, community facilities, recreation, open space, recycling, affordable housing, utility distribution, circulation, land use, fiscal impact, economic development, and the goals for development of adjacent municipalities, Hunterdon County and the State. All

development must be planned and designed to achieve the Borough goals of permitting and encouraging a population density and a development pattern in the municipality that facilitates the provision of public utilities and services, including public water and public sewerage, storm drainage systems, recreation areas, public schools, state, county, and local roads, in an orderly, functional and economical manner. Applications for development need to be designed to assure the compatibility of residential and non-residential uses by:

1. Providing commercial uses with appropriate space and, in particular, sufficient depth from a street to satisfy the needs of contemporary uses including the provision of adequately landscaped off-street parking, buffer areas between commercial and residential use areas, pedestrian and bicycle circulation systems connecting the commercial uses to office, residential and open space uses.
2. Protecting non-residential development and nearby residences against fire, explosions, toxic and noxious matter, radiation and other hazards, and against offensive noise, vibration, smoke, dust and other particulate matter, odorous matter, heat, humidity, glare and other objectionable influence and
3. Protect residential and non-residential development from the noise, exhaust emissions, and other negative aspects of congestion of vehicular traffic.

The private sector has helped to advance the development and redevelopment goals of the Borough with many formerly rundown buildings witnessing reinvestment and improved tenanting. However, the last Periodic Reexamination Report identified several underutilized sites within the Borough that have significant potential for redevelopment and/or adaptive reuse:

1. Agway Property on Walter Foran Boulevard

This site is considered to have potential for redevelopment given that most garden centers require a larger site and better access.

2. Old Agway Property

The Planning Board has reviewed a concept plan for this site that proposed to adaptively reuse the existing buildings for retail and office use. As such, it appears that private redevelopment may occur on the property.

3. Village Shopping Zone

The Borough should recognize recent development in Flemington and surrounding areas which may require zoning amendments to ensure the economic vitality of the Village Shopping Zone. Restrictions on “retail only” first floor use have helped the downtowns revitalize.

4. Gas Station (Williams and Main Street)

The site’s location at a downtown intersection creates a potential for redevelopment; however the presence of contaminated soils (Brownfields) may be challenging.

## 5. Flemington Cut Glass

There is some consensus that the redevelopment of this site should be mixed-use development, with retail uses oriented toward Main Street, and residential uses along Broad Street. The site may be appropriate for redevelopment as an artisan's village, where artists and/or craftsmen would live above their workshops. It is recommended that the redevelopment of the site be subject to detailed historic design guidelines to ensure that the historic character of the area is maintained. The existing zoning on the site should be retained with consideration of an overlay zone.

GOAL 2	POLICIES	INDICATORS
<p><b>Goal 2: Conserve the State's Natural Resources and Systems</b></p> <p>STRATEGY: Conserve the state's natural resources and systems as capital assets of the public by promoting ecologically sound development and redevelopment in the Metropolitan and Suburban Planning Areas, accommodating environmentally designed development and redevelopment in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the development and redevelopment of Centers and the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.</p>	<p><b>Policy on Water Resources</b> - Protect and enhance water resources through coordinated planning efforts aimed at reducing sources of pollution and other adverse effects of development, encouraging designs in hazard-free areas that will protect the natural function of stream and wetland systems, and optimizing sustainable resource use.</p> <p><b>Policy on Open Lands and Natural Systems</b> - Protect biological diversity through preservation and restoration of contiguous open spaces and connecting corridors; manage public land and provide incentives for private land management to protect scenic qualities, forests and water resources; and manage the character and nature of development for the protection of wildlife habitat, critical slope areas, water resources, and for the provision of adequate public access to a variety of recreational opportunities.</p> <p><b>Policy on Coastal Resources</b> - Acknowledge the statutory treatment of the coastal area under federal and state legislation, coordinate efforts to establish a comprehensive coastal management program with local planning efforts, undertake a regional capacity analysis, protect vital ecological areas and promote recreational opportunities.</p> <p><b>Policy on Special Resource Areas</b> - Recognize an area or region with unique characteristics or resources of statewide importance and establish a receptive environment for regional planning efforts. The Highlands region has been recognized as the first Special Resource Area in New Jersey.</p>	<p><b>Key Indicator 2.</b> The amount of land permanently dedicated to open space and farmland preservation</p> <p><b>Key Indicator 3.</b> Percent of New Jersey's streams that support aquatic life</p> <p><b>Indicator 11.</b> Conversion of wetlands for development</p> <p><b>Indicator 26.</b> Percent of land in New Jersey covered by adopted watershed management plans</p>

## Analysis

As noted in this report, the Borough is less than 5% in undeveloped land. Figure 2 attached identify the open lands within the Borough. Using the figure the fragmented wetlands of 7.55 acres and the 18± acres of forest land are identified, but the one resource

not identified is floodplains. As identified on figure 4 floodplains are located along the border with Raritan Township and Route 12. Wetlands, although not officially mapped, are located in the vicinity of Allen Street and Youngs Drive and along the northern edge of the Borough including the Agway property. Steep slopes are not an issue in the Borough as they are within adjacent Raritan Township.

There are five (5) park and recreational facilities within the Borough. Tuccamirgan Park along Bonnell Street in the western portion of the Borough consists of 5.35 acres. It is used mostly for passive recreation and one third of it is in forest cover. Green Acres Park is adjacent to Tuccamirgan Park and the Reading-Fleming Intermediate School. It is 5.2 acres in size and again is used for passive recreation. It is almost completely wooded with a portion being in wetlands. The Reading-Flemington Intermediate School consists of 15 acres of which 9 acres approximately are occupied by active recreation fields. Within this area is the Flemington Swim Club (or Flemington-Raritan Community Pool) which is north of the Green Acres Park. Although a private facility it does contribute to the Borough active recreation facilities. Memorial Park is a 6.34 acre parcel adjacent to the Black River & Western Railroad right-of-way on the eastern portion of the Borough. This active recreational site contains several softball/baseball fields.

In the Land Use Ordinance these facilities are located in the Public School and Park District. The purpose of the district is to recognize two areas in the Borough used for public purpose. These include the Reading-Fleming Intermediate School, Tuccamirgan Park, Green Acres Park, the Flemington Swim Club and Memorial Park on the east side of town. In the district no lot can be used and no structure erected, altered or occupied for any purpose except for public schools, government uses including parks and recreation uses and private swim club. These areas also coincide with the largest wooded areas in the Borough as well as areas of significant wetlands.

The Intermediate School's Long Range Facilities Plan (LRFP) indicates that there are no plans for expansion to the school within the next five years. The school is currently undergoing an energy audit that could lead to upgrades and/or rehabilitation within the next 5 years, however. The LRFP is a five-year plan that is continually updated with any new plans, but as stated above, there are no plans for expansion to this school.

Borough review guidelines have incorporated the following provisions, which address the goal of Conserving Natural Resources and Systems.

1. Regard for Natural Features. All residential and non-residential uses shall be designed with regard to the topography and natural features of the site. The effects of prevailing winds, seasonal temperatures and hours of sunlight on the physical layout and form of the proposed buildings shall be taken into account. Special consideration shall be given to the preservation of natural features, including large trees, stands of specimen vegetation, groves, waterways, aquifer recharge areas, scenic, paleontological, steep slopes, ridge tops, scenic roads, archaeological, cultural, and historic sites and other community assets within site area, and the reduction of impacts on wildlife. The development shall be designed and programmed so as to minimize tree clearance and the destruction of natural amenities associated with the same.

2. Siting of Buildings. All housing and supporting uses shall be sited so as to enhance privacy for residential uses, ensure natural light for all principal residential rooms, and to the greatest extent possible be designed to promote passive solar energy technology. Buildings layout shall be reviewed for arrangement, efficiency and aesthetic quality.
3. Open Space. Open space within all planned developments shall be planned and designed to achieve the Borough goal of ensuring that adequate recreation areas are set aside in suitable locations to provide for the recreation needs of the residents and owners of the planned unit development; and that those portions of the Borough that, because of their natural features, constitute important visual amenities and environmental resources are maintained in accordance with sound conservation practice.
4. Landscaping. Landscaping shall be reviewed for the ability to integrate the site elements of topography, water, buildings, parking and loading areas, and the buffering of incompatible uses. Landscaping shall be reviewed for diversity, including species, function, sculpture, fencing, walls, and other landscaping elements.

The Borough's Environmental Commission plans on conducting a Natural Resources Study, which is a NJDEP requirement for Plan Endorsement.

GOAL 3	POLICIES	INDICATORS
<p><b>Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey</b></p> <p>STRATEGY: Promote socially and ecologically beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents, particularly the poor and minorities, through partnerships and collaborative planning with the private sector. Capitalize on the state's strengths—its entrepreneurship, skilled labor, cultural diversity, diversified economy and environment, strategic location and logistical excellence—and make the state more competitive through infrastructure and public services cost savings and regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new, environmentally sustainable businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the</p>	<p><b>Policy on Economic Development -</b> Promote beneficial economic growth and improve the quality of life and standard of living for New Jersey residents by building upon strategic economic and geographic positions, targeting areas of critical capital spending to retain and expand existing businesses, fostering modern techniques to enhance the existing economic base, encouraging the development of new enterprises, advancing the growth of green businesses, elevating work force skills, and encouraging sustainable economic growth in locations and ways that are fiscally and ecologically sound.</p> <p><b>Policy on Agriculture -</b> Promote and preserve the agricultural industry and retain farmland by coordinating planning and innovative land conservation techniques to protect agricultural viability while accommodating beneficial development and economic growth necessary to enhance agricultural vitality and by educating residents on the benefits and the special needs of agriculture.</p> <p><b>Policy on Equity -</b> It is the position of the State Planning Commission that the State Plan should neither be used in a manner</p>	<p><b>Key Indicator 1.</b> New development, population and employment located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas</p> <p><b>Indicator 1.</b> Average annual disposable income among New Jerseyans</p> <p><b>Indicator 2.</b> Unemployment</p> <p><b>Indicator 3.</b> Conversion of farmland for development</p> <p><b>Indicator 5.</b> Agricultural output</p> <p><b>Indicator 7.</b> Economic output per unit of energy consumed</p> <p><b>Indicator 21.</b> Municipalities with median household incomes of less than \$30,000 per year (in 1990 dollars)</p> <p><b>Indicator 22.</b> Number of census tracts with more</p>

food and agricultural industry throughout New Jersey through coordinated planning, regulations, investments and incentive programs—both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.	that places an inequitable burden on any one group of citizens nor should it be used as a justification for public actions that have the effect of diminishing equity. It is also the position of the Commission that the achievement, protection and maintenance of equity be a major objective in public policy decisions as public and private sector agencies at all levels adopt plans and policies aimed at becoming consistent with the State Plan.	than 40% of the population living under the poverty level
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## Analysis

The commercial and service sectors of Flemington consume approximately one-third of the land area within the Borough where the land use emphasis is on office commercial and service activities. Most of its zones permit commercial or service industries. As, approximately 60% of the employment within the Borough is dedicated to retail and wholesale trade, information systems, finance, insurance and real estate, professional services, food services and public administration.

The Borough is a former member of “Main Street New Jersey”, and it has initiated several elements of the “Four Point Approach”, including:

1. organization of the Flemington-Raritan Business Association.
2. the Historic Preservation Commission advises applicants on changes in exterior appearance through alteration, demolition, new construction/addition or replacement are accomplished with respect and consideration for the building and its environment. The Borough has maintained its downtown with street lighting, street furniture and planting streetscape material. The Borough is also extremely pedestrian oriented with wide sidewalks and pedestrian crossing which are enforced. It just recently obtained a grant for a wayfinding program.
3. The Borough does utilize a newsletter and website, but it does not have an employee to do economic restructuring.

A major economic concern to the Borough is the ongoing redevelopment of the Flemington Fairgrounds in Raritan Township, WalMart, Lowe’s and Longhorn Steakhouse. This will likely have a negative effect on downtown Flemington businesses.

To partially address this issue, the 2007 Reexamination Report recommended developing an economic plan element as part of the Master Plan update. This is an activity that is currently underway.

GOAL 4	POLICIES	INDICATORS
<p><b>Goal 4: Protect the Environment, Prevent and Clean Up Pollution</b></p> <p>STRATEGY: Develop standards of performance and create incentives to prevent and reduce pollution and toxic</p>	<p><b>Policy on Air Resources</b> - Reduce air pollution by promoting development patterns that reduce both mobile and stationary sources of pollution, promoting the use of alternative modes of transportation, and supporting clean, renewable</p>	<p><b>Indicator 4.</b> Percent of brownfield sites redeveloped</p> <p><b>Indicator 7.</b> Economic output per unit of energy consumed</p> <p><b>Indicator 8.</b> The generation of solid waste on a per capita</p>

emissions at the source, in order to conserve resources and protect public health. Promote the development of businesses that provide goods and services that eliminate pollution and toxic emissions or reduce resource depletion. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another; from one geographic location to another; or from one generation to another. Promote ecologically designed development and redevelopment in the Metropolitan and Suburban Planning Areas and accommodate ecologically designed development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, to reduce automobile usage; land, water and energy consumption; and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle materials through demanufacturing and remanufacturing	<p>fuels and efficient transportation systems.</p> <p><b>Policy on Energy Resources -</b> Ensure adequate energy resources through conservation, facility modernization, renewable energy and cogeneration; to continue economic growth while protecting the environment; and to modify energy consumption patterns to capitalize on renewable, domestic energy supplies rather than virgin extraction and imports.</p> <p><b>Policy Waste Management, Recycling and Brownfields-</b> Promote recycling and source reduction through product design and materials management and by coordinating and supporting legislative, planning and facility development efforts regarding solid and hazardous waste treatment, storage and disposal. Capitalize on opportunities provided by brownfield sites through coordinated planning, strategic marketing and priority redevelopment of these sites.</p>	<p>and per job basis</p> <p><b>Indicator 9.</b> Number of unhealthful days annually caused by ground-level ozone, particulate matter and carbon monoxide</p> <p><b>Indicator 10.</b> Greenhouse gas emissions</p> <p><b>Indicator 13.</b> Changes in toxic chemical use and waste generation (non-product output or NPO) by New Jersey's manufacturing sector</p> <p><b>Indicator 15.</b> Vehicle miles traveled per capita</p>
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## Analysis

The reuse of developed sites is smarter than the conversion of greenfields. In the 2007 Reexamination Report the Planning Board identified five (5) underutilized sites that may have the potential of redevelopment and/or adaptive reuse. The Agway Property on Walter Foran Boulevard has the potential as a redevelopment site, given that garden centers require a larger site and need better access. The Report also identifies the former Agway Property (now vacant), stating that the buildings and site might work as an adaptive reuse of the property for retail and office use.

Another area addressed in the Report is the Village Shopping Zone which may need some land development ordinance revisions in light of the activity happening in the Borough and Raritan Township. Flemington Cut Glass was another identified redevelopment site, and a variance has been granted that may promote the objectives of the Borough's mixed use development at the site. Finally, the gas station at the corner of William and Main Street is a potential redevelopment site.

Borough recycling regulations are incorporated in general ordinances Section 24-1 through 24-5. According to the recycling element, the Borough contracts with a private collector for the collection of comingled glass, plastic, tin and aluminum as well as

newspaper and cardboard. Recycled items are collected curbside twice a month. Nonresidential uses are required to make their own arrangements for recycling.

The Borough's Land Use Ordinance guidelines for reviewing private development addresses the siting of buildings by stating "All houses and supporting uses shall be sited so as to enhance privacy for residential uses, ensure natural light for all principal residential rooms, and to the greatest extent possible be designed to promote passive solar energy technology. Buildings layout shall be reviewed for arrangement, efficiency and aesthetic quality." Other guidelines address lighting, landscaping and solid waste management and recycling.

GOAL 5	POLICIES	INDICATORS
<p><b>Goal 5: Provide Adequate Public Facilities and Services at a Reasonable Cost</b></p> <p>STRATEGY: Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life-cycle costing. Reduce demands for infrastructure investment by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.</p>	<p><b>Policy on Infrastructure Investments</b> - Provide infrastructure and related services more efficiently by investing in infrastructure to guide growth, managing demand and supply, restoring systems in distressed areas, maintaining existing infrastructure investments, designing multi-use school facilities to serve as centers of community, creating more compact settlement patterns in appropriate locations in suburban and rural areas, and timing and sequencing the maintenance of capital facilities service levels with development throughout the state.</p> <p><b>Policy on Transportation</b> - Improve transportation systems by coordinating transportation and land-use planning; integrating transportation systems; developing and enhancing alternative modes of transportation; improving management structures and techniques; and utilizing transportation as an economic development tool.</p>	<p><b>Key Indicator 4.</b> Meet present and prospective needs for public infrastructure systems</p> <p><b>Indicator 14.</b> The percent of all trips to work made by carpool, public transportation, bicycle, walking or working at home</p> <p><b>Indicator 16.</b> Number of pedestrian fatalities in vehicular accidents on state roads</p> <p><b>Indicator 17.</b> Increase in transit ridership</p> <p><b>Indicator 18.</b> Percent of potable water supplies that meet all standards</p> <p><b>Indicator 19.</b> Percent of development on individual septic systems</p>

## Analysis

The 1997 Circulation Plan Element recommends a number of transportation improvements which were carried forward in the 2007 Reexamination Report including:

1. Once Park Avenue is realigned to meet Foran Boulevard, signalization will be required at the intersection of N. Main Street, Park Street and Foran Boulevard.
2. It is recommended that a parking lot to the southwest of Mikasa on the west side of Main Street within Block 21 be created.

3. The Borough's site plan ordinance should be revised to require cross-access and shared parking for properties throughout the Borough, since there are potential parking lots which would benefit from such a policy.
4. Bike racks need to be provided by the downtown. A standard bike rack detail should be selected that is sympathetic to the architecture of the downtown and should then be used consistently. The Borough's site plan ordinance should be amended to include a requirement for bike racks for new or amended site plans for commercial buildings.
5. The appearance of sidewalks, their condition, and their importance to the downtown dictate the need for government involvement, either by policing and requiring private restoration; or by public construction, with assessments attached to benefiting properties.
6. It is recommended that the streetscape throughout the Borough be enhanced by the planting of additional street trees, and that the Borough Shade Tree Commission continue to pursue designation as a "Tree City."
7. The Borough should investigate with NJ Transit the potential for passenger rail service from the greater Flemington area to the Somerville area. There should be integration with the regional rail systems to the northeast and southwest. The municipalities should consider the advantages and disadvantages of rail service.
8. Sidewalk connections should be made between the Village Shops Zone and the Downtown Business Zone.

These improvements demonstrate the Borough's focus on other modes of mobility beyond that of the automobile, and the Park Avenue project is about to be let for bids, along with the Borough's Wayfinding Plan.

The Borough has also cooperated extensively with NJDOT, the County and Raritan Township on the State highway network that impacts the Borough. The Borough is traversed by two Urban Principal Major Arterials (Route 202 and Route 31) which is connected to Route 12 which functions as Urban Minor Arterial to form a circle. Efforts are being made to eliminate the circle and create another form of traffic control device for the area.

Route 12, County Route 523 (Main Street), County Route 611 (South Main Street) and Reaville Avenue also involves a circle which is under the jurisdiction of NJDOT.

Several deficiencies were identified with the Circulation element in the pre-petition meeting with NJDOT, including a need for the Borough to identify transit options. The most recent Reexamination Report does reference a recommendation to investigate possible rail options. Toward this end, the Flemington Economic Development Committee has coordinated an effort to return commuter rail service to Flemington that has been endorsed by Hunterdon and Somerset Counties along with the affected municipalities (Flemington, Raritan, Readington, and Hillsborough).

The Borough is presently serviced by the Hunterdon County Department of Transportation which operates the LINK. The 16/20 and 19 provide weekly service into the Borough and points within Raritan Township. The 21 provides Saturday service. The

LINK may be able to assist passengers in connecting to NJ TRANSIT, TransBridge Bus services to New York, Whitehouse, Annandale, Lebanon and High Bridge train stations and Newark Airport, Newark and New York.

Another recommendation from NJDOT was to address Goods Movement. Although the Hunterdon County Transportation Plan does not address Goods Movement as a specific topic it does provide information on trucks.

A final recommendation from NJDOT was the State's Access Code and the Desirable Typical Sections for State highways and the relationship of them to land uses and municipal zoning. In the case of Flemington the DTS for Route 12, 31 and 202 is 4A which means that the right-of-way should be 114 feet with 4 lanes, divided highway with shoulders. On Route 12 the access level is a 4 which means driveways must have a provision for left-turn access by way of a left-turn lane as opposed to Route 31 and 202 being a level 3 which means right-turn access only with the provision for left-turn access by way of a jughandle.

According to the Reexamination Report and as required under the stormwater management rules, the Borough prepared a Municipal Stormwater Management Plan (MSWMP) in 2006. The goals of the Plan include reducing flood damage, minimizing increases in stormwater runoff from new development, reducing soil erosion, assuring the adequacy of culverts and bridges, maintaining groundwater recharge, preventing an increase in nonpoint source pollution, maintaining the integrity of stream channels, minimizing pollutants in stormwater runoff, and protecting public safety through proper design and operation of stormwater basins.

Flemington operates its own water utility service. Water supply is an issue. The State's new standard for arsenic has been lowered, which is requiring remediation at the wells impacted. (The Borough has 6 wells in operation.)

The Borough wastewater is pumped from its collection system to a treatment plant operated by the Raritan Township Utilities Authority. According to the 1997 Master Plan the Borough was pumping approximately 1 million gallons per day or approximately 72% of its agreement to treat 1.385 million gallons per day. It was noted in the Master Plan that the Borough was undertaking an effort to reline parts of its collection system to reduce groundwater and stormwater infiltration.

Under the new Water Quality Management Rules Hunterdon County will assume the role of the planning entity for wastewater within the County.

GOAL 6	POLICIES	INDICATORS
<p><b>GOAL 6: Provide Adequate Housing at a Reasonable Cost</b></p> <p>STRATEGY: Provide adequate housing at a reasonable cost through public/private partnerships that create and maintain a broad choice of attractive, affordable, ecologically designed housing, particularly for those most in need. Create and maintain housing in the Metropolitan and</p>	<p><b>Policy on Housing</b> - Preserve and expand the supply of safe, decent and reasonably priced housing by balancing land uses, housing types and housing costs and by improving access between jobs and housing. Promote low- and moderate-income and affordable housing through code enforcement, housing subsidies, community-wide housing approaches and coordinated efforts with the New Jersey Council on Affordable Housing.</p>	<p><b>Indicator 20.</b> Percent of New Jersey households paying more than 30% of their pre-tax household income towards housing</p> <p><b>Indicator 24.</b> Annual production of affordable housing units</p>

Suburban Planning Areas and in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, at densities which support transit and reduce commuting time and costs, and at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support regional and community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.	<b>Policy on Design</b> - Mix uses and activities as closely and as thoroughly as possible; develop, adopt and implement design guidelines; create spatially defined, visually appealing and functionally efficient places in ways that establish an identity; design circulation systems to promote connectivity; maintain an appropriate scale in the built environment; and redesign areas of sprawl.	
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## Analysis

Flemington has a diverse housing supply when compared with most Hunterdon County communities. According to the 2005 Housing Plan, of the Borough's 1,876 units in 2000, only 36% were single family detached or attached units. Two-family units (twins or duplexes) represented approximately 22% of the stock, and 42% of the stock were units in buildings with three or more dwellings. Of the owner occupied units, 74% were single family detached units; while units in structures containing 3 or more units comprised 68% of all rental units.

A significant factor identified in the 2005 Housing Plan is the median housing value in Flemington. In 1990 the value was \$154,900 and in 2000 it was \$163,300. This represents a 5% increase over a ten year as compared to the County increase in value of approximately 17% for the same period. Also, the 2000 median housing value in Flemington was 66.7% of the median housing value in Hunterdon County.

According to the 2005 Housing Plan, the Borough's total projected growth share, based on municipal projection data, was twenty-five (25) affordable housing units. This total exceeded NJTPA's household and employment growth projections that would generate an affordable housing obligation of twenty (20) units. According to the June 2, 2008 adopted rules, the Borough's growth share is 24 units.

Under the new rules the Borough's obligation increases to 39 units. This seems to be mainly due to increased population projections, even though only five market-rate certificate of occupancies has been filed with DCA for the period 2000 to 2008.

The Borough's Planning Board readopted its Housing Element and Fair Share Plan on December 17, 2009 and the Borough petitioned for substantive certification on December 30, 2008. Through the rules on exclusion the third round Borough is able to reduce its obligation to 21 units which are addressed through a 100% affordable housing project, a special needs facility, two inclusionary projects (Flemington Electric and Luster / Dodger Blues) and a market to affordable program.

The Borough received certification from COAH on July 8, 2009.

GOAL 7	POLICIES	INDICATORS
<p><b>Goal 7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value</b></p> <p>STRATEGY: Enhance, preserve and use historic, cultural, scenic, open space and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.</p>	<p><b>Policy on Historic, Cultural and Scenic Resources</b> - Protect, enhance, and where appropriate rehabilitate historic, cultural and scenic resources by identifying, evaluating and registering significant historic, cultural and scenic landscapes, districts, structures, buildings, objects and sites and ensuring that new growth and development is compatible with historic, cultural and scenic values</p>	<p><b>Key Indicator 2.</b> The amount of land permanently dedicated to open space and farmland preservation</p> <p><b>Indicator 12.</b> Conversion of land per person</p>

## Analysis

Flemington has a long history in agriculture and commerce dating back centuries. Fleming Castle was built in 1765 and was an important stop for settlers moving westward into Pennsylvania. This history, as noted in the Historic Preservation Element, has produced a wealth of architectural styles and an interest in maintaining historical assets and forms. Many of Flemington's historical treasures, which make up 40% of Borough buildings, can be found on a walking tour published by the Borough.

The 1997 Master Plan's Historic Preservation Element recommended goals and objectives addressing preservation which have been codified. Review of development applications within the Borough's Historic District is required pursuant to §1404 of the Land Development Ordinance. The Land Use Ordinance also includes requirements that all applications for development, building permits, demolition permits, or other municipal permits shall be consistent with the standards set forth herein to the extent such application relates to landmarks located in an Historic District, or specifically identified as historic sites within the Historic Preservation Plan of the Master Plan pursuant to *N.J.S.A. 40:55D-28b (10)*.

As previously noted, there are five (5) park and recreational facilities within the Borough.

- Tuccamirgan Park along Bonnell Street in the western portion of the Borough consists of 5.35 acres. It is used mostly for passive recreation and one third of it is in forest cover.
- Green Acres Park is adjacent to Tuccamirgan Park and the Reading-Flemington Intermediate School and its 5.2 wooded acres are used for passive recreation.
- The Reading-Flemington Intermediate School consists of 15 acres, with 9 acres of active recreation fields.
- Flemington Swim Club (or Flemington-Raritan Community Pool), north of the Green Acres Park, is a private facility.

- Memorial Park (6.34 acres adjacent to the Black River & Western Railroad on the eastern portion of the Borough), is an active recreational site which contains several softball/baseball fields.

The Land Use Ordinance includes these facilities are located in the Public School and Park District. The purpose of the district is to recognize two areas in the Borough used for public purpose. These include the Reading-Fleming Middle School, Tuccamirgan Park, Green Acres Park, and the Flemington Swim Club, and Memorial Park on the east side of town. In the district no lot can be used and no structure erected, altered or occupied for any purpose except for public schools, government uses including parks and recreation uses and private swim club. These areas also coincide with the largest wooded areas in the Borough as well as areas of significant wetlands.

Also as previously noted, most recreation activities are jointly sponsored by Flemington and Raritan Township. Some examples are:

- Flemington Falcons Pop Warner Football for children ages 5-15. Games are played at the Hunterdon Central Regional High School throughout the fall;
- Flemington Pioneers Football leagues for children in grades 1-8. Games are played at Pioneer Field (aka Manning Park or the Williams Street Complex) or at HCRHS from August to November;
- Flemington-Raritan Baseball has over 900 boys and girls registered to play baseball in divisions from 5 years old to 16 years old. Games are played at the FRB complex on Williams Street in Flemington and at Lenape Park on Route 523 in Raritan Township. The complex on Williams Street consists of three (3) lighted little league fields, six batting cages, and a snack bar.
- Flemington Elks Wrestling for children in grades K-8. Matches are held at either Copper Hill or HCRHS.
- Greater Flemington Soccer Club which has a recreation team, a travel team and an indoor league. Recreation games are played at HCRHS, travel team home games are played at Lenape Field and the indoor league home games are played at either the Flemington Armory or the ESC field in West Amwell.

GOAL 8	POLICIES	INDICATORS
<p><b>Goal 8: Ensure Sound, Integrated Planning and Implementation Statewide</b></p> <p>STRATEGY: Use the State Plan and the Plan Endorsement process as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation; and to integrate planning with</p>	<p><b>Policy on Comprehensive Planning</b> - Promote planning for the public's benefit, and with strong public participation, by enhancing planning capacity at all levels of government, using capacity-based planning and Plan Endorsement to guide the location and pattern of growth and promoting cooperation and coordination among counties, municipalities, state, interstate and federal agencies.</p> <p><b>Policy on Planning Regions Established by Statute</b> - The State Plan acknowledges the special statutory treatment accorded the New Jersey Pinelands under the Pinelands Protection Act, and the</p>	<p><b>Key Indicator 6.</b> The degree to which local plans and state agency plans are consistent with the State Plan</p> <p><b>Indicator 25.</b> Municipalities participating in comprehensive, multijurisdictional regional planning processes consistent with the State Plan</p>

investment, program and regulatory land-use decisions at all levels of government and the private sector, in an efficient, effective and equitable manner. Ensure that all development, redevelopment, revitalization or conservation efforts support State Planning Goals and are consistent with the Statewide Policies and State Plan Policy Map of the State Plan.	<p>Hackensack Meadowlands under the Hackensack Meadowlands Reclamation and Development Act. The State Planning Commission is explicitly directed to "rely on the adopted plans and regulations of these entities in developing the State Plan." In the State Plan, these areas are considered Planning Regions Established by Statute.</p> <p><b>Policy on Public Investment Priorities</b> - It is the intent of the State Plan that the full amount of growth projected for the state should be accommodated. Plan Strategies recommend guiding this growth to Centers and other areas identified within Endorsed Plans where infrastructure exists or is planned and where it can be provided efficiently, either with private or public dollars. (Designated Centers are included in the category of communities with Endorsed Plans.) Public investment priorities guide the investment of public dollars to support and carry out these Plan Strategies.</p>	
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## Analysis

Flemington was designated as a Town Center by the State Planning Commission on December 5, 2001. As part of the designation process the State Planning Commission approved a Planning and Implementation Agenda (PIA) setting forth activities and initiatives the Borough would undertake with some State and County assistance.

On October 12, 2006 a report was prepared by the Borough's planning firm of Clarke Caton Hintz and filed with the Executive Director of the Office of Smart Growth. The report outlined the Borough's implementation activities, major development proposals, capital improvements and the status of planning activities.

## Implementation

### 1. Land Use

- Borough Council authorized the Planning Board to prepare a Reexamination Report which was completed and adopted in 2007
- Land Use ordinance revision was completed and
- The Planning Board continues to encourage infill development and redevelopment as a priority

### 2. Housing

- Construction of the Allen Street Senior housing development is complete and units are occupied
- Round 3 Housing Plan Element and Fair Share plan was completed

### 3. Economic Development

- An Economic Development Commission was established
- Promotion of Flemington as a vibrant commercial and cultural center is ongoing
- The Reexamination Report has identified areas that may need redevelopment

4. Transportation
  - The realignment of Park Ave. is complete
  - TEA-21 funding for parking improvements, streetscape improvements and sidewalk linkages between downtown and outlet centers is being pursued
  - HART funding is being pursued for bike racks and sidewalks and a bus shelter to be located in the Liberty Village parking lot to serve commuters on the TransBridge bus line
  - Work on paratransit is ongoing
  - Traffic and access construction is complete for Route 202/Reaville Ave.
  - Reconfiguration of the Flemington Circle and improvements to Route 31/202 is in design
  - Church Street between Broad Street and Route 31 is rebuilt
5. Natural Resources Conservation
  - Borough has enacted an ordinance requiring developers with insufficient space on their sites to fund the installation of street trees elsewhere within the Borough.
  - A wellhead protection ordinance is being considered.
  - The Borough has adopted stormwater management ordinance in accordance with NJDEP standards.
6. Recreation
  - The Borough continues to work with Raritan Twp. on the joint development of active recreation facilities.
7. Historic Preservation
  - The Borough continues to pursue the designation of historic and archeological resources.
  - The Borough continues to increase e public awareness of a support for historic and archeological resources.
  - Work on new historic preservation design guidelines is underway jointly with Raritan Twp.
8. Public Facilities
  - Work on the renovation of the municipal building is continuing.
  - Police department has been moved to Main Street.
  - Expansion of Eat Main St. sewerage trunk line was completed
9. Intergovernmental Coordination
  - The Borough continuous to support the expansion of the center boundary to include a portion of Raritan Twp.
  - The Borough continues to participate in Hunterdon County's Smart Growth Planning efforts
  - Expansion of County office facilities in the Borough is complete.
  - Work is ongoing on pursing shared services with Raritan Twp as well as with other surrounding municipalities

#### Status of Planning

Beyond the completion of the Housing Plan Element and Reexamination Report the borough amended the land use element in 2003. The amendment addressed the rezoning

of an area at the corner of Walter Foran Boulevard and Main St. Because of the realignment of Main Walter Foran the intersection is more heavily utilized so the area was changed from Townhouse zone to Professional Office.

### Capital Improvements

Since center designation, the Borough has undertaken the planning and/or implementation of the following capital improvement projects:

**Park Avenue** sewer replacement, road construction and sidewalk replacement

**Mine Street** road reconstruction and replacement if sidewalk

**Allen Street** “Safe Route to School”, new sidewalk constructed

**Church Street** road reconstruction, traffic light installation and replacement of sidewalk

**Bonnell Street** Road reconstruction, new water lines and replacement of sidewalk

**Brown Street** Road reconstruction, new water lines and replacement of sidewalk

**Broad Street** Road reconstruction, new water lines, traffic light installation and replacement of sidewalk

**West Road** Overlay of road

**Walnut Brook** Overlay of road and replacement of sidewalk

**Various Shade Trees** Installation of street trees throughout the Borough in the amount of \$60,000

**Borough Hall** renovations

**Rehabilitation** 100 Main (plans underway)

**Fleming Castle** Purchase with grant from NJ Historic Trust

### Major Developments

The following are major projects addressed by Borough since Center designation.

#### **Flemington Village Plaza (2001)**

Known as “The Shoppes at Flemington”, when complete this will be a 152,738 sq ft shopping center on 19.615 acres along Reaville Avenue utilizing what was formerly the largest remaining vacant property in the Borough.

#### **Liberty Village (2002)**

A 24,000 sq ft retail building and site improvements to existing Liberty Village Shopping Center

#### **Pennrose Senior Housing**

Age-restricted housing on corner of Church and Broad Streets on site of former County public works maintenance garage

#### **Allen Street Senior Housing**

Age-restricted housing project replacing exiting housing

### **123 Main Street (2005)**

At the corner of Main and Mine Streets redevelopment of former hardware store into mixed use structure (retail and residential)

### **70 Church Street (Spice Factory) (2005)**

Redevelopment of existing 3 story retail/office building and power building on 3.88 acres into retail with an additional 5,000 sq ft

### **Flemington Electric Supply**

At 138 Main Street the redevelopment (removal) of the buildings along Williams Street to be converted into new apartments

### **Unity Bank**

Historic train depot restored under historic preservation guidelines into a bank.

## **CONSISTENCY WITH STATE PLAN - CENTER CRITERIA & POLICIES**

Flemington as a Town Center is not likely to significantly increase in population. Most projections for the Borough within the next 20 plus years see an increase of approximately 2.6% or 113 more residents than the 2008 population estimate of NJDOL.

The amount of population growth within the Town Center is not likely to relieve pressure upon the environs that surround the Borough. Functioning more as a Regional Center, incorporating portions of Raritan Township could significantly impact protection of the environs.

Although historical zoning and development patterns have separated places of employment from housing, there is a recognition of the benefits of mixed-use and there is precedent within the Borough where it does exist. The Borough's Land Use Ordinance defines "*Mixed use as development which includes residential, public, quasi-public, commercial, office and open space uses, and which has significant functional and physical integration of project components, including uninterrupted pedestrian connections, and which is in conformance with a comprehensive design plan*".

The purpose of the Community Business District is to provide a mixed use zone combining a number of different residential housing types, along with retail and service uses limited to the everyday needs of residents and small scale office uses. This district is located at the southern end of the Borough around the Rt. 12 traffic circle where it functions as Flemington's southern gateway. The Downtown Business District and Downtown Business II District are intended to provide for mixed uses in the traditional business and governmental center of the Borough, and provide a transitional area between the Downtown Business (DB) and the Village Shops (VS) zone.

Mixed use dominates the two Downtown Districts, where many buildings have first floor commercial establishments and office/professional space or residential units on the second and third floors.

Flemington is extremely pedestrian-friendly. It has wide sidewalks, street furniture and seasonal planters and utilizes crosswalks throughout the Borough to protect the right-of-way for pedestrians. Flemington is exploring improved linkages between Liberty Village and the downtown area, along with a number of other initiatives to improve mobility. Finally, the Borough has been awarded a grant for a wayfinding system which should add pedestrian mobility.

Most community services are within the Center, such as municipal services, library, police, fire and first aid facility. Only one of the four district schools in the regional school system are within the Center. This is the Reading-Flemington Intermediate School on Court Street. Hunterdon Central Regional High School is located on Route 31 in Raritan Township just outside Flemington's center boundary.

Most facilities are on Main Street or a block or two from the residential areas of the Borough. As noted in the regional discussion Flemington is the county seat of Hunterdon County with many of its major functions located within the downtown and together with adjacent Raritan Township it is the major commercial focus of the County.

As previously stated, there are no plans for expansion to the Intermediate School within the next five years.

## **Policies for Centers**

### ***Policy 1 Designation of Centers and Endorsed Plans***

Centers are delineated in municipal, county or regional plans and receive designation status through State Planning Commission endorsement of those plans.

*The Master Plan addresses specific activities within the Town Center, since the municipal boundary is the center boundary. The term Town Center is not specifically referenced in the Master Plan.*

### ***Policy 3 Using Capacity Information to Plan Centers***

The identification and designation of Centers should be based upon capacity information and existing and desirable future development patterns. Counties and regional agencies should analyze the capacities of infrastructure, natural resources, social and economic/fiscal systems and use this information in working with their municipalities to identify the proper locations, number and sizes of Centers necessary to accommodate projected population and employment growth to the Year 2020.

*Flemington is not likely to significantly increase in population as a Town Center unless significant redevelopment occurs on the limited land available for redevelopment. Most population projections for the Borough see an increase of approximately 1.6% within the next 20 years. This is an increase of only 113 residents over the 2008 NJDOL population estimate.*

*The amount of population growth within the Town Center is not likely to relieve pressure upon the environs that surround the Borough. Functioning as a Regional Center incorporating portions of Raritan Township could have a significant impact on protecting the environs.*

*The employment projections for the Borough are within the range of 5,170 to 7,280 total jobs within 20 years. This represents a 184% increase. Beyond the largest vacant parcel being developed as commercial space, if the projections are achieved the balance of this projected employment would have to come from redevelopment.*

***Policy 4 Center Boundaries***

Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas have Center Boundaries delineating the geographic focus of development and redevelopment activities, infrastructure and other investments.

*A center boundary has been established at the Borough's municipal boundaries.*

***Policy 5 Delineating Center Boundaries***

Center Boundaries should be defined by roads; waterways; parks, greenways and greenbelts; or changes in housing patterns, densities or types. They need not be coterminous with county or municipal boundaries.

*The Borough is reproposing the municipal boundary.*

***Policy 6 Providing Land for Growth in Centers***

Centers should contain a sufficient amount of land to support their projected growth both in the short run and to the Year 2020. This should include an appropriate multiple of land area to serve growth projections, new or expanded capital facilities, and affordable housing allocations, without constraining the market or allowing monopoly land pricing.

*Available infill and redevelopment opportunities will provide sufficient land for the limited population anticipated within the Town Center.*

***Policy 7 Balancing growth between Centers and Regions***

In the aggregate, Centers should be planned to accommodate regional growth projections, providing a reasonable multiple of land. However, within the region specific Centers may not necessarily require growth. Municipalities or counties with these places should identify sufficient amounts of available and developable land within other Centers to serve the market area while accommodating projected levels of growth.

*Flemington foresees additional growth in Raritan Township, the "donut" that surrounds the Borough. The Township is projected by the County to increase 4,337 in the next 20 years to a population density of 4,523 persons per square mile.*

***Policy 9 Affordable Housing in Centers***

Locate affordable housing within Center Boundaries in Fringe, Rural and Environmentally Sensitive Planning Areas. An absence of Centers identified to receive growth in a municipality will not absolve a municipality of its fair-share housing responsibility. Where Centers are not identified, the Council on Affordable Housing, working with the State Planning Commission and the municipality, may identify Centers or other appropriate ways for a municipality to accommodate its fair-share housing allocation and still meet the intent and purposes of the State Plan.

*Flemington was certified under Round 2 and received substantive certification for Round 3 on July 8, 2009.*

### ***Policy 10 Identifying and Delineating Cores***

Communities are encouraged to identify and delineate Cores as part of their plans submitted to the State Planning Commission for Plan Endorsement.

*The Downtown Business District and the Downtown Business II District are identified as the Center's core.*

### ***Policy 12 Reconsideration of Center Boundaries***

Reconsideration of Center Boundaries should occur as part of master plan reexaminations, based on regional and local planning considerations and the capacities of infrastructure, natural resource and other systems to sustain development.

*2007 Reexamination Report did not identify the need to amend the center boundary. Although to advance the designation as a regional center increasing the center boundary would be necessary.*

## **Center Design Policies**

### ***Policy 13 Cores***

Design Cores to be the commercial, cultural, and civic heart of a Center, with multi-story and mixed-use buildings, shared parking, higher intensities and a high proportion of internal trips on foot or by transit. The focus in Cores activities are features, such as restaurants, retail and services, which generate pedestrian traffic.

*The identified core in Flemington meets the design criteria with mixed use and multi-story buildings, and a mix of retail, services and restaurants.*

### ***Policy 15 Streets and Blocks***

Design streets and blocks to:

- maximize connectivity;
- establish a comfortable pedestrian environment;
- function as high-quality public spaces as well as means of circulation;
- balance the needs of different transportation modes, with an emphasis on pedestrian and bicycles;
- serve the needs of everyday users (pedestrians, cars), rather than of occasional users (fire trucks, snow plows);
- minimize cartway width and impervious coverage, while maximizing energy-efficient building sites;
- maximize the use of traffic calming and traditional traffic control devices (roundabouts, intersections);
- maximize the sense of enclosure, using continuity of building walls and appropriate building height-to-street-width ratios to reinforce street space in ways appropriate to the block and the neighborhood; and

- reflect adjacent land-use conditions as well as the volume of traffic which the street is expected to carry.

*Flemington's streets are arranged in a grid pattern, which maximizes connectivity of blocks. Attractive public spaces with street furniture in and around the downtown are a welcoming environment for pedestrians. Residential building setbacks, which are generally 25 feet or so, bring a sense of enclosure to the street and offer useful and private rear yards.*

### ***Policy 16 Public Spaces***

Provide within each Center for at least one centrally located, easily accessible and well-designed public space that creates a focal point for the community, along with an appropriate variety of other, smaller public and semi-public spaces to address more limited or neighborhood needs.

*There are several key focal points within the downtown area of the Borough:*

- *The Old Courthouse and Union Hotel, on opposite sides of Main Street, share an international notoriety born of the Lindbergh family's misery.*
- *The 1902 watering trough (serving horses, dogs and people in its day) in front of the Old Courthouse*
- *The War Monument commemorating those who served in all wars, originally erected in the late 1800's to honor those who served in the Civil War.*
- *The bandstand in the park behind the old Courthouse.*

### ***Policy 17 Streetscapes***

Encourage quality streetscape treatments that adequately reflect public commitment to the community and its built environment, with trees and other appropriate plant material, statuary, fountains and other features that animate the public and semi-public realm, along with appropriate street furniture.

*Throughout Main Street planters are bedecked to reflect the seasons. Street furniture is found in the form of benches. A beautiful Town Clock is located in the downtown. Trash receptacles are dispersed throughout the downtown area. One of the more unusual pieces of street furniture in the Borough is the 1902 fountain noted above.*

### ***Policy 18 Integrating Large and Small Buildings and Facilities***

Encourage neighborhoods that integrate both large and small buildings and facilities. To achieve a seamless integration of larger facilities into the surrounding neighborhood:

- consider complementary uses to soften transitions from residential to nonresidential;
- design large facilities to resemble a series of smaller buildings;
- calm vehicular access and egress to avoid disruption to pedestrian circulation and to neighborhood activities;
- develop and enforce performance standards to maintain desirable quality of life features;

- provide incentives, where appropriate, for multi-story buildings with smaller footprints, instead of single-story buildings with vast floorplates;
- schedule activities to minimize disruptions to the surrounding neighborhood; and
- maintain a constant dialogue between the neighborhood and the large user and require public involvement in every step of decision making.

*Throughout the Borough the variety of structures ranges from one to four story masonry and/or frame buildings dating to the 1760's. The tallest buildings are generally four stories and are found along historic Main Street, north of Maple Avenue. The diverse array of architectural styles, including Colonial, Federal, Greek revival, Italianate, Arts and Craft and Victorian architecture, makes the Borough a treasure for the cultural tourist.*

*Between the residential zones and the nonresidential zones of downtown is the Transitional Residential (TR) zone. The purpose of this zone is to provide for a medium density residential district of single family detached and two-family dwellings located between primarily commercial districts and single family zones. Certain governmental and institutional uses are also permitted.*

### ***Policy 19 Building Orientation***

Orient buildings and main building entrances to face streets or other important public spaces, and clearly mark and frame these entrances architecturally with columns, lintels, pediments, canopies or other architectural features. Avoid orienting buildings toward parking lots.

*Throughout the Borough, nonresidential structures face the street, with the majority of parking located at the side or rear of the building. Also since many buildings that have become mixed use were previously residential uses, porches leading to building entrances are a prevalent architectural features in the Borough.*

### ***Policy 20 Building Height***

Encourage taller buildings to acknowledge the height of neighboring buildings and to echo important horizontal lines by way of setbacks, recesses or other design devices.

*The Borough's design standards address this policy to a large extent. For example, in addressing the proportion of a building's front façade the relationship of the width of any building to the height of the front elevation must be visually compatible with buildings and things to which it is visually related.*

### ***Policy 21 Building Elevations***

Create visual interest in facade design with rhythms, patterns and decorative elements and by using a variety of modular components. Avoid blank walls, particularly if visible from the public realm.

*The Borough addresses building facades within its design guidelines. For example, the relationship of solids to voids in facades of buildings must be visually compatible with the buildings and things to which they are visually related, and the relationship of materials.*

Criteria	State Plan Criteria: Town Center	Proposed Town Center Baseline	Proposed Town Center (20 years forward)
<i>Land Use</i>			
Function	Mixed-use core and diverse housing.	County seat, commercial and residential "Main Street"	County seat, commercial and residential "Main Street"
	Identified as a result of a strategic planning effort.		
Land area	< 2 sq mi	1.07 sq mi	1.07 sq mi
Housing units	500 to 4,000	1,876	
Housing Density	> 3 du/acre	2.74	
<b>Population</b>			
Number of people	1,000 to 10,000	4,200	4,337
Density	> 5,000 per sq mi	3925	4,053
<i>Economy</i>			
Employment	>500 to 10,000	2,194	
Jobs-housing ratio	1:1 to 4:1	1.2:1	
<i>Infrastructure</i>			
Capacity (general)	Sufficient existing or planned infrastructure.	Municipal potable water Contracted wastewater with Raritan Township	Municipal potable water Contracted wastewater with Raritan Township
Transportation	Arterial highway or public transit.	Major arterials – Rt. 31 and 202 Automobile; Interstate bus to Newark & New York; shuttle service to area train stations (e.g. Whitehouse Station)	Major arterials – Rt. 31 and 202 Automobile; Interstate bus to Newark & New York; shuttle service to area train stations (e.g. Whitehouse Station)

## CONSISTENCY WITH STATE PLAN – PLANNING AREA POLICY OBJECTIVES

Flemington is in the Fringe Planning Area (Planning Area 3). The Borough is not proposing any changes to its Planning Area designation.

Each Planning Area has Policy Objectives to guide the application of the Statewide Policies. The Policy Objectives ensure that the Planning Areas guide the development and location of Centers and protection to the Environs. The following is how the Borough's planning responds to the Policy Objectives of Planning Area 3.

1. **Land Use:** Focus development and redevelopment in appropriately located and designed Centers to accommodate growth that would otherwise occur in the Environs. Protect the Environs primarily as open lands. Development and redevelopment in the Environs should not exceed the carrying capacity of the area and should maintain or enhance the character of the Environs.

*All of the land area of Flemington will be within the center boundary. All development and redevelopment will take place within the center.*

2. **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher-density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the character of the Environs.

*Flemington provides a full range of housing (single-family, two family, senior and multi-family housing) and commercial services within the Borough and nearby Raritan Township are easily accessible. The Borough received 2<sup>nd</sup> round and 3<sup>rd</sup> round certification from COAH.*

3. **Economic Development:** Guide opportunities for economic development into Centers. In the Environs, locate resource-based economic development activities, such as resource extraction, recreation and agriculture; as well as activities which meet a regional need and cannot meet acceptable performance standards for Centers.

*The Borough has a series of redevelopment opportunities distributed within the Borough that have been recognized in the Master Plan. Found to be one of the few viable solutions to Route 202 congestion, reactivation of commuter rail service to Flemington is becoming an increasingly realistic possibility. At the same time, a "Miracle Mile" of redevelopment opportunity is emerging between Route 202 and Route 31 comprised of the irregularly shaped parcels that have historically been associated with the railroad.*

4. **Transportation:** Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas, encouraging alternatives to the single-occupancy vehicle whenever feasible. In

Centers, emphasize the use of public transportation systems and other alternatives to private cars where appropriate and feasible, and maximize circulation and mobility options. Preserve and stabilize general aviation airports, and, where appropriate, encourage community economic development and promote complementary uses for airport property, such as business centers.

*Three major arterial highways traverse Flemington, providing service south to Trenton (Metropolitan Planning Area) via Routes 202 and 31, and north to Clinton on Route 31 and northeast to Somerville and Bridgewater via Route 202 (Metropolitan and Suburban Planning Areas). Flemington is exploring renewed transit rail service and making best use of private and County bus services to facilitate transit.*

*Being somewhat removed from these highways, the downtown portion of the center is a pedestrian friendly environment.*

5. **Natural Resource Conservation:** Strategically acquire open space to define Centers and to maintain contiguous open space corridors that link to other Planning Areas and Centers.

*The area surrounding the center is within Planning Area 3 in a sewer service area. Flemington maintains open space along the western border of the center extending into open space in Raritan Township. The Preliminary State Plan Policy Map shows this area being proposed for a PA5 or “Park” designation.*

6. **Agriculture:** Guide development to ensure the viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas. Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of the agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.

*This policy objective is not applicable since there is no agriculture within the center.*

7. **Recreation:** Provide maximum active and passive recreational opportunities and facilities at neighborhood and local levels by targeting the acquisition and development of neighborhood and municipal park land within Centers. Provide regional recreation opportunities by targeting park land acquisitions and improvements that enhance large contiguous open space systems.

*As previously noted, Flemington maintains a recreation program with Raritan Township, where many recreation facilities are located. The five (5) park and recreation facilities within the Borough include:*

- *Tuccamirgan Park located along Bonnell Street in the western portion of the Borough consists of 5.35 acres and is used mostly for passive recreation with one third forest cover.*

- *Green Acres Park, adjacent to Tuccamirgan Park and the Reading-Flemington Intermediate School, is 5.2 acres (almost completely wooded and partly wetlands) and used for passive recreation.*
  - *The Reading-Flemington Intermediate School consists of 15 acres, 9 acres of which are occupied by active recreation fields.*
  - *Within this area is the Flemington Swim Club (or Flemington-Raritan Community Pool) located north of the Green Acres Park. Although a private facility it does contribute to the Borough active recreation facilities.*
  - *Memorial Park, a 6.3 acre parcel adjacent to the Black River & Western Railroad right-of-way on the eastern portion of the Borough, is an active recreation site contains several softball/baseball fields.*
8. **Redevelopment:** Encourage appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers, or in ways that support Center-based development, to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a broad range of uses, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile.

*The last Reexamination Report recognized that future development within the Town center would involve private and public redevelopment and identified several locations which may be opportunities for improvement or areas in need of redevelopment.*

9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with open space and farmland preservation efforts. Coordinate historic preservation with tourism efforts.

*The Borough has a Historic Preservation Plan Element and a Historic Preservation Commission charged with the review of plans submitted to the Planning Board. The Borough has sites which are on the National Register of Historic Places and its core is identified as a historic district. The Borough has also developed guidelines for historic preservation.*

10. **Public Facilities and Services:** Phase and program for construction as part of a dedicated capital improvement budget or as a part of a public/private development agreement the extension or establishment of public services, particularly wastewater systems, to support development and redevelopment in existing and new Centers, primarily in cooperation with the private sector, while minimizing conflicts between Centers and the surrounding Environs.

*The Borough contracts with Raritan Township for wastewater service and has conducted infiltration improvements to its collection system to offset the treatment*

*of stormwater. Water has become an issue and will likely require State and regional support in terms of water quality standards.*

11. **Intergovernmental Coordination:** Coordinate efforts of various state agencies, county and municipal governments to establish regional approaches to the planning and provision of facilities and services. Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

*The Borough is working with the Flemington-Raritan Business Association to maintain a close working relationship with the businesses within the Center. It also has a number of shared service arrangements with Raritan Township such as schools and recreation. It also has conducted joint planning activities such as the effort on historic guidelines. Finally, it has and will continue to work closely with the County and the State especially in the areas of transportation.*

## **STATE AGENCY ASSISTANCE**

There are several areas where the Borough will require State agency assistance.

1. Transportation
  - a. Resolution of the two circles with the County and NJDOT.
  - b. Extension of rail service to the Borough or other transit improvements – NJ Transit
  - c. Pedestrian improvements - NJDOT
2. Potable water and wastewater
  - a. Resolution of water quality – arsenic- NJDEP
  - b. Infiltration within collection system- NJDEP
3. Master Plan- Update- NJOSG
4. Redevelopment
  - a. Site remediation-NJDEP
  - b. Financial assistance-Brownfield Task Force

## SUMMARY

NJ Future recently noted that since 2004, cities, towns and boroughs have had the fastest percent growth rates, with growth in townships lagging behind. “The resurgence of population growth in more compactly developed places thus represents movement toward the kind of center-based development called for in the State Plan.” In fact, “population has been “bouncing back” in cities all across the country in the past year, in some places even outpacing suburban growth”.

Flemington is poised to be an early model of the successful post-sprawl era downtown, where history and culture abound and tourism blends harmoniously within a community of attractive and walkable neighborhoods. The visioning process to date has revealed that art, history and culture are keys to the Borough’s long term success.

The international notoriety of the Hauptman trial, where the eyes and ears of the world were on Flemington and Walter Winchell coined the term “disk jockey” for the man in the “Make-Believe Ballroom” in the attic of the Union Hotel, often eclipses the other significant history of the Borough. However, the depth and breath of architectural and cultural interpretative opportunities in Flemington and environs make this a likely site for *rapid revitalization*.

Working with NJTPA, NJ Transit and NJDOT, Flemington representatives have quickly advanced an agenda of rail reactivation (along existing rail rights-of-way) that has been endorsed by Somerset and Hunterdon Counties and the affected municipalities and which has gained early bipartisan congressional support. Coincidentally, Norfolk Southern Railroad has recently softened its resistance to passenger rail and its CEO has expressed a new receptivity to becoming an active partner in passenger rail projects. This represents a veritable sea change in Norfolk Southern’s attitude toward passenger rail and bodes well for the return of passenger service to Flemington.

According to the Smart Growth principles espoused by the State Plan, Flemington fits the model of a historic center that should be dynamic, safe, vibrant, walkable, and economically successful. Plan Endorsement offers an array of tools for an effective partnering between the Borough and the County and State agencies that will become partners in Flemington’s success.

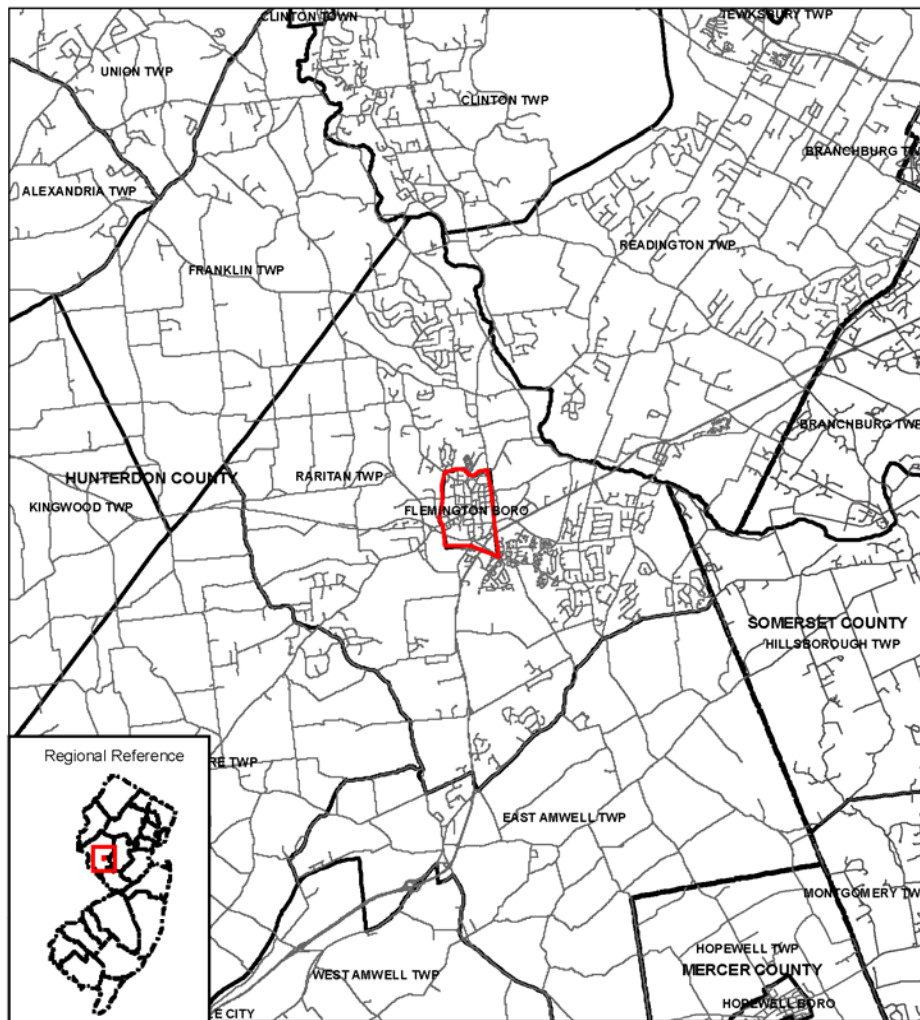
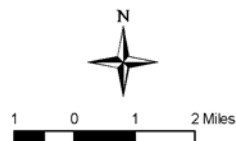


Figure 1 - Regional Location  
Flemington Borough, Hunterdon County

#### Legend



July 2009  
Data Sources: NJDEP

This map was developed using New Jersey Department of Environmental Protection Geographic Information System digital data, but the secondary product has not been NJDEP verified and is not state authorized.

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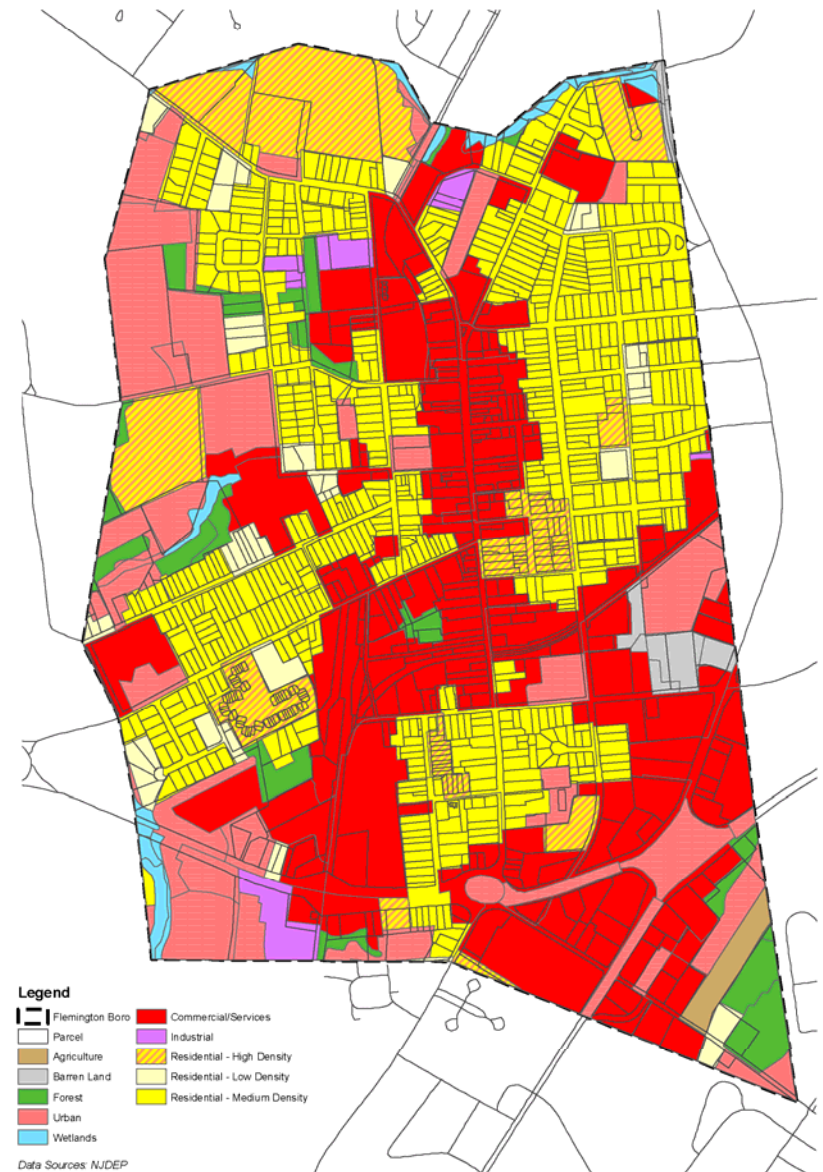
Figure 2 - Land Use/Land Cover

Flemington Borough  
Hunterdon County, New Jersey



0 250 500 1,000  
Feet

July 2009  
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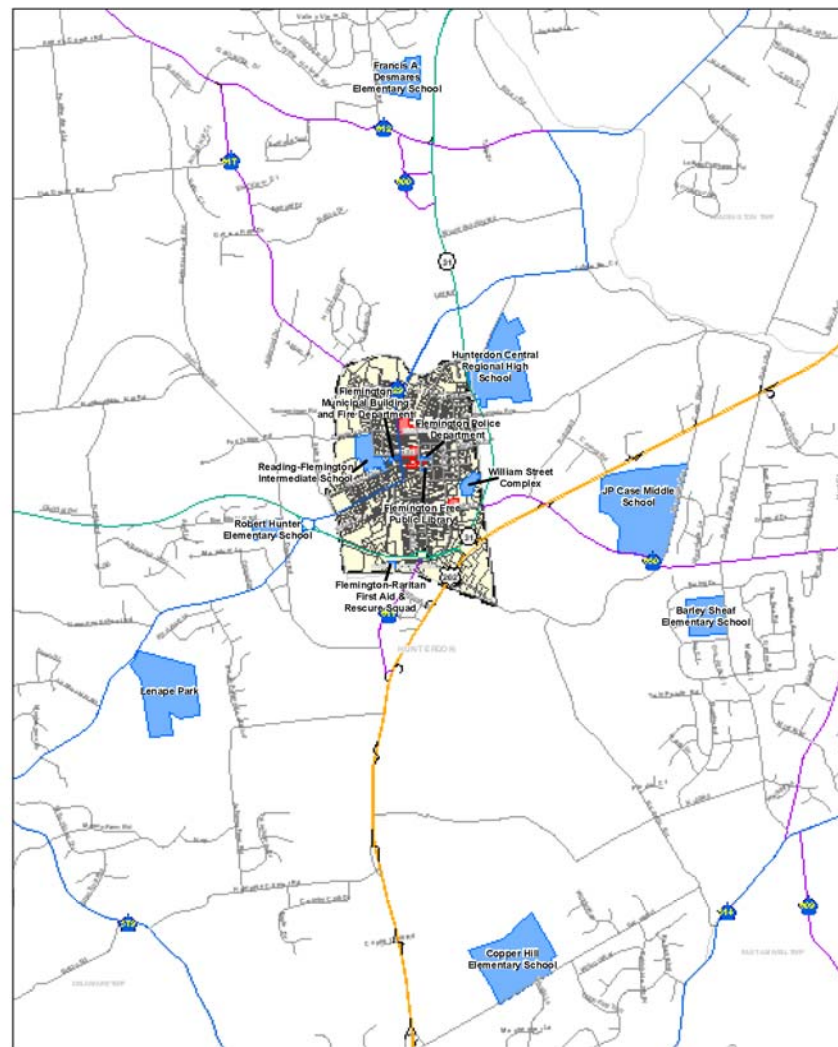
#### Legend



Data Sources: NJDEP

**Figure 3 - Community Facilities**

Flemington Borough  
Hunterdon County, New Jersey



**Legend**

- Community Facilities
- Flemington Borough

Data Sources: NJDEP,  
ESRI

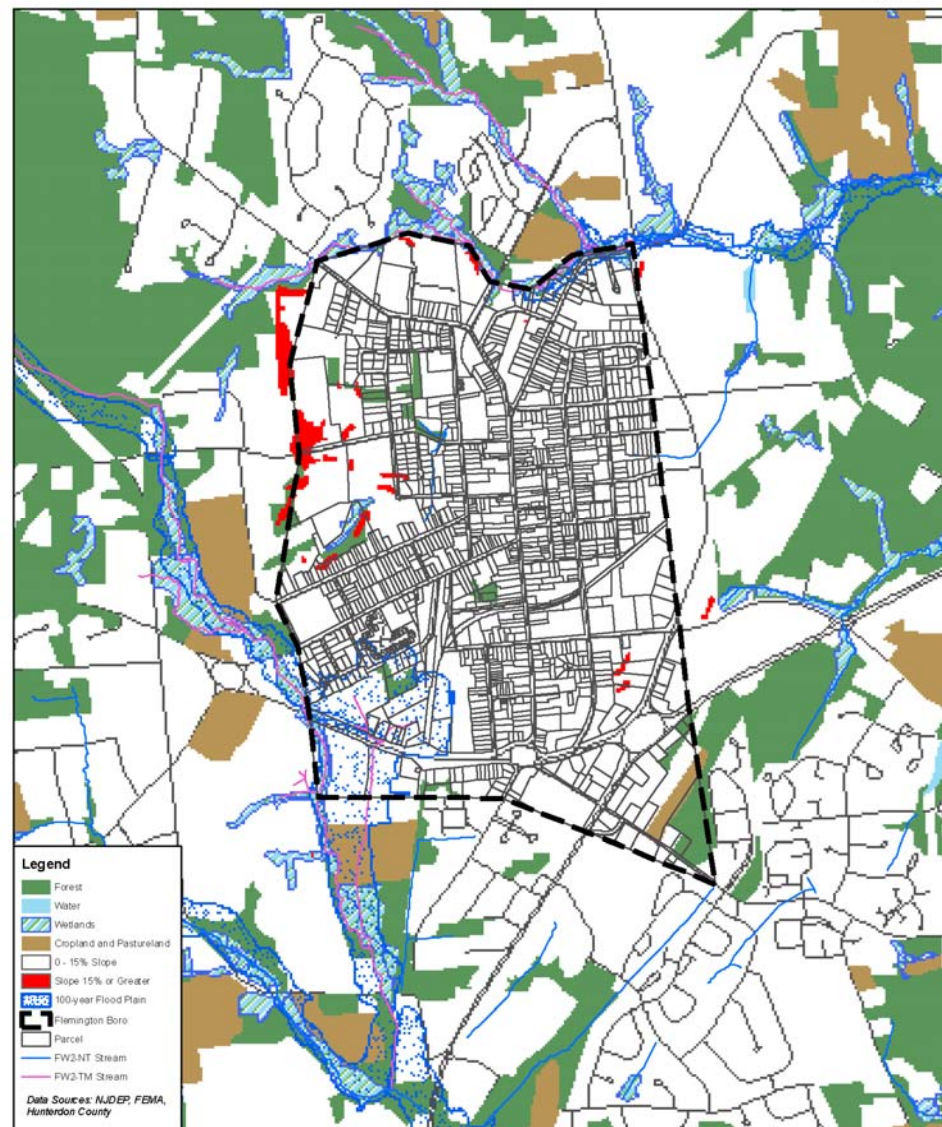
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**Figure 4 - Environmental Constraints**

Flemington Borough  
Hunterdon County, New Jersey



**Legend**

- Forest
- Water
- Wetlands
- Cropland and Pastureland
- 0 - 15% Slope
- Slope 15% or Greater
- 100-year Flood Plain
- Flemington Bore
- Parcel
- FW2NT Stream
- FW2TM Stream

Data Sources: NJDEP, FEMA,  
Hunterdon County

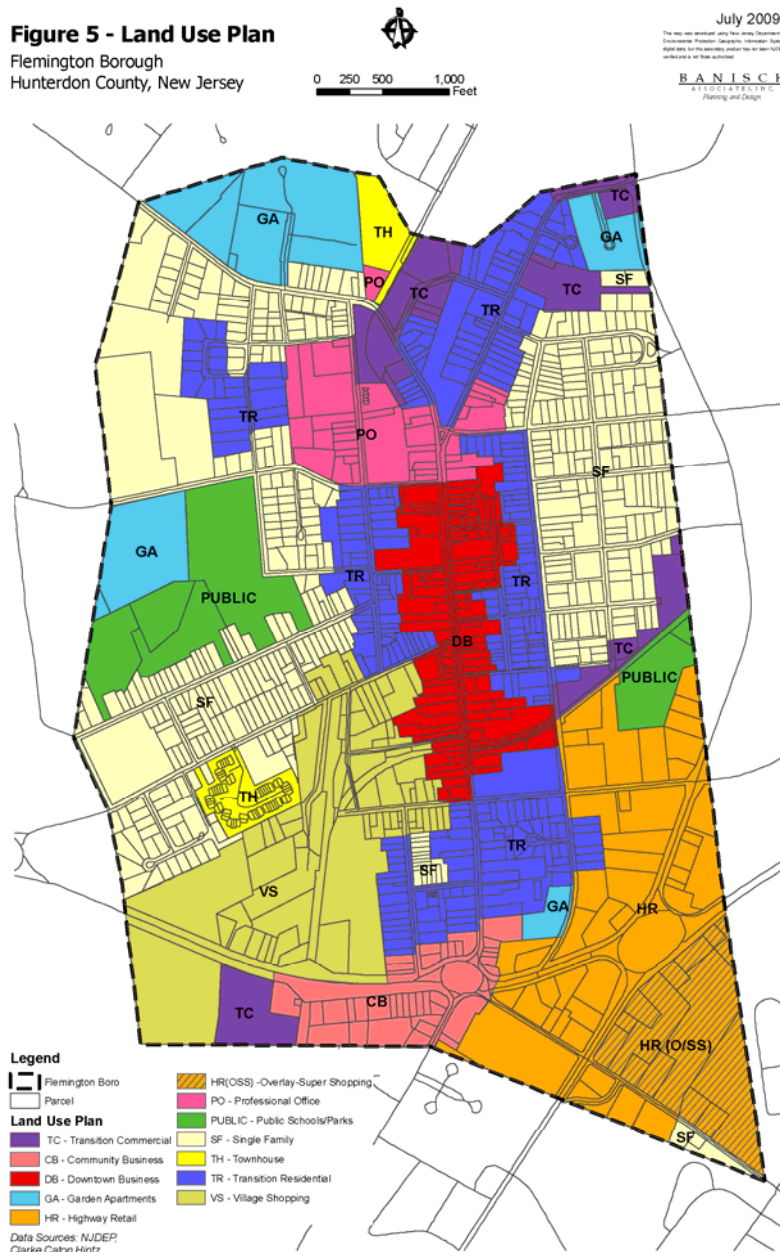
July 2009

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**Figure 5 - Land Use Plan**

Flemington Borough  
Hunterdon County, New Jersey



**Figure 6 - State Planning Areas**

Flemington Borough  
Hunterdon County, New Jersey

