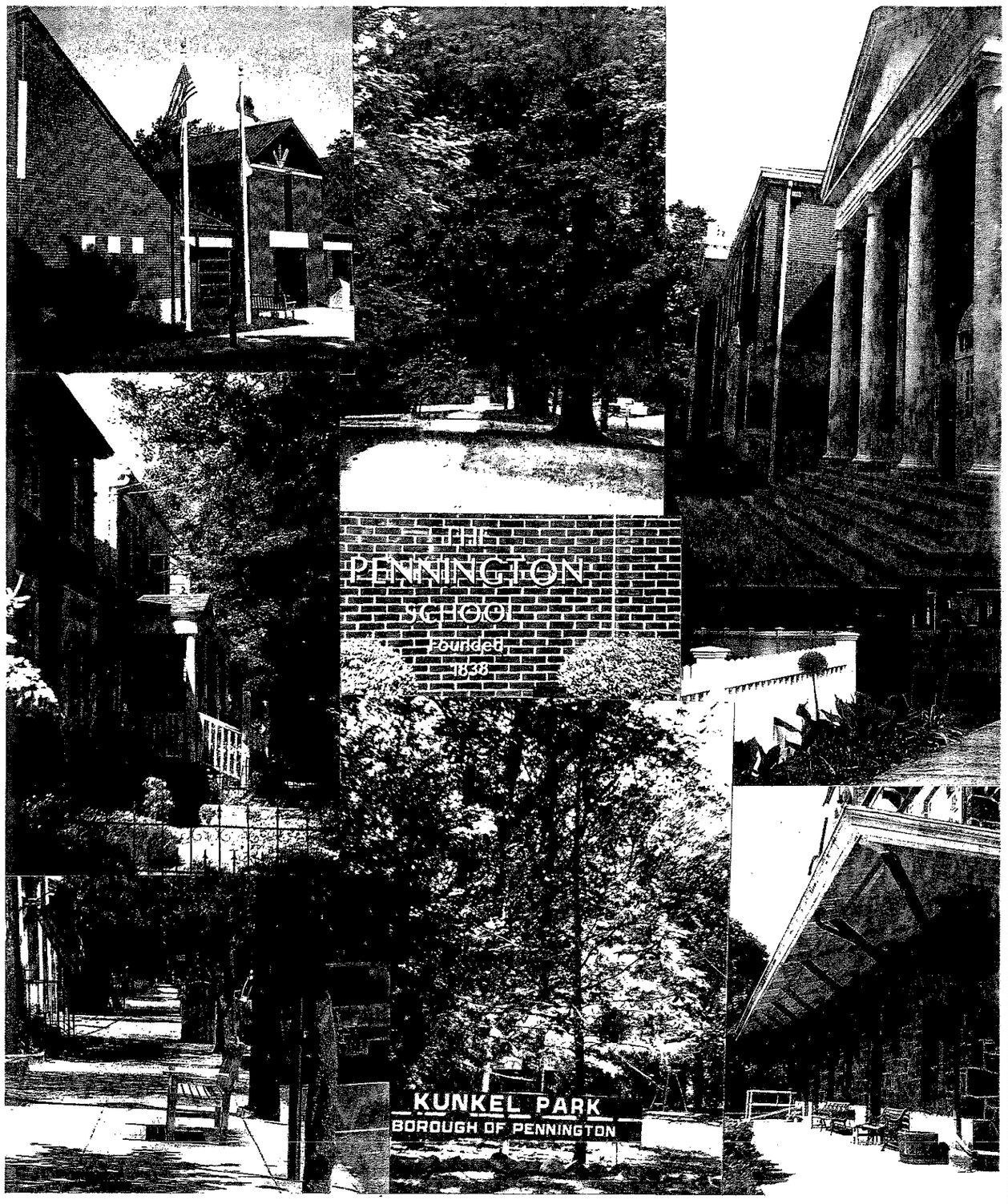


1998 Master Plan
Borough of Pennington, NJ

1998 MASTER PLAN

BOROUGH OF PENNINGTON

NEW JERSEY

Adopted December 9, 1998

Pennington Borough Planning Board

William H. Reuter, Chairman
Daniel Pace, Vice Chairman
Susan Riley, Mayor
Robert DiFalco
Jeff Wittkop
Jeanne M. Donlon
Diane Naffziger
Ludwig Umscheid
Cynthia Minor
Bub Kovacs, First Alternate
Maureen Hassett, Second Alternate

Attorney, Edwin W. Schmierer
Engineer, James Dahl
Secretary, Cheryl Chrusz

Prepared by the Borough Planning Board with the Assistance of
Carl G. Lindbloom, P.P., A.I.C.P., Borough Planning Consultant

1998 MASTER PLAN

BOROUGH OF PENNINGTON, NEW JERSEY

TABLE OF CONTENTS

	Page
Introduction	1
A. Definition of the Master Plan	
B. Purposes of a Master Plan	
C. The Use of a Master Plan	
Legal Requirements for Planning	3
A. Plan Preparation and Adoption	
B. Plan Content	
C. Plan Implementation	
Master Plan Goals	4
Master Plan Description	6
A. Plan Approach	
B. Master Plan Elements	
1. Land Use Plan	
2. Housing Plan	
3. Circulation and Sidewalk Plan	
4. Utility Service Plan	
5. Historic Preservation Plan	
6. Community Facilities, Recreation, and Conservation Plan	
7. Regional Planning Considerations	
8. Borough Center Area Plan	
C. Conformance to Area Plans	
Plan Implementation	33
A. Background	
B. Proposals	

INTRODUCTION

Significant developments have occurred in the Borough since adoption of the prior Master Plan in 1990. These include completion of the Pennington Point retirement community (including six affordable units); submission of the Borough Affordable Housing Plan to COAH; road extensions of North Main Street to a new Route 31 intersection and Knowles Street to Broemel Place; relocation of the Post Office to a new large facility on Broemel; completion of a new Borough Hall and Library building and sale of the old building for office reuse; and development approvals for Pennington Court and the 97 unit assisted living residence on the Fessler tract.

The 1998 Master Plan is a review and update of the 1990 Plan, as required by the Municipal Land Use Law. This new plan is part of the ongoing planning process in the Borough, a process formally begun by the Borough Planning Board in 1962 with the preparation of the 1965 Master Plan. The 1965 Plan, prepared in conjunction with the Planning Boards of Hopewell Borough and Hopewell Township, was concerned with anticipated rapid growth in the region and in the Borough. Begun in 1974, the Northwest Quadrant Design Plan amended the 1965 Plan, particularly for the northwestern portion of the Borough.

The 1998 Plan preparation process began with general discussions by the full Planning Board, followed by reviews of Plan drafts, prepared by Board consultant Carl Lindbloom, by Master Plan subcommittee members Ludwig Umscheid, Robert DiFalco and Maureen Hassett. Revisions were then made based on citizen and local organizational input obtained at an open meeting in April.

The earlier Borough Master Plans, as referenced here, are available for review at Borough Hall. These documents provide valuable insights into the local planning process. A good measure of credit, for the attractive and orderly form which growth and change have taken in the Borough over the last 30 years, must be given to the local planning and development review process.

The following paragraphs on the definition, purposes, and uses of a municipal master plan were included in the introduction section of the 1983 and 1990 Master Plans. That section is still valid for the 1998 Plan, and is reprinted here, with minor changes.

A. DEFINITION OF THE MASTER PLAN

Municipal planning is a process: one of the primary objectives of that process is the master plan. The master plan itself is generally defined as a comprehensive guide for the future development of a community in terms of its physical, environmental, social, economic and aesthetic needs. The key element in defining a master plan is its comprehensive approach. The master plan considers all factors

having an impact on community life and their potential for change. Each of the many aspects to be examined are considered with respect to the whole, and in forming final proposals, all planning considerations are adjusted to each other.

The Municipal Land Use Law (40:55D-5) defines "Master Plan" as "... a composite of one or more written or graphic proposals for the development of the municipality as set forth in and adopted pursuant to Section 19 (40:55D-28) of this act." Section 19 contains a listing of the contents of a master plan.

B. PURPOSES OF A MASTER PLAN

According to the Municipal Land Use Law, the purpose of a master plan is "... to guide the use of lands within the municipality in a manner which protects public health and safety and promotes the general welfare." (40:55D-28)

As noted earlier, planning is a process and one of the primary objectives of that process is the master plan. The purpose of the master plan is to present for all to see and comment on:

- Fundamental statements of policy in the form of principles and objectives regarding future development of the community;
- Plan text and maps relating the policy statements to a physical design; and
- General considerations of the ways and means by which plan proposals can be achieved.

C. THE USE OF A MASTER PLAN

The preparation and maintenance (updated as required) of a master plan can be an expensive, time-consuming process. The plan is worthless, however, unless it is used. But what are the uses of a master plan?

First, a master plan provides the basis for zoning. Under the Municipal Land Use Law, a community wishing to control land use by means of a zoning ordinance must first adopt the land use plan element of its master plan.

Second, a master plan provides the local governing body, agencies, and citizens with the necessary information needed to make intelligent decisions relating to land use and community development.

Third, a master plan is often required for a community to be eligible for certain state (e.g., Green Acres) and Federal funding programs.

Fourth, a master plan serves as a check for citizens against any arbitrary action of their elected officials. Action by such officials involving the expenditure of public funds for a capital project must be referred to the planning board for project review and recommendation in conjunction with the adopted master plan.

Finally, a master plan often provides a wealth of general information about the community for interested citizens and, with imaginative proposals, can stimulate public interest in and support for community improvement.

LEGAL REQUIREMENTS FOR PLANNING

The New Jersey Municipal Land Use Law (c.191, N.J. 1975) establishes the legal criteria which each community must adhere to in the development of a Master Plan. The following is a summary of these requirements.

A. PLAN PREPARATION AND ADOPTION

The responsibility for the preparation of a master plan rests with the local planning board. The plan is adopted (or amended) only by the planning board and only after a public hearing. An adopted master plan must be reviewed at least once every six years, and amended if necessary. The local development regulations must be consistent with the land use element and the housing plan element of the plan.

B. PLAN CONTENT

The master plan must include a statement of objectives upon which the plan is based: a specific policy statement indicating the relationship of plan proposals to the plans of neighboring communities, the County, and other appropriate jurisdictions; a land use plan and a housing plan; and, where appropriate, the following additional plan elements:

Circulation
Utility Service
Community Facilities
Recreation
Conservation
Historic Preservation
Recycling

C. PLAN IMPLEMENTATION

The master plan, after adoption by the planning board, gives the community the legal basis for control over future development. The major means of implementation are as follows:

> The official map of the community, adopted by local ordinance, must be consistent with the appropriate provisions of the master plan.
>
> The official map is deemed conclusive with respect to the location and width of streets and public drainage ways and the location and extent of flood control basins and public areas. (40:55D-32)
>
> The location and design of new streets created through the process of land subdivision or site plan approval may be required to conform to the provisions of the circulation plan element of the master plan. (40:55D-38b(2))
>
> Where the master plan provides for the reservation of designated streets, public drainage ways, flood control basins, or public areas, the planning board may require that such facilities be shown and reserved in subdivisions and site plans in locations and sizes suitable for their intended use. The reservation powers are effective for a period of one year after approval of a final plan. The municipality must compensate the owner for such action. (40:55D-44)
>
> Whenever the governing body or other public agency proposes to spend public funds, incidental to the location, character or extent of a capital project, such proposal must be referred to the planning board for review and recommendation. No action shall be taken without such recommendation or until 45 days have elapsed after such reference. (40:55D-31)
>
> All of the provisions of a zoning ordinance, or any amendment or revision thereto shall either be substantially consistent with the land use element and the housing plan element of the master plan or designed to effectuate such plan elements. (40:55D-62)

MASTER PLAN GOALS

1. The Borough should remain primarily a residential community.

    - Existing residential use areas should be maintained.

- New residential development should be consistent in scale and character to existing development.

- Open space and recreational areas, both public and private, should be preserved and enhanced (e.g. green linkages to nearby preserved areas, environmental protection, stream corridor protection, etc.)

2. The community serving role of the Borough center area should be preserved and enhanced.

   - Maintain a mixture of residential, public, semi-public and business uses.
   - Work toward the establishment of a multi-use social and recreational community facility for use by all age groups.
   - The broad concepts of the Borough Center Area Plan Element should be further considered and developed through a joint effort of the Planning and Zoning Boards, the Economic Development Commission and other community interest groups.

3. The visual quality and historic character of the Borough should be protected and enhanced.

   - Adopt historic district standards and boundaries.
   - Incorporate non-residential building design guidelines into an updated site plan ordinance for the entire Borough.
   - Establish a new shade tree nursery and locate all utility wires underground.
   - Reduce through traffic and enhance pedestrian safety and access.

4. The existing distinction between highway business uses and town center housing and business uses should be maintained.

   - The Route 31 business area should continue to meet the needs of regional and highway oriented business uses.
   - The Borough center establishments should continue as a mix of residential uses and "village" type businesses.
   - Pedestrian linkages between the two business areas should be improved.

5. The Borough should work toward a more proactive effort on regional issues such as traffic and circulation, open space preservation, community facilities, stream corridor protection, and water quality improvement.

6. The Borough should cooperate with the Township and community service groups such as The Friends of Hopewell Valley Open Space, the Stony Brook-Millstone Watershed Association and the Middlesex, Somerset, Mercer Regional Council (MSM) in considering a Village Center designation, under the State Plan, for the Borough and the area immediately contiguous to the Borough.

   - The Community Development boundary for the Village Center should reflect natural breaks in development and should be sensitive to existing Borough character.
   - The Borough should work closely with area public and private agencies to preserve open space areas surrounding the Village Center.
   - Borough water and Stony Brook Regional Sewerage Authority sewer service should be limited to the Village Center area.

MASTER PLAN DESCRIPTION

A. PLAN APPROACH

Due in part to its gradual, incremental growth since the early 1700's, Pennington has maintained its attractive, small village character to the present day. The 1998 Master Plan goals recognize the importance of preserving the Borough's visual quality and historic character, but also recognize the primarily residential character of the community, the desirability of maintaining a mixture of uses in the town center area, the distinction between the Route 31 highway business area and the pedestrian oriented town center, and the need to achieve a Village Center designation, under the State Plan, for the Borough and adjacent Township area.

The Master Plan is structured into separate plan elements in accordance with the Municipal Land Use Law. The Plan is also treated as a continuation of the planning process that began with the 1965 Plan. Finally, as noted in the 1990 Plan, this Plan also recognizes that much of the Borough is now developed and the general pattern of land use has been established; this Plan is largely a fine-tuning of that development pattern.

B. MASTER PLAN ELEMENTS

1. Land Use Plan

The Land Use Plan is the most important of the several plan elements because the Land Use Law requires that the zoning ordinance either be substantially consistent with the Land Use Plan or be designed to effectuate such plan. This Land Use Plan has eleven primary land use categories including:

- Single-family residential
- Multi-family residential
- Town center
- Town center/office, residential
- Office/limited business
- Highway business
- Regional office
- Special use
- Recreation/open space
- Public/semi-public
- Streets/railroad

The land area devoted to these use categories is summarized in the table on page eight.

The 1998 Land Use Plan is similar to the 1990 Plan with several exceptions. The following significant changes are noted:

a) The important functional distinctions between the Route 31 highway business area and the Borough center business area are recognized by the creation of two separate business use categories.

b) The Borough center business area has been reexamined and its office/residential area expanded.

c) A new Office/Limited Business category is established and includes the Pennington Professional Center on South Main and the business areas at Curlis and South Main, and the several small, existing or proposed low intensity business use areas that are separated, by use or location, from the business use areas.

d) The completed Pennington Point Retirement Community and the Helene Fuld Tract are now placed in the Multi-Family Residential use category.

e) The Fessler Tract, which had been shown with a residential cluster option, is now shown with a continuing care conditional use option.

f) The former land fill site, which had been included in the Recreation/Open Space use category, now makes up the new Special Use category.

g) Road and sidewalk proposals are shown on a separate Circulation Plan map.

LAND USE PLAN, 1998

USE CATEGORY	ACRES (ROUNDED)	% OF TOTAL
Single-family	334.8	52.1
Multi-family	32	5.0
Town Center	8.2	1.6
Town Center/Office, Residential	6	1.2
Office/Limited Business	6	1.2
Highway Business	11	1.7
Regional Office	17	2.6
Special Use	7	1.2
Recreation/open space*	34	5.3
Public/semi-public*	80	12.6
Streets/railroad	98	15.5
TOTALS	634	100.0
	(.99 sq. miles)	

*Some use overlap occurs.

Single-Family Residential

This land use category totals 341.5 acres or 53.9% of the Borough, representing the largest use category of the Land Use Plan. With the recent development of the Pennington Point Retirement Community, this category is largely developed. The only remaining large parcel in this use category is the 6.7 acre Fessler tract west of Route 31. This tract now has a conditional use option for a continuing care facility. In January, 1998 Chancellor Gardens, a 97 unit, three story, assisted living residence project was approved as a conditional use by the Planning Board for this tract.

Multi-Family Residential

This land use category totals 30 acres or 4.7% of the Borough. The only change from the 1990 Plan is to place the Pennington Point Retirement Community tract into this use category from the former single-family use category. Multi-family use areas retained from the 1990 Plan include Academy Court, Railroad Place and the two Brookside Avenue tracts. Current zoning for the two Brookside Avenue tracts permits a mixture of residential, office and retail uses.

Town Center

This new land use category replaces the 1990 Plan "retail sales/service" use category for uses within the center (Main/Delaware) area of the Borough. The purpose of this new category is to recognize the growing importance of this area and its functional difference from that of the highway oriented uses fronting on Route 31. It is intended that the Town Center uses contain a mixture of pedestrian oriented personal service and retail outlets, restaurants, offices, and residential uses. Owner-occupied "bed and breakfast" establishments should be included as a permitted conditional use. This use mix is intended to encourage a vibrant and healthy town center, respectful of the scale and historic/residential character of its surroundings.

The recommended balance of uses can only be assured through well crafted development regulations that take into consideration the size of each non-residential use, and on uses in total, for the Town Center area. Automobile-pedestrian separation must be encouraged with defined pedestrian linkages between use areas and surrounding areas protected and expanded.

Development regulations for this use category should be revised to implement Plan objectives by placing limits on the size and type of permitted uses, encouraging the use of combined and linked parking facilities, ensuring the protection of adjacent residential areas from town center use impacts, encouraging the combination of residential and non-residential uses within the same structure, and eliminating the conflicts found in the present Retail Business Zone regulations.

Town Center/Office-Residential

This new land use category replaces the 1990 Plan "Office/residential" use category. The purpose of this category to function as a transition between the more intensive town center uses and nearby residential areas, is unchanged from the 1990 Plan. However, this use category is expanded from the prior Plan. That prior plan was never implemented by an Ordinance revisions. It is intended that use controls for this category be strengthened by restricting the total allowable office floor area in any structure, requiring that each structure contain some residential use, and that

the exterior residential character of all structures be retained. It is also proposed that properties in this use category fronting on West Delaware be required to provide their vehicular access from other than West Delaware Avenue.

Office/Limited Business

This new use category replaces the 1990 Plan "Office-Residential" use category and is limited largely to the Pennington Professional Center and the business/office uses at South Main and Curlis but also includes four other existing or proposed small areas that are appropriate for this use category for their use and/or location. It is appropriate to have a separate use category, and development standards, for these areas because they are distinct from the new Town Center category in terms of use and locations. This category totals only 5 acres or 0.8% of the Borough. It is proposed that the Pennington Professional Center remain in its current zone district and that a new zone district be established for the other areas in this category for low intensity office and business uses.

Highway Business

This new land use category replaces the 1990 Plan "Retail Sales/Service" use category, for those business uses oriented to Route 31. The uses in these areas are quite distinct from those in the center of the Borough in terms of size and orientation. These uses, for the most part, require ease of highway access, on-site parking, and larger signage than that required by business uses in the pedestrian oriented Borough center. Although the Route 31 business area is already regulated by a separate zone district, this new use category establishes the rationale of the separate zone district. Because of traffic safety and traffic related concerns, it is recommended that high volume "drive-thru" type uses be prohibited or restricted, and vehicular and pedestrian connections between uses be encouraged. This category totals 11 acres or 1.7% of the Borough.

Regional Office

This use category totals 17 acres or 2.6% of the Borough and is located along portions of the Route 31 frontage and includes all of the Straube Center on West Franklin and the Knowles Street Extension. As noted in the 1990 Plan, this category is designed to accommodate office uses that would be too large, or otherwise inappropriate, for location in the Borough center. This area is unchanged from the 1990 Plan.

Special Use

This new land use category encompasses the existing Borough-owned former land fill site located between the Broemel Place and West Delaware and the railroad and the Route 31 highway business area. This 7± acre site offers a unique opportunity as a redevelopment resource for the Borough. Designated as a recreation/open space use in the 1990 Plan, other possible uses include a regional business use, or a combination of public and private uses, and including a walkway connection between Broemel and West Delaware.

The key to any redevelopment of this site is the availability of funding for fill removal to make the site suitable for its reuse. Recent State legislation known as the "Municipal Landfill Site Closure, Remediation and Redevelopment Act," includes funding for reimbursing a developer equal to 75 percent of the costs of site closure and remediation. The funding source is 50 percent of the tax rateables derived from site reuse. Another source of funding is the "Brownfields and Site Remediation Act," signed by the Governor in January, 1998. This Act also provides for reimbursing developers up to 75 percent of costs or remediation, and in addition offers incentives for remediation and purchaser protection from additional liability.

At present, the NJDEP is considering whether it will be necessary for the Borough to drill several deep wells for monitoring possible seepage of contamination. This could result in considerable expense for the Borough. The Economic Development Commission is exploring possible redevelopment of the site.

Economic viability is a key factor for any redevelopment of this sensitive site. Funding for a redevelopment feasibility study may be available should Village Center designation be approved.

Recreation/Open Space

This use category totals 34 acres or 5.3% of the Borough and includes all existing and proposed, public and private, open space and recreation areas. A complete description of uses in this category may be found in the Community Facilities, Recreation and Conservation Plan Element.

Public/Semi-Public

This use category totals 80 acres or 12.6% of the Borough and includes all public and private schools, churches and cemeteries, Borough facilities, the Post Office, emergency services, and similar public and semi-public uses. No changes from the 1990 Plan are proposed. A complete description of uses in this category may be found in the Community Facilities, Recreation and Conservation Plan Element.

Streets/Railroad

This use category totals 98 acres or 15.5% of the Borough and includes all existing and proposed roadways. With completion of the Knowles Street Extension and the Route 31-North Main Connection, the only new roadway proposal is an access road from Green Street into the Town Center area (see Circulation Plan).

Village Center Designation

One of the Master Plan Goals is the achievement of Village Center designation, under the State Plan, for the Borough and adjacent area.

The State Plan, adopted on June 12, 1992, advances the concept of "Centers" as the organizing planning principle for achieving a more effective and efficient pattern of development in New Jersey. The Plan identifies the Borough as a "Village Center."

According to the State Plan, Centers will receive the benefit of public investment and other priorities as defined in the Plan. Centers are also to benefit from expedited and coordinated programs, capital funding and permit reviews, and approvals by State agencies. Before any benefits accrue, however, Centers must be officially designated by the State Planning Commission.

The designation process for centers is the submission of a petition to the State Planning Commission from the Borough Planning Board (or Borough Council) to amend the RPMM (Resource Planning and Management Map of the State Plan). This petition is essentially a planning report providing specific information on proposed Village Center boundaries, the capacity of that area to accommodate growth, development guidelines, and supporting data.

The creation of a Village Center that includes adjacent land area in the Township will require a joint effort with the Township Planning Board. It is the policy of this Master Plan that a Borough/Township Village Center designation should be sought. Center boundaries should be based on natural breaks in the area development pattern. The cooperation of area public and private agencies should be engaged to assist in the preservation of open space areas surrounding the Village Center, and to limit Borough water and sewer service to the Village Center area. This plan recognizes that there are several Township Centers identified in the State Plan and the Pennington Village Center may not be a top priority with the Township. However, it is the policy of this Plan that the Borough move forward with Center designation even if that designation must be limited, initially, to the existing Borough-Township municipal boundary.

2. Housing Plan

The central purpose of the Housing Plan Element is to address the 1993-1999 affordable (fair share) housing obligation as assigned to the Borough by the Council on Affordable Housing (COAH). The current Borough Housing Plan was completed in 1995 and adopted by the Planning Board on October 17, 1995. The full plan report is available at the office of the Borough Clerk.

In accordance with COAH requirements the Plan was submitted to Borough Council, endorsed by that body and forwarded to COAH in August, 1996, requesting required Plan Certification. COAH review of the Plan was recently completed. In its review COAH agreed to a reduction in the Borough's obligation from 61 to 41 total units (9 rehabilitation and 32 new units). A revised Housing Plan will be required to meet the revised COAH obligation and current requirements.

Implementation of any new Plan will require the following:

a) Adoption of an ordinance to permit the creation of accessory apartments within existing single-family homes (draft has been prepared permitting up to five units in the R-80 and R-100 zone districts).

b) Revisions to the R-A zone requiring a ten percent set aside for low and moderate income units (draft has been prepared).

c) The recently adopted Housing Trust Fund has been approved by COAH. The Borough cannot spend any funds collected until COAH certification of the Housing Plan is obtained and a Spending Plan is approved by COAH. (Two recent development approvals, Pennington Court and the Chancellor Gardens assisted living project, have agreed to provide their share of funding under the new ordinance).

d) Adoption of Affordable Housing Regulations establishing the administrative and related COAH regulations applicable to all affordable units created under the Housing Plan (draft has been prepared).

3. Circulation and Sidewalk Plan

The Circulation Plan Element of the Master Plan is concerned with all roads serving the Borough and with all related aspects of circulation and transportation. Because of the relatively small size of the Borough, and its location in the region, the Borough is also concerned with area circulation conditions and proposals.

One major concern is the increased truck traffic in the Borough, including on Route 31, since the completion of I-287 in northern New Jersey. Merrill Lynch and Bristol Myers Squibb will have the potential to increase traffic flow on Borough streets. The Borough should work with the Township, Mercer County, and NJDOT to develop solutions to reduce this impact. Solutions include providing alternate routes and discouraging through traffic with traffic calming techniques.

Another major concern is the widening of Route 31 in the Borough and adjacent areas. The existing right of way can accommodate four lanes of traffic. Widening of this roadway has been part of the State Highway master plan for many years, but no implementation date has been set. The Township has been working with NJDOT, Mercer County, and the Delaware Valley Planning Commission on the preparation of a Route 31 highway access management plan. This plan will include that portion of Route 31 in the Borough.

Two of the proposed new roadways in the 1990 Plan have been completed (Route 31 - North Main connection; and the Knowles Street Extension). This Plan includes the following road improvement:

> Town Center Access Roadway. As indicated on the Circulation/Sidewalk Plan map, this improvement would link Green Street with an expanded Town Center parking lot. This improvement would be made as part of any development as suggested in the Center Area Concept Plan.

Pennington By-Pass

The so-called "Pennington Bypass" has been removed from the County Master Plan; it is still important to work with the County and Township to alleviate present and future non-local traffic through the Borough. For example, improvements to Old Mill Road and Titus Mill Road could encourage non-local Bristol-Myers Squibb traffic away from Pennington. This is particularly important in light of the planned increased re-utilization of the Mobil Tract by Bristol-Myers Squibb.

Traffic Calming

Street trees, especially with branches that overhang the street, can have a calming effect on traffic. It is recommended that the current excellent street planting program be augmented with an expanded effort to plant additional trees on those streets with high traffic. Special consideration would be given to the main entrances to the Borough, e.g. North and South Main, East and West Delaware, Ingleside, and West Franklin.

Sidewalk Plan

It is the policy of this Master Plan that high volume streets have sidewalks on both sides and that low volume streets, such as cul-de-sacs, loop, and other non-through streets have sidewalks on at least one side, where they are consistent with potential usage, available right of way, environmental concerns, and engineering constraints.

The Circulation/Sidewalk Plan map indicates the location of all existing sidewalks in the Borough and where sidewalks should be constructed as funding permits. Priority should be given to the completion of missing links, as well as a program to bring about the repair of existing deteriorated sidewalks. This map also indicates the proposed locations of designated crosswalks. Recent State law provides that vehicles must yield to pedestrians in designated crosswalks. It is recommended that the more intensively used crosswalks be designated by permanent crosswalk "pavers." It is also recommended that a "four way" pedestrian crossing be implemented at the intersection of Main Street and Delaware Avenue. Also shown on the map is a walkway/bike path linkage between Curlis Avenue and Welling Avenue, using the former Baldwin Boulevard right-of-way. Sidewalks in new residential developments will be subject to the new State Residential Site Improvement Standards.

This Plan also recommends a bike/sidewalk connection, at Route 31 and North Main Street to the proposed (Township) development on the west side of Route 31. This connection/linkage to the Borough should not be completed until the proposed traffic signal is installed at that intersection. The Town Center Area Concept Plan proposes a future walkway/bike path from Borough Hall to Broemel Place and a sidewalk to Green Street (see plan).

Public Transit

The Borough is currently served by NJ Transit Bus route 602, which runs hourly between Pennington and Trenton on weekdays (5 AM - 10 PM) and on Saturdays (9 AM - 5 PM). The reactivation of passenger service had been proposed for the West Trenton line. Possible sites for a new station should be explored as part of the Township Regional Center designation study.

4. Utility Service Plan

Water Supply, Treatment and Distribution Systems

Background Data*

The water supply, treatment and distribution system is owned and operated by the Borough under the direction of the Superintendent of Public Works (licensed operator). The system provides domestic and stand-by service to all properties in the Borough, (except for the main campus of The Pennington School and a few homes), and several properties in the Township that straddle the Municipal Boundary (approximately 1,138 total customers in 1997).

The system consists of approximately 80,000 feet of water main, five deep wells equipped with turbine pumps, two packed column treatment units, and a 600,000 gallon standpipe storage tank, as follows:

Facility	Location	Allocation Capacity	Pump Capacity
Well No. 5	King George Road	66 gpm	73 gpm
Well No. 6	Public Works	160 gpm	202 gpm
Well No. 7	Sked Street	181 gpm	190 gpm
Well No. 8	Knowles Street	120 gpm	152 gpm
Well No. 9	N. Main Street	250 gpm	330 gpm
Well 6 Air Stripper	Public Works	200 gpm	200 gpm
Well 7 Air Stripper	Sked Street	200 gpm	200 gpm
Storage Tank	Borough Hall	600,000 gal	----

(Air strippers for wells 6 and 7 are required due to deep aquifer contamination).

Water allocation is regulated and permitted by the New Jersey Department of Environmental Protection. This permit is renewed every five years, or sooner if modifications to the permit are proposed. The current allocation permit is effective until October 31, 2001. During the permit renewal process, the NJDEP reviews the prior reporting and issues a staff report concerning the allocation and the availability of water from the aquifer(s) being utilized. These staff reports contain recommendations for modifications and conditions, which are incorporated into the renewed permit.

The allocation permit includes a variety of initial, monthly, biennial and general conditions. These conditions include monitoring of water levels at a multitude of locations, adoption and implementation of water conservation and drought management plans, investigation of valid complaints by users of wells within the zone of influence of the municipal wells, and reducing the unaccounted-for-water to 15% by the expiration of the current permit period.

* Data Source: Borough Engineer

The current allocation permit provides for 12.6 million gallons per month (mgm). This is equivalent to an average rate of 291 gallons per minute (gpm). The maximum permitted *instantaneous* withdrawal rate is 777 gpm which is the sum of the allocated withdrawal rates of Wells No. 5 through 9. The system has the physical ability to provide a withdrawal rate of 947 gpm, which could be utilized in the event of a fire.

The well pump records for the period 1985 to 1997 indicate monthly withdrawals ranging from 6.689 to 11.170 million gallons per month. The 12 month average shows that since mid 1991, the average flows have been decreasing. In fact, a monthly diversion of 6.689 million gallons was achieved in February of 1996, the lowest monthly diversion in the last 12 years. This is due to the ongoing leak detection and water main rehabilitation programs. The total annual withdrawal for 1996 was 87.322 million gallons and the average monthly withdrawal for 1996 was 7.277 million gallons.

Over the past two decades, mandatory water restrictions have been implemented several times. In 1981, state imposed restrictions were placed on the Borough. In 1986 and 1988, voluntary, and then mandatory restrictions were enacted by the Borough (due to the actual withdrawal approaching the monthly permitted withdrawal). In 1992, Well No. 7 was taken off-line in order to construct a packed aeration treatment unit. Water quality, which is a matter of continuing vigilance for the Borough, is monitored by the Borough in accordance with NJDEP regulations. There was a potential for the other wells to fall short of providing peak day usage in the mid-summer months, and restrictions were placed on the users. Of note is that in 1997, state imposed restrictions were imposed on many water systems in the region, however, the Borough was not one of the systems affected. (Borough Council did request voluntary conservation that summer.)

The capacity analysis on the next page was prepared to provide an indication of potential future water use demand (for the Borough only),* and the impact of this demand on the current NJDEP withdrawal allocation. As indicated, if the projected additional demand is added to current usage that total would be well under the current allocation. However, if projected demand is added to the historic peak usage that total would exceed current allocation by 0.6mgm. It should be noted that during drought conditions, the water table may drop and it may be difficult to withdraw the full allocated amount.

*If Village Center designation is obtained it is possible that included areas of Hopewell Township would be provided with service from the Borough.

WATER AND SEWERAGE CAPACITY ANALYSIS

Projected/Potential Future Use Demand (Borough Only):*

Pennington Court (net increase)	5,100 gpd (gal/day)
Continuing Care Facility (75,200 s.f.)	15,000
Plaza 31 Office Building (20,000 s.f.)	2,500
Helene Fuld Tract	13,000
Straube Center expansion (20,000 s.f.)	2,500
Town Center Zone expansion (15,000 s.f./20 apts.)	5,000
MU Zone development (assumed increase)	1,500
The Pennington School (north of West Delaware)**	3,000
Reading Avenue (future use estimate)	2,000
School Administration Building (reuse net increase)	2,000
Single-family infill/minor subdivisions (20)	6,000
Total Need.....	57,600
X 15% buffer***.....	66,240 gpd (say 2 mgm)

Water Capacity:

Current allocation	12.6 mgm (million gal/month)
Current (1996) usage	7.5 mgm
Projected future additional	2.0 mgm
Total (based on 1996 usage)	9.5 mgm
Available capacity (12.6 - 9.5)	3.1 mgm (surplus)
Historic peak (1994) usage	11.2 mgm
Projected future additional	2.0 mgm
Total (based on 1994 usage)	13.2 mgm
Available capacity	-0.6 mgm (over historic peak)

Sanitary Sewer Capacity:

Current Design Capacity	0.300 mgd (24 hour period) (million gal/day)
Current (1997) average flow	0.274 mgd
Projected additional flow	0.,066 mgd
Total (based on 1997 flow)	0.340 mgd
Available Capacity (0.3 - 0.34)	-0.040 mgd (deficit
Recent peak usage (Dec., 1996)	0.326 mgd
Projected Additional Flow	0.066
Total (based on 1996 flow)	0.392 mgd
Available Capacity (0.3 - 0.392)	-0.0092 mgd (deficit)

*Does not include land fill redevelopment.
**Main Campus served by private well.
***For drought conditions (water) and infiltration (sewerage).

Recommendations

All new development should connect to the Borough water system.

The leak detection and water main rehabilitation programs should be continued, as should the implementation of the water conservation plan and drought emergency plan.

Water supply service should be limited to the Borough, to existing service outside the Borough and possibly to that area encompassed by a Village Center, should one be created.

Any plans for the expansion of water service by the Borough Council should consider all information on water usage in the Borough including the history of voluntary and mandatory restrictions.

Sanitary Sewer System

Background Data*

The sanitary sewer collection system is owned and operated by the Borough under the direction of the Superintendent of Public Works (licensed operator). The system provides domestic service to all of the developed properties in the Borough, and several properties in the Township that straddle the Municipal Boundary (approximately 1,143 total customers in 1997).

The system consists of 70,000 feet of sewer main, 307 manholes, two pump stations and an inverted siphon. The NJDEP has set no limit on the capacity of the Borough's collection system. The collector sewers have adequate capacity for their existing and currently planned future use. The trunk line, running along Green, Brookside, North Main, East Franklin and then through easements to the treatment plant, has an ultimate capacity of 1.7 million gallons per day (mgd).

Sewerage is conveyed to the Stony Brook Regional Sewerage Authority (SBRSA) Pennington Treatment Plant, where it is provided with treatment in accordance with the New Jersey Pollution Discharge Elimination Program permit. The plant became operational in 1984; it has a permitted flow* and a design capacity of 0.300 mgd averaged over a one year period. The plant also is designed to treat a

* Data Source: Borough Engineer

maximum of 0.780 mgd in a 24 hour period without an adverse effect upon the quality of the effluent.

The flow records for the period of 1990 to 1997 indicate average daily flows** ranging from 0.212 in March of 1992 to 0.326 in December of 1996. The average daily flow for 1996 was 0.315 mgd. These flows include the actual sewage flow and the excess flow from infiltration and inflow (I&I). In the third quarter of 1996, the average daily flow at the plant exceeded the permitted plant capacity, and the SBRSA notified the Borough of the excursion. The Borough was aware of the magnitude of the I&I since the mid 1990's, and was already a portion of the way through a seven step I&I Program.

In 1997, the average daily flow was reduced to 0.274 mgd. The reduction from 1996 is attributed to the I&I Program, including the mainline grouting and the sump pump program, and to a reduction in rainfall over the region. The I&I Program will continue in 1998 to include mainline repairs and continued enforcement of the sump pump program.

This treatment plant was originally intended to serve the Borough and the adjacent area in the Township. However, with the withdrawal of the Township from membership in the SBRSA in 1977, the plant initially served primarily the Borough. In 1997 the Township sought additional capacity from an expanded Pennington plant to serve that area extending north of the Borough, along Route 31, to the Marshalls Corner area, and to the Lucent Technologies facility. That Township request was part of a proposed amendment to the Wastewater Management Plan (WMP) for the SBRSA. However that request was opposed by many citizens and the Mercer County Executive and was withdrawn by the Township.

The capacity analysis on page 18 was prepared to provide an indication of potential future sewerage need for the Borough only. As indicated, if the projected additional flow of 0.066 mgd is added to the current flow of 0.274 mgd the total flow of 0.340 mgd will exceed plant design capacity by 0.040 mgd. If the projected additional flow is added to the December 1996 peak usage the total flow of 0.392 exceeds plan design capacity by 0.092 mgd. A comprehensive study of the options, including costs, funding, and logical expansion increments, to supply this deficit in capacity should be undertaken immediately, perhaps in conjunction with the Village Center designation process. The Land Use Plan will have to be reconsidered if it is not feasible to provide sufficient sewer treatment capacity.

**The *average daily flow* is a 356 day moving average, as determined from the flow records provided by SBRSA.

Recommendations

All new development in the Borough should be connected to the Borough sanitary collection system.

The ongoing phase for the Infiltration & Inflow Program should be initiated.

Sewerage collection service should be limited to the Borough and to existing service outside the Borough and possibly to that area encompassed by a Village Center, should one be created.

A Capacity Analysis should be performed for future development needs, for both the Borough and the potential Village Center area in the Township, to assist in determining plant expansion needs.

Storm Water Management

Objective

To regulate storm drainage effectively and alleviate flooding damage in the Borough and provide runoff quality control for the watershed.

Background

There is currently no map of the Borough's storm water system and no storm water management plan. There are several areas of great concern on the Lewis Brook, in that substantial flooding currently occurs at North Main Street and Brookside and at East Franklin Avenue and Eglantine Avenue.

Past practices have required spot implementation for storm water runoff, i.e. the installation of individual detention basins as part of site plan or subdivision approval. These individual basins work fine for the theoretical storms that they are designed for, but fail to provide adequate capacity for other type storms and are not related to an overall storm water management plan. In addition, the relatively high groundwater table and shallow depth to bedrock causes additional drainage problems that have not been adequately addressed.

Recommendations

A Storm Water Management Plan for the entire Borough should be developed, when funding permits, that addresses the current and future storm drainage problems at a regional level. This plan should include delineation of flood plains, wetlands, stream setbacks, erosion and non-point source pollution control.

All new development should be required to provide on-site and/or regional drainage measures. Regional drainage considerations should be part of any Village Center designation application.

The current problems on the Lewis Brook should be studied and alternatives for correction should be implemented. The model ordinance for stream corridor protection, prepared by the Stony Brook Millstone Watershed Association, should be reviewed for Borough use. Any potential development of the Brookside area should consider the reopening and landscaping of Lewis Brook.

Recycling

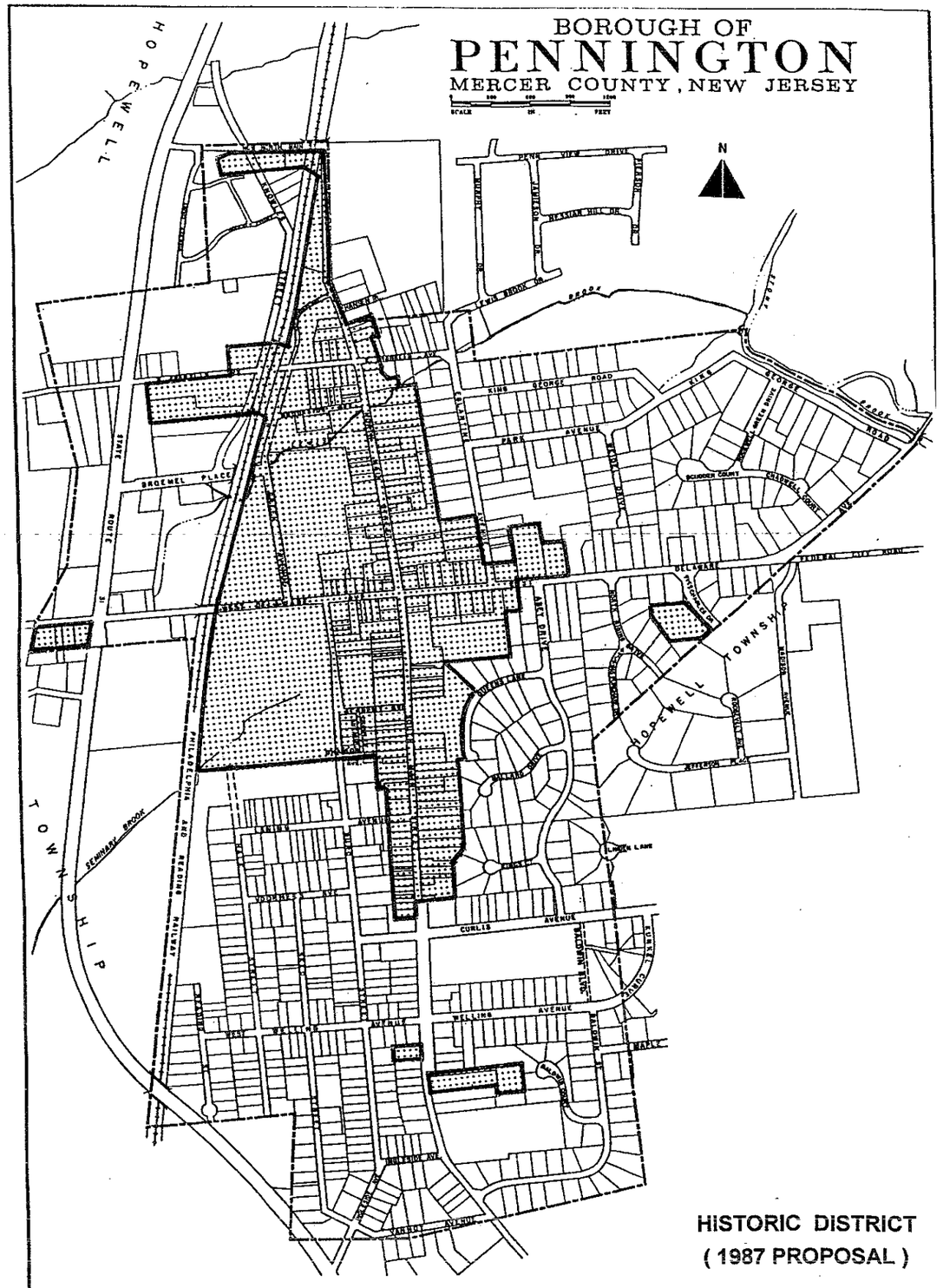
As noted in the 1990 Plan, the Recycling Plan Element of a master plan is concerned with promoting the maximum practical recovery and recycling of recyclable materials from municipal solid waste through the use of planning practices designed to incorporate State and County Recycling Plan goals. The Borough has adopted, as its municipal recycling program, the Mercer County Program. The Mercer County Improvement Authority contracts with private waste haulers for bi-weekly pickups. The Borough Public Works Department picks up leaves and brush for composting, and wood is removed to a land fill. The County program provides for the recycling of glass, metal, and plastic containers, paper, tires, white goods, leaves and batteries. For 1996 the County reported that recyclable collections for the Borough totaled 630 tons.

For all multi-family and all non-residential developments, it is recommended that in the design of exterior trash storage areas, consideration be given to the accommodation of the additional storage containers needed to provide for the separation of recyclable materials. Following adoption of the 1990 Plan, the site plan ordinance was revised to include guidelines for the provision of recycling containers in trash storage areas.

5. Historic Preservation Plan

A proposed Historic Preservation Plan was prepared by a citizen advisory committee to the Planning Board in 1987. After a public hearing, the plan was adopted by the Board and became the Historic Preservation Plan Element in the 1990 Master Plan.

The Crossroads Historic District ordinance, as proposed in the 1990 Historic Preservation Plan, was never implemented by Borough Council. A new citizen advisory committee has been appointed to review the 1987 proposals and to make appropriate recommendations. When those recommendations are forthcoming, they will be considered for inclusion in this Plan Element. The area proposed for the Crossroads Historic District in 1987 is shown on the following page.



HISTORIC DISTRICT
(1987 PROPOSAL)

PREPARED BY;
CARL G. LINDBLOOM, PP, AICP
BOROUGH PLANNING CONSULTANT

BASE MAP REVISED JULY 15, 1997

In order to insure that commercial buildings reflect the residential scale and character of the community, it is recommended that, as part of development ordinance revisions following Master Plan adoption, non-residential building design guidelines be incorporated into updated site plan review standards. These standards will complement historic district design standards, and will also apply to those areas not included in the historic district.

6. Community Facilities, Recreation and Conservation Plan

The Community Facilities, Recreation and Conservation Plan Element of the Master Plan is concerned with all public and semi-public facilities necessary to meet the educational, cultural, safety, health and general welfare needs of present and future Borough residents. Although most such facilities have already been established, the need for new and improved facilities and services will continue. The purpose of this plan element is to recommend the necessary facilities and services in the proper quantity and location to serve the future land use pattern.

Public and semi-public uses, recreation, and open space areas are shown on the Master Plan Map. These uses total 113.89 acres or 17.9% of the Borough. The table on the following page lists all existing community facility uses, by location and acreage.

COMMUNITY FACILITY USES
PENNINGTON BOROUGH — 1998

Use/Facility	Location	Size (Acres ±)	
CHURCHES/CEMETERIES			
First Methodist	S. Main St.	1.02	
First Baptist	Academy St.	0.26	
AME Church	S. Main St.	0.22	
St. Matthews	S. Main St.	1.20	**16.37 Acres**
St. James	Eglantine Ave.	5.00	
First Presbyterian Church and Cemetery	S. Main St.	1.94	
Pennington Cemetery Association	S. Main St.	4.80	
African Cemetery	S. Main St.	1.03	
SCHOOLS			
The Pennington School	W. Delaware Ave.	51.25*	**68.72 Acres**
Tollgate Grammar	S. Main St.	9.51	
Board of Education Office	S. Main St.	7.65	
Central High School (partial)	W. Delaware	0.31	
*Including parcel shown as single family residential on Land Use Plan.			
BOROUGH			
Borough Hall/Parking area (not including proposed expansion)	N. Main St.	1.25	
Kunkel Park	King George Rd.	7.53	
DPW Land (Former Land Fill)	W. Delaware Ave.	7.64	
Well site 7	Sked St.	0.36	
Well site 8	Knowles St.	0.23	
Well site 9	N. Main St.	0.21	**23.43 Acres**
DPW Lot	Broemel Pl.	0.57	
Mini-park/Pump Station	Sked St.	1.09	
Senior Citizen Center	Reading St.	0.16	
Vacant Land	Reading St.	2.84	
Pumping Station (DPW office)	West Delaware	0.23	
Baldwin Boulevard	E. Curlis	0.30	
Lot next to AME Cemetery	S. Main St.	0.52	
Sewer Pump Station	E. Curlis	0.05	
Veterans Memorial Park	Broemel and Knowles	0.45	
OTHER			
Mercer Co. Library (partial)	W. Delaware	0.03	
Fire Company	Broemel Place	0.83	
First Aid Squad	Broemel Place	0.45	
Post Office	Broemel Place	2.84	**5.37 Acres**
Phone Company	Laning Avenue	0.32	
Masonic Lodge	Burd St.	0.90	
Total		**113.89 acres**	

In addition to the above listed facilities within the Borough, a 4± acre parcel of land in the Township on Old Mill Road, the site of a breached dam, is owned by the Borough.

Public Schools

The Master Plan Map indicates two school buildings on South Main Street, the Board of Education building and Toll Gate Grammar. These buildings are part of the Hopewell Valley Regional School District which serves Hopewell Township, Hopewell Borough, and Pennington. The former Toll Gate School is presently used for Regional School Administrative offices. Toll Gate Grammar (formerly Pennington Grammar) is presently used for grades K-5 and in September of 1997 had an enrollment of 400 students.

The Master Plan Map has designated the building portion of the school grounds, each approximately three acres, as "public school" and the remaining portion of the school grounds as "recreation/open space." Should it become necessary to close one of the buildings, the playground portion of the grounds should be maintained for recreation and open space use. Part of the Board of Education building is used by the YMCA and for day care facilities, and the play fields are used by community groups.

The Pennington School

The Pennington School has a 1997-1998 enrollment of 370 students in grades 6-12. Currently about 100 students live on campus. School lands are located on both sides of West Delaware Avenue. Approximately 33 acres are located on the south side of West Delaware and 17 acres on the north side. The Borough Land Use Plan recommends that the six acres west of Green Street and approximately four acres east of Green Street be kept in open space school uses. The plan also recommends that the main campus (south of West Delaware) contain all primary school functions such as administrative offices, classrooms and student housing and that the area north of West Delaware be limited to supporting facilities, exclusive of dining halls and classrooms. A portion of the area north of West Delaware adjacent to the Borough Hall is proposed for business area expansion (see Land Use Plan and Center Area Plan).

Police Protection

Police protection services in the Borough are provided by the Pennington Borough Police Department, located at Borough Hall. The Department now includes nine officers: five full time, three less than full time, and one in the Police Academy. Most officers are EMT qualified. The Department has three patrol cars and maintains a 24 hour patrol. A retired police chief has recently been hired as Director of Public Safety to oversee the Department and to provide needed administrative and technical advice to improve day-to-day operations, and to suggest organization and structure for the long term.

Fire Protection

The Pennington Fire Company provides protection to the Borough of Pennington and part of the Township of Hopewell. The Fire station is located on Broemel Place in the Borough. The Fire Company currently has 35 active volunteer members; the number of active members has decreased in recent years. The Fire Company currently operates six pieces of apparatus: one pumper, one rescue pumper, one ladder tower, one tanker, a brush truck and utility truck.

In 1997 the Fire Company responded to 413 calls, with 29 percent of that in the Borough of Pennington and 71 percent in the Township of Hopewell (compared to 180 calls in 1989).

The Fire Company added on a sixth engine bay in 1995 to house the ladder tower. The membership has been decreasing and the call volume has been increasing. The future possibility of career personnel during the day is being strongly considered to offset the decrease in active volunteer membership.

The Fire Company is funded in part by both the Township and Borough fire districts, plus fund raising activities. The Fire Company owns the building and equipment and the fire districts pay for their share of fire protection services. The lease income from the new cellular tower facility will help fund Fire Company needs.

Public Works

The Public Works Department operates out of its facilities at the former land fill site on West Delaware Avenue. The department has five employees; major equipment includes three garbage trucks, three dump trucks, one small dump truck, one water truck, one backhoe, and three utility trucks. Facilities are limited to a small office in a former pump house on West Delaware and a garage building near Broemel Place.

Department duties include:

Borough property maintenance (land and buildings)
Water system and well maintenance
Sewerage collection system maintenance
Street Maintenance/Snow plowing
Household trash pickup
Leaf pickup (three days per week in fall)
Shade tree planting

The Department Director is a licensed operator for the Borough water system. The department projects a need for a new 10,000± square foot building for office and vehicle and equipment storage. A thorough review of funding options and service adjustments may be appropriate.

Because of rising costs, Borough Council has indicated that it will continue to consider per bag fees and other alternate methods of charging for costs of trash removal.

Parks and Open Space

As a general planning guide, a community should provide ten acres of municipal parkland for every 1,000 residents. Based on the current population of approximately 2,500, Borough parkland inventory should total about 25 acres.

Borough public park and open space is limited to the 7.59± acre Kunkel Park, and a mini-park at Sked Street of 1.06± acres. If the 6± acres of play fields behind Tollgate Grammar and the Board of Education building are included in this inventory, the total approaches only 15 acres. Although the Borough does benefit from recreation and open space areas at The Pennington School and at the nearby two Hopewell Valley Regional Schools at West Delaware Avenue in the Township, the Borough should endeavor to increase the amount of parkland available to Pennington residents. The Master Plan supports providing a Park on the Borough owned property at the north end of Reading Street, possibly partially funded by the sale of the empty lot between the AME cemetery and the Board of Education playing fields. A small Borough Park would also be desirable in the NE quadrant in the vicinity of Green Street.

An updated Open Space Index for the Borough, dated March, 1998, was prepared by the Pennington Environmental Commission and is available at Borough Hall.

Public Library

The Pennington Public Library is now located at the new municipal building with about 3,000 square feet on one floor. At year end 1997, the library had a collection of 21,460 books, plus video and audio tapes, periodicals and newspapers. The library has a computer for public and library use, and one for office use. Two staff members and 66 volunteers keep the library open 47 hours a week. Total circulation in 1997, including videos, was 28,304.

Municipal Building

The new Borough Hall was completed in 1995. The one story building contains approximately 8,200 square feet and includes municipal offices, police department, a meeting hall/courtroom, and the Borough Library. The adjacent Borough parking area contains 94 spaces, including three handicap spaces, all but 10 of which are available to the public. The former Borough Hall building was purchased and renovated for office use by Gallup and Robinson, Inc., an advertising, research agency.

First Aid Squad

Pennington First Aid Squad operates out of facilities owned by the Squad on Broemel Place. The building was expanded in 1995 to add facilities for holding classes. The squad has 32 active members with 29 assigned to duty crews from 6 PM to 6 AM, Sunday through Friday. Week-end duty is handled on a rotating crew basis. From Monday to Saturday (6 AM - 6 PM) no duty crews are assigned; response is by available members. All are EMT's and approximately half are EMT-D certified. Several members are also members of the Pennington Fire Company.

Equipment consists of three vehicles — two Type 3 modular ambulances and one van-type used primarily for transport services. The two modular ambulances are being replaced in 1998. The squad has had a vehicle replacement program in effect since 1991 with Hopewell Township and Pennington Borough. Under the terms of the agreement, the squad pays for 25 percent of the cost of vehicle replacement, Pennington Borough pays 25 percent and Hopewell Township pays 50 percent. In 1997, Hopewell Township turned over its share of the financial obligations to the squad to the Hopewell Township Fire Commissioners.

The squad is supported financially through annual fund drives, donations as memorials, bequests and donations from Pennington Borough and Hopewell Township. The squad is an independent organization and neither the two municipalities nor the Fire Company have any jurisdiction over the squad.

The squad continues to operate solely as a volunteer unit, however manpower shortages during the daytime hours has been experienced. The Hopewell Township Fire Commissioners have created a first responder position jointly with the fire inspectors who are all EMT's and supplement the daytime crews when necessary. The squad continues to solicit new members and having recently received certification as a training facility, hopes to be able to recruit more members.

In 1996, the squad ran a total of 724 calls; in 1997, the squad ran 659 calls. Approximately 64.5 percent of the 1997 calls were in Hopewell Township and 28 percent in Pennington Borough. The balance were mutual aid calls outside the district.

Other Community Facilities

Other community facilities, indicated by the symbol legend on the Master Plan Map, include existing cemeteries, churches, municipal facilities, and the County Library site on West Delaware Avenue, a small portion of which is in the Borough.

It is recommended that consideration be given to use of Toll Gate School as a multi-use center for the community, should the present use by the Regional School Board be abandoned. Consideration should also be given to Borough sites for group homes for the developmentally disabled; two possible sites are Reading Avenue and the Helene Fuld Tract (as part of its future development).

This plan element recommends the creation of a pathway extending from Kunkel Park north to the Delaware Raritan Greenway lands and to the Stony Brook Millstone Watershed Association. This can be accomplished as part of any (proposed) development of the Bristol Myers Squibb site or other lands along Stony Brook. The 45 acre Greenway parcel north of Lewis Brook was acquired in 1994 from the developer of Penn View Heights. As an adjacent land owner, the Borough will be notified of any development application for those lands and can request a walkway/conservation easement at that time. Alternatively the Borough could undertake a Green Acres application for acquisition of the easement.

The Borough is the owner of a 4± acre parcel in the Township on Old Mill Road which is the site of a breached dam on the Stony Brook. Consideration might be given to a possible land swap with the Township for a more usable open space parcel closer to the Borough. Alternatively this parcel could be deeded to the Mercer County Park System. As part of any Village Center designation planning process, consideration should be given to a stream corridor walkway connection from Kunkel Park to the Mercer County Park.

7. Regional Planning Considerations

One of the Master Plan goals is the achievement of Village Center designation for the Borough and the adjacent Township area. As noted in the Land Use Plan, the Center designation process requires a planning report with supporting data on proposed Center boundaries, anticipated development within the Center, development guidelines, etc. This plan element is a first step in that process, providing important information and guidelines to aid in the delineation of Village Center boundaries.

For background study purposes, a large scale (1" = 600') existing land use map of the Township area surrounding the Borough was prepared. A reduced version of this map may be found in the rear map pocket of this document. This map covers an area of about 17± square miles (including the one square mile of the Borough)

and includes the current street and lot line pattern, existing land uses, State Planning Area designations, public and semi-public open space areas (including deed restricted farmland), stream corridors and, for the larger tracts, ownership and acreage data.

Additional data that might be added to this regional map to assist in developing Village Center boundaries, perhaps with Township assistance, might include:

- soil characteristics (septic use limitations);
- topography (steep slopes);
- flood plain areas (stream corridor delineation);
- wetlands areas;
- current zoning; and
- proposed open space acquisitions.

Suggested guidelines for Village Center boundary determination might include:

- State Plan Village Center criteria;
- Natural feature breaks (parkland; deed restricted farms);
- Land use breaks (Bristol Myers Squibb);
- Physical barriers (stream corridors, water bodies);
- Significant zoning changes;
- Linkages to the Borough (Penn View, Tree streets);
- Proposed development/open space; and
- Sewer and water capacity limitations.

Pennington Borough and adjacent Township areas are located within Planning Area 3 (PA3-Fringe Planning area) of the State Plan. In accordance with State Plan guidelines for Village Centers within PA 3, centers should be capable of accommodating projected planning area growth (20 year horizon). The following Village Center intent is from the State Plan as adopted in June of 1992 (cross acceptance Plan revisions are now underway):

> "New development in the Fringe Planning Area should be consistent with Statewide Policies and should be in discrete Centers located and designed to achieve the Policy Objectives for the Fringe Planning Area. Community infrastructure should be provided only in Centers and by the private sector, except where joint public/private investment would benefit the public interest. Growth should be guided to existing Centers before planned (new) Centers. The environs of Centers should be protected from the impacts of Center

development and should be maintained as open land. Centers should serve as receiving areas for transfers of development rights."

A center boundary must be determined so that the protection of land areas surrounding the center from inappropriate development is assured. This will require specific plan implementation techniques including farmland preservation, open space acquisition, and zoning changes. The Hopewell Township Master Plan (1992) addresses the issues of preservation of agriculture and rural character. Township Master Plan goals include the preservation of agriculture, the direction of more intense development to areas where sanitary sewer and surface potable water supply exists or is planned, and the location of additional commercial development in new centers. The Township Land Use Element indicates that the transfer of development rights concept might be reviewed by the Planning Board and considered for use once State enabling legislation is enacted. This technique, in concert with a farmland preservation program, existing environmental constraints to development, and existing low density zoning, would help protect the center's environs from inappropriate development.

8. Borough Center Area Plan

Pennington Borough has a growing reputation, not only as a well planned community, but also as an attractive place to live and to visit. Much of that attractiveness is focused on the older historic center area of the Borough, but nevertheless extends to all sections of the community. However, the built environment of most communities is changing, adapting as needed to the changing requirements of urban living. If those changes, however incremental, are at variance with established design character, the attractiveness of the community will be diminished.

The purpose of this plan element is to recognize the inherent design quality found in the Borough and to suggest how that quality may be protected and enhanced in the future.

Center Area Design

The following is an attempt at a listing of the design elements which together make up the present character of this portion of the Borough. Recognizing these elements is the first step in the preparation/revision of development regulations to ensure that such elements are protected and/or enhanced.

Mix of Uses (Diversity)

The traditional borough center has always been a mix of residential, business, public and institutional uses. These diverse uses serve and support one

another. Without this mix the center could lose much of its interesting character and vitality. The community must be alert to incremental changes such as the conversion of second floor dwellings to office uses.

Compactness and Pedestrian Scale

Compactness and pedestrian scale elements complement one another. The compactness of the borough center reduces, in part, the demand for parking lots, which can be a disruptive force, by allowing center users to walk from one center destination to another. It is important that the nature of the center as a pedestrian environment be protected from the demands of the automobile.

Center Expansion

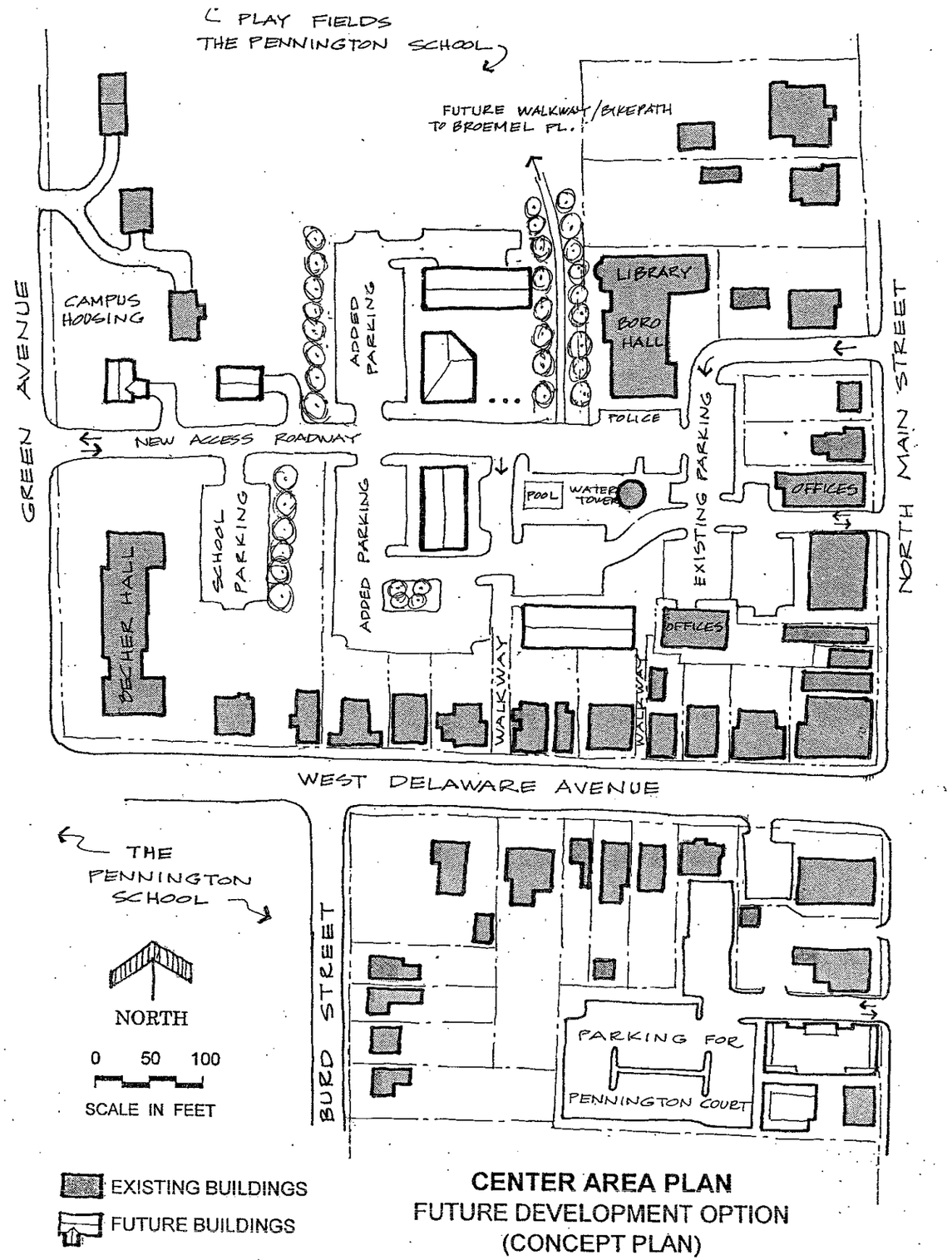
Current and previous Borough plans have provided for a modest expansion of center area development around the existing Borough parking lot. This expansion would include new shops and offices and dwellings that would not be detrimental to the existing character of the center and would enhance the use mix, compactness, scale and design of the center.

The purpose of the concept plan for this area (next page) is to suggest a possible layout and scale of development. The plan represents one possible layout and is intended to provide a basis for discussion. At some point in the future the Planning Board may wish to prepare a more comprehensive study and a more detailed future development plan for this area. The illustrated layout is only one of many possible alternatives.

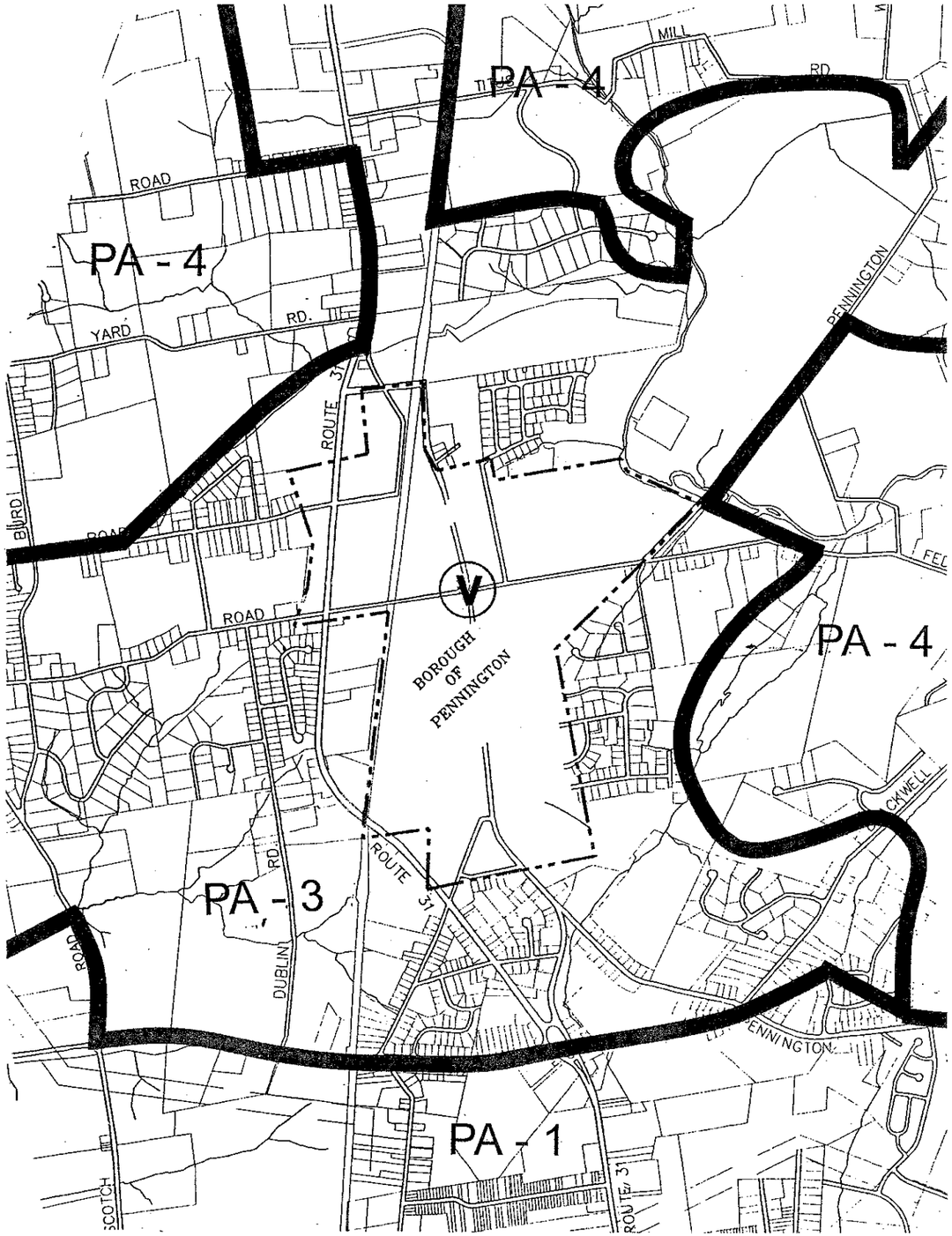
C. CONFORMANCE TO AREA PLANS

The Municipal Land Use Law requires that all local master plans include a specific policy statement indicating the relationship of proposed development, as presented in the Master Plan, to the master plans of contiguous municipalities; to the County Plan; and to related comprehensive guide plans (40:55D-28d).

Pennington is one of the two holes in the doughnut that is Hopewell Township (the other is Hopewell Borough). Traditionally, the Boroughs have served as focal points for the Township; the Boroughs have been the site of the shops, churches, schools, and frequently the retirement homes of Township farmers. This relationship can continue under the plans of the Township and Pennington Borough. The current (1992) Township plan proposes, for the most part, low density residential development circling the Borough. The Borough plan has residential development around its periphery with commercial and service development in the core area and along Route 31.



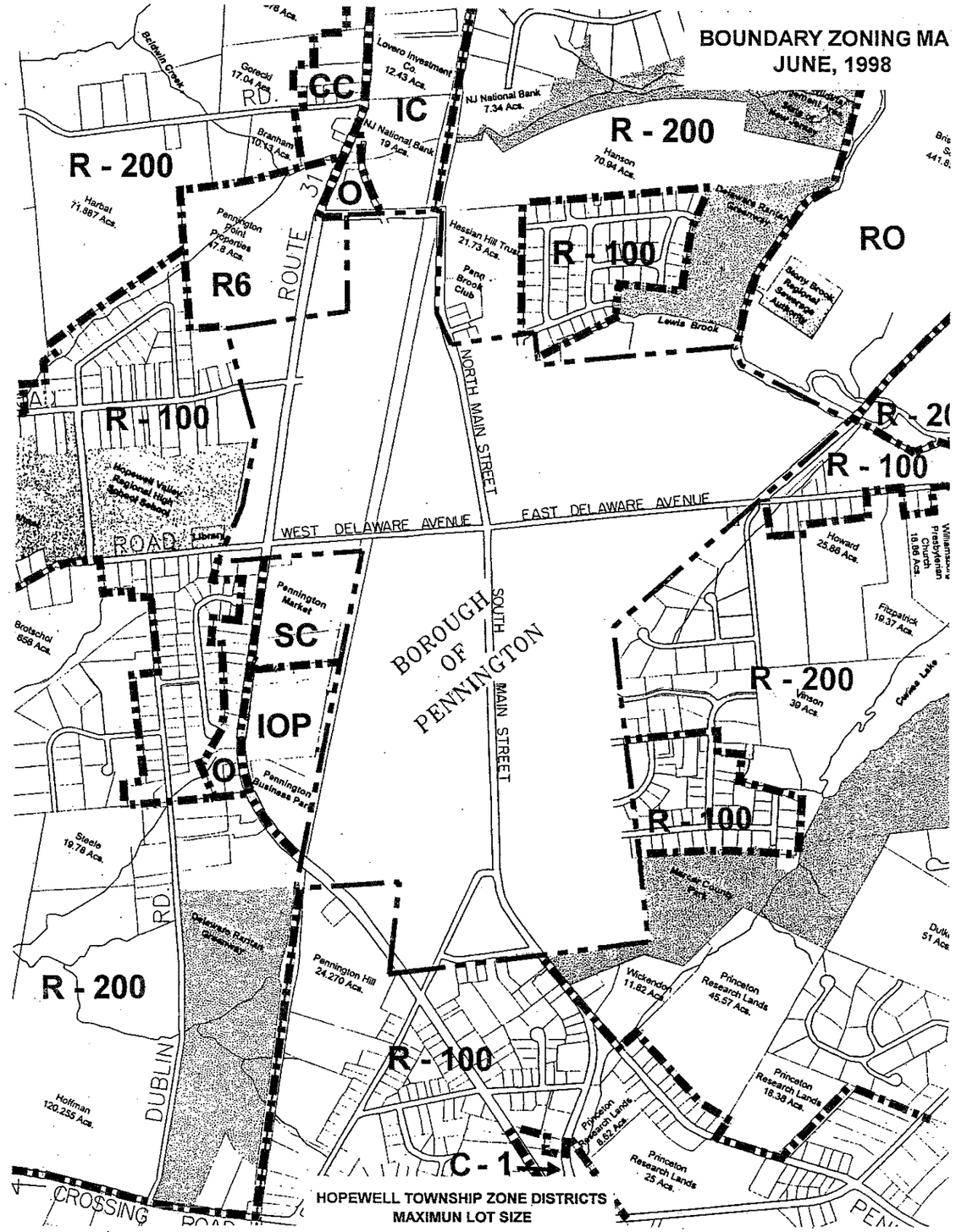
CENTER AREA PLAN
FUTURE DEVELOPMENT OPTION
(CONCEPT PLAN)



PLANNING AREAS

NJ STATE DEVELOPMENT AND REDEVELOPMENT PLAN - 1992

PA - 1 METROPOLITAN PLANNING AREA
PA - 3 FRINGE PLANNING AREA
PA - 4 RURAL PLANNING AREA
(V) VILLAGE CENTER



HOPEWELL TOWNSHIP ZONE DISTRICTS
MAXIMUN LOT SIZE

O	**Office** 1 acre for office, bank, medical clinic 20,000 sq. ft. single family	R-200	**Residential** 80,00 sq. ft. non-cluster single family 40,000 sq. ft. cluster	IOP	**Industrial Ofice Park** 5 acres
RO	**Research Office** 100 contiguous acres in township	R6	**Age Restricted Residential** 6 units per acre	IC	**Industrial Commercial** 5 Acres
R-100	**Residential** 20,000 sq. ft. with sewers 40,00 sq. ft. with well, septic	SC	**Shopping Center**. 5 Acres	CC	**Commercial Conversion** single family, home occupations, conve farm and agricultural uses same as R-2 all other uses same as O	

The Borough Master Plan is in conformance with Mercer County plans which identify the Borough as a developed Village surrounded by open space lands and low density development in the Township, and with the Township Master Plan which, for the area surrounding the Borough, remains unchanged from its 1985 Plan. The Borough Master Plan is also in harmony with the State Development and Redevelopment Plan, adopted in 1992. That plan is presently undergoing its mandated update and revision process, known as cross-acceptance. The 1992 Plan identified the Borough as a Village Center and the Borough Master Plan supports that concept and is committed to its implementation.

PLAN IMPLEMENTATION

A. BACKGROUND

Plan implementation refers to the various measures available to the Borough to insure execution of the Plan. These involve both legal and informal measures. The informal measures include educating the public, and governmental officials responsible for the day-to-day decisions that have an effect on Borough development, of the existence of a Master Plan. The legal measures, which are also known as land use controls, include site plan review, zoning and subdivision regulations, building and housing codes, and the like. There are also additional aids to plan implementation in the form of capital improvement programming and various State programs for specific projects.

The adoption of the Master Plan does not signify an end to the local planning effort. Planning is a continuing process through time in a community alert to its changing needs. State law requires a periodic review of the Plan and of the data supporting the Plan, with the necessary updating of various proposals or elements of the Plan. Data of the kind used in the planning process become invalid or obsolete as time passes. New data, therefore, must be acquired, analyzed and interpreted into an updated Plan as conditions require. In addition, a major feature of a continuing planning program is that more detailed proposals may be developed for various elements of the Plan.

A community needs an aggressive, positive policy for improvement. This policy must operate at three levels: the level of the individual citizen; the level of the various businesses and developers who are responsible for major improvement activities; and finally, at the public level of elected, appointed and hired officials who are responsible for the review and approval of development activities.

Daily decisions, as they are formed week after week, month after month, and year after year, are in the end those which create the community as it exists at a given point in time. There have been all too many instances of logical, even inspired, plans which failed to change the community in any effective way, in the course of time. To be effective, a Plan must live in the minds of those who make daily decisions to insure that those decisions are constantly working toward the final goal.

B. PROPOSALS

As noted earlier, the Land Use Law requires that all the provisions of land development regulations be substantially consistent with the Land Use Plan Element and Housing Plan Element of the Master Plan. The following changes in the Borough Development Regulations, and other actions, are proposed in order to be consistent with the Land Use Plan and Housing Plan:

1. Recommend to Borough Council appropriate revisions to the zone map reflecting the Land Use Plan Map. (A formal presentation to Borough Council of Master Plan proposals, and the ordinance revisions needed to implement the Plan might be appropriate prior to actual submission of proposed ordinance revisions).

2. Recommend to Borough Council the adoption of development regulation revisions (preliminary drafts to be prepared) to implement Master Plan proposals, as follows:

    a. A new Town Center zone district should be prepared as proposed in the Land Use Plan. Zone standards should be designed to eliminate inconsistencies with use of R-A zone standards for dwelling units over business uses, and to regulate the size and type of permitted uses. New Town Center zone parking standards should be designed to reflect current needs and encourage the use of combined and linked parking facilities, and to permit the use of non-contiguous parking areas.

    b. A new Town Center Buffer zone district should be prepared as proposed in the Land Use Plan. This zone district would replace the current Office-Residential Zone.

    c. Incorporate non-residential building design guidelines into an updated site plan ordinance.

    d. Codify all land development regulations.

e. A new zone category for office and limited business use as proposed in the Land Use Plan should be prepared.

f. As part of a general updating of development of regulations, include regulations for cellular antenna facilities and consider the development of appropriate standards for home based businesses based on level of use.

3. Work with Hopewell Township on an application to the State Planning Commission for the designation of Pennington and adjacent areas as a Village Center and for protection of the environs, utilizing the guidelines provided in this Plan.

4. When recommendations from the Citizen Advisory Committee on the 1987 proposals for historic district regulations are completed, they should be reviewed for incorporation into the Historic Preservation Plan Element, and for ordinance implementation as appropriate.

5. Extend an offer to Borough Council to prepare a municipal capital improvements program in accordance with Article 4 of the Municipal Land Use Law.

6. Participate in regional programs for open space linkages to provide Borough access to County and private park/open space lands.

7. Following approval of a revised Housing Plan by COAH, and adoption by the Planning Board, implementing ordinances should be prepared for adoption by Borough Council.

8. Undertake a review of the current listing of permitted uses in the MU 2 zone district for possible expansion within the context of zone purpose.

GLOSSARY OF TERMS

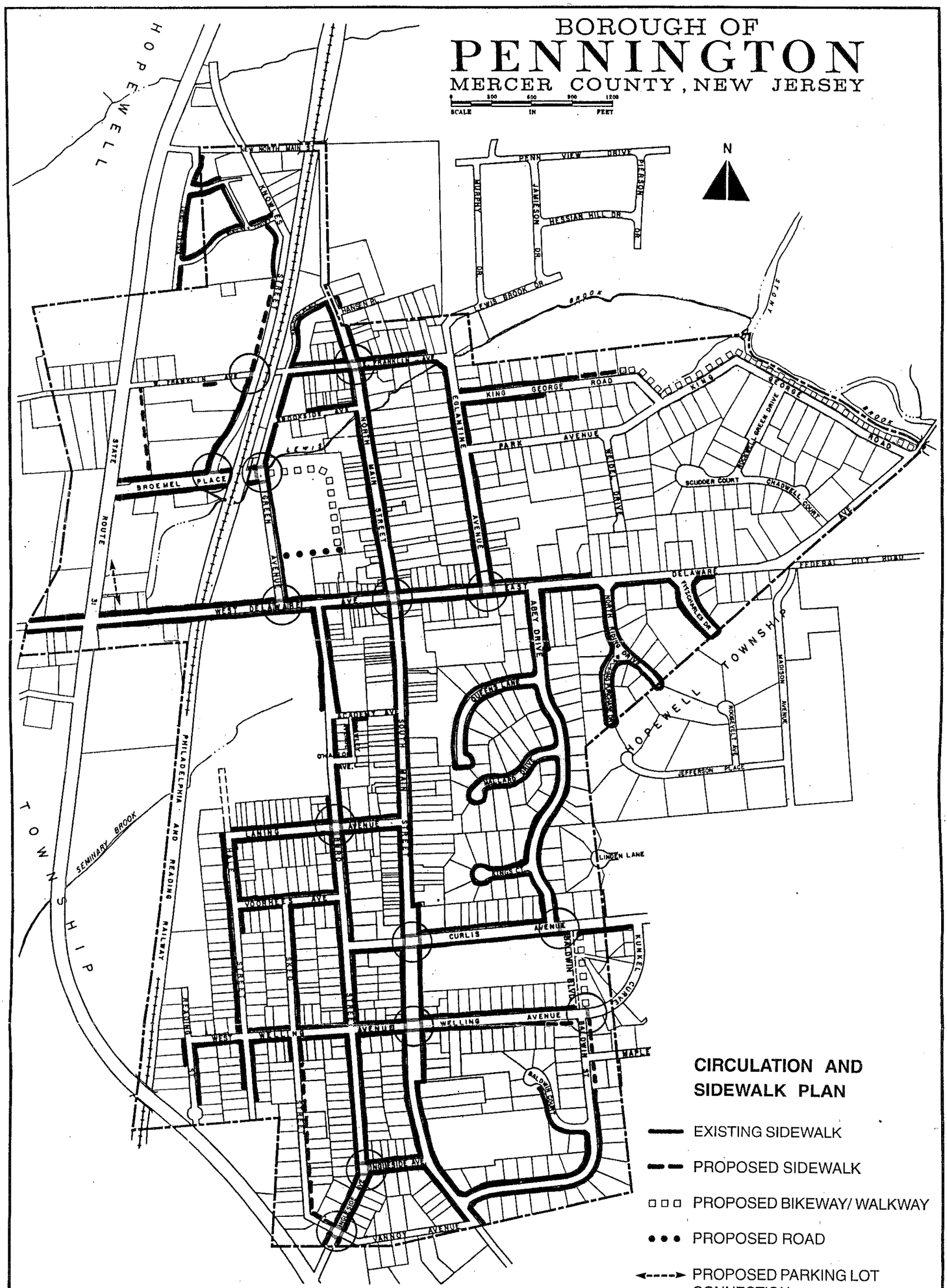
This glossary was prepared to assist in understanding some of the terms used in the Master Plan text, but is not part of the adopted Plan.

Town Center	A specifically defined core business use area on the Borough Land Use Plan (see Master Plan map), intended to contain a mixture of pedestrian oriented personal service and retail outlets, restaurants, professional office space and residential uses.
Borough Center	Defined generally as the historic heart of the Borough, including parts of both the Town Center land use category and the Town Center/Office-Residential land use category, this area has always been a mix of residential, business, public and institutional uses.
State Plan	The New Jersey State Development and Redevelopment Plan, adopted on June 12, 1992, establishes statewide planning objectives and is intended to serve as a guide for how public policy decisions should be made al all levels of government to achieve such objectives.
Village Center	The State Plan advances the concept of "Centers" as the organizing planning principle for achieving a more effective and efficient pattern of development in New Jersey. The Plan identifies Pennington Borough and its Township environs as a "Village Center." Village Centers are compact self-contained development areas surrounded by permanent open space.
Regional Center	Under the State Plan a (planned) regional center should be located in a major transportation corridor and designed to organize growth that would otherwise sprawl throughout the corridor and create unserviceable demands. The area in the township south of Route 546 (The Pennington-Washington Crossing Road) has been identified on the State Plan as a planned regional center (see regional map in pocket).
Wastewater Management Plan (WMP)	A detailed analysis of existing and projected sewerage service needs for a particular planning area, based on updated population and flow projection information.
Infiltration and Inflow (I&I)	Excess flow into the sewerage treatment plant from faulty sewer lines (infiltration) or illegal sump pump connections (inflow).
Traffic Calming	A variety of physical and related devices to slow and sometimes divert traffic, but not to banish it altogether. The concept is to encourage, and, in some instances, to force drivers to respect a particular neighborhood quality of life.
Council on Affordable Housing (COAH)	The New Jersey Fair Housing Act of 1985 created COAH as the administrative agency to handle the process for municipalities to have their housing elements/fair share plans reviewed and approved (substantive certification granted) by COAH. COAH also determines housing regions, affordable housing needs and local obligations.
NJDEP	New Jersey Department of Environmental Protection.
SBRSA	Stony Brook Regional Sewerage Authority. The agency responsible for the Pennington sewerage plant.
gdp.	Gallons per day.
mgm.	Million gallons per month.
EMT	Emergency Medical Technician.

BOROUGH OF PENNINGTON
MERCER COUNTY, NEW JERSEY

SCALE 0 300 600 900 1200 IN FEET

N



CIRCULATION AND SIDEWALK PLAN

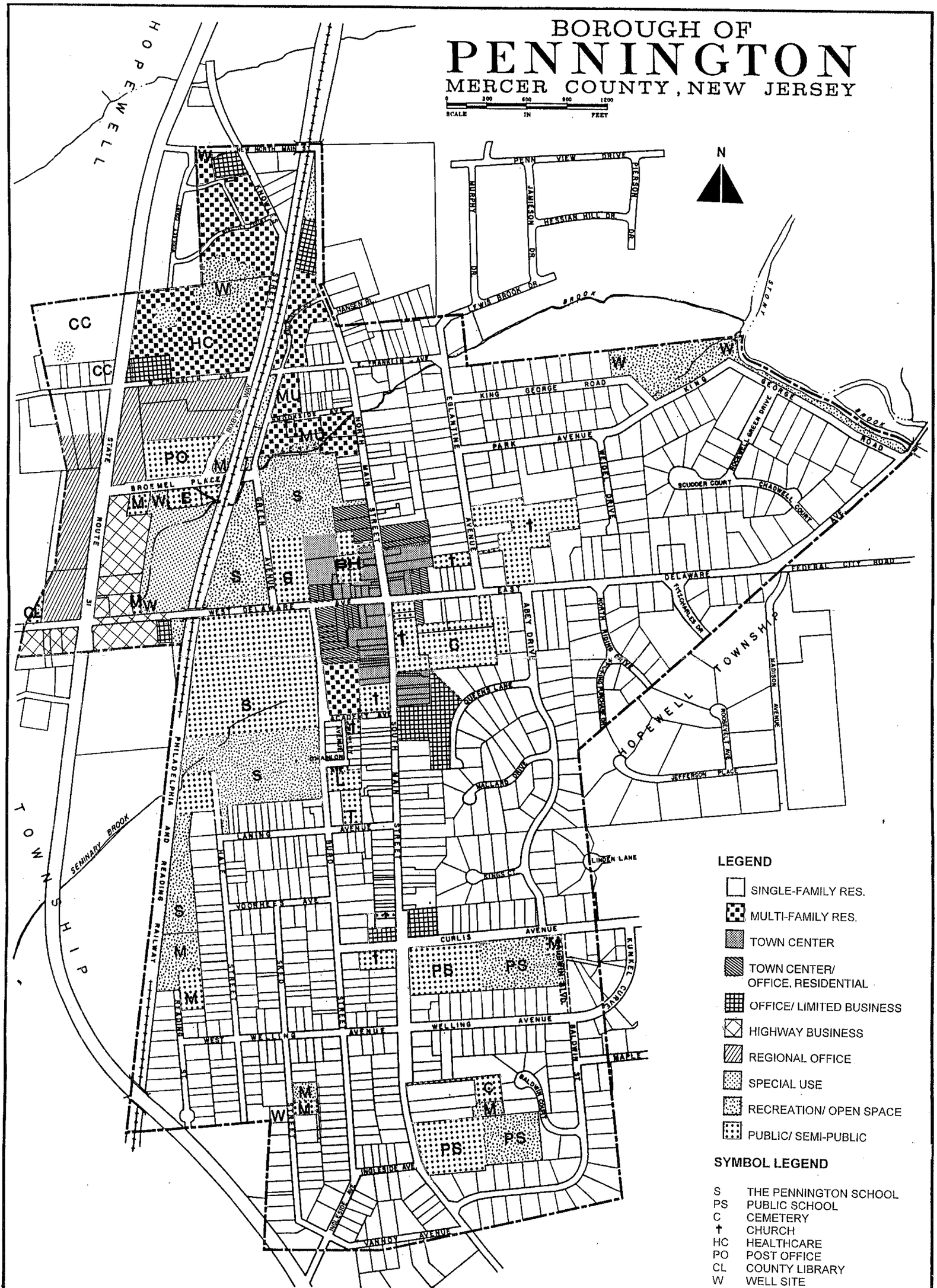
- EXISTING SIDEWALK
- PROPOSED SIDEWALK
- PROPOSED BIKEWAY/ WALKWAY
- PROPOSED ROAD
- PROPOSED PARKING LOT CONNECTION
- EXISTING AND PROPOSED CROSSWALKS

PREPARED BY;
CARL G. LINDBLOOM, PP, AICP
BOROUGH PLANNING CONSULTANT

BASE MAP REVISED JULY 15, 1997

BOROUGH OF PENNINGTON
MERCER COUNTY, NEW JERSEY

SCALE 0 300 600 900 1200 IN FEET



PREPARED BY;
CARL G. LINDBLOOM, PP, AICP
BOROUGH PLANNING CONSULTANT

BASE MAP REVISED JULY 15, 1997

1998 MASTER PLAN
LAND USE PLAN ELEMENT