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# HILLSBOROUGH TOWNSHIP

Somerset County, New Jersey

## MASTER PLAN AMENDMENT – PHASE 2

Gateway, Town Center, Transit Oriented Village, Transitional,  
Research & Development, Corporate Development & General  
Industrial Zones

WELLS  
APPEL

LAND STRATEGIES

AND

LENAZ MUELLER

&  
ASSOCIATES

Amended as Noted and Adopted October 27, 2005

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Deputy Mayor Carl Suraci  
Committeeman Paul M. Drake  
Committeeman Steven N. Sireci, Jr.  
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# Chapter 1: Introduction

## 1. Study Purpose

Hillsborough is located in the southern portion of Somerset County. The year 2000 population was 36,634 in 12,854 housing units. The total land area is 54.7 square miles. Route 206 is the major north-south highway bisecting the Township and County Road 514 (Amwell Road) is the main east-west roadway.

The existing center of development in Hillsborough is west of Route 206 between Valley Road and Amwell Road, extending to South Branch Road to the west. Other areas of significant development are in the southeast portion of the Township and adjacent to the neighboring communities of Millstone, Manville and Somerville. There are several existing historic villages, including Flagtown and South Branch.

The 1999 Master Plan Reexamination Report and Master Plan Amendment -Town Center & Main Street Plan - both recommended an innovative land use strategy for encouraging the transfer of growth from the surrounding undeveloped open space and rural areas to the Town Center. This was the result of a comprehensive, APA award winning "Visioning" process. At the core of this Town Center is a "Main Street" plan that prepares for the eventual by-pass realignment of Route 206 and anticipates the future activation of the West Trenton passenger rail service.

During 2002, the Township settled several "Builder's Remedy" lawsuits; made significant changes to its Master Plan; drafted and implemented several ordinances; and saw the early impacts from one of the State's major infrastructure improvements, e.g., the widening of Route 206. These aspects needed to be incorporated in an updated Town Center & Main Street Plan that also addressed the impact on surrounding areas of the Township. This study represents that effort.

This study seeks to outline specific approaches to the various "receiving" and "sending zones" envisioned in the Phase One Master Plan. It also presents typical "example" development scenarios to better explain and define the intent of the proposed development regulation changes. The Study also establishes a Planning Management System that uses targets and indicators to assess the outcome of the Study and to evaluate the success of the proposed changes.

Phase 1 of the Master Plan focused on the Agricultural (AG) and Mountain (MZ) Zones, which comprise most of the western portion of the Township. Phase 2 of the Master Plan focused on the proposed Town Center, as well as the surrounding areas in the eastern portion of the Township, which were not addressed to the same depth in Phase 1. The Phase 2 report also provides for the establishment of a Planning Management System, which is important for implementing the Master Plan.

## 2. Study Goals

The Master Plan amendments contained in this document address the following interrelated issues that will further implement the Town Center concept and establish a Planning Management System by using Smart Growth Planning Principles:

- A. Hillsborough wishes to address the development potential and streetscape character of several Home Office Occupation (HOO) zoning districts, which comprise almost 4 miles of frontage along Route 206 and Amwell Road.
- B. The Township desires the construction and timely completion of the new Route 206 By-pass so as to permit full implementation of the Town Center, Transit Oriented Village, and Corporate Center districts discussed in this report. South of Amwell Road, all Route 206 By-pass interchanges with local roads have been eliminated by the state, which further supports efforts to permanently preserve large areas of open space and contiguous farmland located east of the railroad tracks in the existing CDZ district.
- C. The Corporate Development Zone (CDZ) bounds much of the eastern side of the Town Center, and is the appropriate location for planning transitions from the Town Center to its eastern environs. The Township desires that the CDZ reinforce the Town Center, provide the land for a new Transit Oriented Village District and Corporate Center District, support the future rail station and those two new Districts, and add to the Township's greenway system and agricultural preservation efforts by utilizing the Transfer of Development Rights (TDR) or other appropriate methodology.

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- D. The Township desires to address "Transit Friendly" planning through inter-local cooperation with Montgomery Township, Manville Borough and Hopewell Township in Mercer County in order to accommodate the proposed West Trenton rail corridor and proposed New Jersey Transit station for passenger service
  - E. Vacant land in north & west Hillsborough need to be evaluated for clustering and transfer of non-contiguous development credits in order to limit sprawl & encourage growth in the Town Center.
  - F. The Phase 2 Master Plan recommendations in this report support County planning goals to:
    - 1) Encourage center based development;
    - 2) Promote transit friendly development; and
    - 3) Work with NJDOT to develop access management plans.
  - G. The Master Plan Map in this report recognizes the importance of the Central Jersey Regional Airport located next to and just north of the CDZ District because a new air taxi service is in the process of being established that will greatly enhance the local facility as a means of regional access. This will also provide a support to the proposed CDZ District development site since prospective clients/customers and employees will be able to travel into and out of the area and environs using the airport.
  - H. The Township also desires to establish targets and indicators based on the County and State "Smart Growth" goals and the NJDEP National Environmental Performance Partnership System.
  - I. Affordable housing must be an integral component of this plan.

The specific goals for this study are intimately related to the overall goals adopted and updated by the Planning Board for the entire Township. See Appendix A, Chapter 10.

### **3. Planning Process**

The Phase 2 Master Planning process included several interrelated parts.

First, the consulting team met with the whole Planning Board, explained the process we intended to use, and then elicited comments and suggestions from individual Board members. The intent was to hear what Board members thought should and should not be done with the problems, challenges and

opportunities defined for the study.

Following this initial meeting a Board subcommittee was formed and this smaller group met with the consultant team to review the study area; the issues; and the ideas presented by the consultants. Draft reports and maps outlining the proposed districts, the concept behind each district and the proposed uses and design features for each district were discussed. As a result of this dialogue several draft Master Plan maps were developed and over several months a final plan with new districts, their proposed locations, allowed uses and suggested development rules were agreed upon.

Once a preliminary draft of the report was approved by the subcommittee, the consulting team met with and reviewed the concepts with several developers in order to provide a "market test." These responses were reported back to the subcommittee and discussed. Where deemed appropriate by the subcommittee, adjustments to the plan were made.

The consulting team prepared examples of how development might look under the newly proposed rules and where such development could be located in the Township based on the map the team had developed. These plans included summary calculations on land use mix, density, cars/parking spaces and impervious cover. For the Town Center component a 3D visualization was also prepared.

The subcommittee and consultant team then invited the entire Planning Board as well as the public at large to join them in a brief presentation of the planning process to review concepts and make suggestions and offer recommendations. This public meeting also including a hands-on "Zoning Game" in which the all attendees participated in experimenting with the proposed rules and districts and laid out their ideas on how the concepts proposed might or might not work. As result of this approach, the desires of the townspeople were elicited and the concepts of the proposed Master Plan amendments were tested. These ideas and assessments were summarized in a brief report (see Appendix B, Chapter 10) and this final report as drafted.

The final draft of this report was reviewed, discussed and edited by the subcommittee, and forwarded to the Planning Board for their review.

A public hearing was held in which the consultant team presented their findings and recommendations.

# Chapter 2: Summary & Recommendations

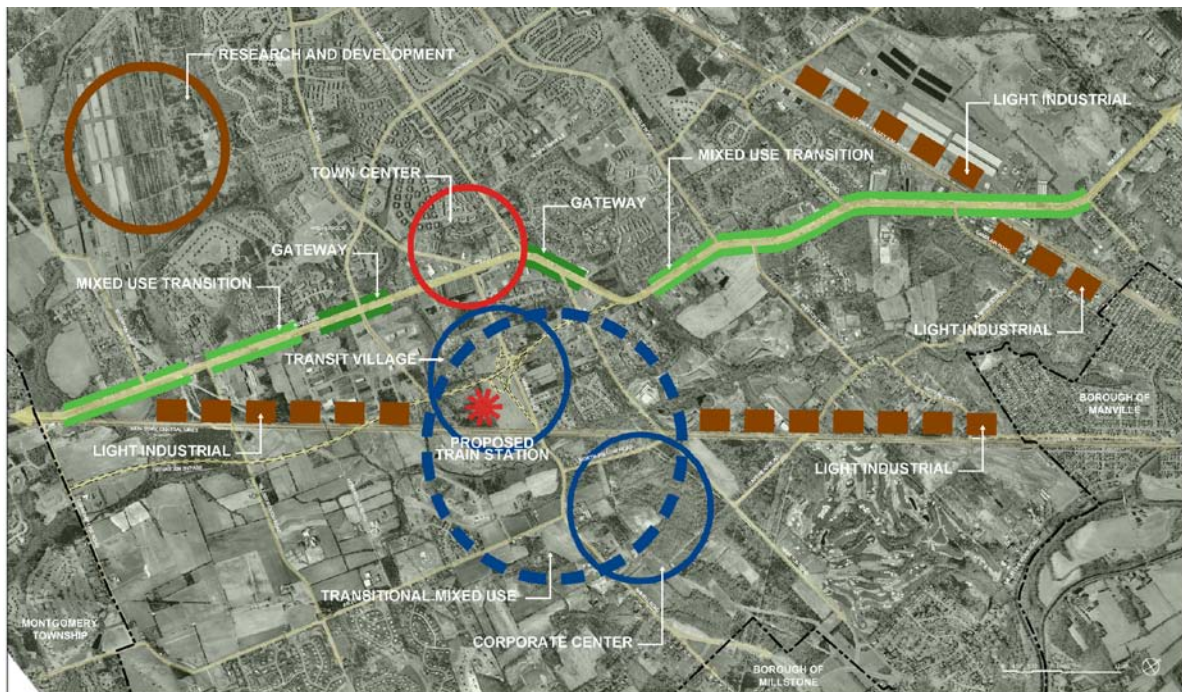
## 1. Master Plan Concept

There are five primary elements to this proposed Master Plan Amendment:

- Create a Town Center
- Create Gateways along the primary roads leading to the Town Center
- Create a Transit Oriented Village & Corporate Center that connects to the Town Center
- Surround these areas with an open space buffer.

- Utilize Transfer of Development Rights (TDR) or another appropriate method so that landowners in the designated open space and farmland areas can sell their development rights to the Transit Oriented Village & Corporate Center Districts.

Other related recommendations are included to help deal with local light industrial, home office, research and development and affordable housing needs.



Aerial: Schematic Diagram of Proposed Major Land Use Changes

### A. Town Center:

If one thinks of the traditional cross roads country town and updates this image to today, this is what is hoped and planned for the Town Center. When the Route 206 Bypass is built to the east, the existing Route 206 in the center of town can be converted back to a more local road with parking on both sides, street trees, sidewalks, and stores that front directly on the street. This "Town Center" is envisioned as focusing on the crossroads of existing Route 206 and Amwell Road extending north to Hamilton Road and to the south just north of Raider Boulevard.

This Town Center would consist of about 6 traditional "blocks," 3 on each side of existing Route 206 with storefronts abutting the block fronts and all parking, except for on-street, behind the stores in parking courts. With the removal of most regional through traffic and the addition of street trees, benches, a central park, and one or more small plazas, Route 206 can become more pedestrian friendly.

Offices and/or housing would be allowed above first floor retail uses. This will increase the liveliness of the center and provide affordable housing that is needed.





PHOTO: Inappropriate Existing Gateway Image

### **B. Gateways A&B:**

The primary roads leading to the Town Center need to be visually upgraded and more pleasing.

Some uses that are now allowed should be eliminated and other new uses permitted. In some areas, existing residentially scaled buildings should be retained for scale and image while in other areas new construction that is more compatible with the new Town Center design requirements should be employed. The same street trees and pedestrian friendly concepts of the Town Center should extend into the gateway areas.

### **C. Transit Oriented Village & Corporate Center:**

A passenger station site is proposed at the intersection of Amwell Road and the railroad and a Transit Oriented Village with mixed uses would surround this focus. The T.O. Village would connect along Amwell Road to the Town Center thereby providing a direct link and east-west gateway.

To the east of the Transit Oriented Village a Corporate Center is proposed. Such a work-oriented use is appropriate in close proximity to both the train station and the one bypass interchange within the Township. This "jobs center" will also help support the retail uses in the Town Center. Some housing is anticipated in this mixed-use center.

### **D. Use of TDR in the Transit Oriented Village and CDZ Districts:**

Much of the current CDZ District, particularly that portion south of the Homestead Road area, is intended to be a sending area for development rights into the Transit Oriented Village & Corporate Center. This would allow for the retention of farmland & open



PHOTO: Type of Existing Open Space to be Retained

space, which is its current general character. This could thereby contribute significantly to the Township's agricultural and open space preservation efforts.

### **E. Other Recommendations:**

Beyond the Gateway District and bordering the T. O. Village, a Transitional District is recommended. These areas would provide a transition between the Town Center and Gateway and the adjoining residential areas.



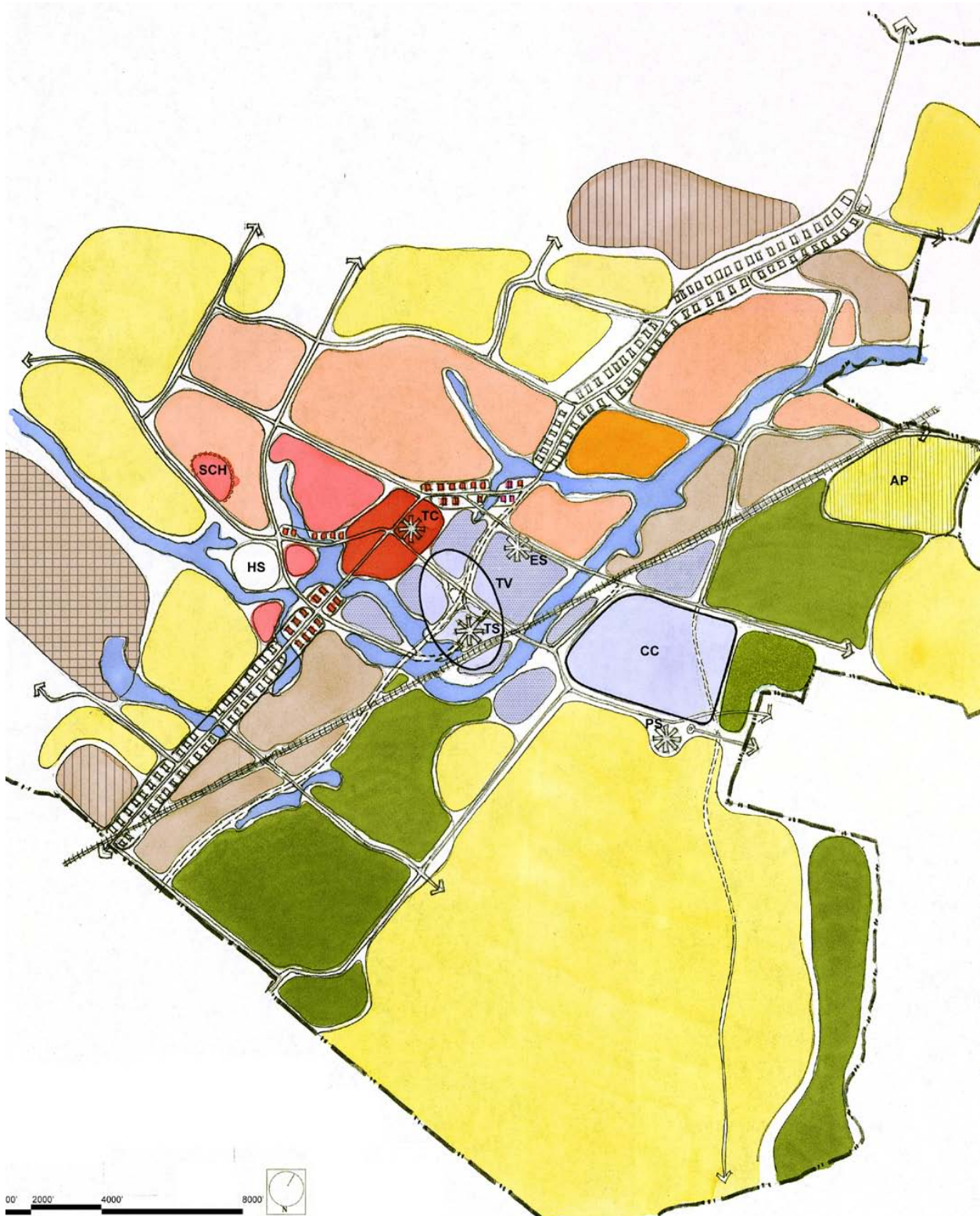
PHOTO: New Low Density in Transit Oriented Village-Town Center Connection Area

The existing Economic Development District area located in the southern portion of Hillsborough near the Montgomery Township boundary, and known as the Belle Mead Depot, is proposed to be changed to an R&D district in which smaller scale, locally based, light industrial uses can occur and where clustered, low density, low traffic generating research and development uses can develop. This district also provides a transition between the Route 206 corridor and the environmentally sensitive Sourland Mountains to the west. Recreation and open space uses may also be provided, as appropriate, to create a greenbelt or buffer to the adjoining residential uses.



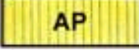
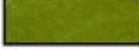

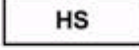
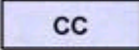






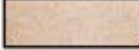

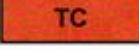






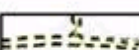
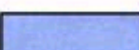
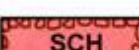
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## 2. Phase 2 Master Plan Map



MAP LEGEND: SEE PAGE 8

## LEGEND

	AIRPORT REGIONAL		GREENBELT PROPOSED
	COMMERCIAL CENTER		HIGH SCHOOL
	CORPORATE MIXED USE CENTER		HOUSING HIGH DENSITY
	ECONOMIC DEVELOPMENT ZONE		HOUSING MEDIUM DENSITY
	EMERGENCY SQUAD SUB STATION		HOUSING LOW DENSITY
	GATEWAY A & B MIXED USED DISTRICT		LIGHT INDUSTRIAL DISTRICT
	POTENTIAL SCHOOL SITE		TOWN CENTER DISTRICT
	RAILROAD EXISTING		TRANSIT VILLAGE
	R&D MIXED USED DISTRICT		TRAIN STATION PROPOSED SITE
	ROADS EXISTING		TRANSITIONAL MIXED USE DISTRICTS
	ROADS PROPOSED		WETLANDS EXISTING
	SENIOR CITIZEN HOUSING (TDR)		

Affordable housing will be part of the mix in the Town Center, Transit-Oriented Village and Corporate Center development areas. The Township has an on-going responsibility to provide adequate affordable housing under the Round 3 'Growth Share' requirements from COAH which will apply when the Judgment of Repose expires.

Building affordable housing requirement into the proposed development areas is 'Smart Growth' since it focuses all new development near the existing center of development in Hillsborough and does not encourage sprawl in the outlying areas.

Although the types of people who may actually live in the new housing can not be predetermined, family size can be dictated by the mix of bedroom types in the proposed housing which will be provided in the zoning ordinance.

It is also recommended that the Gordon property and adjoining rear portion of the Ambleside Nursery property located on Route 206 across from Hillsborough Road be incorporated into a commercial zone.

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### 3. Planning Management System

#### A. Background:

The township felt it was necessary to create a decision-making process in order to both implement and measure the success of the Master Plan Amendments identified in this document. The first step in moving forward has been to base all amendments on the township goals and objectives found in Chapter 10, Section A. These goals and objectives lay the groundwork for not only the township Master Plan but also for the implementing ordinances and other activities.

A “Planning Management System” measures the effectiveness and success of Master Plan implementation. The management system consists of self-assessment of the current conditions, which in turn results in goal setting and the measuring of improvements through the identification of Community Indicators.

These “Community Indicators” are described as “bits of information, that when combined, generate a picture of what is happening in a local system” (see “Community Indicators” by Rhonda Phillips dated December 2003, pg. 2). Community Indicators allow a municipality to measure the success of both programs and projects and their overall direction.

The township, prior to undertaking this study, began with the following community indicator process to organize the work effort:

- 1) The governing body and planning board determined a need to evaluate parts of the township regarding overall land use strategies.
- 2) Consultants were hired to review existing land use, indicators and available data.
- 3) The planning board formed a work group consisting of a subcommittee of the board and township planning staff working with the consultant team.
- 4) Study purpose and goals were further clarified by an internal “Town Center” questionnaire completed by the planning board members. The input obtained from these various community leaders was valuable in developing the aforementioned “Study Goals” which have acted as indicators for this report.
- 5) Master Plan goals and objectives were combined with study goals & “Town Center” questionnaire comments to form a list of shared values and visions determined to indicate that the Gateway, Transitional, Town Center, Transit Oriented Village, ED – Economic Development Zone, CDZ – Corporate Development Zone and GI – General

Industrial Zone would be the areas of special emphasis and in need of revisions.

- 6) The consultant team, with planning board input, completed a summary of the data and a set of planning ideas for each major study area.
- 7) The above information was presented to various members of the local community, which consisted of township governing body members, staff, consultants and interested citizens, and property owners who were able to review and share ideas within the context of a “Zoning Game”. Valuable ideas were honed that could be further developed into formal recommendations for the studied areas.
- 8) The consultants hired by the township then performed a technical review.
- 9) This review included reviewing available data within and outside of the Township.
- 10) This report is the product of the above process and contains recommendations for the study areas identified.

#### B. Planning Assessment:

In order for this report to be considered profitable and valuable to the community it will have to be evaluated on a regular basis:

- 1) Every 1-2 years the data should be reviewed for current accuracy.
- 2) Every 2-3 years the technical report should be reviewed for continued relevance and practicality.
- 3) Every 3-6 years the overall community indicators that were considered should be reviewed.

#### C. Land Use Rules & Design Guidelines:

The township needs to update zoning regulations to reflect the Master Plan amendments contained in this report. These include:

- 1) Creating a Gateway “Mixed Use” district.
- 2) Creating a Transitional district.
- 3) Creating a Town Center district.
- 4) Creating a Transit Oriented Village district.
- 5) Rezoning the portion of the former ED District known as the Belle Mead Depot.
- 6) For much of the CDZ District, using TDR or another appropriate method to preserve farmland & open space, and enhance the Transit Oriented Village & Corporate Center.
- 7) Refining the existing GI General Industrial district.

New and amended zoning regulations are intended to advance the Master Plan's goals and objectives, attract new jobs, permanently preserve large open space areas, satisfy ongoing Mt. Laurel housing obligations, and create a unique Town Center focal point for all residents.

An important but often overlooked aspect of planning for different zoning districts is to determine what, if any, spaces and/or facilities will/should be owned, operated and cared for by the Township. Defining

desired community uses, spaces and functions is a critical part of successful long range planning.

The Master Plan amendments in this document should be used as tools to guide the Township's future and to set the stage for where the Township wants to be in six (6) years. Table 1 identifies the steps necessary to carry out the implementation of this in a timely manner.

**TABLE 1 – IMPLEMENTATION STEPS**

ZONING DISTRICTS		GATEWAY, TRANSITIONAL, TOWN CENTER, TRANSIT ORIENTED VILLAGE, ECONOMIC DEVELOPMENT, CORPORATE DEVELOPMENT AND GENERAL INDUSTRIAL DISTRICTS	TIME LINE
RECOMMENDATIONS	1	INITIATE CONCEPTUAL PLANNING FOR SITES ALONG ROUTE 206 AND WITHIN EACH DISTRICT TO ACT AS GUIDES FOR DEVELOPMENT APPLICATIONS AND REVIEW	3-6 MONTHS
	2	APPLY FOR STATE INITIAL PLAN ENDORSEMENT.	6-9 MONTHS
	3	UPDATE THE TOWNSHIP CAPITAL IMPROVEMENT PROGRAM TO REFLECT COMMUNITY PROJECTS FOR EACH DISTRICT.	6-12 MONTHS
	4	ESTIMATE AND ADDRESS TAX IMPLICATIONS.	6-12 MONTHS
ACTIONS STEPS	1	INVESTIGATE PROPERTY OWNERSHIP, SITE CONSTRAINTS AND UTILITY ISSUES	0-3 MONTHS
	2	PREPARE A DETAILED DEVELOPMENT PLAN TO GUIDE FUTURE GROWTH AND REDEVELOPMENT	3-6 MONTHS
	3	ADDRESS STATE CODE ISSUES CONCERNING VEHICULAR ACCESS AND PROPOSE A COMPREHENSIVE SYSTEM OF ROADWAYS INCLUDING BIKES AND PEDESTRIANS.	6-9 MONTHS
	4	PREPARE ORDINANCE TEXT, DESIGN STANDARDS, AND MAP ZONE BOUNDARIES	6-12 MONTHS
IMPLEMENTATION PARTNERS	1	PUBLIC: COUNTY, NJDOT, STATE PLANNING	
	2	PRIVATE: INTERESTED DEVELOPERS & CITIZENS, PROPERTY OWNERS	

#### **D. Planning Indicators:**

Moving forward through implementation, the use of Planning Indicators will become even more important to track the results of changes made in each district. For instance, the Gateway Mixed Use District must adapt to new design standards that will influence how development looks to the public while at the same time upgrading the overall landscape and signage environment within the context of a variety of land use types. Progress will be measured in this zone on a site plan by site basis. These types of indicators will also be useful in the Transitional District and the GI General Industrial District.

Measuring progress in the Town Center, Transit Oriented Village and CDZ Districts is a bit more involved and complicated. Establishing the Town Center District not only involves the review and approval of appropriate site plans but also involves the adoption of an architectural (e.g. materials, building styles, colors, window and door patterns, roof slopes), landscape (e.g. plant materials, size, quantity, buffering), and hardscape (e.g. light fixtures,

benches, trash cans, drinking fountains, message boards, paver crosswalks) philosophy. In addition, the Town Center District must address adequate off-street and on-street parking; bus routes and stops including shelters and signage; pedestrian and bicycle circulation; delivery vehicles; trash pickup; and open spaces, including parks and plazas. An important next step will be to create a permitted mix of land uses within acceptable minimum and maximum ranges to include commercial, office, institutional and residential, including provisions for affordable housing.

The Transit Oriented Village District should focus inward around a new passenger rail station and at the same time reach outward toward the Town Center District to the west and the CDZ District located to the east. It will become an anchor and a focal point for connections to both of these districts. A successful Transit Oriented Village must make provision for adequate vehicular, pedestrian, and bike access including bus service and the possible construction of

a parking garage(s) whether initially or land banked. The Transit Oriented Village indicators include the construction of adequate roadway access into and out of the zone, signalization (as needed), and the provision of a land use mix that compliments and supports the Town Center District.

The portion of existing ED zone that was the former Belle Mead Depot should be revised to make it more attractive for non-residential, limited manufacturing, office, and light industrial uses including research uses. This can be done by permitting flexible land development practices while at the same time protecting adjacent existing residential neighborhoods and facilitating future open space and recreational uses. Movement of traffic into and out of this district must be limited and potential recreation and open space uses are encouraged to be provided, as appropriate.

Progress and success within the CDZ district can be measured with Planning Indicators that begin to recognize the permanent preservation of large amounts of remaining open space and active agricultural uses within the zone while at the same time permitting the intense and reasonable clustering of mixed use development along a mixed use area that interconnects the Town Center District with the Borough of Millstone.

A large mixed-use, planned development can be permitted at increased densities over and above what is currently permitted but only if on and off-site open space is permanently preserved vehicular traffic can be appropriately handled and pedestrian and bike access is carefully addressed.

The success of all of these land use recommendations is based in large part on the construction of the Route 206 bypass roadway and the construction of the new passenger train station in the Township. Both are important and necessary components of this plan and without one or both the plan will have to be revisited and evaluated. It is assumed that existing Route 206 will someday become a County roadway once the bypass is completed.

#### **E. Success Measures:**

The following are recommended periodic measurements that should be completed by the Township. These measures are intended to provide both hard and soft data on how well the proposed district changes and planning implementation tools are working in achieving the Township's stated goals.

**TABLE 2 - PROPOSED MEASUREMENTS**

#	MEASUREMENT	INTERVAL
	<b>BASE</b>	
1.	CATALOG EXISTING TAX BASE, LAND USES, VISUAL QUALITY,	ONCE
2.	CATALOG PEDESTRIAN FRIENDLINESS, TRAFFIC AND NJDOT TIMELINE FOR 206 BYPASS	"
3.	MAP LAND AREAS IN DIFFERENT MAJOR USES IN EACH DISTRICT	"
4.	MAP LEVEL OF VISUAL QUALITY FOR EACH DISTRICT	"
5.	MAP LEVEL OF PEDESTRIAN FRIENDLINESS FOR EACH DISTRICT	"
6.	MAP RELATIVE TAX BASE LEVEL FOR EACH DISTRICT	"
7.	MAP TRAFFIC CAPACITY FOR ROADS IN EACH DISTRICT	"
8.	CATALOG PRIMARY GOALS FOR EACH DISTRICT	"
9.	ADOPT REVISED ZONING AND DESIGN GUIDELINES FOR ALL DISTRICTS	"
	<b>REVIEW</b>	
10.	COMPARE STATUS OF BYPASS COMPLETION WITH STATED TIMELINE	ANNUALLY
11.	COMPARE STATUS OF ZONING & DESIGN GUIDELINE ADOPTION WITH SCHEDULE	
12.	COMPARE AND EVALUATE ACTUAL CHANGES IN MEASURES 1-7	ANNUALLY
13.	SUMMARIZE NUMBER OF APPLICATIONS, APPROVALS AND RESULTANT CHANGES	EVERY 3 YRS
14.	EVALUATE MASTER PLAN GOALS, RECOMMEND REVISIONS AS NECESSARY	EVERY 6 YRS

The intent of these measures is threefold:

- 1) Establish a base line of fundamental information about the condition of the various districts prior to new zoning regulations being adopted.
- 2) Annually review what has happened in those districts as far as development applications and approvals.
- 3) Provide both hard and soft measures to see what changes have occurred and how those changes reflect the stated goals of the master plan.
  - a) Every 3<sup>rd</sup> year these measures would be summarized in a report and
  - b) Every 6<sup>th</sup> year the Master Plan itself would be reviewed to see if any changes to Goals should be entertained.



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# Chapter 3: Gateway District

## 1. Intent & Area

The purpose of this district is to create a special land use “entryway” into and out of the new Town Center zone. The Gateway District would extend from north of Raider Boulevard to the Town Center along Route 206 and from the Town Center to the proposed bypass cutoff at Old Somerville Road as well as a small area along the Amwell Road frontage extending from the Town center to Auten Road.

The intent of this district is to define how the land on either side of existing Route 206 leading into the Town Center should be developed and redeveloped in a more visually appealing manner. The first  $\pm 1000$  feet immediately outside the Town Center, north and south, is proposed to be in the Gateway A District.

The remaining  $\pm 1$ -mile on Route 206 both north and south of the Town Center would be in the Gateway B District.



PHOTO: Northern Starting Point of 206 Bypass



PHOTO: Inappropriate Existing Setback & Parking in Gateway A Area



PHOTO: A Good Office/Retail Cluster in Proposed Gateway A Area

## 2. Current Zoning

### A. Permitted Principal Uses:

- 1) Retail sales of goods & services.
- 2) Offices, medical centers, fiduciary institutions, & veterinary hospitals.
- 3) Restaurants, bars & nightclubs.
- 4) Theaters, bowling alleys, tennis courts, gymnasiums and pools.
- 5) Libraries and museums.
- 6) Utilities.
- 7) Child-care centers.

### B. Conditional Uses:

- 1) Service stations and car washes.
- 2) Auto and truck sales and services.
- 3) Freestanding restaurants, bars & nightclubs.

## 3. Proposed Districts

### A. Gateway - Sub-District A (Adjacent):

This is a 400 to 500-foot deep transition zone that immediately precedes and abuts the Town Center Retail/Mixed Use Core. All the Town Center rules would apply to Gateway A except for the following:

- 1) Ground floor uses could be service businesses as well as retail, and special commercial uses could front on Rte 206.
- 2) Buildings could be set back from the street right-of-way as much as 20 feet and as little as 10 feet.
- 3) Existing residential uses could remain as pre-existing, non-conforming uses but no new ground floor residential uses would be allowed.



- 
- 4) Existing buildings could be removed and replaced with structures that do not look residential but that are modest in scale and are at least 25 feet high.
  - 5) Adjoining lots would be encouraged to combine with one another and incentives provided for a shared parking entry driveway.
  - 6) All parking must be behind or adjacent to buildings and not in front of them.
  - 7) The existing Route 206 ROW of 85 feet, would be increased to 97 feet to allow for:
    - a) 5 ft. sidewalk & 10 ft. wide planting strip with street trees & curb on both sides.
    - b) 8 ft. wide parallel parking strip on each side.
    - c) 6 ft. wide bike lane on each side
    - d) One 12 ft. wide travel lane each way.
    - e) 15 ft. wide left turn lane in each direction at each major roadway intersection.
  - 8) Shared parking and driveways would be encouraged with incentives.
  - 9) Median breaks for shared drive access would be provided when they are more than  $\pm 500$  feet from an existing intersection and when the shared driveways project sufficient traffic. The applicant would be required to install the median break and left turn lane(s).
  - 10) A double row of shade trees planted on  $\pm 40$  foot centers in the 10 foot wide street planting area and in the 50 foot front yard setback would be required along both sides of Route 206.
  - 11) The existing Route 206 ROW would be 86 feet, which would allow for:
    - a) 5-foot sidewalk and 10-foot wide planting strip with street trees and curb on both sides.
    - b) No on-street parking, either side.
    - c) 6 ft. wide bike lane one each side
    - d) One 12 ft. wide travel lane each way
    - e) 20-foot curbed grass median with left turn lanes at each major intersection.

#### **B. Gateway - Sub-District B (Blvd):**

This is a 400 to 500-foot deep transition zone on either side of existing Route 206 that leads to Gateway A. The essence of this district is to save existing residential structures; allow new structures and uses that have a residential look and are compatible with adjoining residential uses; and to create a linear entry zone set in a heavily street- treed, medianed boulevard. To achieve this, the following standards would be required:

- 1) Ground floor uses could be residential, office, service business, as well as retail.
- 2) Special commercial uses could front on Route 206.
- 3) Live/work units and Bed & Breakfast establishments would be permitted.
- 4) Buildings would be set back from the street right-of-way at least 50 feet.
- 5) Existing residential uses could remain.
- 6) Existing buildings could be removed and replaced, but only with structures that look residential or that are compatible with residential uses, e.g., churches, schools, etc.
- 7) Parking would be located behind the front yard setback line, not in front of buildings no matter how far back from the front street line, and all parking would be screened by a 5 foot high solid wall, architectural fence or solid evergreen hedge.

*Note: Two, 11-foot lanes could be provided in each direction with an 11-foot wide median.*

### **3. Master Plan Concept**

The sample design on page 15 is for a conceptual IMAGINARY piece of Gateway A and Gateway B sub-districts and shows how these standards might be applied.

The right half of the sample design shows Gateway A; the left half shows Gateway B.

The upper half of the drawing is shown  $\pm 500$  feet deep and the lower half is shown  $\pm 400$  feet deep.

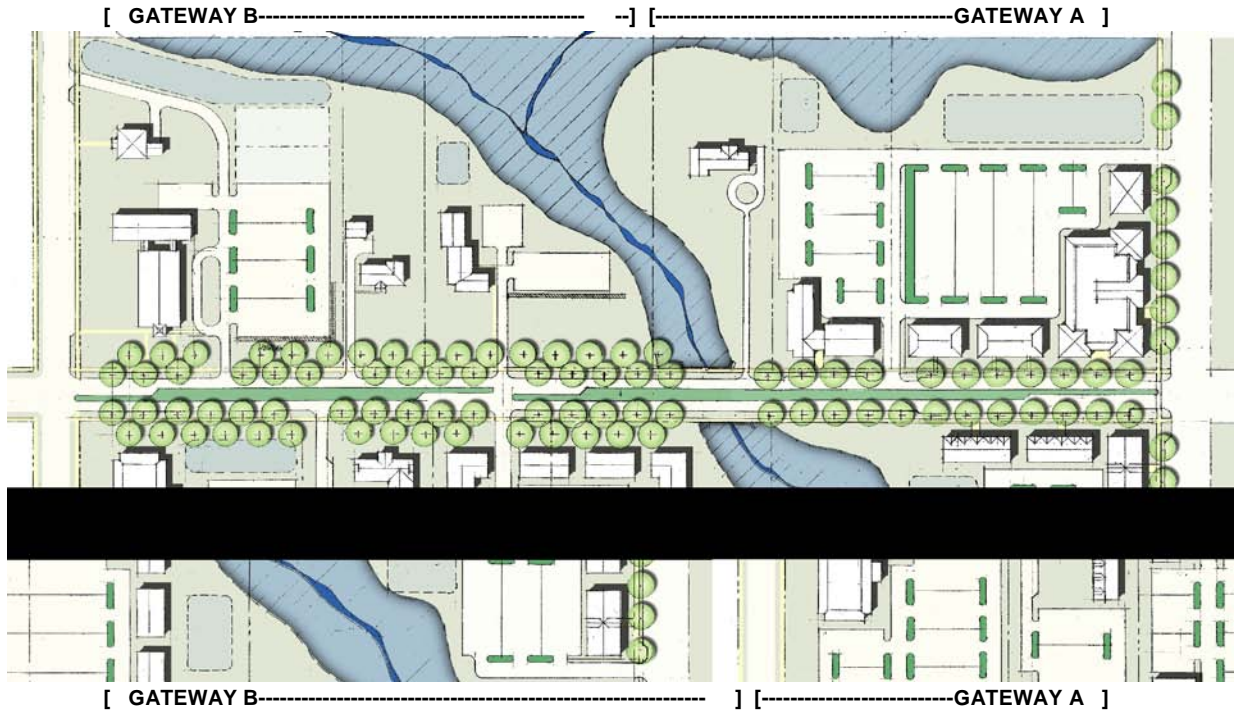
In this imaginary study area, the total land shown in Gateway A is about 15 acres and about 20 acres is shown in Gateway B.

This example shows how a “Gateway” feel and look can be created using the proposed development standards and design guidelines.

The following concept plan is how an area along existing Route 206 might appear if the recommendations in this report were implemented.

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## GATEWAY A AND B CONCEPTUAL DESIGN



**NOTE:** The drawing above is solely an artist's rendering and does not represent a mandated design for this district.



PHOTO: Existing Type of Use That Should be Replaced



PHOTO: Existing Residential Use That Should/Could be Saved

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# Chapter 4: Transitional District(s)

## 1. Intent & Area

The purpose and intent of creating a Transitional District(s) is to provide for home occupations and offices of modest employment nature along portions of Route 206, Amwell, & Hamilton Roads that are not included in the Gateway Districts.

This zone is also intended to act as a transition or buffer area between existing residential areas and those areas with larger traffic volumes such as Route 206 and Amwell Road within the Town Center and Gateway areas A and B.

Strip retail and highway commercial uses and uses with extensive lighting, signage, and traffic requirements are not intended for this district.



PHOTO: Nice House Conversion Except Parking Not Screened

## 2. Current Zoning

### A. Permitted Principal Uses in Existing Dwellings:

- 1) Single-family detached dwellings.
  - 2) Home occupations.
  - 3) Conversion of existing residential structures to office uses, subject to site plan review and the following special requirements:
    - a) The conversion of an existing residential structure to an office use should only be permitted where the character of the existing structure is maintained and where all off-street parking and other code requirements are met.
    - b) There should be no physical evidence of office use from the exterior of the building.
    - c) The remodeling of any residential building in order to create an impression of business activity is prohibited.
  - 4) Child-care centers.
- ### B. Standards for Existing Dwellings:
- 1) A freestanding sign.
  - 2) At the time of site plan review, placement of an access drive should be determined so as to allow for a future common drive with an adjacent residential parcel at one (1) side yard. In addition, reservation of an access easement to allow for such a possibility at the opposite side yard would be required. Similarly, depending on lot configuration, rear yard cross- easements to permit for interconnection of parking areas would be required.
  - 3) No parking should be permitted in front of any building(s).
  - 4) Rear and side yards should be a minimum of ten (10) feet with adequate landscaping and/or screening to shield parking areas from adjoining lots.
- ### C. Conditional Uses on Vacant Lots:
- 1) Vacant lots in the HOO Zone could be developed for professional office use, subject to site plan review and the following standards:
    - a) Minimum lot area: 2 acres.
    - b) Minimum front yard: the lesser of 125 ft. or the average setback of existing buildings on the same side of the street within 200 ft. on each side of the lot, but no building should be nearer than 50 ft. to the ROW line.
    - c) Minimum side yards: 30% of the lot width but not less than 20 ft.
    - d) Minimum rear yard: 50 ft.
    - e) Maximum height: 35 ft.
    - f) Minimum lot width: 200 ft.
    - g) Maximum lot coverage: 30%.
    - h) Maximum floor area ratio: (FAR) should be 4%.

- 
- 2) Additional standards for Professional Office
    - a) When permitted, professional office development should be planned and designed as a single complex according to a comprehensive site development plan with internal size, building design and maintenance controls.
    - b) Individual offices would have a minimum floor area of 1,000 sf. ft. No individual office building would exceed a maximum floor area of 4,000 sf. The average floor area for office buildings would not exceed 2,000 sf
    - c) The distance, at the closest point, between any 2 office buildings would be at least 20 ft.
    - d) A comprehensive signage plan would be provided that covers the overall project identification and individual building/tenant identification. All signage would be consistent with the small-scale, professional office character. A signage hierarchy would be established which allows for the largest sign for the project identification and much smaller signs for individual tenant identification.
    - e) All office buildings would be designed and constructed to provide architectural and land use consistency that reflect the character of the existing neighborhood.
    - f) Buffer areas: At least 35 ft. along all property lines abutting any residential district and at least 20 ft. wide around parking lots abutting streets and around all loading and trash collection points.
  - 3) Areas along Route 206 south of Homestead Road – eliminate HOO and revise zoning to reflect current land use patterns.
  - 4) Areas along north side of Amwell Road west of Route 206, use these new standards; and add senior housing.
  - 5) Existing single-family areas along the south side of Amwell Road west of Route 206 – eliminate HOO and revise zoning to reflect current land use patterns.
- B. Roycebrook Estates and the adjoining areas extending to the bypass on the north side of Amwell Road should be designated as part of a Transitional District consisting primarily of a mix of lower intensity uses
  - C. Expand the list of permitted uses in some of the new Transitional Districts to possibly include:
    - i. Veterinary Hospitals.
    - ii. Mortuaries.
    - iii. Live/work units
    - iv. Bed & Breakfast establishments.
    - v. Senior Citizen Housing, as a conditional use.
    - vi. Medical Center
    - vii. Free standing restaurants without drive-up service.
  - D. Establish standards and guidelines that permit the demolition of some structures to be replaced with the construction of new buildings for permitted nonresidential uses.
  - E. Prepare a new set of bulk regulations that will establish both minimum and maximum front yard setback lines and protect existing surrounding residential neighborhoods from any negative impacts that may occur.
  - F. The HOO districts beyond a reasonable driving distance from the Town Center should not be considered for Gateway District but rather should be evaluated for the Transitional District.
  - G. Create a new Transitional District in those areas not more than ±1500 feet from the

### 3. Master Plan Concept

- A. Break up the existing large HOO Zone along Route 206 into distinct mixed-use zones that more accurately reflect the land use reality at specific locations and add senior citizen housing as a conditional use. Areas within the proposed Town Center should be rezoned Town Center. Other HOO zones should be dealt with as follows:
  - 1) Areas along Route 206 north of the Bypass connection – use these new standards.
  - 2) Areas between Raider Blvd. and Homestead Road – use these new standards.

- 
- Town Center, north & south that are not in the Gateway District.
- H. Consider no floor area ratio limitation, only design standards with maximum setbacks, parking in rear, etc.
  - I. If through traffic is redirected because of the Route 206 bypass and the existing Route 206 is reconfigured there should be some limited capacity for retail and other mixed use development within this zone.
  - J. Primary building(s) could be set back between 0 - 20 feet from the front street line.
  - K. No parking would be allowed between the front of the principal building(s) and the front street line.
  - L. At least 90% of the parking should be behind the principal building(s).
  - M. No more than 10% of the parking would be in the side yard behind the maximum front yard setback.
  - N. All parking should be screened from all public rights-of-way by evergreen hedges, solid wood fences and/or walls that are at least as high as one foot above the average car roof height.
  - O. Shared parking would be permitted as long as the applicant can make a suitable case for such a program.
  - P. All buildings should be pedestrian in scale and detailing.
  - Q. The front yard should include a sidewalk, street trees, streetlights and street furniture that is coordinated with adjoining Town Center and Gateway parcels.

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# Chapter 5: Town Center District

## 1. Intent & Area

The intent of this new district is to describe a fairly concentrated core (e.g. ± 1500-2000 ft. long and 1000 to 1500 ft. wide) with retail uses on the first floor and office or residential uses on the above grade floors. Existing conditions often have the appropriate use but reflect inadequate site plans or design standards.



PHOTO: Typical Poor Current Condition Of Town Center Area

The visual sense of this district should be a tight, walkable, tree-lined, village of shops, with architectural variety and predominantly sloping roofs. All on-site parking would be in courtyards behind buildings, plus on-street parallel parking. There should also be a "center or accent building" adjoining a major civic space.

Gateway markers in the form of special buildings or small entry plazas-parks would define the north and south entry points.

All buildings would be built at or very near the street line with pavement, street trees, streetlights and furniture all designed for pedestrian comfort.

The district would be divided into blocks 500-700 ft. long; the entire center, therefore, divided into 6 quads of 10-15 acres each. To create these "blocks," the long dimension of the portion of the district north of Amwell Road is divided in half by a new east-west road or drive. The "Center of the Town Center" is located between this new cross road and Amwell Road on Route 206 as a "Village Common". A rear road or drive would also be required to provide "loop" access to these newly created blocks or quads. This would encourage pedestrian alleys that break up long stretches of buildings and provide better access to parking.

## 2. Current Zoning

The existing Town Center area is made up of three (3) existing zoning districts – the C1 Retail Commercial, HOO Home Occupation Office, and R Residential. The purposes of the HOO have been previously described; the other two districts are described below:

### A. C1 Neighborhood Shopping Center District:

- 1) The purpose of the Neighborhood Shopping Center District (C1) is to recognize areas of existing retail characteristics and provide the opportunity for new areas near existing and proposed population centers for the location of commercial services, limited entertainment facilities and employment opportunities.
- 2) The geographic distribution of this district is intended for convenient access by the residents of the immediate area and is intended to discourage unnecessary traffic from major streets.
- 3) Permitted Principal Uses
  - a) Retail sales of goods & services.
  - b) Offices, medical centers fiduciary institutions, & veterinary hospitals.
  - c) Restaurants, bars & nightclubs.
  - d) Theaters, tennis courts, bowling alleys, gymnasiums & pools.
  - e) Libraries & museums.
  - f) Utilities.
  - g) Child-care centers.
- 4) Conditional Uses
  - a) Service stations & car washes.
  - b) Auto & truck sales & services; lots with frontage on Route 206.
  - c) Freestanding restaurants, bars & nightclubs.
- 5) Area, Yard and Bulk Regulations
  - a) Minimum lot area: 2 acres.
  - b) Minimum lot width 200 feet.
  - c) Minimum lot depth: 250 feet from any proposed right-of-way as shown on the Master Plan.
  - d) Minimum side yards: 50 feet.
  - e) Minimum rear yard: 50 feet.
  - f) Maximum building coverage: 20%.



- g) Max. impervious coverage: 45%.
- h) Maximum building height: 35 ft., excluding roofs.
- i) Buffer areas: at least 15 ft. wide required along all property lines abutting or across the street from any residential district or use, and around loading and trash collection points

#### **B. R-Residential District:**

- 1) To establish a distribution of population density throughout the Township in relation to existing and prospective facilities, a convenient street system, employment areas & reasonable predictability of population growth.
- 2) Standards are intended to offer maximum flexibility in site design and the selection of dwelling unit types in order to offer a balanced housing pattern attractive to all income and age segments of the community as part of the Township's fair share of meeting the region's low- and moderate-income housing need.
- 3) Development design may follow either standard subdivision or cluster zoning.
- 4) Permitted Principal Uses
  - a) Dwellings.
  - b) Libraries, parks and playgrounds, cemeteries, community center (noncommercial) and golf courses.
  - c) Neighborhood convenience center in conjunction with planned developments containing more than 300 dwelling units.
  - d) All farm & agricultural activities, including nurseries, poultry & livestock
  - e) Home occupations.
- 5) Conditional Uses
  - a) Hospital on a minimum ten-acre lot.
  - b) Boardinghouses & nursing homes.
  - c) Churches, nursery schools, private schools and child-care centers.
  - d) Utility facilities required to provide the direct service of the utility to the consumers, such as transformers and pumping stations, but excluding warehouses, repair & maintenance garages, offices, storage yards and similar commercial- and industrial-oriented facilities.
  - e) Club pools and recreation areas.

- f) Medical centers.
  - g) Mortuary on a minimum of 3 acres.
  - h) Volunteer fire companies and first-aid or rescue squads.
  - i) Corp. Conf. Centers, min 50 acres.
- 6) Area, Yard and Bulk Regulations
    - a) Single-family detached (SFD) on a min. 20,000 sf. lot & clustered SFD on a min. 15,000 sf. lot
    - b) Maximum gross density: 1.5 du/acre.
    - c) Minimum tract size: 30 acres.
    - d) Minimum open space in cluster: 30%.
    - e) Usable recreation for cluster 10%.
    - f) Minimum front yard setback: 50 feet.
    - g) Minimum side yard setback: 30 feet.
    - h) Minimum rear yard setback: 40 feet.
    - i) Minimum lot width at setback: 125 ft.
    - j) Maximum impervious coverage: 20%.
    - k) Max. Bldg. height: 35 ft. or 2½ stories.

### **3. Master Plan Concept**

The Town Center needs to be the primary focal point for gathering and conducting business within the Township. It should be designed to embrace the basic principles of neo-traditional planning which reflects the normal pattern of development in the U.S. prior to the 1940's.



PHOTO: Representative Town Center Success Elsewhere A

#### **A. General Requirements:**

- 1) All first floors of commercial or mixed-use buildings would be retail. Housing should be primarily comprised of multi-family type units (i.e., lofts, efficiency apartments, studios and live work units) for young professionals, active seniors, and empty nesters. It is anticipated that very few school age children will result from this type of housing program.
- 2) Residential neighborhoods adjoining Town Center need to be buffered, so it is recommended that while some residential

- uses might be allowed, one story and two story office uses would also be an acceptable transitional use.
- 3) There should be an overall 3-story building height limit except along Route 206 where the building height would not exceed 4 stories. Office and residential uses would be permitted on the above grade floors in mixed-use buildings.
  - 4) A mix of residential dwelling types should be provided in the Town Center with an affordable housing component. A limited combination of small-lot single-family, duplex, and townhouse units may be used as a transitional land use buffer between existing adjacent residential neighborhoods and the Town Center.
  - 5) The existing Hillsborough School site at Route 206 & Amwell Road may, in time, be relocated. When and if this occurs, the new owner should be required to use a portion of the site for town civic uses.
- a) Offices, general & professional.
  - b) Retail.
  - c) Public and semi-public uses.
  - d) Day care centers.
  - e) Live/work units.
  - f) Townhouses, multi-family, and some duplex residential units.
- 11) Specific architectural standards and a design vocabulary should be developed for the Town Center incorporating major focal points like artwork, a clock tower, fountains or sculpture.
  - 12) Restaurants with outdoor eating areas should be encouraged.
  - 13) Parking garages underneath buildings should be allowed under special circumstances.
  - 14) A bus or jitney service into the Town Center, and between the Town Center and other areas within the Township, with added shelters and stops should be encouraged.



PHOTO: Potential Town Center Park Site



PHOTO: Typical Small Outdoor Dining in Other Town Center

- 6) Restaurants, retail and offices should be mixed throughout Town Center.
- 7) Public spaces should be encouraged, including gazebos, fountains, pedestrian squares & informal gathering places or parks.
- 8) The Town Center should be pedestrian friendly with traffic calming measures employed and bikeway links to the surrounding neighborhoods.
- 9) No gas stations, drive-throughs, strip malls or convenience stores should be allowed.
- 10) The following major land uses should be specifically encouraged to locate in the Town Center district:
  - 15) Amenities including benches, trashcans, bike racks, planters, and artwork should be provided.
  - 16) The preparation of a comprehensive signage program that includes façade, freestanding, window, directional and temporary signs should be required.
  - 17) Parking management plans and property maintenance programs for Town Center sites should be required
  - 18) Provisions for a possible "farmers' market" within the Towns Center should be included.
  - 19) Overhead wires should be relocated underground or at least moved so as to

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enhance the overall “street” aesthetics.

- 20) Regional stormwater management systems should be developed and, where appropriate, include the utilization of green roofs, porous pavement, rainwater harvesting, and bio-swailes as an integrated set of stormwater strategies that can reduce negative impacts of runoff and provide pleasing amenities in the Town Center
- 21) Shared parking analyses for Town Center mixed-use sites should be prepared and implemented.
- 22) Focal points including artwork, a clock tower, fountains, and other public features should be included.
- 23) The relocation of public and institutional uses into the Town Center should be encouraged.
- 24) Provision for some carports with residential uses should be included.
- 25) Energy efficient “green” buildings should be promoted.
- 26) A wayfinding signage system for the Town Center and environs for be developed.

#### **B. Building Requirements:**

- 1) Except for transitional uses at the Town Center perimeter, buildings would be at least 2 stories high. The maximum allowed height would be 4 stories along Route 206, including the roof.
- 2) All 2-story buildings would be required to have sloping roofs, and 3 and 4 story buildings should have roof structures that at least have sloping edges. The minimum slope allowed would be 6 / 12.
- 3) All buildings should be:
  - a) As close to adjoining structures as possible except where access to rear parking is provided, and those buildings should be separated by a distance equal to their average height.
  - b) Articulated in floor plan & wall details so unbroken facades do not exceed  $\pm 50$  ft.
  - c) Stair and elevator towers should provide vertical accent features in the buildings.

#### **C. Parking and Service Requirements:**

- 1) Parking should be confined to on-street

parallel parking or off-street provided behind all buildings in screened parking courts.

- 2) Parking spaces should be 9 x18 feet with 24 foot driving aisles and landscape islands 9 feet wide that include shade trees and ground cover.
- 3) Internal sidewalks should be provided for every 100 parking spaces.
- 4) One shade tree should be provided for at least every 10 parking spaces.
- 5) Loading docks, service areas, and trash enclosures should be at the rear or side of buildings, completely screened from view, & incorporated into the buildings when possible.

#### **D. Street Right-of-Ways:**

- 1) *Existing Route 206 (after the 206 Bypass is built)* – within the Town Center the right-of-way for existing Route 206 would be 94-98 feet which is larger than the June 1995 Hillsborough Township/Route 206 Access and Systems management Study prepared by Orth-Rodgers and Associates, Inc. This would allow for:
  - a) A 15-20 foot wide sidewalk area with a single row of street trees and curb on each side of the road;
  - b) An 8-foot wide parallel parking lane on each side;
  - c) Two, 6 foot bike lanes, one each way
  - d) Two, 10-12 foot-wide travel lanes, one in each direction; and
  - e) A  $\pm 14$ -foot wide landscaped center median in combination with 12 foot wide left turn lanes at major intersections.
  - f) See illustrative section, page 28.
- 2) *Amwell Road between Route 206 and the Bypass*– Where Amwell Road meets existing Route 206 the right-of-way would be 91-97 feet, which would allow for:
  - a) 8 ft. bike path & sidewalk area & 10 ft planting strip with a single row of street trees & curb each side.
  - b) Two 10-12 ft. wide travel lanes each way.
  - c) A 14-18 ft. wide landscaped median that incorporates a 12-foot left turn lane at major intersections.
  - d) This right-of-way and the 4 travel lanes and median would reduce to  $\pm 80$  feet and 2 travel lanes west of the Bypass

based on traffic loads.

- 3) *New East-West Street between Amwell and New Amwell Roads* – this new street would provide intermediate access to the parking courtyards; the proposed ROW would be 70 feet, which would allow for:
  - a) 15 ft sidewalk, a single row of street trees & curb on each side.
  - b) 8 ft wide parallel parking each side.
  - c) 12 ft wide travel lane, one each way.
  - d) No median.
- 4) Poured concrete or precast paver sidewalks would be provided along all street fronts. Pavers are preferred.
- 5) Decorative traffic lights may be required at major intersections.

#### **E. Setbacks and Buffers:**

Buildings in this district, unless entirely residential, could have zero to five foot front yard setbacks; new residences could have up to 10 feet. Side yards could be zero feet but rear yards for mixed use or commercial buildings would be at least 25 feet. Residential buildings would have a 5-ft. rear yard setback for accessory structures, i.e. garages. Commercial or mixed use buildings and their accessory uses, including on-site parking would be buffered from existing single-family detached residential uses by a landscape buffer of at least 50 ft. If the adjoining residence was either attached or multifamily then the setback could be reduced to 25 ft.

#### **F. Lighting & Street Furniture:**

- 1) Historically based street lighting should be provided along streets and parking lots to a level equal to moonlight.

- 2) Street furniture in the form of benches, trash receptacles and the like would be provided at the corners or at other high pedestrian activity spots on each block.
- 3) Bus shelters would be provided next to buildings and along streets.

#### **G. Storm Water Management:**

- 1) 100-year event detention pond facilities should be provided for each property and be designed so adjoining properties can combine basins.
- 2) Storm water management areas should be designed as amenities.

#### **H. Conceptual Design:**

- 1) The IMAGINARY sample design on pages 26 & 27 shows an artist's conception of what new buildings for 3 of the quads and reuse of the existing school for a 4<sup>th</sup> might look like, using the above described regulations
- 2) Each quad is  $\pm 11$  acres and has 550-610 parking spaces, including on-site & on-street.
- 3) All quads have 2-story buildings except for one structure in the NE quad at the northern end of the Common on the east side of existing Route 206, which is 4 stories. Buildings with multiple dormers have residential units above first floor retail; all other buildings have offices above. There is no shared parking.
- 5) This IMAGINARY design results in an FAR of 0.3 to 0.6 depending on use mix, and a total impervious cover of 75-80%



PHOTO: Representative Town Center Success Elsewhere B1



PHOTO: Representative Town Center Success Elsewhere B2



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## TOWN CENTER CONCEPTUAL DESIGN PLAN



**NOTE:** The drawing above is solely an artist's rendering and does not represent a mandated design for this district.



PHOTO: Representative Town Center Success Elsewhere C2



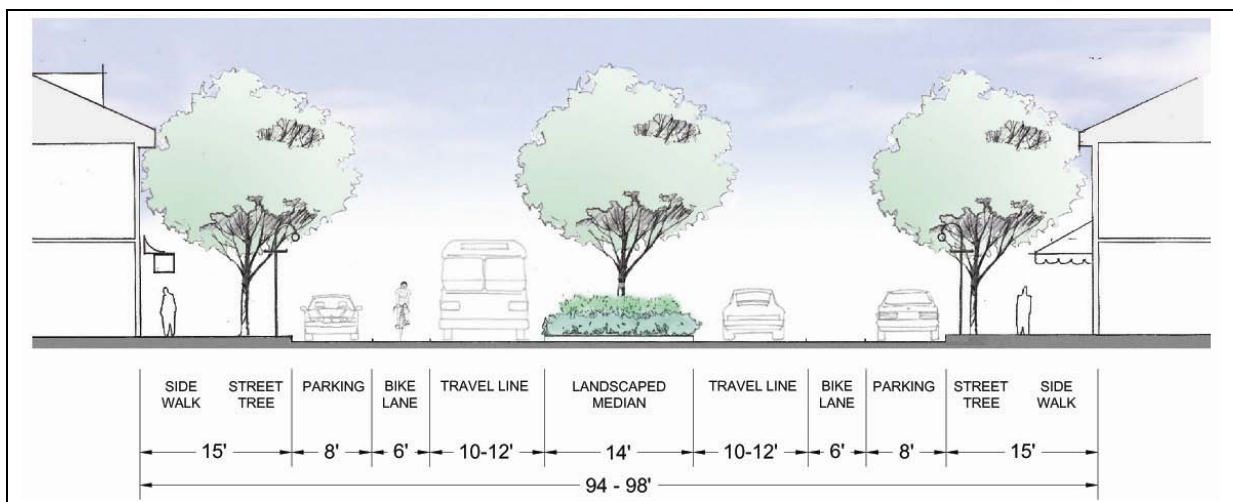
PHOTO: Representative Town Center Success Elsewhere C2

## TOWN CENTER CONCEPTUAL 3D VISUALIZATION LOOKING NORTH

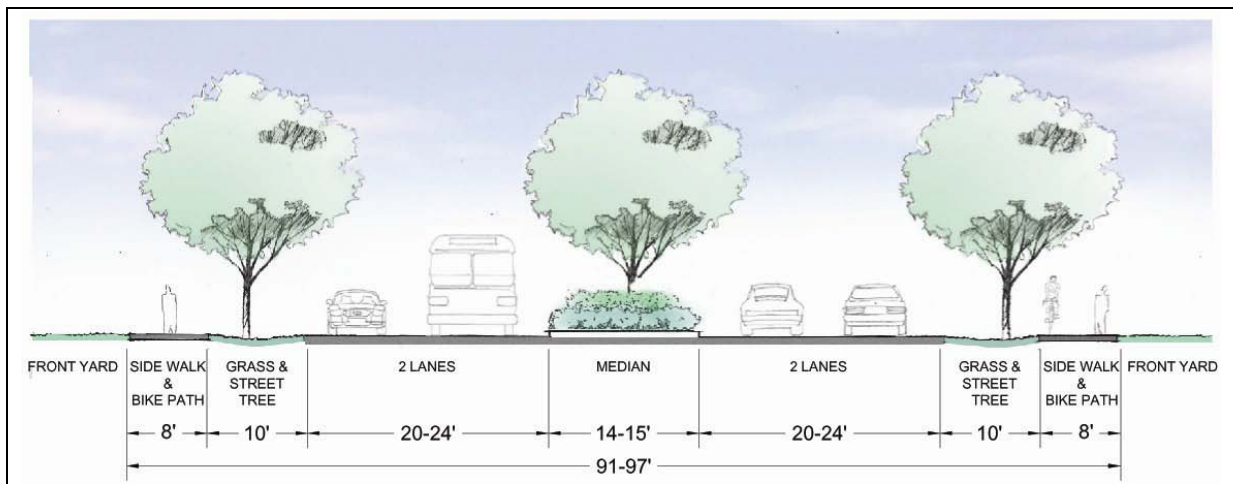


**NOTE:** The drawing above is solely an artist's rendering and does not represent a mandated design for this district.

## TYPICAL ROAD SECTION FOR REVISED EXISTING ROUTE 206



## TYPICAL ROAD SECTION FOR REVISED EXISTING AMWELL ROAD





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# Chapter 6: Transit Oriented Village District

## 1. Intent & Area

A mixed-use Transit Oriented Village is proposed where the Route 206 bypass intersects with Amwell Road. The focal point of the Transit Oriented Village is the development of a new passenger train station as part of the West Trenton Rail Line Passenger Service Restoration project. It is envisioned that initial service may include 14 trains per day (7 in each direction) and the potential for added off-peak service.

According to NJ Transit, the West Trenton Line is owned and operated by the CSX railroad. The line is a major north-south trunk for long distance freight. The potential West Trenton line passenger service would operate between West Trenton and Newark. At the northern end of the line, the passenger service would connect to and serve Raritan valley Line stations enroute to Newark. At the West Trenton Station, at the southern end, the NJ Transit service would connect (via passenger transfer) with the existing SEPTA service to and from Philadelphia. The proposed Hillsborough Station would be equipped with platforms and canopies, 350 parking spaces, pedestrian facilities, accessibility for people with disabilities and other passenger amenities



PHOTO: Proposed Bypass Interchange and Train Station Site

The County Planning Board supports the creation of transit-oriented development such as a Transit Oriented Village focused on mixed-use development site(s) located within ½ mile of transit facilities and routes. Higher density mixed-use development allows such sites to realize maximum benefits because of their proximity to public transit. Transit oriented development planning reinforces the linkage between existing center based, compact development and existing transportation infrastructure. Enhancing this

linkage will also encourage people to utilize alternate travel modes rather than the single occupant automobile.

A. The following land planning & site design principles should be used to integrate the station into the Township:

- 1) Utilize landscaped open space and park-like areas in proximity to the train station to help soften the often times industrial and utilitarian appearance of a commute rail stop.
- 2) Develop with NJ Transit an upkeep and maintenance program for the train station so as to present an appealing gateway to the community.
- 3) Landscape commuter-parking areas both at the perimeter and internally to better visually integrate them with the adjoining environs.
- 4) Give special attention to pedestrian networks leading the commuter to the train station parking areas, allowing for walkways & bikeways to connect to commercial activity and thereby reinforce integration of transit use and commercial land use activities.
- 5) Develop dynamic business areas adjacent to the rail station including residential and office uses. In most cases the business activity area should be defined by a pedestrian plaza or promenade abutting or enclosed by retail uses or offices serving as an employment center.
- 6) The Town Center area should have a strong pedestrian connection to the train station. A pedestrian precinct linking limited, compact retail, service, and mixed office uses should be immediately adjacent to the train stop. This compact area should be varied in both building height and land use intensity. A definite core area of business with a series of attached buildings and landscaped walkways interconnecting commercial blocks could comprise the central core area. Concentration at a core rather than dispersion of retail and service uses should be the dominant land use pattern.

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- 7) Moving away from the central core, density patterns and land uses should reflect a more residential character with, lower buildings, multi-family and smaller lot residential near the Transit Oriented Village commercial area.
  - 8) Implementation of the Transit Oriented Village zone should result in the construction of a transit-oriented environment that maximizes the use of the rail line, increases Township employment levels, integrates nearby housing desired by consumers so as to maximize rail usage, provides for public open spaces natural and man made, and includes retail uses to benefit employees, transit riders, residents and workers in the vicinity of the new transit-based zone.
  - 9) Auto use & peak hour traffic congestion may be reduced in several ways: proximity of housing and retail/office uses allows residents and employees to walk or bike for some daily trips; providing jobs within walking distance of the train station will encourage some transit use for commuting, including a limited amount of reverse commuters; and, conveniently located retail areas will allow workers to run errands at lunch time or shop when driving to and from work and home. The combination of uses in a clustered pattern will make for a more human scale and community-oriented development than is found in a typical suburban development.

## **2. Current Zoning**

### **A. Permitted Principal Uses:**

- 1) Single family detached structures.
- 2) Libraries, parks and playgrounds, cemeteries, community centers (noncommercial) and golf courses.
- 3) Neighborhood convenience centers.
- 4) All farm and agricultural activities.
- 5) Home occupations.

### **B. Conditional Uses:**

- 1) Hospital on a minimum 10-acre lot.
- 2) Boardinghouses and nursing homes.
- 3) Churches, nursery schools, private schools and child care centers.

*Note: some parts of the Transit Oriented Village District are now in the CDZ District, which essentially allows only office and industrial uses (and no residential) on relatively large lots (see Chapter 8)*

## **3. Master Plan Concept**

As part of subsequent ordinance revisions implementing the mixed-use Transit Oriented Village area plan, further technical study of appropriate site design criteria and standards will be necessary. As a general rule, substantial change in suburban bulk standards and site design criteria will be necessary if greater pedestrian activity and access between uses in the core area of the plan is to be achieved.

Since the Transit Oriented Village represents a departure from traditional single parcel development, it will require coordinated planning and implementation of public improvements such as streets, pedestrian paths, bikeways and plazas.

To provide direction to future ordinance revisions, the following guidelines for the transit area are proposed:

- 1) As an example of Smart growth, create a Transit Oriented Village around the railroad station & bypass interchange on Amwell Rd that extends towards Town Center.
- 2) The Transit Oriented Village should concentrate on office development with limited retail and residential uses that are enabled by a density transfer from the current CDZ District.
- 3) Street-level retail space should be focused at critical pedestrian nodes. These areas encourage shopping to and from the train station after workday hours, and at midday by nearby office workers. The extent of retail space should approximate that contained in a neighborhood shopping center even though distributed in a quite different manner.
- 4) A mixed-use area near the train station should serve as the main focal point of the Transit Oriented Village. Within the core mixed-use area, building heights should not exceed 3 stories and building heights should be 2 stories at the perimeter of the district that abut existing residential neighborhoods..
- 5) A mix of residential dwelling types should be provided in the Transit Oriented Village with an affordable housing component that addresses the Town's growth share requirements. A limited combination of small-lot single-family, duplex, and townhouse units

- may be used as transitional uses adjacent to existing residential neighborhoods.
- 6) Housing should be primarily comprised of multi-family units (i.e., lofts, efficiency apartments and live work units) for young professionals, active seniors, and empty nesters generating few school age children.
  - 7) Building siting needs to be balanced between pedestrian and auto accessibility. Larger buildings are encouraged to provide entries to both parking lots & sidewalks.
  - 8) Extending Raider Boulevard to the west of the railroad station to Amwell Road by using the Bypass right-of-way will create an important southern loop. It is equally important to implement pedestrian and bicycle access across the Bypass. A Transportation improvement District to fund these and other necessary transportation improvements will probably be required.
  - 9) Possible uses in the Transit Oriented Village zone are listed on Table 5. A sample of an IMAGINARY design is shown on page 32.
  - 10) Use TDR or another appropriate method for both permitted non-residential and residential development with the timing for non-residential tied to infrastructure improvements including the Route 206 Bypass and the Train station and all residential development tied to completed and occupied non-residential development.

**TABLE 3- TRANSIT ORIENTED VILLAGE PROPOSED "PERMITTED USES"**

1.	Any retail sales and personal service establishments incidental to a principal use and located on the first floor within a multi-story building; retail sales and services such as telegraph and messenger service, newsstand or bookstore, florist, gift or jewelry; personal services such as barber shop or beauty shop, dry cleaning pick-up station (may include pressing), laundry and pick-up station, laundry which is self service, valet shop, medical or dental offices, etc.
2.	Stores and shops for the conduct of any retail business and personal service establishments.
3.	A residential mix (single family detached, duplex, townhouse and multi-family residential units) with affordable units and mixed-uses as a component.
4.	An indoor movie theater.
5.	Outdoor cafes, restaurants, and bars as accessory to restaurants with only on-site seating facilities, e.g. no drive-throughs, or curb side service.
6.	Indoor tennis, racquetball, squash and handball courts, and other forms of indoor recreation.
7.	Museums, exhibition halls, art galleries, libraries, music conservatories or instruction, art, photographic and dance studios and other cultural facilities of a similar nature.
8.	Commuter parking facilities and passenger drop-off and pick-up areas, including parking decks.
9.	Banks and savings and loan institutions including drive-in facilities.
10.	Offices and office buildings, business and professional.
11.	Hotels and conference facilities, but not motels.
12.	Private clubs, lodges, social buildings and fraternal organizations.
13.	Public utility installations.
14.	Parking structures.
15.	Radio or television broadcasting station, including studios, auditoriums and other rooms for performances and including office and other space incident to and necessary for the principal use, exclusive of broadcasting towers and antennas.
16.	Township land uses, including, but not limited to, public playgrounds, conservation areas, parks, public purpose uses and publicly owned/privately maintained and operated recreation facilities but excluding public works yards and other similar exterior storage yards.
17.	Combination of two or more of the above permitted uses.

- between the Town Center and the Transit Oriented Villages with accessibility along Amwell road may involve the creation of a Transportation Improvement District (TID) and cooperation between Hillsborough, Somerset County and NJDOT to provide flexible design in the proposed improvements related to the Bypass.



**NOTE: The drawing above is solely an artist's rendering and does not represent a mandated design for this district.**

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# Chapter 7: Research & Development District

## 1. Intent & Area

The purpose of this zone is to recognize the interrelationships between light industrial and R&D development and very limited retail uses. The zone is intended to be a low density, low traffic generating, employment area designed and developed according to a plan. Each plan would be a single entity containing 1 or more structures with common areas to accommodate the permitted uses and to promote on-site coordination of buildings, parking, circulation, landscaping and other design elements.

The portion of the current Economic Development (ED) District, which comprises the former Belle Mead Depot, should become Research & Development.



PHOTO: R&D Type Building

This area has the potential to contribute additional non-residential square footage to the Township's land use inventory. The Township remains committed to providing a balanced land use plan that promotes the development of a strong non-residential ratable base.

Concern was expressed in the 1999 Master Plan Re-examination report that the maximum floor area ratio of 0.30 appeared to be "high for a suburban environment, particularly where traffic generation is a concern." The Township believes that the existing floor area ratio may still be appropriate but that zoning changes, perhaps including density changes, need be made that would support the following goals.

- 1) Permanently protect environmentally sensitive areas and other critical areas on and adjacent to a given site by carefully clustering development.

- 2) Design new development in such a way that continues to assure the peace and solitude of nearby residents.
- 3) Require the submission of either comprehensive conceptual site plans or general development plans to guide the proper development of sites within the district.
- 4) Provide for a land use mix of complementary non-residential land uses that includes limited high tech office space, research and development, and conference facilities.
- 5) Specifically require low, maximum parking ratios such as  $\pm 2$  spaces /1000sf in order to control and manage off-site traffic impacts in adjoining residential areas.
- 6) Promote the implementation of regional drainage systems for more than one parcel that minimizes the number of basins and transforms them into visual open space assets.
- 7) Limit the quantity of impervious surfaces on site to facilitate compliance with the new NJDEP Stormwater Rules and promote maximum utilization of structured parking.
- 8) Structured parking, when used, should be architecturally compatible with primary on-site buildings and located to allow adequate shielding from off-site views. A height limit of on-grade plus one level for garages should be used.
- 9) A comprehensive circulation plan should be required showing the location and types of transportation facilities, including bus and facilities for pedestrian and bicycle access and any proposed off-tract improvements.

## 2. Current Zoning

### A. Permitted Principal Uses:

- 1) Offices and office buildings.
- 2) Corporate conference center.
- 3) Restaurants.



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- 4) Theaters, gymnasiums, tennis and pool facilities.
  - 5) Fiduciary institutions.
  - 6) Libraries and museums.
  - 7) Medical centers.
  - 8) Hotels/motels.
  - 9) Retail sales of goods and services.
  - 10) Child-care centers.
  - 11) Schools.

**B. Conditional Uses:**

- 1) Light manufacturing.

**C. Area, Yard and Bulk Regulations:**

- 1) The development must be designed as a single entity.
- 2) Maximum lot coverage: 60%
- 3) Maximum building height: 60 feet, except that no building can exceed 20 feet unless set back from all property lines a distance equal to 5 times the building height.
- 4) Maximum floor area ratio 0.3.
- 5) A minimum natural buffer width between any adjoining residential land use or zoning and a permitted non-residential use within the R&D District must be at least of 100 feet, see IMAGINARY plan of R&D Cluster, page 35
- 6) Minimum tract size: larger tracts are preferred, such as 50 acres or larger.

**3. Master Plan Concept**

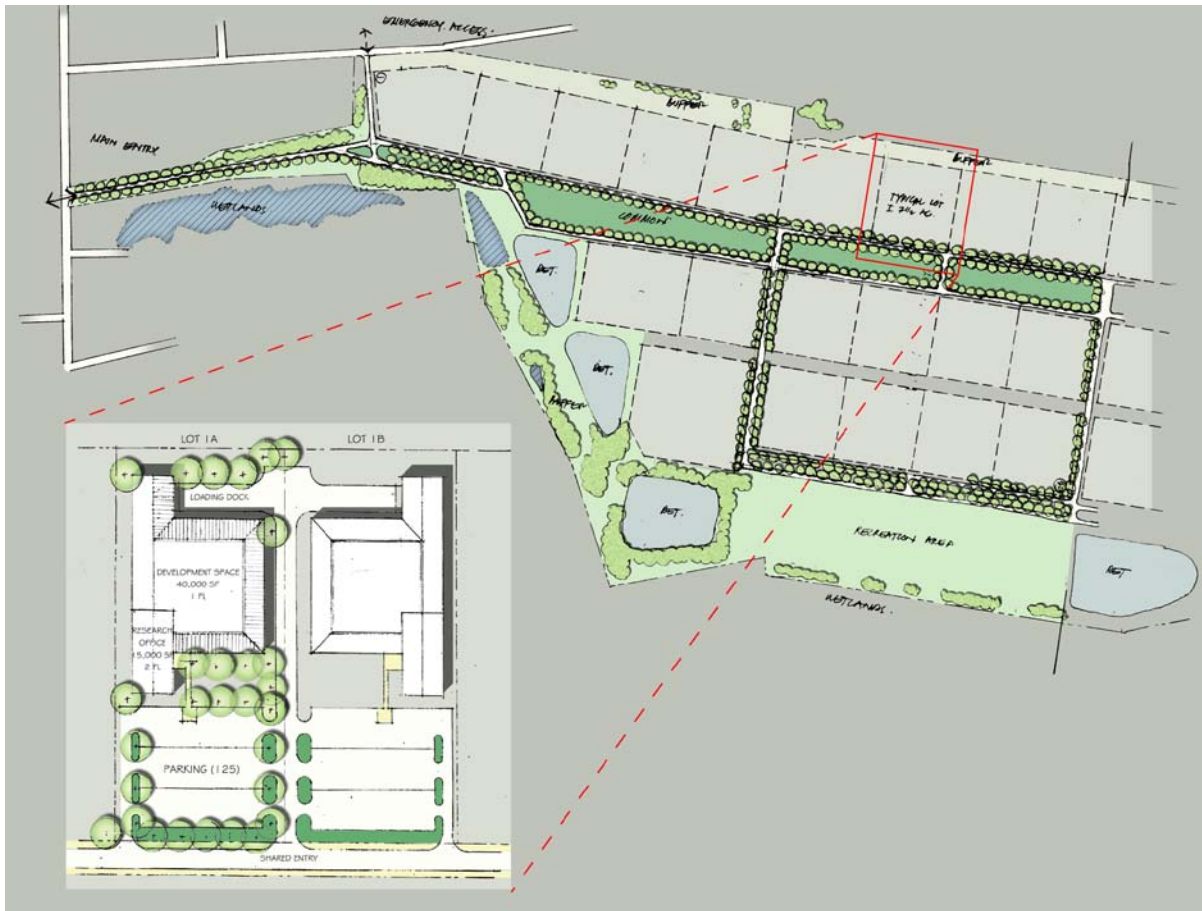
- 1) Refocus the zone away from general mixed-use non-residential development to research and development, and high tech, low density office space with related complimentary uses because:
  - a) There is restricted and limited roadway access and frontage along Route 206, Amwell Road, and other local roadways.
  - b) The current Zone is bounded by existing residential and open space zones, i.e., the AG Agricultural, R, & R1 Residential.
  - c) A refined non-residential land use philosophy for this area will result in more daytime employees that will more than likely utilize the new emerging

"Town Center" and related services.

- 2) Development on tracts of land in the R & D District should be significantly clustered to create permanent open space buffers to surrounding existing land uses and in particular the Agricultural Zone and residential areas. The clustering of non-residential development should result in permanent open space preservation of between 50-75% of total tract.
- 3) Permitted uses should include parks, active and passive recreation and permanent open space. An on-site park would compliment existing Ann Van Middlesworth Park and the Sourland Mountain Preserve now being developed by Somerset County adjacent to the site. The Township recognizes the Sourlands as a special natural resource area and intends to request a boundary extension of the proposed Sourlands Mountain SRA to include the GSA Belle Mead Depot and immediately surrounding area.
- 4) Decrease maximum building height to allow a maximum of 2 stories so as to not negatively impact nearby residential areas.
- 5) Theaters, gymnasiums, fiduciary institutions, library and museums, medical centers, light manufacturing, hotels and motels, schools and the retail sales of goods and services should probably no longer be permitted uses.
- 6) Require recreational facilities to be provided within open space areas to serve new employees and possibly some of the existing adjacent residential neighborhoods.
- 7) Permitted development within this zone should not create any off-site traffic impacts that cannot be handled by existing roadway infrastructure.
- 8) Require Mt. Laurel housing contributions from new development within this zone.

The IMAGINARY Example Plan on Page 35 shows how a clustered R&D development might be designed for a portion of this new zone.

## RESEARCH AND DEVELOPMENT CLUSTER - CONCEPTUAL DESIGN PLAN



**NOTE:** The drawing above is solely an artist's rendering and does not represent a mandated design for this district.

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# Chapter 8: Corporate Center District

## 1. Intent & Area

In addition to the Agricultural district, there are approximately 4,600 acres in agricultural use. A large portion of this land is found in the Corporate Development Zone (CDZ). The CDZ District was created in 1986 with the purpose of providing for suitable corporate development opportunities and promoting improved land use that was compatible with existing residential areas and the proposed state funded transportation facilities. A major motivation for establishing the CDZ District was the proposed realignment of Route 206 through the center of this largely agricultural area.

Little development has occurred in this district since the adoption of that ordinance and the design of the Route 206 Bypass has now been changed by the state. The majority of the area is still farmland-assessed and is in active farm production between Willow Road and just beyond the easterly frontage of existing Route 206. The area generally south of Homestead Road is in the existing sewer service area, however, the infrastructure has not been installed. This section, is dominated by prime farmland and statewide or locally important soils, and may, in part, be appropriate for inclusion in an agricultural preservation area. This would allow farmland east of the proposed Route 206 Bypass and just north of Township Line Road, which has already been so preserved, to be expanded and help provide a greenbelt surrounding the areas slated for development north and west of this area.

The Route 206 Bypass and its multiple interchanges never happened and now it is proposed to have only one interchange in the Township. A portion of this district, generally south of Homestead Road, may be most appropriate as a greenbelt if the development rights can be sold and transferred elsewhere in the Township. By using TDR, development rights can be bought and then transferred to a receiving area in the new Corporate Center and Transit Oriented Village districts between the Town Center and Millstone Borough. Such a transfer would be used primarily for the non-residential uses proposed for these districts. This would be supported by the train station and one exit of the 206 Bypass while in turn providing support for the retail uses in the Town center. Therefore applying the TDR option or another appropriate method to this area is an appropriate action that is in the public interest.

It is also the intention within this district to encourage architecture of a quality that is consistent with quality corporate office development. Flexibility of various ownership patterns (i.e., condo, rental) and land development concepts is encouraged so that the resultant overall development creates a positive image in this quadrant of Hillsborough Township. Additionally, it is intended that development within this zone be encouraged to reduce single occupant work trips so as to minimize impacts on major roadways passing through and around it. In support of these ideas a General Development Plan option is also suggested for large land holdings that are planned as an entity and to be developed over time.

## 2. Current Zoning

### A. Permitted Principal Uses:

- 1) Corporate office developments.
- 2) Corporate conference centers.
- 3) Offices and office buildings.
- 4) Farms.
- 5) Fiduciary institutions.
- 6) Libraries and museums.
- 7) Medical centers.
- 8) Hotels/motels.
- 9) Transportation centers.
- 10) Child-care centers.

### B. Conditional Uses:

- 1) Research.
- 2) Light manufacturing, finishing & assembly of products, provided that all products are kept within an enclosed building.
- 3) Utilities.
- 4) Airports and heliports.
- 5) Theaters, gymnasiums, tennis & pool facilities & restaurants which are integrated as part of a permitted or conditional use but which are not contained in a freestanding building or on a separate lot.

- 6) Retail sales of goods and services.
- 7) Development of tracts less than 50 acres, which may be located in a corporate development park or as an isolated tract.
- 8) Golf courses and related recreational uses.
- 9) Limited, special, multifamily, residential uses as a percentage of built and occupied non-residential uses.

**C. Area, Yard and Bulk Regulations:**

- 1) Developments must be designed as a unit.
- 2) Maximum lot coverage: 60%.
- 3) Maximum building height 60 feet, except that no building shall exceed 20 feet unless set back from all property lines a distance equal to 5 times the building height.
- 4) Maximum floor area ratio should be 0.3 but the floor area of a child-care center would not be included in the permitted density allowable for that building or structure.
- 5) A minimum buffer area of 50 feet should surround the perimeter of the overall tract. An intensive buffer design will be required where abutting an existing residence.
- 6) Minimum tract size: 50 acres.
- 7) All buildings set back not less than 100 feet from all lot lines, except that no building may be closer than 150 feet to a property line fronting on a collector street. The minimum lot width at setback shall 300 feet.

**3. Master Plan Concept**

- 1) The objective of this zone is to curtail inappropriate suburban sprawl and promote policy and regulatory approaches that can preserve and protect the value and utility of this area for farming and open space around a nearby "receiving" development area.
- 2) Create a purpose statement to mandate cluster and help achieve a mixed-use development in a single large site within the zone. The "receiving" development site(s) would be located between the railroad and the Borough of Millstone – generally defined by Amwell Road, the Millstone Bypass and Hamilton Road.

- 3) Provide a buffer zone adjacent to the Millstone Borough historic area.
- 4) Use TDR or a similar mechanism to preserve open space and transfer density into selected mixed-use areas.
- 5) Revise the list of permitted principal uses and conditional uses within the zone so as to eliminate obvious conflicts with the new Town Center and Transit Oriented Village districts.
- 6) Modify the current CDZ District area, yard, and bulk regulations
- 7) Prepare regulations for optional "General Development Plan" procedures for major mixed-use developments that would involve a transfer of development rights.
- 8) It is envisioned that the mixed-use development would be designed to reflect a traditional neighborhood including a mix of primarily nonresidential uses with preserved open space and recreational facilities.
- 9) Preserve areas of open space and critical environmental areas as part of the development process.
- 10) The proposed maximum building height would be 4 stories if office or mixed-use and 2-3 stories if only residential. The minimum building height would be 2 stories.



PHOTO: Low Rise Office Type Building

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# Chapter 9: General Industrial District

## 1. Intent & Area

The purpose of the General Industrial (GI) district is to provide areas where a wide range of industrial uses are permitted within the limits of design and environmental regulations.

- 1) This district is located adjacent to the Route 206/railroad corridor, where some scattered industry now exists but where the potential for industrial growth is good due to convenient transportation routes, utility services and population proximity.



PHOTO: Industrial Type Building

- 2) Additionally, a limited area of the GI district next to the Town Center and abutting the Main Street core can provide for small scale, age restricted development where access to U.S. Route 206 and retail services is available within convenient walking distance and where compatible with adjacent uses.

## 2. Current Zoning

### A. Permitted Principal Uses

- 1) Offices and office building.
- 2) Warehousing, shipping and receiving.
- 3) Research.
- 4) The manufacturing, finishing and assembly of products.
- 5) Utilities.
- 6) Outside manufacturing operations.

- 7) Hotels, motels and restaurants.
- 8) Uses permitted in the Economic Development (ED) District.

### B. Conditional Uses;

- 1) Freestanding restaurants.
- 2) Age Restricted Planned Development.

## 3. Master Plan Concept

- 1) Change designation to, Light Industrial (LI), to allow smaller lot size, which makes development more attractive for local users.
- 2) Expand the district boundary to include the area east of the railroad to the bypass near Township Line Road, Hillsborough Road and Homestead Road.
- 3) Maintain the maximum building height at 25 feet and 2 stories so as to not negatively impact nearby residential areas.
- 4) Theaters, gymnasiums, fiduciary institutions, library and museums, medical centers, light manufacturing, hotels/motels, schools and the retail sales of goods and services should probably no longer be permitted uses.
- 5) Require recreational facilities to be provided within open space areas to serve new employees and possibly some of the existing adjacent residential neighborhoods.
- 6) Permitted development within this zone should not create any off-site traffic impacts that cannot be handled by existing roadway infrastructure.
- 7) Require new development within this zone to address COAH Growth Share obligations.
- 8) Preserve areas of open space and critical environmental areas as part of the development process.
- 9) Establish design standards similar to suggestions made for the Transitional Mixed Use District along Route 206.



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# Chapter 10: Appendices

## A. Township Goals and Objectives

The following are the goals and objectives developed and adopted by the Planning Board.

### 1. *Land Use Management*

- a) Provide a future land use pattern that includes agriculture (farms), recreation, employment, residential, public services and a safe and healthful environment.
- b) The Township wants to continue and expand land use policies that guide development to suitable locations and at appropriate intensities, and provide for higher densities only in areas where the public water and sewers and all other necessary public utilities as well as transportation infrastructure are available or provided.
- c) Plan for population densities in areas that do not exceed the carrying capacities of natural resources especially groundwater and the ability of the soil to sustain on-lot sewage disposal systems where public water and sewers are not available.
- d) Exercise stewardship over the lands and waters of Hillsborough Township to ensure that these resources are available for the sustenance and enjoyment of present and future generations.
- e) Protect and maintain the prevailing rural character and unique sense of place within Hillsborough, particularly in the Agricultural and Mountain districts *and includes some lands within the CDZ District*, which includes historic settlement areas and scenic landscapes, which result from the natural topography, agricultural lands, woodlands and watercourses.
- f) Promote cooperation with adjoining municipalities, particularly the Boroughs of Manville and Millstone, to advance consistent development and open space goals, policies and plans.
- g) Advance the goals and objectives of Hillsborough Township through the incorporation of local policies and strategies that respond to the basic premises, intent and purposes of the State Development and Redevelopment Plan and the Somerset County Master Plan.

### 2. *Community Design*

- a) Explore opportunities for mixed-use development in a high-density core with commercial services and public facilities surrounded by lower density residential development.
- b) Discourage strip commercial development.
- c) Encourage the development of employment areas near residential neighborhoods with design that assures the peace and solitude of residents.
- d) Planned centers should have coordinated architectural design, landscaping, lighting, signs, and similar design features.
- e) Retain to the greatest extent practicable attractive vistas from public rights-of-way, including views of hills, valleys, ridgelines, woodlands, farmlands, hedgerows, stream corridors, flood plains and other natural areas.
- f) Promote flexible zoning provisions such as *planned developments* and cluster options that may aid in avoiding development in critical areas *and permanently preserving open space including farmland*.
- g) Encourage employment areas in close proximity to the railroad corridors & major highway facilities.
- h) Provide for employment centers close to residential development to reduce vehicular traffic and encourage alternative modes of transportation.
- i) Require all non-residential development (e.g., industrial, office, commercial) to be compatible with nearby

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residential neighborhoods.

### **3. Natural Resources**

- a) Protect the environment and environmentally sensitive areas of the Township from destruction or degradation, including but not limited to steep slopes, ridge lines, trout streams, wetlands, stream corridors, potable water supplies, watersheds, aquifers, rivers, view sheds, forests and other vegetation, habitats of threatened and endangered species and unique natural systems, and utilize the findings and recommendations of the Hillsborough Environmental Commission whenever possible to advance this objective.
- b) Preclude development in environmentally critical areas by minimizing any intrusion and implement strategies to mitigate impacts.
- c) Maintain and enhance biological diversity through the protection of large contiguous tracts and corridors of recreation, forest, flood plain and other open space lands.
- d) Protect prime agricultural soils, soils of statewide importance and soils of local importance for their contribution to agricultural production.
- e) Promote land use and management policies that provide for clean air and protection from noise and light impacts.
- f) Identify and manage stream corridor buffer areas by maintaining undisturbed vegetation in order to protect and improve water quality, and provide wildlife corridors and opportunities for passive and active recreation.
- g) Ensure that development involving steep slopes is planned and constructed to minimize steep slope disturbance.
- h) Protect groundwater supply and quality through the adoption of aquifer management programs, including relevant standards for wellhead protection programs, and standards to protect groundwater recharge areas, such as impervious coverage limitations.
- i) Promote the use of minimal necessary levels of nighttime outdoor illumination so as to protect and preserve the dark sky quality and starscape of the Agricultural and Mountain districts.
- j) Protect and maintain the existing tree canopy during the development process, as well as to promote the replanting of areas where the existing canopy has been lost.

### **4. Housing**

- a) Provide housing types to serve all ages, economic segments and family sizes according to State Law and consistent with available service facilities, schools and infrastructures.
- b) Promote and support the development and redevelopment of affordable housing with the intent to address the Township's fair share of the region's lower income housing, particularly in areas served by public transportation which connect to areas of employment.
- c) Residential development must be carefully phased as part of the Town Center, Transit Oriented Village and Corporate Center areas so as to provide a fiscal balance with any proposed commercial and industrial development.

### **5. Agriculture**

- a) Encourage agricultural preservation throughout the Township, in recognition of the existing agricultural characteristics.
- b) Preserve a large, contiguous land base to assure that agriculture remains a viable, permanent land use.
- c) Coordinate agricultural preservation activities with the State Agriculture Development Committee, Somerset County Agricultural Development Board and other open space preservation activities in the Township.

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- d) Recognize agriculture as a significant economic industry in the community and to encourage economic opportunities in this industry.
  - e) Encourage compatibility between agricultural operations and neighboring non-agricultural development through the right-to-farm ordinance.

## **6. Transportation**

- a) Provide consistency in transportation management to meet the regional requirements and coordinate with other municipalities and governmental bodies for a regional approach to transportation that respects and enhances the character of the community.
- b) Plan for improvements to the major street system to create a convenient circulation system sufficient to accommodate anticipated development.
- c) In the Sourland Mountain, historic districts, and agricultural districts, promote a road system that remains narrow because of the physical constraints of the terrain and the limited traffic resulting from the restricted development opportunities.
- d) Avoid strip frontage development along arterial and collector highways that would result in further uncontrolled access.
- e) Establish highway access management plans for major arterial highways.
- f) Require access to individual properties from streets with a local classification where feasible.
- g) Promote industrial uses that have access to rail service.
- h) Encourage public transportation to be readily accessible to residential areas of higher densities for convenient home-to-work travel.
- i) Promote the development of future passenger rail service to and from the Township *at a Transit Oriented Village located in the vicinity of the Route 206 bypass interchange with Amwell Road.*
- j) Discourage further highway development or extension of the highway system into the agricultural, mountain and other scenic areas.
- k) Promote transit alternatives in new and existing development to reduce traffic congestion, including ride shares, buses, mass transit, taxis, car/van pools, dial-a-ride, and flextime.
- l) Minimize the impacts of transportation systems on the environment, including air & noise pollution.
- m) Encourage pedestrian and bike paths within residential, *non-residential and mixed-use* developments designed to provide direct, easy access to new shopping areas *and other land uses* as an enticement to reduce vehicular travel.
- n) There will be no through traffic permitted between Amwell Road and Hamilton Road in any existing residential development within the Town Center, Transit Oriented Village or Transitional development zones, i.e., Pinneywoods Drive and Royce Brook Road. Any through traffic will only be considered in non-residential areas.
- o) Pedestrian and bicycle access and traffic calming improvements along existing Route 206, Amwell and Hamilton Roads should be considered and implemented in conjunction with development and other improvements within the Town Center, Transit Oriented Village and Corporate Center areas. Efforts must be made to minimize the Route 206 Bypass as a physical barrier to east-west pedestrian and bicycle access by possibly incorporating suitable pedestrian/bicycle bridge designs into the Route 206 Bypass at Amwell and Hamilton Roads.
- p) Consider traffic calming solutions that could include some or a combination of all of the following: signalization, landscaped center medians, special pavement and cross-walk treatments, signage, better lighting, lower speed limits, establishing a clear deference to pedestrian and bicycle traffic, curb extensions, on-street parking, roadway bumps and/or humps, etc.

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## **7. Economic Development**

- a) Provide expanded employment opportunities by encouraging development in appropriate areas for this purpose and consistent with available infrastructure and supporting services.
- b) Promote employment opportunities and commercial services in locations compatible with existing and proposed development.
- c) Encourage commercial development or redevelopment in suitable areas of the community that are most economically useful for commercial purposes.
- d) Promote the redesign of existing commercial sites to provide a more efficient land use pattern through such approaches as reduced curb cuts, interconnecting driveways, improved pedestrian and bicycle linkages and enhanced landscaping.
- e) Promote regional cooperation with adjoining municipalities, with particular reference to the Boroughs of Manville and Millstone, in the development of economic development strategies.

## **8. Historic and Cultural Resources**

- a) Preserve the historic and archaeological sites of Hillsborough Township and coordinate development to incorporate historic features wherever possible.
- b) Encourage the preservation of historic districts, in particular those identified in the 1996 Master Plan and continued in this Master Plan.
- c) Discourage encroachment on historic structures and sites by uses and buildings that are incompatible or detract in design.
- d) Encourage the preservation, rehabilitation or adaptive reuse of historic buildings and structures that protects their architectural integrity and preserves their context within the historic landscape.
- e) Promote the development of land use regulations, which acknowledge and permit special treatment for historic landscapes, districts, sites, and structures including setbacks, buffers and other design criteria.
- f) Prohibit transportation improvements (local or regional), which do not take into consideration impact on historic districts and sites.

## **9. Community Facilities and Utilities**

- a) Require infrastructure improvements scaled to permit development to protect the health, safety and welfare of the public.
- b) Promote utilities to allow higher density development in appropriate locations.
- c) Provide for expanded public facilities as part of new developments that reflect population growth and protect natural and historic features.
- d) Require educational support, services and facilities to meet the increased demand created by new developments.
- e) Program and plan for the expansion of necessary public services, such as utilities, community facilities and recreation, at a reasonable cost in response to the proposals in the land use plan element.
- f) Ensure adequate public sewer capacity for proposed development levels within the Town Center, Transit Oriented Village, Corporate Center, ED, CDZ and GI zones and also include, where appropriate, expansion and/or modification of designated sewer service areas.
- g) Establish a system so that required capital improvements can be programmed & planned in advance.
- h) Ensure that the development process acknowledges and addresses the impact on community facilities and utilities through the payment of the fair share of any off-tract improvements for community facilities to the extent permitted by law.

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- i) Provide healthcare and specific needs of senior citizens.

#### **10. Recreation and Open Space**

- a) Require coordinated open space proposals as part of new developments that will be related to population growth and natural and historic features.
- b) Prepare and maintain recreation and open space master plans to establish and enhance recreational lands and public open space; to establish linkages of public spaces through the use of greenways, greenbelts, waterways, paths and bikeways; and, to establish as the highest priority for public acquisition, areas of unique recreational, scenic or environmental value.
- c) Encourage the public acquisition of areas of exceptional recreational or scenic value, or environmental sensitivity, at all levels of government, with priority given to acquisition of land to meet present and future demand for active and passive recreation.
- d) Promote cultural activities that provide recreational opportunities for a broad spectrum of residents and visitors.
- e) Assess and provide opportunities for active and passive recreation to meet the needs of all citizens.
- f) Devise appropriate strategies for the public and private ownership and maintenance of open space and recreation lands.
- g) Encourage private landowners to permit public use through participation in the State's "Leave a Legacy of Land" program.

#### **11. New Town Center**

- a) *Create a new Town Center generally centered at the intersection of Route 206 and Amwell Road and extended into adjacent areas to become the residential, non-residential and mixed-use center of the Township.*
- b) *Actively support the construction of the Route 206-bypass roadway from existing Route 206 located just above the new Town Center into Montgomery Township. Only one Township interchange is desired where the bypass crosses Amwell Road at the new Transit Oriented Village area.*
- c) *Convert portions of existing Route 206 from state to county or Township ownership after the bypass is constructed to permit the creation of the New Town Center.*
- d) *The new Town Center supports the goals and objectives of the State Plan and in particular Smart Growth policies.*
- e) *Develop the Town Center to reflect a traditional Village style as a gathering spot for residents & workers.*
- f) *The Town Center will be integrated with adjacent and surrounding areas as much as possible to make it easy to enter and exit the area.*
- g) *Pedestrian, bicycle and mass transit opportunities within the Town Center will be maximized.*
- h) *Establish parks and plazas within the Town Center.*
- i) *Promote the creation of neighborhoods within the Town Center.*
- j) *Encourage innovative design, re-use of existing sites and a neo-traditional pattern and type of development.*
- k) *Extend some Town Center design principles into the new Transitional and Gateway "Mixed Use" zones.*
- l) *The Town Center should be linked with the new Transit Oriented Village to complement one another.*

#### **12. New Transit Oriented Village**

- a) *Create a mixed-use development with a special emphasis on compact pedestrian-oriented environment that*



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*reinforces the use of public transportation.*

- b) Introduce land uses within a relatively small area that includes office, general and commuter-oriented retail, rental and for-sale dwelling units, child care and health related land use activities.*
- c) Incorporate parking garages in a transit oriented village plan and other special features like public art, banners and special event signs, special paving treatments, etc., to all be coordinated with and complimentary to the new Town center area.*

## **12. New Corporate Center**

- a) Create a mixed-use development with a special emphasis on compact employment uses that effectively use both public transit and the Route 206 Bypass.*
- b) Introduce land uses within a relatively small area that includes office, commuter-oriented retail, limited rental and for-sale dwelling units, childcare and related land use activities.*
- c) Allow parking garages and other special features like public art, banners and special paving treatments, etc., to all be coordinated with and complimentary to the Transit Oriented Village and the new Town Center.*

## **B. Report on the “Zoning Game”**

### **INTRODUCTION**

The Township Planning Board has been in the process of preparing Phase 2 of the Master Plan covering most of the eastern portion of Hillsborough. The "Zoning Game" was designed to obtain public input into the Master Plan process. The focus of Phase 2 of the Master Plan was to refine the proposed Town Center and surrounding areas in order to encourage smart growth that concentrates future development in areas already served by appropriate infrastructure while permanently preserving outlying areas.

On October 28, 2004 the Planning Board conducted a special public meeting to provide an opportunity for public

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input into the preparation of the Hillsborough Township Master Plan – Phase 2 through participation in the "Zoning Game" run by the consultants. Members of the public were invited to participate in a guided exercise (game) in the planning of Hillsborough's future Town Center and other areas. This 3-4 hour event included the following:

- A brief update on the data collected and used as part of the study.
- An overview of where critical places are on the aerial, e.g., Route 206, Amwell Road and New Amwell Road, the Kohl Shopping Center, the existing elementary school, etc.
- Review of the Issues/Goals raised in the consultant study and a discussion of same to see if everyone basically agrees with them.
- An overview of the initial ideas developed by the consultants.
- A brief description of the game rules.
- Breakout into small groups to plan the "ideal town center."

#### **THE GAME:**

Using magic markers of different colors each of the small group(s) discussed and defined where, in their opinion, different land uses should ideally be located assuming that existing structures could be removed or their uses changed.

The following land use questions were used as an initial guide:

- Are there places you particularly dislike and would like see gone?
- Where would you like to see open space and agriculture remain?
- If there is a Town Center where should it be, where are its edges?
- If there is to be a white-collar employment district where should it be?
- If there is to be some affordable housing, housing for young couples with children, semi retirees, etc., where should it go?
- If there is to be a place for blue-collar employment, local small industries, where should it be located (maybe in several places)?

Then the following Town Center questions were used to illicit responses on the specifics of a Town Center:

- What do you want to see in the Town Center in the way of uses, e.g., retail stores, restaurants, doctors' offices (upstairs), etc.?
- What uses would you rather not see in the Town Center, e.g., fast food, gas stations, drive-in banks, anything non-retail, etc.?
- Are there uses that are okay only on the 2<sup>nd</sup> or 3<sup>rd</sup> floors?
- How would you like the Town Center to be more pedestrian friendly, e.g., sidewalks, street trees, benches and lights, parking lot locations, etc.?

Finally a general consensus on what the major points of agreement were in each group were summarized and then presented by each group's spokesperson in a 3-minute presentation of the game's results. These included:

- Issues and Goals – agreement or disagreement
- Locations of Major Uses - proposed areas
- Focus of Town Center – location and content
- Other Important Items – that need to be included.

The group as a whole then discussed these presentations. This was followed by a question and answer period about the game, the master plan and important issues from the participants' points of view.

The following describes and summarizes the results of the "Zoning Game" mapping exercise by those in attendance at the above-referenced public meeting. Comments contained on the 5 group maps are outlined below. The maps support the creation of a new Town Center along Route 206, a Gateway Commercial Corridor along Route 206, and the permanent preservation of large amounts of open space in the CDZ District including an open space buffer to the

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Borough of Millstone. The maps also support a new Transit Oriented Village located near Amwell Road, a planned low-intensity non-residential build-out within the ED Zones, and a new clustered mixed use/research park within that Zone between Amwell Road and Hamilton Road.

The mapping done by the participants represents the general desires of those who were in attendance. More specific elements of the identified land use concepts must be developed and refined by the Township. A final blended version of the mapping ideas was created for a single map that is now the basis to amend the Township's Land Use Plan map and element (see Chapter 2, Summary and Recommendations).

**Group # 1:**

- 1) The group supports the current ED Economic Development Zoning.
- 2) The existing Big Box development along Route 206 was noted on the map.
- 3) The existing G1 Industrial Office and Research Zone should remain in place and be supported.
- 4) A transfer of development rights concept should be created to permanently preserve open space and farmland in the CDZ District located generally south of Amwell Road and east of the railroad tracks.
- 5) A new light industrial/light-manufacturing zone should be created where the existing CDZ District exists between the Borough of Millstone and North Willow Road.
- 6) Existing residential neighborhoods should be preserved and protected from any adjacent or nearby new land use concepts that may create negative impacts.
- 7) A Town Center should be created along Route 206 generally between New Amwell Road and Amwell Road. The Town Center should include:
  - a) Complete architectural design standards.
  - b) Upscale restaurants.
  - c) Mixed Retail and Office development.
  - d) Maximum 2-story tall buildings.
  - e) Studio apartment residential.
  - f) Movie and/or established playhouse.
  - g) No dollar stores, no large outlet stores, no fast food drive-thru restaurants, no gas stations, and no drive-thru uses at all.
- 8) A Gateway Commercial Corridor was supported along Route 206 extending from Triangle Road to Raider Blvd.

**Group #2:**

- 1) The group supports the current ED Economic Development Zoning.
- 2) A high priority with this group was the permanent preservation of open space and farmland in the CDZ District and the protection of stream corridors. Open space was mapped to extend within the CDZ District from the Montgomery Township border to the two existing golf courses.
- 3) A Town Center area was defined in and around the intersection of Route 206 and Amwell Road that extended from New Amwell Road to the stream corridor south of Amwell Road. Roughly a block depth on either side was labeled Town Center.
- 4) The preservation and integration of existing neighborhoods located to the west of Route 206 was mapped to reinforce and support the new Town Center.
- 5) Mixed uses and commercial were identified along Route 206 in the Town Center and extending along a portion of Amwell Road.
- 6) A mixed-use non-residential/residential area was located between Route 206 and the railroad tracks including the Route 206 bypass intersection with Amwell Road.
- 7) A proposed train station was shown at the intersection of Route 206 and Amwell Road.

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- 8) A Gateway Commercial Corridor was suggested along Route 206 between Homestead Road and the Town Center and between the Town Center and where the new Route 206 will separate itself from existing Route 206.
  - 9) The existing G-1 General Office and Research Zone was supported.

**Group #3:**

- 1) The existing G-1 General Office and Research Zone was supported but its area was reduced in size from a block or so south of Raider Blvd. toward the south. Commercial and office uses located along Raider Blvd. would be placed within a new mixed use area located next to a new Town Center.
- 2) A new mixed-use area would be proposed along Amwell Road east of the Town Center to the railroad line/Route 206 bypass. It would extend north to Hamilton Road and south into the G-1 Zone.
- 3) A Transit Oriented Village is proposed just south of Amwell Road next to the railroad tracks and pedestrian, bike and roadways linkages shown back into the Town Center.
- 4) A Gateway Commercial Corridor is shown along Route 206 from Mountainview Road to Raider Blvd. to the south of the Town Center and from where the Route 206 bypass starts to Weston Road to the north.
- 5) A Town Center area is proposed along Route 206 extending from Raider Blvd. to where the Route 206 bypass would start. The Town Center also extends down Amwell Road to incorporate existing commercial uses.
- 6) The Town Center should reflect the following:
  - a) Existing businesses.
  - b) No Big Box uses.
  - c) Have a pedestrian square.
  - d) Include a bakery and a farmers market.
  - e) Have a small arts center.
  - f) Comprehensive bikeway and sidewalk system.
  - g) 2-story scale.
  - h) Traffic calming.
  - i) A focal point like a gazebo.
  - j) Recreation.

**Group #4:**

- 1) A Town Center area is shown along Route 206 between New Amwell Road and Amwell Road and extended back from Route 206 to include existing commercial uses. The Town Center area also extends slightly down New Amwell Road and Amwell Road to incorporate commercial uses.
- 2) An office area is proposed between Route 206 and the Route 206 bypass road from Hamilton Road to the north to Raider Blvd. to the south with some offices along the southern side of Raider Blvd.
- 3) Areas east of the Route 206 bypass just north of Amwell Road would include a small cluster of townhouse and duplexes as a transitional use to an existing residential neighborhood.
- 4) The area just south of Amwell Road between the Route 206 bypass and the railroad tracks has been identified for a new train station and office development as well as new office development just across the train station in the existing CDZ District.
- 5) A pedestrian/bicycle crossing is needed along Amwell Road over the railroad tracks and as part of the Route 206 interchange with Amwell Road.
- 6) A residential area is shown at the intersection of Amwell Road and Willow Road.
- 7) A mixed-use area is proposed on CDZ lands bounded by North Willow Road, Hamilton Road, and Amwell Road with a permanent open space buffer between this area and the Borough of Millstone.
- 8) Permanent open space preservation includes the two golf courses and the airport area.
- 9) A Gateway Commercial Corridor is proposed along Route 206 from the Town Center south to just south of

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Raider Blvd. and extending north along Route 206 to just south of where the bypass would start.

- 10) Permanent open space and farmland preservation was suggested in that area bounded by the Township Line Road, Willow Road, just south of Homestead Road, and the railroad tracks.
- 11) A light industrial/warehouse area (probably an expansion of the G-1 Zone) was proposed east of the railroad tracks along Homestead Road, with public water and sewer service.

**Group #5:**

- 1) Light manufacturing and warehouse were proposed activities in the existing ED Zones.
- 2) Permanent open space preservation was proposed for farmland and stream corridors in the ED Zone, except for a proposed Corporate Campus area located between Amwell Road and Hamilton Road. This site would have open space and development would be clustered.
- 3) A permanent open space area would be placed between the Borough of Millstone and the new Corporate Campus.
- 4) Open space preservation should take place in the R-Residential Zone located at the intersection of Willow Road and Amwell Road.
- 5) A mixed-use Transit Oriented Village was proposed in and around the train station site located just south of Amwell Road. Building would be 2 to 3 stories tall and include affordable housing.
- 6) Raider Blvd. should extend into the Transit Oriented Village area and/or otherwise to Amwell Road.
- 7) A pedestrian/bike connection "bridge" should be provided over the Route 206 bypass along the Amwell Road corridor.
- 8) A Town Center area was outlined along existing Route 206 to extend up to where the Route 206 bypass starts and down to the stream corridor south of Amwell Road.
- 9) The existing school at the intersection of Route 206 and Amwell Road should be relocated out of the Town Center.
- 10) The Town Center should include affordable and senior housing.
- 11) The Town Center should have 3- to 4-story buildings.
- 12) A transition HOO Zone should be located on the east side of Route 206 just north of the bypass connection point.

**C. Data Sources**

**Written Materials:**

1. Town Center Questionnaire, June 19, 2003.
2. Hillsborough Township Greenways Plan, August 30, 1997.
3. Hillsborough Master Plan Workshop (2020), August 5, 1997.
4. State Planning Areas for Hillsborough Township, January 16, 2004.
5. CDZ Corporate Development Zone Text (current).
6. HOO Home Occupation Office Zone Text (current).
7. Map of Water Distribution Systems in Somerset County, August 1992.
8. Hillsborough Township Open Space and Recreation Plan, June 6, 1996.



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9. 2002 Master Plan Reexamination Report, December 12, 2002.
  10. Transportation Choices, Somerset County Circulation Update, December 2002.
  11. Hillsborough Township Master Plan, 1996.
  12. NJDOT Route 206 Bypass Realignment, January 15, 2004.
  13. Open Space, Recreation, Farmland & Historic Trust Report, 2003.
  14. West Trenton Line Passenger Service Study & EA, March 2000.
  15. Hillsborough Township Industrial Commission, Economic Plan, October 1994.
  16. Somerset/Upper Raritan Watershed Wastewater Plan, March 1999.
  17. Township Master Plan for Agricultural & Mountain Districts, October 2002.
  18. Hillsborough Zoning Map (current).
  19. Somerset County Parks, Recreation & Open Space Update, December 2000.
  20. Somerset County Agricultural Retention & Development Plan, June 2001.
  21. Somerset County Parks, Recreation & Open Space "Greenways" Plan, June 1994.
  22. Somerset County "Smart Growth Assessments Workshop", May 8, 2003.
  23. "Draft" Architectural & Site Design Standards for Hillsborough, March 2003.
  24. Somerset County Regional Center, Strategic Master Plan, March 2002.
  25. Transportation Choices, Somerset County Circulation Update, June 2003.
  26. Communities of Place, NJ State Development & Redevelopment Plan, June 1992.
  27. NJDOT Plan for Bridge Replacement @ Route 206/CSX Railroad, 2001.
  28. Hillsborough "An Architectural History" by Ursula C. Brecknell, 1996.
  29. Hillsborough Board of Adjustment Annual Report, 2002.
  30. Somerset County Data Book, 1994.
  31. Hillsborough Township Master Plan, 1992.
  32. Regional Design Standards by the Regional Partnership of Somerset Co., 1998.
  33. Somerset Preserved farmland map, April 2003.
  34. Township Tax Maps (current).
  35. Somerset County Scenic Corridor & Roadway Study, July 1992.
  36. Township Town Center & Main Street Plan, June 1999.
  37. Hillsborough Route 206 Access & Systems Management Study by Orth-Rodgers.
  38. Hillsborough Township Housing Plan Element & Fair Share Plan, August 2002.
  39. Master Plan Reexamination Report, June 1999.

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40. Natural Resource Inventory, June 1975.
  41. Somerset County Circulation Plan Update, March 15, 1994.
  42. Agricultural Investment Opportunities in Somerset County, March 1993.
  43. Route 206 Study for Hillsborough Township, August 1978.
  44. Somerset County Master Plan, 1987.
  45. Hillsborough Township Master Plans, 1980 & 1996.
  46. Community Indicators by Rhonda Phillips, APA Report #517, 1996.
  47. Central Jersey regional Airport Layout Plan Study, November 2001.

**Interviews:**

1. Mr. Gary R. Nucera, Executive Director, Municipal Utilities Authority.
2. Mr. Ron Oppenheimer, Systems Development Representative, Elizabethtown Water Company.
3. Mr. Thomas M. Venanzi, Assist. Superintendent for Business, Hillsborough Twp Board of Ed.
4. Mr. Robert Wolfe, Manager of Princeton Forrestal Center
5. Mr. Thomas Troy, Vice President, Sharbell Development Corporation
6. Mr. Vincent Marano, Vice President, National Business Parks (phone)

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**TOWNSHIP OF HILLSBOROUGH  
COUNTY OF SOMERSET  
STATE OF NEW JERSEY**

**A RESOLUTION OF THE TOWNSHIP OF HILLSBOROUGH PLANNING  
BOARD ADOPTING THE AMENDED MASTER PLAN—PHASE II AND  
ENDORING SPECIFIC AREAS OF REVISION TO THE TOWNSHIP  
ZONING ORDINANCE**

WHEREAS, the Township of Hillsborough (the “Township”) is required to review its Master Plan every six (6) years, in accordance with N.J.S.A. 40:55D-89; and

WHEREAS, the Hillsborough Township Planning Board (the “Board”) has created a Master Plan subcommittee (the “subcommittee”) to propose specific recommendations for revisions and modifications to the Master Plan; and

WHEREAS, the subcommittee has proposed 11 specific recommendations and modifications to the Master Plan, as set forth on a report dated October 12, 2005 from Robert Ringelheim, the Township Planner, to the Board. This report is attached to and made a part of this resolution and of the permanent public record of the deliberations of the Board; and

WHEREAS, the focus of the Master Plan includes, among other things, the conceptual creation and expansion of the Town Center, Transit Oriented Village, a Corporate Center, Gateway Zones, Transitional Districts, a Research & Development District, third round COAH compliance, and bikeways and pedestrian ways; and

WHEREAS, the Master Plan is a Smart Growth plan designed to best promote the public health, welfare, and interest by stressing development in the areas with the most available infrastructure and away from conservation and preservation areas so as to avoid sprawl; and

WHEREAS, the Master Plan further attempts to address the serious and seemingly intractable traffic problems on the Route 206 thoroughfare by the creation of a Main Street area on the existing road in conjunction with the Route 206 bypass proposed by the New Jersey Department of Transportation, the realization of which is in part dependent on a viable and sensible Master Plan; and

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WHEREAS, a great deal of public input has been solicited by the Board throughout the public meetings on this matter, and many members of the public have taken valuable time from their busy lives to attend the meetings and make their opinions known; and

WHEREAS, the Board after much deliberation and reflection has done its utmost to balance the needs and desires of the residents and taxpayers of Hillsborough Township with the rights of developers and future growth.

NOW, THEREFORE, be it resolved by the Hillsborough Township Planning Board, County of Somerset, State of New Jersey, as follows:

1. The proposed Master Plan amendment should be supported by an ordinance or ordinances or other appropriate language requiring developers to include an environmental impact statement as part of their applications for development.
2. The proposed Master Plan amendment should be supported by an ordinance or ordinances or other appropriate language setting forth the phasing of residential construction in the Transit Oriented Village and/or the Corporate Center whereby a stated amount of commercial development is required to take place prior to the approval of residential development. This phasing may be by square footage, percentage of total construction, ratio of commercial to residential construction, improvements to infrastructure, and/or other reasonable and appropriate standards comprehensible to applicants for development approval.
3. Developers may also utilize "Transfers of Development Rights" ("TDR's") in connection with their development applications in the Town Center, Transit Oriented Village and Corporate Center Districts. The formula for calculating TDR's should be set forth in an ordinance or ordinances or other appropriate language.
4. Affordable housing developed in furtherance of the Township's third round COAH obligation should be largely or exclusively located within the residential components of the zones impacted by the Master Plan amendment. Such affordable housing shall be planned for by family size based on the bedroom mix of each unit and contributes to the "Smart Growth" encouraged by the State of New Jersey by avoiding sprawl into the outlying areas.
5. The previously delineated "mixed use development" on the conceptual drawings includes the Transit Oriented Village around the proposed train station, and the Corporate Center to the east of the train line.

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6. Roycebrook Estates and the adjoining area extending to the Route 206 bypass should be designated as part of the Transitional District, consisting of a mix of lower-density uses.

7. The drawings of buildings and other physical structures that were presented at the Master Plan public hearing are solely the renderings of the Township's Planning Consultant and no developer is mandated to use or even consider such renderings.

8. Somerset County intends to solicit bids for design consultants on the transit villages that would be or are intended to be constructed along the West Trenton train line in Somerset County. The County proposes to consider public input in refining the designs. Therefore, the specific designs incorporated into the Master Plan may not require a six (6) year period before they may be modified again. Interim design revisions are explicitly endorsed hereby.

9. Bicycle and pedestrian links between the Town Center and the Transit Oriented Village and related transportation improvements may require the creation of a Transportation Improvement District, which in turn may require additional design improvements to the proposed bypass. The creation of such Transportation Improvement District is explicitly endorsed.

10. The access onto the roads serving Roycebrook Road in the area may be reversed to Hamilton Road, and access to Amwell Road closed for the residential development, in order to discourage cut-through traffic in the residential area. The provision for future reversal of such access is hereby explicitly endorsed. The actual decision to open the new access will be made by the Township Committee if and when deemed appropriate.

11. Taxi stands are no longer an endorsed use in the Transit Oriented Village.

12. Charts in the text of the Master Plan showing relative density for each of the proposed districts should be removed in favor of pictures providing examples of the relative scale and design intended for development.

13. Building heights in the Town Center, along Route 206, and in the Corporate Center shall be encouraged to be a maximum of four (4) stories. The buildings should scale down and away from the residential areas, with a maximum of three (3) stories in the Transit Oriented Village.



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14. The Gordon property, Block 177D, Lot 21A and the rear of the Ambleside Nursery, Block 177D, Lot 22C (portion) should be rezoned from residential to retail commercial zoning.

15. Developers should be encouraged to design green buildings that use renewable energy sources.

16. In all other respects, the comments of the subcommittee are incorporated into this resolution as though fully set forth herein.

By: Marian Fenwick-Freeman  
Marian Fenwick-Freeman, Chairperson

I, Deborah Schulze, Clerk of the Township of Hillsborough, County of Somerset, do hereby certify that this is a true and exact copy of a Resolution adopted by the Township Planning Board of the Township of Hillsborough on DEC. 8, 2005.

Debra Schulze  
Deborah Schulze  
Hillsborough Township Planning Board Clerk

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TO: Hillsborough Planning Board  
FROM: Robert Ringelheim, Township Planner  
RE: MASTER PLAN-PHASE 2  
MASTER PLAN SUBCOMMITTEE RECOMMENDATIONS  
DATE: October 12, 2005

The Master Plan Subcommittee met on October 11 to review the comments and concerns expressed at the public hearings held on September 22 and 29 regarding Phase 2 of the Master Plan. A consensus was reached on a number of issues with recommendations provided accordingly:

1. Affordable housing will be part of the mix in the Town Center, Transit-Oriented Village and Corporate Center development areas. The Township has an on-going responsibility to provide adequate affordable housing under the Round 3 'Growth Share' requirements from COAH which will apply when the Judgment of Repose expires. Building the affordable housing requirement into the proposed development areas is also 'Smart Growth' since it focuses all new development near the existing center of development in Hillsborough and does not encourage sprawl in the outlying areas. Although the types of people who may actually live in the new housing can not be predetermined, family size can be dictated by the mix of bedroom types in the proposed housing which will be provided in the zoning ordinance.
2. The timing of the new development can be tied to the proposed major infrastructure improvements such as the Bypass and rail station, as well as transfer of development rights (TDR) in the zoning ordinance.
3. New bicycle and pedestrian linkages between Town Center and the Transit Oriented Village and accessibility along Amwell Road may involve the creation of a Transportation Improvement District (TID) and cooperation between Hillsborough, Somerset County and the NJDOT to provide flexible design in the proposed improvements related to the Bypass.
4. Potential access to Roycebrook Road could be reversed to Hamilton Road with access to Amwell Road closed for the residential development in order to discourage cut-through traffic.
5. It is suggested that the charts in the text referring to density for each of the proposed districts should be removed and replaced with pictures providing examples of the relative scale and design intended for development in these areas.  
It is recommended that in the Transit Oriented Village, taxi stands be eliminated from the proposed uses and replaced with trolley stops.
6. The maximum height should be tied to the relative location from existing residential neighborhoods. The tallest buildings in the Town Center should be located along Route 206 and the tallest buildings in the Transit Oriented Village should be adjacent to the proposed rail station. Maximum 4 story buildings are recommended in Town Center only along Route 206 and in the Corporate

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- Center, while maximum 3 story buildings are recommended in the Transit Oriented Village.
7. Roycebrook Estates and the adjoining area extending to the Bypass on the north side of Amwell Road are recommended to be designated as part of the Transitional District consisting of a mix of lower intensity uses.
  8. The proposed location of the Transit Oriented Village is designed to take advantage of access to the Route 206 Bypass near the interchange at Amwell Road. This is also near the Town Center. The location is another example of Smart Growth. By locating the Transit Oriented Village and rail station near the Town Center and the center of development in Hillsborough, more people will have closer access to this area thereby increasing potential rail ridership and reducing auto commuting.
  9. It is recommended that the Gordon property (Block 177D, Lot 21A) and the rear of the Ambleside Nursery (Block 177D, Lot 22 C-portion) located on the west side of Route 206 across from Hillsborough Road be changed from a residential to a retail commercial designation.
  10. It is recommended that renewable energy and green development be encouraged.
  11. The following items were recommended in response to the Somerset County Planning Board correspondence dated September 21, 2005
    - There is probably no need for a separate chapter addressing the greenbelt. Perhaps an expanded explanation can be provided as part of the narrative in the Corporate Development District-Master Plan Concept section. Removing the sewer service area designation from the Corporate Development District (sending area) may strip significant value thereby affecting the potential TDR or similar program. This may be revisited after the new zoning is in place and an evaluation of the effectiveness of the TDR or similar program can be determined. The area indicated to link the greenbelt is already being reviewed for development (Roycebrook Meadows-Toll Brothers). Perhaps a potential linkage using natural features that won't be disturbed, such as stream corridors and wetlands would be appropriate.
    - It is recommended that a conceptual design for the Corporate Center District and adjoining Transitional District be undertaken in conjunction with additional design work for the Transit Oriented Village in partnership with the Somerset County Planning Board through the County's Transit Oriented Development (TOD) Planning Initiative. A build out/impact analysis will be conducted as part of the planning process in conjunction with Phase 2 of the Master Plan.
    - It is noted that the County supports the General Industrial District concept along the rail line corridor in the southern portion of the Township. Increased usage of the freight rail line will lessen freight truck traffic along the section of Route 206 that will be cut-off by the Bypass.

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- It is noted that the County supports the Master Plan proposal to establish mixed-use development to support the proposed rail station in conjunction with the reactivation of the West Trenton Rail Line. This Transit Oriented Village will elevate the project ranking for the reactivation of the West Trenton Rail Line.
  - I already met with the County staff to address the questions raised by the NJ Office of Smart Growth with respect to the proposed changes to the State Plan Policy map in Hillsborough as part of the Cross-Acceptance Process for the State Plan.

**RESOLUTION NO.**

**TOWNSHIP OF HILLSBOROUGH  
COUNTY OF SOMERSET  
STATE OF NEW JERSEY**

**A RESOLUTION OF THE TOWNSHIP OF HILLSBOROUGH PLANNING  
BOARD ADOPTING THE AMENDED MASTER PLAN—PHASE II AND  
ENDORING SPECIFIC AREAS OF REVISION TO THE TOWNSHIP  
ZONING ORDINANCE**

WHEREAS, the Township of Hillsborough (the "Township") is required to review its Master Plan every six (6) years, in accordance with N.J.S.A. 40:55D-89; and

WHEREAS, the Hillsborough Township Planning Board (the "Board") has created a Master Plan subcommittee (the "subcommittee") to propose specific recommendations for revisions and modifications to the Master Plan; and

WHEREAS, the subcommittee has proposed 11 specific recommendations and modifications to the Master Plan, as set forth on a report dated October 12, 2005 from Robert Ringelheim, the Township Planner, to the Board. This report is attached to and made a part of this resolution and of the permanent public record of the deliberations of the Board; and

WHEREAS, the focus of the Master Plan includes, among other things, the conceptual creation and expansion of the Town Center, Transit Oriented Village, a Corporate Center, Gateway Zones, Transitional Districts, a Research & Development District, third round COAH compliance, and bikeways and pedestrian ways; and

WHEREAS, the Master Plan is a Smart Growth plan designed to best promote the public health, welfare, and interest by stressing development in the areas with the most available infrastructure and away from conservation and preservation areas so as to avoid sprawl; and

WHEREAS, the Master Plan further attempts to address the serious and seemingly intractable traffic problems on the Route 206 thoroughfare by the creation of a Main Street area on the existing road in conjunction with the Route 206 bypass proposed by the New Jersey Department of Transportation, the realization of which is in part dependent on a viable and sensible Master Plan; and

WHEREAS, a great deal of public input has been solicited by the Board throughout the public meetings on this matter, and many members of the public have taken valuable time from their busy lives to attend the meetings and make their opinions known; and

WHEREAS, the Board after much deliberation and reflection has done its utmost to balance the needs and desires of the residents and taxpayers of Hillsborough Township with the rights of developers and future growth.

NOW, THEREFORE, be it resolved by the Hillsborough Township Planning Board, County of Somerset, State of New Jersey, as follows:

1. The proposed Master Plan amendment should be supported by an ordinance or ordinances or other appropriate language requiring developers to include an environmental impact statement as part of their applications for development.
2. The proposed Master Plan amendment should be supported by an ordinance or ordinances or other appropriate language setting forth the phasing of residential construction in the Transit Oriented Village and/or the Corporate Center whereby a stated amount of commercial development is required to take place prior to the approval of residential development. This phasing may be by square footage, percentage of total construction, ratio of commercial to residential construction, improvements to infrastructure, and/or other reasonable and appropriate standards comprehensible to applicants for development approval.
3. Developers may also utilize "Transfers of Development Rights" ("TDR's") in connection with their development applications in the Town Center, Transit Oriented Village and Corporate Center Districts. The formula for calculating TDR's should be set forth in an ordinance or ordinances or other appropriate language.
4. Affordable housing developed in furtherance of the Township's third round COAH obligation should be largely or exclusively located within the residential components of the zones impacted by the Master Plan amendment. Such affordable housing shall be planned for by family size based on the bedroom mix of each unit and contributes to the "Smart Growth" encouraged by the State of New Jersey by avoiding sprawl into the outlying areas.
5. The previously delineated "mixed use development" on the conceptual drawings includes the Transit Oriented Village around the proposed train station, and the Corporate Center to the east of the train line.



6. Roycebrook Estates and the adjoining area extending to the Route 206 bypass should be designated as part of the Transitional District, consisting of a mix of lower-density uses.

7. The drawings of buildings and other physical structures that were presented at the Master Plan public hearing are solely the renderings of the Township's Planning Consultant and no developer is mandated to use or even consider such renderings.

8. Somerset County intends to solicit bids for design consultants on the transit villages that would be or are intended to be constructed along the West Trenton train line in Somerset County. The County proposes to consider public input in refining the designs. Therefore, the specific designs incorporated into the Master Plan may not require a six (6) year period before they may be modified again. Interim design revisions are explicitly endorsed hereby.

9. Bicycle and pedestrian links between the Town Center and the Transit Oriented Village and related transportation improvements may require the creation of a Transportation Improvement District, which in turn may require additional design improvements to the proposed bypass. The creation of such Transportation Improvement District is explicitly endorsed.

10. The access onto the roads serving Roycebrook Road in the area may be reversed to Hamilton Road, and access to Amwell Road closed for the residential development, in order to discourage cut-through traffic in the residential area. The provision for future reversal of such access is hereby explicitly endorsed. The actual decision to open the new access will be made by the Township Committee if and when deemed appropriate.

11. Taxi stands are no longer an endorsed use in the Transit Oriented Village.

12. Charts in the text of the Master Plan showing relative density for each of the proposed districts should be removed in favor of pictures providing examples of the relative scale and design intended for development.

13. Building heights in the Town Center, along Route 206, and in the Corporate Center shall be encouraged to be a maximum of four (4) stories. The buildings should scale down and away from the residential areas, with a maximum of three (3) stories in the Transit Oriented Village.

14. The Gordon property, Block 177D, Lot 21A and the rear of the Ambleside Nursery, Block 177D, Lot 22C (portion) should be rezoned from residential to retail commercial zoning.

15. Developers should be encouraged to design green buildings that use renewable energy sources.

16. In all other respects, the comments of the subcommittee are incorporated into this resolution as though fully set forth herein.

By: Marian Fenwick-Freeman  
Marian Fenwick-Freeman, Chairperson

I, Deborah Schulze, Clerk of the Township of Hillsborough, County of Somerset, do hereby certify that this is a true and exact copy of a Resolution adopted by the Township Planning Board of the Township of Hillsborough on \_\_\_\_\_  
DECEMBER 8, 2005.

Debra Schulze  
Deborah Schulze  
Hillsborough Township Planning Board Clerk