

2022

MASTER PLAN

BOROUGH OF FLEMINGTON



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POLICY
PLANNING
DESIGN

DECEMBER 13, 2022

HUNTERDON COUNTY

2022 FLEMINGTON BOROUGH MASTER PLAN

BOROUGH OF FLEMINGTON, HUNTERDON COUNTY

Adopted December 13, 2022

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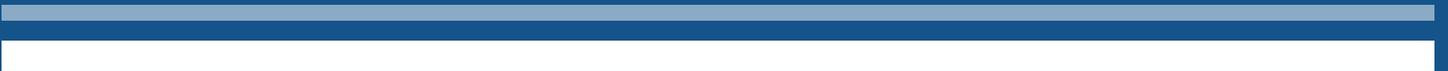


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INTRODUCTION



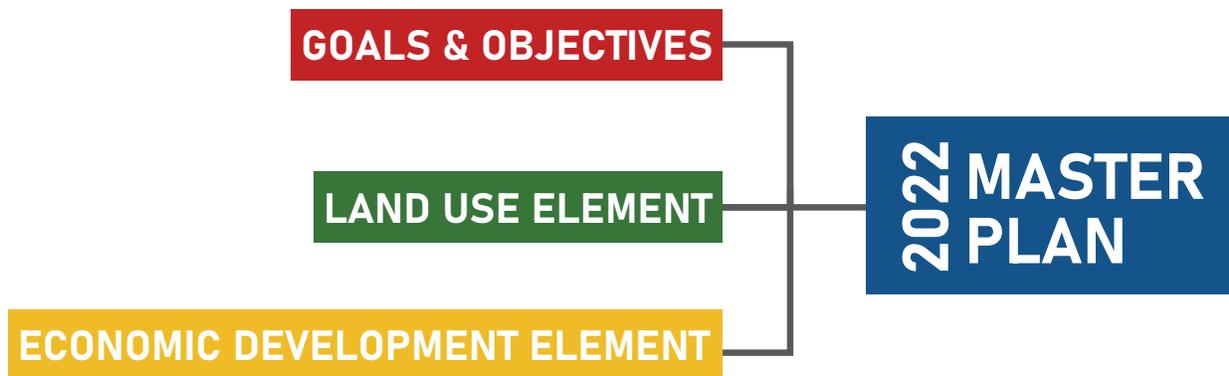
INTRODUCTION

Flemington Borough is located in Hunterdon County, surrounded by Raritan Township, and serves as the County Seat of Hunterdon County. The built environment and character of Flemington is drastically different than from the adjacent Raritan Township and most of Hunterdon County as a whole. The Borough is characterized by a historic mixed-use downtown, varying greatly from the typical car-dependent nature of the adjacent municipalities. The historic character of the Borough sets it apart from the surrounding area and is a great source of pride for the Borough residents. Additionally, the Borough tends to be more diverse when compared to the County, typically following statewide demographic trends. Given the unique character of the Borough, in terms of the physical and socioeconomic characteristics, and the significance as the County Seat, planning is crucial to the health and wellbeing of the Borough.

This Master Plan includes three elements – Goals and Objectives, Land Use and Economic Development. The Borough’s last master plan, the 2015 Reexamination Report of the Master Plan, was completed 7 years ago. The zoning, land use, and economic development analysis herein is timely given the changes that occurred since then. The most significant changes are the development and approvals in the Borough and the impact of the Covid-19 Pandemic.

Since 2015, the Borough has completed redevelopment planning for the Union Hotel Redevelopment Area, planned for the redevelopment of the Global Agway site (both north and south of North Main Street), and planned for the redevelopment of Liberty Village. Additionally, since 2015 Stangl Road has evolved to become a dining and entertainment destination and this area holds more promise as a destination for Borough and area residents. Countless other developments and improvements have advanced over the last seven years, but these have the largest impact on Borough life.

While the COVID-19 pandemic continues today, albeit to a much lesser extent, its impact on the State’s economy and how its residents and business operate and interact with one another is becoming clear. The full impact of the pandemic on Flemington will likely not be fully understood for some time, but this Master Plan offers opportunity for Borough to consider what changes to land use policies are necessary to facilitate businesses and residents to enjoy success and quality of life during and after the pandemic.



Since the Governor declared a State of Emergency on March 9, 2020, Borough business and residents have suffered the health and economic consequences. Through these challenging times, a few trends have appeared, and it seems likely they will continue through the pandemic and perhaps beyond.

- **Economic Repercussions.** Temporary business closures, and reduced business activity, resulted in the loss business across the Country, including in Flemington.
- **Work from home.** Employees across the state had been forced to work from home during the pandemic. For some people and businesses, this has been very successful and is desired to continue beyond the pandemic. This will increase the demand for home offices – perhaps a den, spare bedroom, or finished basement or attic space. This may also trigger demand for co-working spaces in residential developments or as a new business(s) in the Borough.
- **Multi-generational Housing.** Municipalities may see increased instances where adult children and/or parents of homeowners are living together. This is a trend that predates the pandemic but is likely to be exacerbated by the economic repercussions. This may increase the demand for larger homes, in-home and accessory suites, and accessory apartments.
- **Outdoor dining.** With the rates of virus transmission significantly lower in outdoor spaces employing social distancing, the desire for restaurants to have outdoor dining has dramatically increased. As such, demand for outdoor dining along sidewalks and in areas of parking lots have increased. This change in demand has been supported in the Borough beyond the pandemic since it has the potential to enhance the attractiveness of commercial areas and can contribute toward these areas serving as Borough gathering spaces.
- **Pedestrian and bicycle facilities.** With the temporary closure of businesses and residents working from home, the desire to walk and bike around the community

for recreation increased. It is likely this will create new habits among residents and increase the demand for safe and convenient pedestrian and bicycle facilities.

- **Drop-off / Pick-up.** Temporary closure of businesses and concern about safety of indoor spaces exacerbated trends in increased demand for take-out food and deliveries of online purchases and restaurant food. As a result, municipalities such as the Borough are faced with increased demand for customer pick up locations and home delivery. This increased demand impacts curb utilization along residential as well as commercial streets.



Pedestrian crosswalk on Main St.

PAST PLANNING EFFORTS

Over the past thirty years significant planning has been undertaken in the Borough, and the following provides an outline of the major planning efforts undertaken by the Planning Board.

[1997 Master Plan](#)

The Planning Board of the Borough adopted a Master Plan on July 29, 1997 consisting of several chapters, or elements (including background studies). These include Goals and Objectives, Existing Environmental Factors, Analysis of Existing Land Use, Analysis of Existing Zoning, Existing Utility Services, Community

Facilities Plan, Open Space and Recreation Plan, Land use Plan, Housing Plan, Circulation and Parking Plan, Historic Preservation Plan, Recycling Plan and an Analysis of Consistency with other Planning Documents.

1999 Reexamination Report

In 1999, the Borough adopted a Reexamination Report that reviewed the goals and objectives for development, as well several obstacles to development that were identified in the 1997 Master Plan. The 1999 Reexamination Report also examined the worsening of several problems related to traffic congestion and recommended that the Circulation Element of the Master Plan be revised to address the need for a traffic light at Church Street and Broad Street, the creation of a Route 202 bypass road, the need for control of access along Reaville Avenue and Route 202, and establishing an appropriate right-of-way width along Reaville Avenue.

2001 Center Designation

In 2001, the Borough submitted a report petitioning the State Planning Commission (now the Office of Smart Growth) to amend the State Plan policy map to designate Flemington as a Regional Center. In December 2001, the petition was approved, although the Borough was designated as a Town Center rather than a Regional Center. The 2001 Center Designation report discusses the Borough's planning goals and objectives and its relationship to State Plan policy objectives, provides population and employment estimates, analyzes local resources and development capacity, and provides a detailed Planning Implementation Agenda (PIA).

The Planning Implementation Agenda was updated in 2004 and in October, 2006 a report was submitted to the Office of Smart Growth regarding the status of all planning activities since the Borough's designation as a Town Center in 2001.

2003 Land Use Plan Amendment

In July 2003 the Borough amended the Land Use Element of the Master Plan to revise the land use classification of an area at the corner of Walter Foran Boulevard and Main Street. The change was prompted by the realignment of Main Street and Walter Foran Boulevard which increased traffic at this northern section of the Borough.

2005 Housing Element and Fair Share Plan (Third Round Version 1)

In response to the adoption of the "third round" rules regarding affordable housing by the New Jersey Council on Affordable Housing (COAH) in December 2004, the Planning Board adopted a Housing Element and Fair Share Plan in November 2005. This Plan was submitted to COAH in December 2005 but the Borough was unable to obtain substantive certification prior to COAH's rules being overturned by the New Jersey Appellate Court.

2007 Reexamination Report

In 2007, the Borough adopted a Reexamination Report that reviewed the goals and objectives for development, including revitalization of the Downtown Business District. Downtown revitalization recommendations addressed reuse, parking, streetscaping, historic preservation, and economic development.

2008 Amended Housing Element and Fair Share Plan (Third Round Version 2)

Subsequent to the New Jersey Appellate Court decision overturning COAH's 2004 third round rules, COAH adopted version 2 of its third round rules in 2008. In response, the Flemington Planning Board adopted its amended Third Round Housing Element and Fair Share Plan on December 17, 2008. The Plan received substantive certification from COAH on April 8, 2009. Notwithstanding, COAH's rules which the Borough's Plan was based upon were also overturned by the New Jersey Appellate Court.

2010 Master Plan

In 2010, the Borough adopted a Master Plan that, overall, maintained the 2007 Reexamination Report's recommendations. The Plan stressed the importance of finding a new use for the vacant Union Hotel to revitalize the Downtown. Additional goals include protecting residential districts while integrating them with commercial areas, encouraging sustainable building practices and technologies, and advocating for the return of passenger rail service to the Borough. The Plan also recommends several zoning changes to encourage mixed residential and commercial uses.

2011 Sustainability Element

The Borough adopted the Green Building and Environmental Sustainability Element in June 2011. The overarching intent of the Element is to ensure that public and private planning and development in Flemington is done such that future generations enjoy the same or more opportunities in terms of housing options, access to open space and the local ecology, vibrant community life, and environmental health. The Element contains nine goals that address ways in which Flemington can become more sustainable. These goals address topics such as, but not limited to, center-based development, local food, complete streets, green infrastructure, and sustainable energy.

2015 Master Plan Reexamination Report

In 2015, the Borough adopted a Reexamination Report that reviewed the goals and objectives for development, including revitalization of commercial areas in the Borough, including the Downtown Business and Village Artisan Shopping Districts. Revitalization recommendations addressed reuse, parking, streetscaping, historic preservation, circulation and economic development.

2017 Housing Element and Fair Share Plan

The Third Round Housing Element and Fair Share Plan has been prepared pursuant to a 2017 Settlement Agreement between Flemington Borough and Fair Share Housing Center (FSHC). FSHC is an interested party in the Borough's Declaratory Judgement filing, which was submitted to the Superior Court on July 7, 2015 as required by the March 10, 2015 NJ Supreme Court decision known as "Mount Laurel IV." The Housing Element and Fair Share Plan satisfies a 65-unit rehabilitation obligation, 38 unit prior round obligation, and 8 unit third round obligation with special needs housing, inclusionary and 100% affordable housing developments, and rental bonus credits. The Borough also adopted a mandatory set-aside ordinance to require an affordable housing set-aside for new multi-family and townhouse development.

2020 Amended Historic Preservation Element

The amended Historic Preservation Element replaced the Borough's Historic District Map, given the previous Map and designations contained outdated, and in some cases, incorrect information. Additionally, the amendment provided additional information on the period of significance.

PUBLIC PARTICIPATION

Over the past few years there has been a significant amount of community outreach conducted in the Borough of Flemington. Previous public participation efforts were conducted by the Flemington Community Partnership (hereinafter the “FCP”) and include the *Flemington Community Action Plan* (hereinafter the *Action Plan*) and the *South End Study*. Additionally, an analysis of residential market potential was conducted by Zimmerman/Volk Associates. Rather than replace the community input gathered in the last few years, this Master Plan utilizes that existing data, and builds upon it with a survey. The online survey supplements and expands the existing community data, offering a fresh perspective, and is intended to capture diverse views in the Borough. The online survey is 13 questions and is intended avoid any “planning fatigue” that members of the Borough may be experiencing. The results of the survey and the previous efforts inform the recommendations herein.

The public participation efforts undertaken for the *Action Plan* offered insight into the Borough as a whole, including a community consensus around key themes, top priorities, community goals, and a shared vision statement. Through the surveys it was evident that the community consensus is a vibrant, lively community with walkable streets, dynamic cultural activity, lots of local shops and businesses, and an overall high quality of life and rich community. Survey respondents identified several points of pride and opportunities for improvement which include the following:



Flemington Borough Park

POINTS OF PRIDE:

- Small town feel
- Historic architecture
- Walkability
- Local business
- Arts and culture
- Strong sense of community
- Charming downtown
- Good value
- Promising potential
- Destination for visitors and shoppers

OPPORTUNITIES FOR IMPROVEMENT:

- More diverse shops and restaurants
- New cultural destinations
- Improve walkability
- Enhance cultural diversity
- Streamline parking
- Manage traffic impacts
- More programming and events
- Improve accessibility for wheelchairs, etc.
- Better pedestrian amenities (benches, etc.)
- Distinctive public realm features (signage, fountain, etc.)

Source: Flemington Community Action Plan

The top four priorities identified by the *Action Plan* were **RETAIL, WALKABILITY, AUTHENTICITY, AND OPEN SPACE**. Additionally, the analysis of the public participation data resulted in a community vision statement:

BUILDING ON ITS HISTORIC CHARACTER AND INNOVATION HERITAGE, FLEMINGTON WILL BECOME RENOWNED IN THE REGION FOR ITS DISTINCTIVE, WALKABLE NEIGHBORHOODS; UNIQUE, LOCAL RETAIL, ARTS, AND CULTURE; AND A DIVERSE WELCOMING COMMUNITY.

The *Action Plan* evaluated national trends, which informed the local analysis that was undertaken. A recommendation of the Action Plan was the introduction of 1,000 new multifamily housing units over the next 10 years within walking distance of Main Street and Stangl Road. The Action Plan went into further detail stating the infusion of people and investment will add the critical mass necessary to bring the retail corridor back to life while catalyzing economic development in the Borough. The Action Plan found that the introduction of 1,000 housing units within walking distance of Main Street and Stangl Road and over the next 10 years supported the community vision and found that the development was achievable in today's market. The analysis of the residential market potential conducted by Zimmerman Volk Associates confirmed the market potential (based on forecast capture rates) for 545 to 760 housing units in 5 years, which is consistent with the Flemington Action Plan.

Additionally, the Action Plan identified several recommendations intended to address project goals, including promoting the Borough "to the regional and national development community" and providing a "framework for new development, revitalization, and investment to maximize community benefit and economic development impact". The following are a summary of the recommendations from the Action Plan.

ACTION PLAN RECOMMENDATIONS:

- Promote available development sites to the broader developer community.
- Improve stakeholder communications
- Create development process "guidebook"
- Update zoning to reflect current development priorities
- Mitigate hurdles to business formation and development
- Continue proactively planning well development
- Pursue EPA brownfields grant funding
- Establish program to activate underutilized sites
- Develop community design standards
- Establish economic development committee
- Maintain list of desired community facilities and amenities
- Establish a "live / work / play" in Flemington campaign
- Create a cohesive corridor connecting Stangl and Main areas
- Create a festival open space
- Perform a walk/bike audit
- Conduct a parking study focused on existing supply utilization
- Promote diversity in local leadership and cultural programming
- Install gateways at downtown entrances
- Update wayfinding signage and branding
- Develop a public art program based local entrepreneurship, craft, and arts heritage
- Establish district identities for Flemington's retail corridors

The *South End Study* was conducted to evaluate the stakeholders involved in the South End District. There were 366 survey responses which offered insight into the characteristics of people who interact with Flemington and the South End District, including residents, business owners, property owners, visitors, and employees. Major takeaways include 38% of survey respondents shop, eat, worship, or recreate in the South End District, and 63% of respondents say the South End District could use improvement. It seems clear that the survey respondents view the South End District as a destination, however not as the predominant destination within the Borough. The Borough's downtown may be the predominant location where people shop, eat, worship or recreate. Also, it appears that a majority of respondents view the district as an area that could be improved or updated.

Although there was not a clear vision for the South End District 27% of respondents say they'd like the South End to feel "Eclectic Not Hectic". Other top responses were "classic main street" and "leafy and green". Additionally, the survey offered insight into the intensity of development preferred for this area of the Borough. When shown images of development that ranged from a 2-story mixed use downtown to a 20-story city building, the majority of respondents preferred images of downtown buildings that were 5-stories or less in height. These responses suggest support for mixed-use downtown development that is vibrant and inviting to residents and visitors. It further supports continued emphasis on tree cover and planting standards, as well as modest building heights and interesting architecture.

The Master Plan Survey conducted in the Fall of 2022 was designed to inform the Land Use and Economic Development Elements of the 2022 Master Plan. The survey questions complement, rather than replace, the community input gathered in the last few years by the FCP as part of their *Action Plan* and the *South End Survey*. As such, the results of this 2022 Survey and the previous efforts inform the recommendations in this Master Plan.

The majority of responses were provided online and in English; however, paper copies were available at the Borough Hall and local libraries and the Survey was also available in Spanish. Of the 146 respondents, 78% noted that they lived in the Borough. Looking further into the data, 89% of the respondents are homeowners, while 11% are renters. This differs

from the current makeup of the Borough, where the roughly two-thirds of the residents are renters (2020 ACS 5-year estimates).

Other demographics that were observed in the survey were age distribution and length of Borough residency. The most common age group of respondents was 36-45 years old, which represents a slightly younger group from the respondents of the South End Study where the majority age group was 41-65 years old. Most survey respondents noted they lived in the Borough for over 10 years.

Of the survey respondents, 51% rated the recent development in the Borough as an improvement, 23% rated it as not changed and 28% rated it as worse. Of the 28% of the people who said the recently constructed development has had a worse impact on Flemington, 25% actually lived in the Borough. The most visible changes at the time the survey was conducted was development and revitalization along Stangl Road and ongoing, but early, construction of the Union Hotel redevelopment area.

Selected quotes regarding the perception of recent development are as follows:

"I am starting to see some businesses coming into the town and filling vacancies. And Stangl has become a great spot to be."

"Hard to tell before the Union Hotel project is finished. We lost some things and gained others over the years. It feels like nothing significant has happened yet."

Of the survey respondents, 66% rated the anticipated development in the Borough as an improvement, including the 51% that viewed it as a significant improvement. A selected quote regarding the perception of anticipated development is as follows:

“Flemington needs more thriving restaurants and small businesses to attract the needed consistent flow of visitors/customers and these projects will be a great start to accomplish this.”

“Flemington has remained stagnant for years. Any movement forward should be an improvement.”

Both survey questions regarding the rating of recent and anticipated development included comment boxes where respondents could offer insight about the developments. Typical concerns that were observed in the responses included traffic, the addition of housing units, impacts on taxes, and the length of time of development processes. Typical benefits of the development identified included bringing life back to the Borough, and the revival of Main Street.

The responses of the top 3 reasons respondents chose to live in Flemington are consistent with the survey results of the *South End Study* and the *Flemington Community Action Plan*, where respondents viewed Main Street and Stangl Road as distinct unique commercial destinations. The top 3 improvements are also consistent with previous engagement efforts.

TOP THREE REASONS PEOPLE CHOSE FLEMINGTON

56%

1) TRADITIONAL DOWNTOWN ALONG MAIN STREET AS WELL AS STANGL ROAD

30%

2) LOW CRIME

27%

3) BOROUGH EDUCATIONAL SYSTEM

2022 Master Plan Survey

TOP THREE CHANGES PEOPLE WANT TO SEE

80%

1) MORE RESTAURANTS & ENTERTAINMENT

59%

2) IMPROVED WALKING AND BIKING CONNECTIONS BETWEEN NEIGHBORHOODS AND DESTINATIONS SUCH AS SHOPPING, SERVICES, JOBS, AND PARKS

57%

3) MORE PASSIVE RECREATION OPTIONS (WALKING PATHS, ETC.)

2022 Master Plan Survey

GOALS & OBJECTIVES

SECTION
01



INTRODUCTION

The Borough's goals and objectives provide an overall framework for the policies set forth in this and other master plan documents. These goals and objectives were set forth in the 2010 Master Plan and the 2011 Green Buildings and Environmental Sustainability Element. Each was reconfirmed in the 2015 Master Plan Reexamination Report and two additional General Goals were created.

These goals and objectives remain appropriate and incorporated in the Borough Master Plan.

GENERAL GOALS FOR BOROUGH DEVELOPMENT & REDEVELOPMENT

1. Protect and enhance the integrity of the existing residential districts within the Borough.
2. Preserve, protect and enhance the integrity of Flemington's historic district and the historic resources within.
3. Employ strategies to encourage community and economic development within the Borough.
4. Integrate the residential and commercial segments of Flemington Borough to benefit the entire community.
5. Strengthen and enhance the commercial sector of the Borough, with an emphasis on attracting specialty retail and restaurants, and encouraging the redevelopment of underutilized properties particularly those within the Downtown Business District.
6. Encourage a redevelopment solution for the Union Hotel property that protects and enhances the site as a significant historic resource and at the same time ensures the site's long-term financial viability.

7. Encourage sustainable practices including the use of green building techniques as well as the use of alternative technologies including those that produce clean energy or otherwise have a comparative reduced impact upon the environment.
8. Continue to work with NJ Transit, NJDOT, the counties of Hunterdon and Somerset, the New Jersey Transportation Planning Authority and other authorities to reestablish passenger rail service to Flemington Borough and provide appropriate planning for adjacent land uses including parking.
9. Encourage the conversion of two, three and four-family residences to single-family residences and other structures as originally designed where appropriate.
10. Encourage the establishment of arts and cultural uses within the Borough, including public art.
11. Concentrate retail, service, and entertainment uses which best contribute to creating a vibrant downtown and that will draw residents and visitors alike to the retail portion of Main Street (Downtown Business I and II) and nearby surrounding properties, and the Liberty Village and Turntable Junction Area.

HISTORIC PRESERVATION GOALS AND OBJECTIVES

1. Locate, designate, protect and maintain Flemington's most important historic sites and district(s).
 - Develop mechanisms to preserve the contexts of historic resources.
 - Continue survey, registration and designation activities of historic buildings with the Borough.
 - Undertake survey, registration and designation activities of historic landscapes and landscape elements.
 - Undertake survey, registration and designation activities of archaeological resources in areas where development is likely to occur.
 - Through design review, tailored to specific historic resources, that conforms to the standards as outlined in the Borough of Flemington's Historic Preservation Ordinance, insure high standards of preservation.
2. Maintain the historic character of Flemington's historic commercial and institutional resources while encouraging their development as commercial and cultural assets.
 - Afford protection through designation.
 - Encourage preservation and adaptive reuse.
 - Encourage archaeological investigation in sites to be developed.
 - Coordinate preservation activities with open space goals and programs
3. Maintain the historic character of Flemington's historic residential resources.
 - Afford protection through designation.
 - Encourage preservation and adaptive reuse.
 - Encourage archaeological investigation in sites to be sites.
4. Coordinate preservation activities with open space goals and programs.
4. Contribute to the improvement of the economy of Flemington by encouraging expenditures for the restoration and/or adaptive reuse of historic buildings for local purposes and to encourage and promote tourism.
 - Work to prevent deterioration and demolition of historic structures.
 - Encourage preservation and rehabilitation of all historic structures in the Historic District to preserve and enhance Flemington's historic character and ambiance, thus encouraging heritage tourism.
 - Encourage construction jobs by promoting preservation efforts.
 - Encourage many types of jobs by revitalizing and maintaining historic commercial areas.
 - Encourage tourism by promoting the historical appeal of Flemington's historic resources and by promoting the rehabilitation of such resources in commercial areas for tourism-related uses.
 - Encourage the preservation of designated non-conforming historic buildings by creating a vehicle to provide expedited zoning variances or exemptions.
5. Enhance Flemington's Historic Preservation Program to foster local interest in and a greater appreciation of and support for historic and archaeological resources.
 - Send out a yearly notice to all property owners in the historic district informing them of their properties' historic status and the obligation this entails.
 - Develop an educational outreach program to promote preservation awareness in Flemington.
 - Distribute survey findings and documentation to land use boards and the public.

- Develop mechanisms for publicly acknowledging successful preservation efforts.
 - Assemble and distribute technical information that can assist property owners in appropriately rehabilitating their historic properties.
6. Establish a local incentive program to provide assistance in the preservation of historic resources.
- Provide local incentives for owners of locally designated historic resources.
 - Update and revise existing zoning code to encourage preservation of Flemington’s historic resources, by providing expedited variances or exemptions for non-conforming historic properties.
 - Create a local tax-abatement/reduction program for locally designated historic resources.
 - Establish mechanisms to publicize tax-relief programs.
 - Encourage local lenders to provide low-interest loans for rehabilitation of local historic resources.
7. Integrate historic preservation review criteria and data into the local planning and development review process.
- Establish procedures to make certain that all municipal agencies involved in the planning process are aware of Flemington’s historic resources and preservation goals.
 - Make certain that no local ordinances are contrary to preservation goals.
 - Require all public sector planning studies on land use issues to identify the presence of historic resources and the impact of any such proposals on these resources.
 - Prepare historic preservation ordinances consistent with governing state statutes and recent court decisions.
 - Ensure that sign controls are consistent with Historic District goals.

GREEN BUILDINGS & ENVIRONMENTAL SUSTAINABILITY GOALS AND OBJECTIVES.

1. Capitalize on the Borough’s center-based development pattern to decrease the environmental footprint of Borough residents, institutions and businesses.
 - Support the Borough’s mixed-use and commercial areas by encouraging complementary infill development and removing barriers to success, such as but not limited to, permitting a variety of complementary and supporting uses and encouraging shared parking.
 - Support the Borough’s diverse housing stock in order to accommodate a mix of incomes and household sizes.
 - Locate community amenities, such as schools and recreation amenities in areas within one-quarter mile of residential neighborhoods.
2. Focus the Borough’s remaining development potential on lands that can support compact development, are well served by transportation infrastructure, and are in proximity to employment and service centers.
 - Support the Borough’s mixed-use and commercial areas by encouraging complementary infill development and removing barriers to success, such as but not limited to, permitting a variety of complementary and supporting uses and encouraging shared parking.
 - Support the Borough’s diverse housing stock in order to accommodate a mix of incomes and household sizes.
 - Locate community amenities, such as schools and recreation amenities in areas within one-quarter mile of residential neighborhoods.

3. Encourage local food production through community gardens and permitting urban agriculture.
 - Encourage local food production through community gardens and permitting urban agriculture.
 - Encourage creation of private food gardens and community gardens in public and private open space.
 - Permit farmers' markets on appropriate Borough-owned land and non-residentially zoned land. Permit properly scaled farm stands where food is grown.
4. Reduce vehicle miles travelled within the Borough and by Borough residents.
 - Provide separate walking and bicycling facilities throughout the Borough and facilitate connections to walking and biking facilities outside of the Borough. Such facilities should be accessible by all users and should include but not be limited to sidewalks (pedestrian only), bike lanes, crosswalks and bike racks.
 - Require pedestrian friendly street design to make walking and bicycling a pleasant and safe experience for all users.
 - Encourage the reestablishment of passenger rail service to Flemington Borough.
 - Promote street connectivity within the Borough and to points outside of the Borough.
 - Encourage vehicular and pedestrian/bicycle inter-connectivity between nonresidential developments.
5. Encourage green design in new construction and rehabilitation.
 - Encourage new construction and rehabilitation to utilize green building design strategies.
 - Incorporate green buildings design strategies into municipal facilities and infrastructure as upgrades and renovations become necessary.
- Reduce the environmental impact of development in the Borough via adjustments to the Borough's site plan standards, such as but not limited to lighting and impervious cover, to the extent possible.
6. Promote local production of renewable energy.
 - Encourage property owners in all zone districts to produce renewable energy on their property as accessory uses.
 - Require the placement and design renewable energy facilities on historic buildings and/or in the Historic District to be compatible with the historic character or screened to the extent practical.
 - Incorporate renewable energy production into municipal facilities and infrastructure as upgrades and renovations become necessary.
7. Enhance the Borough's green infrastructure so that its benefits of may be fully realized.
 - Minimize the loss of trees during the development and redevelopment process.
 - Expand the urban tree canopy by requiring that trees be part of the streetscape and that they be integrated into site designs.
 - Increase the use of green infrastructure to address stormwater management, including but not limited to such methods as rain gardens, green roofs and increased vegetated areas.
 - Preserve greenways connecting stream corridors, wetlands, wildlife corridors and other environmentally sensitive lands.
 - Promote functional landscaping that provides runoff treatment, such as vegetated islands, rain gardens, vegetative filters, constructed wetlands, etc.

8. Enhance water conservation practices and improve the quality of surface and groundwater in the Borough.
 - Encourage the use of landscaping vegetation that requires little to no irrigation, such as native or adaptive plants and xeriscaping (landscaping or gardening that reduces or eliminate the need for supplemental watering or irrigation).
 - Encourage recycling of rainwater and reuse of “grey” water when landscape watering/irrigation is necessary. Grey water is wastewater generated from domestic activities such as laundry, dishwashing, and bathing, which can be recycled on-site for uses.
 - Encourage use of innovative stormwater management technologies that not only protect against flooding, but also address nonpoint source pollution, recharge groundwater, and mimic natural hydrology.
 - Retrofit or replace existing stormwater management infrastructure that is failing or not providing groundwater recharge and/or water quality treatment.
 - Retrofit or replace existing public water infrastructure that is leaking or failing.
 - Encourage homeowners and business owners to use rain barrels, rain gardens, and porous pavement on their property.
 - Promote the disconnection of impervious surfaces throughout the Borough.
9. Reduce the waste stream of Borough households, businesses and institutions.
 - Encourage the use of landscaping vegetation that requires little to no irrigation, such as native or adaptive plants and xeriscaping (landscaping or gardening that reduces or eliminate the need for supplemental watering or irrigation).
 - Encourage recycling of rainwater and reuse of “grey” water when landscape watering/irrigation is necessary. Grey water is wastewater generated from domestic activities such as laundry, dishwashing, and bathing, which can be recycled on-site for uses.
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LAND USE ELEMENT

SECTION
02



INTRODUCTION

Flemington is located in Hunterdon County, with Raritan Township surrounding the Borough. Generally, the Bushkill Brook serves as the northern municipal boundary, and Route 31 acts as the eastern municipal boundary. The Borough municipal boundary extends slightly south of Route 12 and with a small exception, northwest of US-202. The Borough serves as the County Seat and thus hosts the County Courthouse as well as other County buildings and supporting uses. Important community assets include Tuccamirgan Park, Fleming Castle, the Union Hotel, and the Black River & Western Railroad.

The Borough of Flemington is characterized by a historic mixed-use downtown along Main Street. The historic downtown, which serves as the Borough's commercial core, is centrally located and is flanked by residential neighborhoods. Auto-oriented commercial uses dominate the southeastern portion of the Borough and serve as a transition to the car dependent nature of the adjacent Raritan Borough. This area, and the adjacent Raritan Township, are characterized by a built environment that is vastly different than historic pedestrian-oriented nature of downtown Flemington. The built environment of the southwestern portion of the Borough also differs from the historic downtown and is characterized by the Black River and Western Railroad and was the home to destination commercial uses such as the Liberty Village Outlet Mall. The commercial uses front Route 12, the railroad, and Stangl Road.

Rather than large swaths of conserved land, the Borough's open space is dedicated to resident-oriented recreational space.

The Borough's major open space and recreational assets include Tuccamirgan Park, Flemington Borough Park, and Memorial Park.



Main St streetscape



Civil War memorial statue

As depicted on the Hazard Mitigation Map, there are minimal areas that are environmentally constrained, with streams, wetlands, and floodplains. Although the Borough does not face major environmental constraints, the presence of such constraints does impact land use policies.

BASE MAP BOROUGH OF FLEMINGTON

December 2022

KMA
KYLE+MCANULUS ASSOCI

LEGEND

-  Municipal Boundary
-  Black & River Railroad
-  Open Space & Parks
-  Waterbodies & Streams



DATA SOURCE: NJGIN 2021 Hunterdon County Parcels; NJDEP 2021 Statewide Open/Green Space; NJDEP 2002 Wetlands; NJDEP 2015 Land Use/Cover; IMD 2002 Streams; FEMA 2012 Flood Hazard Data; NJDEP 2012 Wetlands. This map was developed using...
 but this secondary product has not been NJDEP, NJGIN, IMD & FEMA verified and is not State authorized.



BOROUGH HISTORY

The Borough of Flemington has a rich history with the colonial settlers arriving in the 1730's. Prior to the colonial settlers, the area was the site of an important Native American settlement. Tuccamirgen was the chief at the time when the settlers arrived, for which one of the Borough's park is named. The Borough has a diverse history of architectural styles due to its slow growth and long settlement. Flemington is known as the home of the famous 19th Century Greek Revival architect Mahlon Fisher, as many of his buildings are located in the Borough. One of the Borough's most significant assets is the concentration of historically significant buildings, including but not limited to Fleming Castle and the Union Hotel. In 1973, Fleming Castle was listed on the State Register of Historic Places, and currently operates as the Fleming Castle Museum. Additionally, the Borough has a Historic District, which encompasses both sides of Main Street, and contains properties along portions of Broad, East Main, and Church Streets, as well as many of the Borough's residential streets.



The Doric House on Main St.



Tuccamirgan Park signage



The Fleming Castle Museum

EXISTING LAND USE

The Borough of Flemington is characterized by a variety of land uses, and although predominately residential, the Borough contains distinct pockets of commercial uses. One of which is the historic mixed-use downtown which is centered along Main Street. The historic downtown, which serves as the Borough’s primary commercial core, is centrally located and is flanked by residential neighborhoods. The southern portion of the Borough is also characterized by commercial uses, although the uses tend to be more auto oriented than those on Main Street. The residential areas found in the Borough contain characteristics that are unique and differ from the housing typically found in Hunterdon County. The houses found in Flemington typically are on smaller lot sizes, tend to be older, and often accommodate more than one family.

The Borough’s existing land uses are depicted in the Existing Land Use Map, and a summary can be found in the following table. Each land use category was based on the Borough’s property tax records, and a review of recent aerial photography. Additionally, the land uses were verified with a site visit, conducted in the spring of 2022.



Flemington Borough Municipal Building

The total acreage shown in the following table does not include roads. The land use categories are as follows: single family residential, multifamily residential, commercial/mixed-use, industrial, public property, public school, house of worship, cemetery, other exempt, railroad, and vacant.

FLEMINGTON EXISTING LAND USE SUMMARY

NJGIN Parcels & MOD IV Data Last Updated: 12/13/21

LAND USE	TOTAL PARCELS	PERCENTAGE (PARCELS)	TOTAL ACREAGE	PERCENTAGE (ACREAGE)
Residential (4 families or less)	825	67%	202.59	34%
Multi Family (5 families or more)	23	2%	47.06	8%
Commercial/Mixed Use	247	20%	205.87	35%
Industrial	5	0%	6.93	1%
Public Property	38	3%	37.11	6%
Public School	2	0%	15.12	3%
Houses of Worship	15	1%	20.37	3%
Cemetery	9	1%	27.14	5%
Other Exempt	10	1%	7.50	1%
Railroad	9	1%	4.13	1%
Vacant	43	4%	18.76	3%
TOTALS	1226		593	

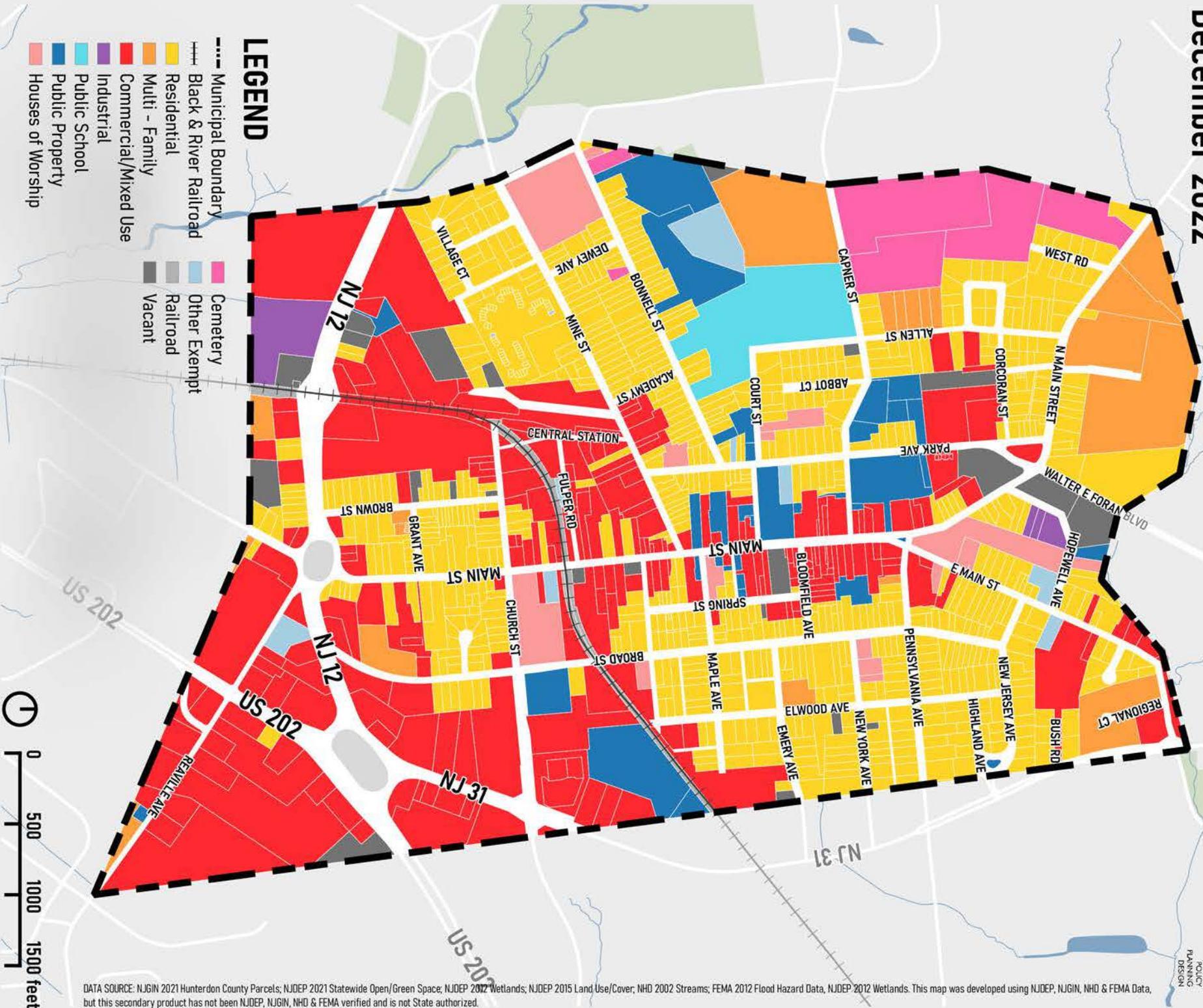
LAND USE MAP BOROUGH OF FLEMINGTON

December 2022

KMA
KITE-HICKMAN ASSOCIATES



POLICY
PLANNING
DESIGN



LEGEND

- Municipal Boundary
- Black & River Railroad
- Residential
- Multi - Family
- Commercial/Mixed Use
- Industrial
- Public School
- Public Property
- Houses of Worship
- Cemetery
- Other Exempt
- Railroad
- Vacant



DATA SOURCE: NJGIN 2021 Hunterdon County Parcels; NJDEP 2021 Statewide Open/Green Space; NJDEP 2012 Wetlands; NJDEP 2015 Land Use/Cover; NHD 2002 Streams; FEMA 2012 Flood Hazard Data, NJDEP 2012 Wetlands. This map was developed using NJDEP, NJGIN, NHD & FEMA Data, but this secondary product has not been NJDEP, NJGIN, NHD & FEMA verified and is not State authorized.

In the Borough there are a little over 200 acres of residential land uses consisting of 4 or less units; this includes single family, attached, and small multifamily residential uses. This land equates to 825 parcels consisting of about 34% of Borough land area. The 2020 American Community Survey Data provides additional detail, stating 30% of the Borough's housing structures contain 2, 3 or 4 units. This represents a significant contrast to Hunterdon County where only 6% of housing structures contain 2, 3 or 4 units.

Although residential uses consisting of 4 units or less make up the majority of the parcels in the Borough, unlike most suburban municipalities in the state, majority of the Borough's housing stock are not single-family homes. According to 2020 American Community Survey Data, about 37% of housing units are single family detached, compared to 75% and 54%, are at the County and State levels respectively.

Larger multi-family residential uses, more than 5 families, make up a small percentage of the both the number of Borough parcels – 2% - and acreage – 8%. All of these multi-family residential properties host for-rent housing. Notwithstanding the small area devoted to multi-family rental housing, pursuant to the 2020 American Community Survey Data, 65% of housing units in the Borough are renter occupied.



Single & two-family homes along Court St



Prospect Hill Apartments



Single family homes on Main St



Single family home in the Borough

Thirty-five percent (35%) of the land in the Borough is used as commercial/mixed-use. Commercial/mixed-use land uses are found throughout the Borough but are concentrated in the central core along Main Street, and in the southern portion of the municipality proximate to Route 12 and Routes 202/31. The commercial uses in the southern portion of the Borough are characterized by larger lot sizes and are typically auto-oriented uses, such as shopping center. The auto-oriented character of this area is a deep contrast from the small lot pedestrian commercial uses found in the center of the Borough along Main Street in the downtown.

Public land, consisting of public property and public schools, make up 9% of the total land in the Borough. The Borough’s public land is distributed throughout the municipality. However, the largest parcels are located near the eastern and western municipal boundary lines, Memorial Park and Tuccamirgan Park respectively.



Commercial use on Main St

Industrial uses make up a small portion of the Borough, with only 5 parcels being used for such a use. The industrial land uses in the Borough are found near the northern and southern municipal boundary. Of the total area in the Borough, 1% is used for industrial uses.



Commercial use on Main St

In the Borough, 38 parcels are used as public property, and 2 parcels are used as public schools. The 38 public parcel properties result in far fewer public uses as many of the parcels are used collectively – for example, Tuccamirgan Park is composed of 3 parcels.

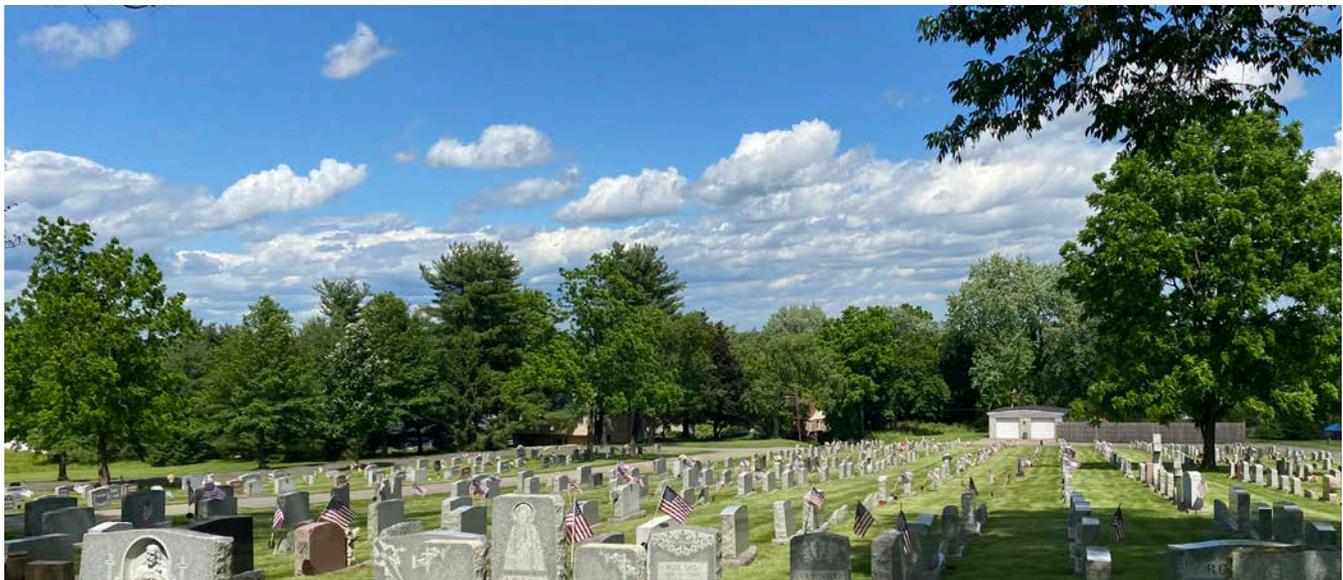


Memorial Field concession building

The Borough of Flemington contains several miscellaneous land uses including railroads, houses of worship, cemeteries, and other properties that are exempt from taxes. These miscellaneous land uses make up about 10% of the total land in the Borough. The Borough's largest cemeteries, Prospect Hill and Saint Magdalen, are located in the northwestern portion of the Borough. Additionally, there are two cemeteries included in the house of worship classification, where both uses occupy the property. The Flemington Branch and South Branch of the Black River & Western Railroad traverse the southern portion of the Borough in a southwestern and northeastern direction.



House of worship on Main Street



Prospect Hill Cemetery

The Borough has 42 vacant parcels consisting of approximately 18 acres, which represents 3% of total Borough land and parcels. Although there is vacant land in Borough, many of the parcels are small, non-contiguous, and distributed throughout the Borough. Of these vacant parcels, approvals have been obtained and development is anticipated for the northernmost and the parcel on Main Street, which are part of the Global Agway and Union Hotel Redevelopment Plan respectively.

The Borough is essentially fully developed, with the exception of public park parcels. There are three redevelopment areas within the Borough and include the Union Hotel Redevelopment Area, the Global Agway Redevelopment Area, and the Liberty Village Redevelopment Area. The Redevelopment Areas can

be depicted on the Borough's Zoning Map. Further descriptions of the redevelopment areas, including the permitted uses can be found in the Existing Zoning section of the Master Plan.

Large amounts of construction have been occurring in municipalities adjacent to Flemington, specifically in Raritan Township and Readington Township. Flemington has not experienced significant new construction due to the fully developed nature of the Borough. Significant construction in the immediate area, specifically nonresidential development, effects the infrastructure systems that Flemington utilizes. The significant amount of construction in Raritan and Readington adds additional traffic and people to the area which impacts the infrastructure systems of the area.

An infrastructure system that is impacted by construction in adjacent municipalities is the school system. Two districts serve the residents of Flemington and the adjacent municipalities – Hunterdon Central Regional School District and the Flemington Raritan School District. Hunterdon Central is a regional high school, offering grades 9-12, and serves Delaware Township, East Amwell Township, Flemington Borough, Raritan Township and Readington Township (source <https://www.hcrhs.org/about-hc/about-hc>). As shown on the district’s website, the Flemington Raritan School District is a regional pre-K-8 district serving Flemington Borough and Raritan Township. The Flemington Raritan School District consists of four elementary schools and two middle schools – the Barley Sheaf School, Copper Hill School, Francis A Desmares School, and the Robert Hunter School are the elementary schools that serve the area. JP Case Middle School and Reading-Fleming Intermediate School are the middle schools that serve the area. The Reading-Fleming Intermediate School is the only school within Flemington’s municipal boundary.

Given the large amounts of construction in Raritan and Readington Township, as well as the anticipated housing units from the Borough’s redevelopment efforts, the population of the school system can be expected to increase. The enrollment for Hunterdon Central in 2018-2019 was 2,935 students, as depicted on the school’s website. For the Flemington Raritan District, the existing enrollment (2018-2019) is 3,061 students and the anticipated enrollment for 2023-2024 is 2,939 students (Flemington-Raritan Regional School District Summary of the Long-Range Facilities Plan).

Based on the Flemington-Raritan Regional School District Summary of the Long-Range Facilities Plan, the State’s Department of Education has determined that the proposed District capacity, in accordance with the anticipated enrollments, is adequate for approval (Flemington-Raritan Regional School District Summary of the Long-Range Facilities Plan). More, specifically based on the FES and District Practices Capacity Report, Existing Rooms Inventory Report, and Proposed Rooms Inventory Report it appears that there is excess capacity in the school district but that the Copper Hill Elementary School and JP Case Middle School may be “pinch points” in the system. Using the State-calculated capacity, the JP Case Middle School is about 200 students

over capacity, although the District-calculated capacity indicates the school is over capacity by only 7 students. The Copper Hill Elementary School is over capacity by one student pursuant to the State-calculated capacity but has excess capacity of 107 students pursuant to the District-calculated capacity. This trend is reversed for the remaining middle school, the Reading-Fleming Intermediate School, as it the School has excess capacity of 189 students pursuant to the State-calculated capacity or 28 students pursuant to the District-calculated capacity. It is not uncommon for school districts to reorganize the boundaries of each school’s sending area based on land use and population changes over time. This is one of the many tools of school districts to provide adequate school capacity for its region.

For the elementary schools, the overall enrollment is 1,922 students with a State-calculated capacity of about 2,449 students, and a District-calculated capacity of about 1,999 students. No elementary schools are identified as overcapacity. It appears that the elementary school system, as a whole, can absorb approximately 77 to 527 students, depending on the capacity calculation that is utilized.

A common trend of the schools in the District shows the State’s calculated capacity as higher than what the District calculates for its capacity, although the JP Case Middle School does not follow this trend. Based on conversations with the school district, the mismatch between capacities may be explained by the increase in special education and English as a Second Language (ESL) programs that the district offers. These programs typically take up more space than a traditional classroom. The ESL program currently contains 250 students.



Reading Fleming Intermediate School

EXISTING ZONING

The Borough’s existing zoning is depicted on the Existing Zoning Map, and a summary can be found in the following table. The total acreage listed in the following table includes roads.

Additionally, the parcels and areas of the overlay zones and redevelopment areas are included in the zoning districts as well, therefore, the total number of parcels and land area do not match the total number of parcels or the total area in the Land Use Summary Table. The total area of the Borough, including roads, is 731 acres or a little over a square mile.



Sidewalk along Court St

FLEMINGTON EXISTING ZONING SUMMARY

NJGIN Parcels & MOD IV Data Last Updated: 12/13/21

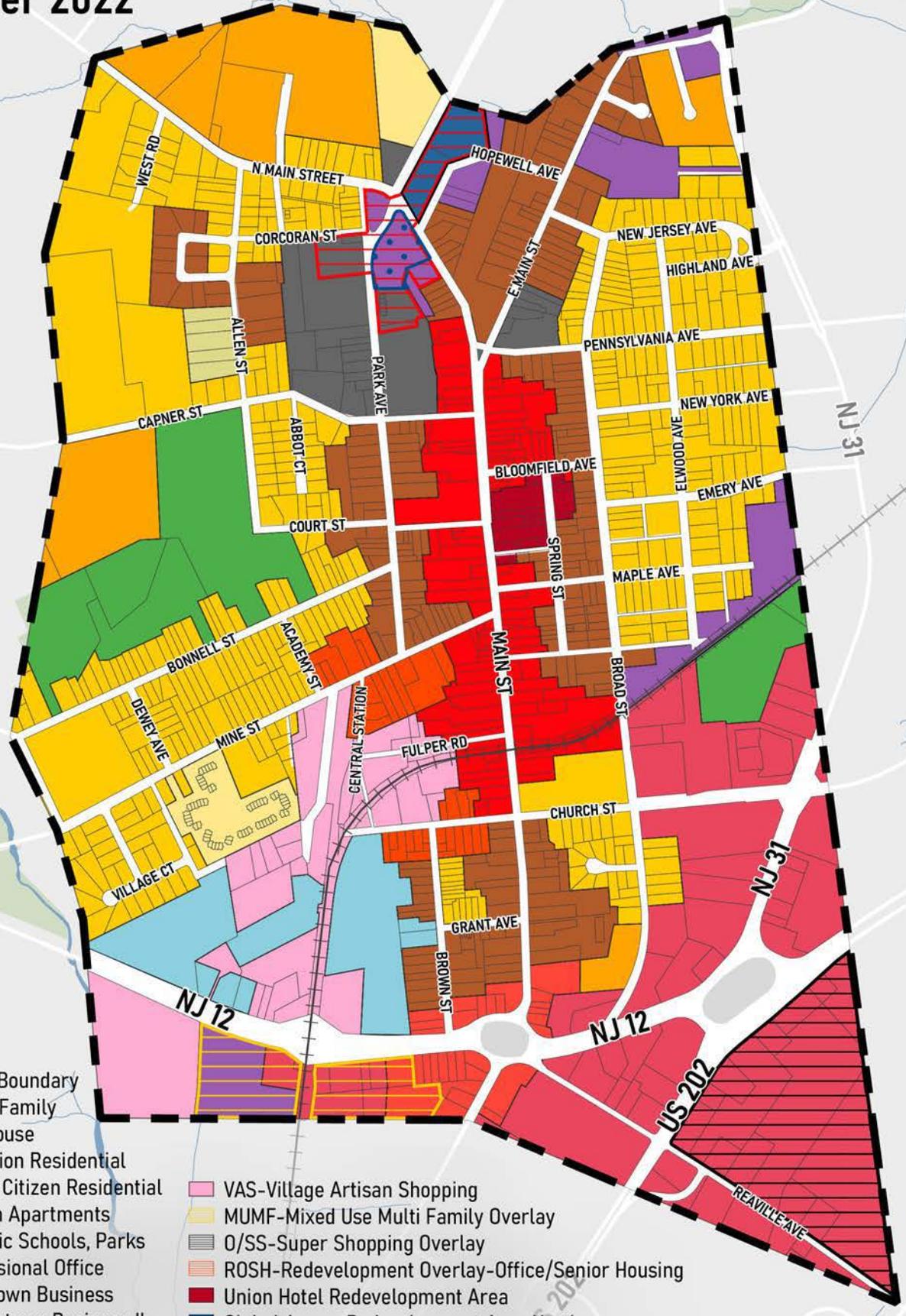
LAND USE	TOTAL PARCELS	PERCENTAGE (PARCELS)	TOTAL ACREAGE	PERCENTAGE (ACREAGE)
Single Family Residential (SF)	494	39%	181	21%
Garden Apartment (GA)	20	2%	43	5%
Downtown Business (DB)	107	8%	42	5%
Downtown Business II (DB II)	38	3%	12	1%
Village Artisan Shopping (VAS)	37	3%	66	8%
Highway Retail (HR)	80	6%	181	21%
Transition Commercial (TC)	25	2%	32	4%
Senior Citizen Residential (SC)	5	0.4%	3	0.4%
Professional Office (PO)	32	3%	20	2%
Community Business (CB)	31	2%	16	2%
Townhouse Residential (TH)	58	5%	12	1%
Public Schools/Parks (PS/P)	9	1%	36	4%
Transition Residential (TR)	265	21%	87	10%
Union Hotel RD Area	15	1%	66	8%
Global Agway RD Area	3	0.2%	43	5%
Liberty Village RD Area	8	1%	23	3%
Super Shopping Overlay (O/SS)	16	1%	32	4%
Redevelopment Office/Senior Housing Overlay (ROSH)	14	1%	11	1%
Mixed-Use Multi-Family (MUMF)	11	1%	13	1%
TOTALS	1268		863	

ZONING MAP BOROUGH OF FLEMINGTON

December 2022



POLICY
PLANNING
DESIGN



LEGEND

- Municipal Boundary
- SF-Single Family
- TH-Townhouse
- TR-Transition Residential
- SC-Senior Citizen Residential
- GA-Garden Apartments
- PS/P-Public Schools, Parks
- PO-Professional Office
- DB-Downtown Business
- DB II-Downtown Business II
- TC-Transition Commercial
- HR-Highway Retail
- CB-Community Business
- VAS-Village Artisan Shopping
- MUMF-Mixed Use Multi Family Overlay
- O/SS-Super Shopping Overlay
- ROSH-Redevelopment Overlay-Office/Senior Housing
- Union Hotel Redevelopment Area
- Global Agway Redevelopment Area North
- Global Agway Redevelopment Area South
- Liberty Village Redevelopment Area



DATA SOURCE: NJGIN 2021 Hunterdon County Parcels; NJDEP 2021 Statewide Open/Green Space; NJDEP 2007 Wetlands; NJDEP 2015 Land Use/Cover; NHD 2002 Streams; FEMA 2012 Flood Hazard Data; NJDEP 2017 Wetlands; This map was developed using NJDEP, NJGIN, NHD, & FEMA Data, but this secondary product has not been NJDEP, NJGIN, NHD & FEMA verified and is not State authorized.

CONSISTENCY BETWEEN EXISTING LAND USE AND ZONING

The Borough's existing land use and zoning are largely consistent with each other. The consistency between the Borough's land use and zoning can be seen in greater detail when comparing the parcels and acreage of each. For the purposes of this comparison, the parcels located in the zoning overlays are not included so the total number of parcels is consistent between the land use and zoning data groups. As mentioned previously, the area of the roads is included in the total acreage of the zoning districts, therefore acreage will not be used to compare the existing land use and zoning.

The PS/P Zoning District does not encapsulate all the public property in the Borough. As shown on the Zoning Map, there are only 2 PS/P districts, while there are over 40 parcels used for public purposes. This may appear to be evidence of a discrepancy between the land use and zoning, however municipal uses are permitted in almost every zoning district. Therefore, the municipal land uses that exist in the commercial and residential districts are not inconsistent with the respective zoning regulations. Similarly, cemeteries are permitted in the SF District and make up a large portion of the eastern SF District. Although at first glance this may appear to be a mismatch between the existing land use and the zoning, it is not because cemeteries are permitted in the SF Zone.

The two predominant land uses in the Borough are residential and commercial. Of the total number of parcels in the Borough 69% are used for solely for residential purposes. This does not represent any mixed-use properties that may contain commercial uses on the ground floor and residential uses on the upper floors. Of total number of parcels in the Borough, 68% are zoned for residential uses, which includes the Single Family (SF), Garden Apartment (GA), Townhouse (TH), Senior Citizen (SC), and Transition Residential (TR) Zoning Districts. Additionally, the Union Hotel, Global Agway, and Liberty Village are included. The number of parcels zoned and used for residential uses is consistent.

Of the total number of parcels in the Borough, 20% are used for commercial uses. Of total number of parcels in the Borough, 28% are zoned for commercial uses, which include the Downtown Business (DB), Downtown Business (DB II), Village Artisan Shopping (VAS), Highway Retail (HR), Transition Commercial (TC), Professional Office (PO), and Community Business (CB) Zoning Districts. There is a slight mismatch between the number of parcels used for commercial uses and the number zoned for commercial uses. A possible explanation of the discrepancy is the diversity of land uses found in the DB Zoning District. The built environment along Main Street consists of multiple uses including commercial, residential, and public uses. The DB Zoning District encapsulates the portion of the Main Street corridor that has the most diverse land uses. A wide variety of uses are permitted in the DB District; therefore, the discrepancy does not indicate a lack of consistency between the number of parcels zoned and used for commercial uses. Additionally, the Union Hotel Redevelopment Area contains commercial components, which further supports the discrepancy does not indicate a lack of consistency.

SINGLE FAMILY RESIDENTIAL (SF) DISTRICT

Lands in this zone district have historically, and continue to, host the vast majority of the Borough's single-family units. The purpose of the Single Family Residential (SF) District is to provide locations for detached residential dwellings. The SF District is one of the largest districts in the Borough with over 180-acres with this zoning designation. Single-family homes are the predominant use in the SF Zoning District and these areas flank the commercial and Transitional Residential District that are oriented along Main Street. The District hosts a variety of architectural styles, from some of the most historic homes with, for example, Victorian architecture, to smaller "post-war" homes that were built in the mid 1900's.



Single family home in the SF District

The permitted uses in the district include not only single-family detached homes, but also places of worship, ECHO housing, cemeteries and municipal uses. Conditional uses include accessory apartments and public and private non-profit day schools. With a minimum lot size of 11,250 square feet, this is the lowest density residential district, which is reflective of the existing larger lots and larger homes.

The residential character of this district should be maintained so that it can continue to provide quality of life, as measured by pleasing and often historic homes, walkability and connection to the Borough's downtown, Stangl Road and parks, and generally free of significant traffic and truck traffic. **The SF District remains appropriate, and changes to the zone boundary are not proposed.**

TRANSITION RESIDENTIAL (TR) DISTRICT

The purpose of the Transition Residential (TR) District is to provide for a medium density residential district of single family detached and two-family dwellings located between commercial districts and the SF District. The TR District contains many of the historic homes within walking distance of the Main Street commercial corridor and Stangl Road. It is often located in areas between a nonresidential district, such as the DB District, and the SF district. In this capacity, it fulfills its name and serves as a transition between the downtown and the SF District, as it permits more intense residential land uses and smaller lots.

The permitted uses in the district include single-family detached homes, two-family homes, places of worship, ECHO housing, cemeteries and municipal uses. Conditional uses include the conversion of a single-family home to a two-family home, bed and breakfasts and public and private non-profit day schools. Permitted residential densities vary from 9,000 square feet for a single-family home to 15,000 square feet for a two-family home (7,500 per unit). **The standards for this zone district should be amended to eliminate the two-family homes as a conditional use, since two-family homes are already listed as permitted uses.**



Residences in the TR District

TOWNHOUSE RESIDENTIAL (TH) DISTRICT

The purpose of the Townhouse (TH) Residential District is to accommodate townhouse dwellings at a density of six units per acre with common open space and amenities in a planned environment. The TH District includes two developments - Coppermine Village and Victorian Square. Permitted uses include townhouses and municipal uses. Public and private non-profit day school are the only conditional use permitted in the district.

As further discussed in the SC District section, Martin Village, a townhouse development along Allen Street and William Martin Way, currently in the SC Zoning District, is occupied by a family townhouse development. **These lands (Block 2, Lots 44-47 and 23) in the SC District should be rezoned to the TH Townhouse Residential District since the zone standards most closely resemble that which has been constructed.**



Residences in the TH District

GARDEN APARTMENT (GA) DISTRICT

The purpose of the Garden Apartment (GA) District is to provide for multi-family housing in a garden apartment configuration at a density not to exceed 24 units per acre. Permitted uses include multi-family dwellings and municipal uses; there are no conditional uses. There are three GA Districts in the Borough, and are located on the Borough's outer fringes, including the north end of Main Street, Capner Street, the southern end of Broad Street and at the northeast end of East Main Street adjacent to Route 31. These areas include Hunterdon Mews, Flemington Arms, Prospect Hill, Madison Arms and Regional Court Apartments.

The GA District remains appropriate, and changes to the zone boundary are not proposed.



Residences in the GA District

SENIOR CITIZEN RESIDENTIAL (SC) DISTRICT

The purpose of the Senior Citizen Residential (SC) District is to provide a development zone in a limited area for the creation of age-restricted dwelling units to fulfill the needs of senior citizens by allowing them to remain in their community by reducing housing costs and maintenance responsibilities and to provide age-restricted housing affordable to senior citizen households of low and moderate income.

This district is located along Allen Street and William Martin Way (Block 2, Lots 44-47 and 23) in the northwest part of the Borough. It hosts one development known as Martin Village. While this development was originally approved as development restricted to seniors, it was later converted to a family development. **The lands in this existing SC District should be rezoned to the TH District in order to correct the mismatch between the existing family residential development and zoning standards.**

It is also recommended the senior development located at the corner of Church Street and Broad Street, the Herman E. Kapp Senior Residences (Block 39, Lot 5) be rezoned from the current HR District to the SC district in order to correct that mismatch of the existing senior multi-family housing and commercial zoning standards.



Residences in the SC District



Herman E Kapp Senior Residences

ROSH – REDEVELOPMENT OFFICE/ SENIOR HOUSING OVERLAY DISTRICT

The purpose of the Redevelopment Office/Senior Housing Overlay Zone is to provide alternative uses for the area generally bounded by portions of the following roads: Walter Foran Boulevard, Hopewell Avenue, and Park Avenue, including the Global Agway Redevelopment Area. The permitted uses include assisted living facilities, senior housing, and limited retail sales.

The ROSH Overlay remains appropriate; however, the Borough should adjust the boundaries to reflect any redevelopment that occurs pursuant to the Global Agway Redevelopment Plans.



Undeveloped land in the MUMF Overlay



Land in the MUMF Overlay

MIXED-USE MULTI-FAMILY (MUMF) OVERLAY DISTRICT

The purpose of the Mixed-Use Multi-Family (MUMF) Overlay District is to provide for a zoning alternative for the south side of Route 12 and west of South Main Street that emphasizes mixed uses and inclusionary multi-family housing with adequate pedestrian and bicycle connections to the VAS zone and transit services. The overlay district provides an optional set of development regulations that permits an added mix of uses and intensity of development as an incentive to assemble substandard lots. Permitted uses including, but are not limited to, multi-family housing, retail, restaurants, theaters, galleries, indoor and outdoor recreation, medical offices, and higher education. The minimum lot area is 20,000 s.f., except for multi-family housing which requires an acre of land.

Block 45 Lot 100 is occupied by the Black River and Western Railroad and is surrounded by the MUMF Overlay to the east and west. **The MUMF Overlay should be expanded to include Block 45 Lot 100.**

The area along Route 12 and west of South Main Street, which includes but is not limited to this overlay district, should be evaluated to determine how redevelopment in this area can be best accomplished to meet Borough goals for nonresidential uses that complement the Borough's downtown revitalization efforts. In particular, the TC District should be considered for this area. See the TC District discussion for additional detail on permitted uses and other zone standards.

DOWNTOWN BUSINESS (DB) DISTRICT

The purpose of the Downtown Business (DB) District is to provide for a mix of uses, predominately commercial, residential (apartments on the second and upper floors), and municipal uses, in the central core of the Borough. There is one DB District and it is located in the central core of the Borough, along Main Street, encapsulating the Borough's historic downtown.

The District is the majority of the Borough's downtown and permits a variety of retail, office, and service uses. Additionally, residential uses, in the form of apartments, are permitted on the second and upper floors of principal buildings. The District permits a variety of retail, office, and service uses. Conditional uses include bed and breakfasts and public and private nonprofit day schools. Additionally conditional uses include cannabis retailer/dispensary and cannabis cultivator. The District does not have a maximum floor area ratio; however, the maximum impervious cover is .75 for commercial uses and .80 for municipal uses.

The District's standards should be amended to allow first floor residential uses as a conditional use. First floor residential uses in the downtown are appropriate where they do not disrupt first floor active commercial uses; as such, first floor residential uses may be appropriate where they do not face a public street or where the unit occupies a minimal area to accommodate the residential entrance. Due to the presence of existing residences in the DBII district, conditions for first floor residential uses should be more flexible in this district than the DB district.

Additionally, uses that are not active, such as offices, that disrupt first floor commercial activity should be converted to conditional uses. Similar to residential uses, these uses may be appropriate in upper stories, where they do not face a public street or where the unit occupies a minimal area to accommodate the entrance. Additionally, the district should reflect the existing office buildings in the district by stating those existing as of the date of the implementing ordinance may remain as permitted uses.



Commercial uses in the DB District



Restaurant in the DB District

The Borough should add permitted uses in the DB and DB II Districts that would advance the Borough's downtown development goals of attracting residents and visitors and creating an active downtown, especially during nights and weekends. Example uses include theaters (stage and movie), fitness-oriented centers (yoga, Pilates, etc.), and personal services. Theater uses are complementary to the art and retail uses in the zone would contribute toward establishing a stronger reputation for the Borough as a destination. Furthermore, these uses are appropriate for the building types and configurations in this District.

The bulk standards should be revised for predictability and to permit strategic increases in density and intensity. The Borough should revise the bulk standards to better encourage development to be consistent with the district’s development pattern and incentivize redevelopment in appropriate locations. Increases in permitted density or height should not upset the existing historic fabric of the district’s frontages.

- **The front yard setback requirement should be changed to require the facade of the site to align with that of one or both neighboring properties (not including stairs, porches, etc).** While the zoning currently states the front yard depth may be reduced to the average of the setbacks from the street line of existing buildings on both sides of the proposed building, the smaller setback is voluntary and therefore the district permits buildings to be setback significant distances from the street and potentially in contrast with adjacent buildings. The change to the setback will create a cohesive street wall between existing and proposed buildings, eliminating the potential for new buildings to be set back from the street such that they create a void in the commercial activity.
- **The Borough should conditionally permit buildings of up to four (4) stories where the development advances other Borough goals,** such as providing parking which serves the surrounding area, providing affordable housing, and/or providing recreation or entertainment space (open space, plaza, etc.). Additionally, any increase in building height in the district must be sensitive to the historic buildings and nearby residences – many of which are two, or perhaps three, stories.

The purpose of the DB District should be updated to reflect the purpose of the District, it appears the purpose references the DB II District.

The Borough should continue to require cross access easements and connections between properties for parking, circulation, and pedestrian access. Doing so will promote pedestrian and bicycle safety, an enhanced streetscape, and may reduce vehicle trips as motorists will be able to traverse the parking areas rather than Borough streets in search of parking.

The portion of the Cut Glass site in the DB District, Block 38, Lots 6 and 7, as well as lots to the south should be rezoned from the DB district to the TC district. However, it is recommended that a DB District overlay be applied to Block 38, Lots 6, and 7, and the adjacent retail center – Block 38, Lot 19. This change would allow for alternative permitted uses to be developed on the properties without creating nonconforming uses.



Main St streetscape in the DB District

DOWNTOWN BUSINESS II (DBII) DISTRICT

The purpose of the Downtown Business II (DBII) District is to provide for mixed uses in the traditional business and governmental center of the Borough and is a transitional area between the Downtown Business (DB) Zoning District and the Village Artisan Shopping (VAS) Zoning District.

There are two areas of this district, both extend the commercial district west of the Main Street core and connect to the VAS District. The District permits a variety of retail, office, and service uses. The permitted uses are similar to the DB Zoning District, however the DB II District permits funeral homes and crematoriums, where the DB District does not. Conditional uses include bed and breakfasts, public and private nonprofit day schools, structured parking, cannabis retailer/dispensary and cannabis cultivator. The District does not have a maximum floor area ratio; however, the maximum impervious cover is .75 for commercial uses and .80 for municipal uses.

For recommendations to the DB II Zone District boundary please refer to the discussion in the DB District section.

COMMUNITY BUSINESS (CB) DISTRICT

The purpose of the Community Business (CB) District is to provide a mixed-use zone combining a number of different residential housing types, retail sales and services limited to the everyday needs of residents and small-scale office uses.

This district is located at the southern end of the Borough around the Rt. 12 traffic circle where it functions as Flemington's southern gateway. There exist a variety of building types and uses such as residential, offices, car repair and sales and retail. Conditional uses include conversion of single-family homes to two-family homes and banks and similar facilities. The maximum floor area ratio for commercial uses is .20 and is .25 for municipal uses.

The CB District remains appropriate, and changes to the zone boundary are not proposed.



Vacant commercial use in DBII District



Commercial uses in the CB District

VILLAGE ARTISAN SHOPPING (VAS) DISTRICT

The purpose of the Village Artisan Shopping (VAS) District is to include the majority of the destination oriented retail outlet shopping in Flemington. This district is highway oriented but is designed to encourage walking from store to store once the destination has been reached. It contrasts with the more pedestrian oriented shopping in the Downtown Business district and the more highway oriented shopping in the Highway Retail zone. The district is also intended for artisans who sell or produce arts and crafts and offer instruction (subject to terms of conditional use for manufacturing). Permitted uses in the District include a variety of retail uses, limited service uses and municipal uses. Conditional uses include, bed and breakfasts, corporate offices, artisan manufacturing, cannabis retailer, and cannabis cultivator. The maximum permitted impervious coverage is .80.

The addition of complementary uses to VAS District, including land uses that facilitate additional demand for businesses, would enhance the District's short- and long-term viability. **The VAS District should be amended to permit additional entertainment and destination uses, such as theaters (movie and stage), galleries, and indoor recreation (children's bounce, sports training, bowling, etc.), and fitness-oriented centers (yoga, Pilates, etc.).** This change will reinforce the district's draw as a destination. However, any such use should be designed to complement the walkability of the district and should be integrated into the district in terms of circulation, scale and character. Additionally, the district should be amended to expand the permitted accessory uses. Structured parking should be permitted, so as to promote greater land use efficiency, and outdoor amenities, such as fountains, sculpture, carousels, etc., should be specifically permitted to create more appealing and meaningful gathering places. **Houses of worship should be removed as a permitted use in the VAS District.**

Residential uses in this area would create the opportunity for additional residents to be within walking and biking distance of the shops, services and activities in the zone and the downtown and would therefore make these commercial areas more accessible and convenient to a larger number of people and help counter the advantage of



Commercial uses in the VAS District

convenience much of the area's highway retail enjoys. **Upper story residential uses, particularly live/work units, should be permitted in the VAS District.** The impacts of live/work residential units are far less, and less likely to produce significant change, in comparison to traditional residential units. The zoning should permit residential uses on upper stories of commercial space or where they would not disrupt active commercial streets or walkways.

A set of standard signage ordinance, lighting standards, circulation standards (including cross access parking, pedestrian and vehicular) landscape requirements, and streetscape standards should be established for the entire VAS district. This should also include street furniture such as benches, trash and recycling containers and bike racks.

The southern portion of the VAS district are located in the Special Flood Hazard Area (formerly referred to as the "100 year floodplain"). Any redevelopment of these areas should be sensitive to flood conditions to reduce environmental impact and impact on neighboring properties, and to address safety and accessibility concerns during flood events.

The purpose of the VAS District should be corrected to remove the site plan standards and to reflect that the district is now predominantly oriented toward Mine Street, rather than Route 12.

HIGHWAY RETAIL (HR) DISTRICT

The purpose of the Highway Retail (HR) District is to encompass existing highway-oriented retail development concentrated around Rt. 31 and Rt. 202. This District contrasts with the more pedestrian- and destination-oriented shopping of the Downtown Business and Village Shopping zones. The district is also intended to include more intensive office uses than permitted by the Professional Office zone.

Permitted uses in the district include retail, office, recreation, municipal uses, and senior housing. Conditional uses include service stations, hotels/motels, automotive body repair, communication towers, and cannabis retailer and cultivator uses. The maximum permitted floor area ranges from .20 to .25, depending on the use.

In support of the Borough's downtown development goals, the HC District should be replaced with the TC – Transition Commercial District on lots which are located south of Route 12 and west South Main Street. This change will facilitate greater concentration of retail and restaurant uses within the downtown and Stangl Road and within the existing concentration of highway oriented retail uses along Routes 202 and 31. See also the TC district recommendations herein.

Additionally, the HR district should be expanded along Reaville Avenue west to South Main Street (currently the CB district). Given the shared parking lot and access between the lots in the CB and HR Districts, these lots function and appear as a single tract. This change will create commercial opportunities consistent with and complementary to those adjacent along Reaville Avenue and will eliminate any conflicting regulations applicable to the area.

The Spice Factory and adjacent Herman E. Kapp Senior Residences on Church Street should be rezoned, correcting the mismatch between the existing/anticipated development and the HR District purpose and regulations. Senior housing may have been added to the permitted uses in order to accommodate the development at Church Street and Broad Street, the Herman E. Kapp Senior Residences. This use, however, is not appropriate for other areas of the HR district due to the District's location which is almost exclusively



Spice Factory building in the HR District

segregated from the downtown by State highways and due to the Borough's desire to retain the HR District for highway oriented retail and office uses. As such, the **Herman E. Kapp Senior Residences (Block 39, Lot 5) should be rezoned from the current HR District to the SC district in order to correct that mismatch of the existing senior multi-family housing and commercial zoning standards. Additionally, senior housing should be removed as a permitted use in the District.**

In regard to the Spice Factory (Block 39, Lot 3), this site was granted a use variance for multi-family housing and nonresidential uses. This lot, as well as the surrounding commercial lots along the same sides of Church Street and Route 12 should be further evaluated for amended zoning. **The commercial uses in this area of Church Street have struggled with vacancy, suggesting lacking retail demand for the area and/or the particular site conditions. The Mixed-use Multifamily Overlay Zone, or similar zoning that permits the approved multi-family use as well as new commercial uses may be appropriate for the area.**

The O/SS Overlay standards should be incorporated into the HR District, simplifying the Borough's Ordinance. See also the O/SS discussion recommendations herein.

The various use bulk standards of the HR District should be combined, simplifying the Borough's Ordinance. Various permitted commercial uses, for example retail, office, hotel/motel, have different bulk standards. The standards should be evaluated and combined where appropriate, simplifying the Borough's Ordinance and lowering barriers for development.

SUPER SHOPPING (O/SS) ZONING OVERLAY DISTRICT

The purpose of the Super Shopping (SS) Overlay District is to provide for the redevelopment of southern portion of the Highway Retail Zone that was characterized by small lots or abandoned and vacant land. The overlay district provides an optional set of development regulations that permits an added intensity of development as an incentive to assemble substandard lots. The added intensity is not particularly significant as it grants .02 increase in floor area ratio and 5% increase for impervious cover for retail uses; however, the HR district permits more intensity for office uses in the district.

The overlay zoning was utilized by the retail development along Reaville Avenue, with the result being an aesthetically appealing retail development whose character and intensity is complementary to surrounding land uses. **The O/SS Overlay should be eliminated, and the standards should be incorporated into the HR District.**



Commercial uses in the HR District



Commercial uses in the HR District

TRANSITION COMMERCIAL (TC) DISTRICT

The purpose of the Transition Commercial (TC) District is to provide areas for more intensive commercial uses commonly with a wholesale component or outdoor storage which were developed in proximity to rail lines or highways.

The Transition Commercial (TC) district is located in five areas of the Borough. There are a large number of permitted uses in the district, including but not limited to: specified retail stores, beauty and barber shops, professional offices, medical and dental offices, daycare centers and municipal uses. The district permits a maximum floor area ratio of .22 for retail uses and .25 for municipal uses. The lands in this district are typically adjacent to residential uses and are historically used for nonresidential uses.

Given the large number of permitted uses in the TC District, the permitted uses should be amended to exclude retail and services uses which are best concentrated in the Borough's Downtown and VAS districts. The extensive public outreach conducted emphasized the importance of the commercial uses in the downtown and VAS District for quality of life. The TC district provides areas for more intensive commercial use and is generally located along the periphery of the Borough. While the district permits a variety of retail, service, office, and light industrial use, the predominant uses existing in the zone are office and light industrial uses. Notwithstanding, the TC district's permitted uses include a variety of retail and service uses that are more appropriate for the Downtown and VAS districts, whose purpose is to serve as a walkable destination and draw to residents and visitors alike. Retail and service uses in the TC districts will undermine Borough efforts to create a vibrant downtown with a concentration of active uses in the downtown and along Stangl Road. Despite their status as permitted uses, few of these retail and service uses are currently located in the TC district.

The TC District's permitted uses should be revised to include uses such as office, professional services, medical uses (office, laboratory and support), light industrial, repair facilities, indoor/outdoor recreation, community centers, gathering spaces, theaters, and higher education.



Building in the TC District

These uses will accommodate the majority of existing uses in the district and are appropriate in areas that are not solely dependent on pedestrian or bicycle traffic. Additionally, they are well suited to the existing stock of larger buildings and tracts, as compared to the downtown and Stangl Road. Notwithstanding, any use which relies on truck traffic should be limited to places where direct access to the regional road network is provided.

These regional uses would create new educational, cultural, recreation, entertainment and/or employment opportunities for Borough residents and visitors and would enhance the Borough's reputation as a destination. The new recreation and entertainment uses would also respond to the community input seeking more entertainment in the Borough. This recommendation is consistent with the County CEDS recommendation for Raritan Valley Community College (RVCC) to create a satellite campus in Hunterdon County. Flemington would be an excellent location for RVCC – or most higher education uses - since it is centrally located in the County, the County seat, offers a vibrant downtown for students and employees, and may be transit accessible in the future. These regional uses attract people who may need a place to stay overnight and/or have spare time to shop, eat at local restaurants, and visit local services. Additionally, this area's proximity to Routes 202 and 31 makes it easily accessible via car and group bus to those from



Hunterdon County Courthouse in PO District

outside of Hunterdon County.

Residential land uses may be considered under conditions that might relate to present residential uses, large tracts of land, and for transition purposes to create a cohesive land use pattern. Additionally, residences existing as of the date of an amended ordinance should be permitted so as to eliminate residents requiring a use variance for improvements.

There are various recommendations herein to rezone parcels to the TC District. While detail on these areas can be found in discussions of other zone districts, they are summarized as lands along Route 12 (MUMF

Overlay), lands along Park Avenue (PO District), and the southern portion of the DB District.

PROFESSIONAL OFFICE (PO) DISTRICT

The purpose of the Professional Office (PO) District is to provide an area in close proximity to the county courts and administration offices. The Professional Office district would provide an area for law, title, paralegal, and similar offices as the need for such uses grow with an expanding county population. Permitted uses in the District include a variety of office, a limited number of service uses and municipal uses. Conditional uses include public and private nonprofit day schools, cannabis cultivator, and medical cannabis cultivator. The maximum permitted floor area ratio is .22 for office uses, and .25 for municipal uses.

Changes in the office market demand, where countywide trends indicate less demand for office space, were and continue to be exacerbated by the Covid Pandemic. The need for physical office space has decreased with the rise of remote workers and hybrid in-office options. Prior to the pandemic, in 2014 the Hunterdon County Comprehensive Economic Development Strategy noted that the office market in Hunterdon County (now nearly 10 years old) was contending with a relatively high vacancy rate among traditional professional office buildings. As such, the intention of the PO District was never realized.

Given the declining demand and the state of the office market, the PO District should be eliminated. Unless otherwise noted herein, it is recommended that PO District lands be rezoned to the TC district. This zone district permits nearly all PO District permitted uses and includes similar bulk standards. Additional detail on the recommended rezoning is below and can be found in the TC District sections herein. This process has already begun with a change in the summer of 2022 that rezoned several parcels at the northern portion of Main Street from the PO District to the DB District, essentially expanding the DB District north to the Veteran's Memorial Statue. The permitted uses in the DB District allow for more viable land use options, which is important given the state of the office market as it exists today. **The Veterans Memorial Statue parcel, Block 6.01 Lot 1,**

should be rezoned from the PO District to the DB District. This lot was inadvertently excluded from the recent rezoning.

The largest and most consequential PO District is located along and proximate to Park Avenue (as well as parts of Capner Street and Corcoran Street) and includes a mix of the County Courthouse and associated buildings, residences, office buildings and vacant land. Given the lack of demand for professional office space, this area should be rezoned to accommodate new uses that reflect the existing office uses, nearby existing residences, and Borough policies which support uses which are complementary to retail and restaurant uses in the downtown and along Stangl Road. This area should be considered for the TC District. The Borough may also consider the TR District for lots which are adjacent to or host single family residential uses. Expansion of the TC District in this area offers the opportunity to reimagine significant Borough assets including the county jail facility, while offering more opportunities for development that is constrained by the current zoning. Additionally, opportunities for locating and encouraging recreation, higher education, gathering places, etc. can be pursued in the location, given the recommendation of these use to the District's permitted uses.

PUBLIC SCHOOLS, PARKS (PS/P) DISTRICT

The zone is established to recognize two areas in the Borough used for public purpose. These include the Reading-Fleming Middle School, Tuccamirgan Park, Green Acres Park, and the Flemington Swim Club on the west side of the Borough, and Memorial Park on the east side of the Borough. Permitted uses include public schools, government uses and private swim clubs. The PS/P Zone does not include a maximum floor area ratio; however, the maximum building coverage is .25 for parks and .5 for public schools.

The lands in this district represent the largest resources of public open space and outdoor recreation in the Borough. Additionally, they offer the only natural areas of significant size in the Borough and thus provide habitat for plants and animals and create the opportunity for residents to experience the natural world and local ecosystem.

Given the continued vacancy of the Flemington-Raritan Community Pool and the desire for quality recreation in the Borough, the list of permitted uses in the PS/P District should be expanded to include additional recreation opportunities and community spaces, such as but not limited to gathering spaces, additional forms of indoor recreation (racket and paddle sports, etc.) and additional forms of outdoor recreation (sports fields, walking paths, etc.). This change is intended to encourage new use and life to be brought to this vacant community asset.



Tuccamirgan Park in PS/P District

UNION HOTEL REDEVELOPMENT AREA

The Union Hotel Redevelopment Area (Courthouse Square) consists of Block 22, Lots 4-15; Block 23, Lots 14 and 1, Block 24, Lots 1, 2, 3, 5. This redevelopment area is located in the central portion of the Borough on Main Street, in the historic downtown. It is subject to an Amended Redevelopment Plan adopted in September 2021. This 3.92-acre area will be redeveloped with multi-family housing, hotel, commercial and structured parking, as well as a public plaza that will connect Main Street and Spring Street. Amended Site plan approval was granted in 2021, consistent with the Amended Redevelopment Plan.

The Union Hotel Redevelopment Area envisions a transformation and restoration of the former Union Hotel and adjacent parcels in the Borough's downtown. The redevelopment area is currently occupied by the dilapidated Union Hotel, a surface parking lot, and vacant commercial spaces including the regionally known Flemington Furs, which has been vacant for a handful of years. The redevelopment concept details the restoration of the Union Hotel building, the Potting Shed, and the Borough's police building, as well as the construction of two new mixed-use buildings. The development proposal consists of a 100-room hotel, over 20,000 square feet of commercial space, 206 multi-family and townhouse residential units (of which 14 units are affordable), structured parking, a public plaza, and enhanced pedestrian connections.

The redevelopment of this area, which is ongoing as of the adoption of this Master Plan, will revitalize a prominent portion of Main Street and the one of the most notable historic buildings in the Borough, the Union Hotel. It is anticipated that redevelopment of this critical stretch of Main Street will serve as a catalyst for vibrancy where it is missing in the DB and DB II district and economic development in the Borough. The injection of population from the hotel and housing units will add more people to the Borough who are within easy walking distance to shops, services and restaurants and more life to downtown streets.



Flemington Police Department



Union Hotel Redevelopment Rendering

GLOBAL AGWAY REDEVELOPMENT AREA

The Global Agway Redevelopment Area consists of Block 5, Lots 1, 2; Block 14, Lot 1. This redevelopment area is located in the northern portion of the Borough and is subject to a Redevelopment Plan adopted January 2017 and an amended Redevelopment Plan addressing Block 5, Lots 1 and 2 adopted in July 2020. This 5.6 acre area is zoned for predominantly residential uses consisting of townhouses and multi-family housing. Site Plan approval was issued in August 2022 for development of 100 housing units in an inclusionary multi-family development on Block 5. A developer has expressed interest and is pursuing a redevelopment of Block 14.

The Global Agway Redevelopment Area, envisions an extension of the mixed-use character found along Main Street. Resulting in a welcoming defined gateway to the Borough. The northern portion of the site is currently occupied by four vacant buildings and an associated surface parking lot. An amendment to the Global Agway Redevelopment Plan, which details the creation of 100 apartment residential units, with a 15% affordable housing set-aside, resulting in 15 affordable units, is proposed for the northern portion of the Redevelopment Area. The proposed development creates a hard edge along Walter Foran Boulevard, framing the street, signaling the entry into a distinct built environment. Overall, the development serves as an important transition point to the historic character of the Borough's downtown. The architecture of the proposed development, specifically the brick materials and decorative elements, are a nod to Flemington's historic character and help ease the visual transition to the predominant character of downtown. The proposed tower further enhances the feelings of arrival, solidifying the proposed development as the Borough's northern gateway.

It is anticipated this redevelopment area will be developed largely or exclusively with multi-family and townhouse units. While located in the northern portion of the Borough, residents in this area will be within walking distance to the commercial downtown and less than a mile from commercial uses along Stangl Road. As such, these housing units will also contribute to vibrancy and economic development in the Borough.



Building in Global Agway RD Area



Building in Global Agway RD Area



Building in Global Agway RD Area

LIBERTY VILLAGE REDEVELOPMENT AREA

The Liberty Village Redevelopment Area consists of Block 35, Lots 22, 23, 24, 25, 31, 53, 54, 69, 70, 71. This redevelopment area is located in the southern portion of the Borough and is subject to a Redevelopment Plan adopted in December 2021. This 23-acre area is zoned for predominantly residential uses consisting of townhouses and multi-family housing. No site plan approval has been granted, although the Borough has named a designated redeveloper.

The Liberty Village Redevelopment Area which aims to transform and revitalizte an underutilized area in the southern portion of the Borough. The existing use of the Redevelopment Area is almost entirely the Liberty Village Outlet Mall, the nation's first outlet shopping center. As retail trends changed over the decades since construction, the shopping center was no longer viable Large portions of the redevelopment area to the west of Stangl Road are occupied by surface parking lots which are subject to flooding. The proposed development concept aims to create a new residential neighborhood, with a variety of housing typologies, diversifying the Borough's housing stock. An affordable housing set aside of 15% is required for rental units, and a set-aside of 20% is required for for-sale units. Several connections to the existing neighborhoods are proposed along with the development concept, creating an equitable, integrated built environment. Several environmental constraints exist on the site and the developer is working with NJDEP to seek relief from the flood hazard rules, aiming to address the limitations of residential development as a result of flood hazard and associated regulations. Any lands which cannot be developed with residential uses due to the flood hazard area will be utilized for open space and/or recreation. Similar to the Union Hotel redevelopment, the redevelopment of Liberty Village can have transformative effects on the adjacent properties and the Borough at large. The additional residents will infuse additional discretionary spending, or "walking wallets", in the Borough's downtown and provide additional economic support to shops, services and restaurants.



Liberty Village western entrance



Vacant building in Liberty Village

MISCELLANEOUS LAND USE RECOMMENDATIONS

RESTRUCTURE THE PERMITTED USES

The Borough should restructure permitted uses in the various zone districts. Currently most of the Borough’s nonresidential districts permit dozens of uses that are indicated by the Standard Industrial Classification (SIC) codes – four digit numerical codes assigned by the U.S. government to business establishments that identify the primary business. However, since this structure was adopted by the Borough, the SIC codes have been replaced by the North American Industry Classification System (NAICS), an alternative code system for businesses.

In addition to the Borough’s SIC codes being outdated, this structure for permitted uses requires that every conceivable desired use be identified specifically. This creates significant opportunity for new uses and uses mistakenly overlooked uses to be prohibited (consider that yoga studios and farmers markets were relatively rare a decade ago).

An alternative to this structure is to create larger categories of permitted uses. For example, “retail sales” may be permitted and may be defined to include the variety of retail uses currently permitted in the Borough. Retail uses that are undesirable, for example vehicle dealerships in the downtown, may be specifically prohibited. This change would also simplify and shorten the Borough’s zoning regulations.

ENCOURAGE PUBLIC ART

The Borough should permit and encourage public art, such as but not limited to murals and sculptures, throughout the nonresidential and multi-family districts. Doing so will make these areas more interesting and attractive and will remind viewers of the art and culture opportunities in the Borough. Regulations and siting standards should be enacted for the placement of public art. These standards should include, but not be limited to, lighting and adequate setbacks for clear pedestrian passage on sidewalks and driver sight lines.

Sites that might be appropriate for public art include: Borough and Tuccamirgan Parks; Stangl Road; the sides of nonresidential buildings; the streetscapes of commercial districts such as Main Street; and the

“gateways” to the Borough, including but not limited to Main Street near the Route 12 circle, Route 12 near the Paradise Golf Center, and near the intersection of Walter E. Foran Boulevard and North Main Street. Additionally, the Borough should discuss with NJDOT the feasibility of placing art inside the Route 12 or Route 202 traffic circles that meet the agency’s engineering and safety standards. Art at Flemington’s gateways will announce the Borough’s interest in the arts and will communicate that drivers are about to enter a special place.

Vacant storefronts are temporary and will hopefully become a past challenge. However, they can still contribute to an active street if public art is incorporated. The Borough or BID should commission artwork from local artists and high school students to temporarily place in vacant window displays. More broadly, the Borough should establish an arts committee for any municipal art initiatives.

To further encourage new local artists to flourish and establish Flemington as an arts destination, the Borough should support incubator space where entrepreneurial artists can create and display their work, including paintings, drawings, sculptures, song, dance, and theater. There may be opportunity to designate the BID or other organization on such a project. Encourage more pedestrian-oriented events and youth activities. The downtown area should host series of events or youth activities throughout the year that draw or retain foot traffic downtown, especially on evenings and weekends. Successes involving music (i.e. Stangl complex), art galleries, and seasonal events (i.e. car shows, Thursday Night Lights) should serve as inspiration and examples for future events and activities.

PROMOTE COMMERCIAL FAÇADE IMPROVEMENTS

The Borough should encourage owners and tenants to keep their facades which face public lands or ways (streets, open space, parking, etc.) in good condition. Doing so can make businesses more inviting to customers and overall makes the Borough more aesthetically pleasing for foot and vehicle traffic. Eligibility criteria should be developed to ensure the improvements are permanent in nature and will have a positive impact on the Borough's appearance. Additionally, the Borough should consider working with the FCP promote façade improvements through education programs, a grant and/or loan program, and/or other financial incentives.

ENCOURAGE ALTERNATIVE FORMS OF TRANSPORTATION

Efforts to encourage alternative forms of transportation, such as pedestrian, bicycle and mass transit, will also aid in economic development efforts. Such enhancements will make it easier for residents to access jobs, shops, and services without the use of a personal vehicle – with the effect of it being more pleasant to live in the Borough, reducing costs for that access and increasing the appeal of the Borough to businesses. This is particularly useful in the Borough where 9.4% of occupied housing units have no vehicle available and 35.9% have one vehicle available; this should be compared to the County figures of 3.1% (approximately 6% less) and 22.7% (approximately 13% less), respectively .

Enhancing pedestrian and bicycle facilities will make the Borough more inviting to visitors, as it will be easier to traverse various destinations in the Borough. Pedestrian facilities principally include sidewalks, multi-use paths, and crosswalks. Bicycle facilities principally include bike lanes, shared roadways, multi-use paths, and bicycle parking. Note also that pedestrian improvements should account for compliance with the Americans with Disabilities Act (ADA). Such enhancements are consistent with community input that indicated the survey respondents stated “improved walking and biking connections between neighborhoods and destinations such as shopping, services, jobs, and parks” was the second most desired change in the Borough.



Main St building facades

The Borough should enhance pedestrian crossing safety. This includes but is not limited to the intersection of Main Street and Church Street, which experiences heavy pedestrian and vehicle traffic. This intersection, as well as others along Main Street should have improved pedestrian crossing facilities such as crosswalks, pedestrian crossing lights, and bump-outs, as appropriate given the conditions of each location. Note that raised crosswalks may not be appropriate given the cost and concerns regarding street maintenance.



Cyclist & crossing guard

The Borough should retain and expand pedestrian and bicycle access and connections.

Creating safe and convenient connections between destinations is critical to encouraging residents to walk or bike rather than drive. This applies to not only the existing street network, but also multi-use paths. As opportunities arise, the Borough should seek additional connections to Memorial Park via the adjacent development and Broad Street, and should seek to maintain and enhance connections between Main Street and Stangl Road (including but not limited to via Fulper Road).

Any efforts to enhance pedestrian and bicycle facilities should be done in coordination with the County and NJDOT where the applicable roads are under their jurisdiction. **The Borough should advocate to the New Jersey Department of Transportation (NJDOT) to provide pedestrian-friendly infrastructure on and across State routes in Flemington.** NJDOT should add sidewalks, pedestrian crossing signals and crosswalks, benches, and pedestrian-level lighting to Routes 12,

31, and 202. The State already has the policies to implement such improvements: NJDOT approved a complete streets policy in 2009 and a Pedestrian Safety Action Plan Toolbox in 2014. The priorities for improvements should be where existing or permitted residential uses are proximate to commercial uses such as along Route 12.

Additionally, the Borough should facilitate access to bike routes in Raritan Township. The Township’s 2012 Bicycle and Pedestrian Circulation Study recommends connection to Flemington via Walter E. Foran Boulevard, Pennsylvania Avenue, Church Street, Reaville Avenue, Main Street (south of Route 12), and Capner Street. Facilitating bicycle access to the downtown from areas outside of the Borough will not only encourage additional demand for downtown goods, services, and restaurants without vehicle parking demand, but will advance recreation and public health in both the Borough and Township and increase coordination between the two municipalities.

The Borough should continue to advocate for the reestablishment of commuter transit service to Flemington. The addition of rail service to a community can be a significant economic driver as it would drastically enlarge the availability of jobs and services that are accessible without a personal vehicle, making the Borough more attractive to both residents and businesses. Potential sites for a future train station and additional parking should be considered adjacent to the existing rail line. Additionally, the Borough should advocate for additional fixed-route bus service within and to downtown Flemington that provides adequate connections, headways, and operating hours to attract both transit dependent and transit-choice riders. Proven ridership on fixed-route buses is a first step to supporting rail ridership.

MANAGE DOWNTOWN PARKING

To provide additional parking, a reconfiguration of several existing parking areas behind commercial businesses on or proximate to Main Street should be considered, including parking within the interior of Block 21 on the west side of Main Street and parking within the interior of Block 18 on the east side of Main Street. Implementation of this recommendation would create more logical parking arrangements and may increase available parking.

The Borough should consider a parking study to determine to what extent demand may not meet the available supply and/or to determine if additional wayfinding for the available parking is necessary. The Borough should consider whether a parking authority or utility would be helpful to oversee the provision of public parking and parking enforcement. A parking authority or utility oversees the acquisition, creation, maintenance, and enforcement of on or off-street public parking. Additionally, time limits for street parking should be strongly enforced on Main Street in order to encourage use of parking lots and turnover in street spaces. Street parking is better suited for active vehicle turnover than parking lots, which should act as the primary parking location for people working or otherwise spending a full day downtown. People spending just a few hours or less downtown are most likely to visit businesses and inject money into the local economy.

MISCELLANEOUS LANDSCAPE AND LIGHTING RECOMMENDATIONS

The Borough’s plant recommendations should be revised to remove ash trees, which are subject to damage by the emerald ash borer beetle.

Additionally, the Borough’s lighting standards should be revised. The current standards provide several standards depending on the location of illumination and multiple ways to measure the lighting levels for compliance. While it specifies maximum, it does not specify minimum illumination. It is recommended that these standards be simplified to provide minimum illumination for safety and to prohibit excessive illumination, as well as sky glow and light spill on neighboring properties. Lastly, it is recommended the Borough require a “night light” test for all exterior illumination, including sign lighting so that lighting levels, post construction, can be adjusted for compliance as needed.

ENHANCE OPEN SPACE OPPORTUNITIES

The Borough should seek additional passive recreation options. Doing so is consistent with community input that indicated the survey respondents stated “more passive recreation options (walking paths, etc.)” was the third most desired change in the Borough. Additionally passive recreation can be created through open space

created in new development or redevelopment, and may include natural areas as well as plazas. Enhanced opportunities can also come in the form of additional connections to various destinations throughout the Borough, such as connecting the Mine Brook Park in Raritan Township to Tuccamirgan Park in the Borough, or through creation of passive open spaces in locations such as the future redevelopment of Liberty Village.

The Borough should also seek to revitalize the Flemington Community Pool with new recreation uses. Doing so would create a community asset that would expand recreation opportunities for Borough residents. This site offers great promise as having previously served as a recreation site for the Borough that is adjacent to a school and public park and is proximate to residential neighborhoods, Main Street, and Stangl Road.



Vacant Flemington Community Pool

ENVIRONMENTAL CONSIDERATIONS

The Borough should continually monitor state-issued environmental regulations to ensure compliance. This should include stormwater management regulations and flood hazard regulations, at a minimum.

The Borough should reevaluate the impervious cover limitations set forth in Section 2637. This limitation was intended to encourage green infrastructure to address stormwater management. However, the effectiveness of the ordinance has thus far been limited as applicants typically are unable to meet the stormwater management requirements using the nonstructural and green infrastructure methods identified in the Ordinance. The Borough should continue to encourage the use of green infrastructure, but should adjust the ordinance to better account for the development limitations commonly experienced.

The Borough should continue to encourage sustainable development. Recent redevelopment projects included various requirements for sustainable development – such as green building techniques addressing water and energy usage, and requiring LEED compliance (but not certification). The Borough should incorporate sustainable development standards into the Borough code, to the extent legally permissible given prohibitions on adjusting standards contained within the building code. This should include, but is not limited to circulation, open space and offering incentives for meeting sustainable building standards. Additionally, the Borough should incorporate sustainable development standards in any future redevelopment planning, which is not subject to the prohibitions regarding adjustments to the building code.

Support desired development and redevelopment with adequate sewer and water infrastructure and capacity.

The Flemington Water Department (FWD) operates six wells to provide water to Borough residents and businesses. While the entire Borough is located within the service area of the FWD, there remain a limited number of residences served by private wells. The groundwater diversions from these wells and the distribution to customers are regulated by the NJDEP. After identifying a lack of NJDEP mandated water capacity to accommodate existing demand

and future growth, the Borough has, and continues to work diligently to, identify new groundwater sources and is in the process of pursuing additional water sources, including a new well, to serve approved and anticipated development.

The entire Borough is located within the sewer service area of the Raritan Township Municipal Utilities Authority (RTMUA). The sewerage collection system in the Borough was initially installed in the mid-1800's and has expanded over the years to include newer development. The sewage treatment is handled by the RTMUA treatment plant, located in Raritan Township along the South Branch of the Raritan River, and is regulated by the NJDEP. The Borough is pursuing expansion of sewer capacity through infrastructure improvements (reduction of infiltration, for example) in order to adequately serve existing, approved, and anticipated development.

ACCESSORY DWELLING UNITS

Accessory Dwelling Unit's (ADU's) are defined as a smaller secondary home on the same lot as a primary dwelling and having a separate entrance, and kitchen, bathroom, and living space as the primary dwelling. ADU's allow for smaller housing typologies, which can enhance equity and begin to combat historic and existing discrimination in the area through more affordable options. They are also part of a larger conversation in planning that is often referred to as the "missing middle", which refers to the abundance of luxury housing units (for example single-family detached homes well above the median value) and the availability of affordable housing in the community, with few housing options in the middle. Additionally, ADU's can assist seniors as they allow for opportunities to age in place within the accessory unit, or they can provide income for the senior residents that remain in the principal home.

The Borough should investigate the opportunity for ADU's to determine if permitting such units can be accommodated. Any consideration should account for privacy for the principal residence, privacy for adjacent residences, increased activity on the site, and parking.

HAZARD MITIGATION

Climate Change is a major issue that faces not only the United States, but the entire planet. Climate change related risks can be felt across all geographic scales, including at the municipal level in Flemington. The Intergovernmental Panel on Climate Change (IPCC) published a report Climate Change 2022 Impact, Adaptation and Vulnerability, that details risks associated with climate change and categorizes the risks into short, mid, and long term. The Report goes into further detail, stating that global warming is a short-term risk, which can increase the frequency and intensity of climate and weather extremes including heavy precipitation events and droughts. Furthermore, the risks associated with climate change tend to compound one another, and are concentrated amongst economically and socially marginalized urban residents (IPCC, 2022: Summary for Policymakers). The 2021 State of New Jersey Climate Change Resilience Strategy makes a similar point referencing the issue of climate change. Many socially vulnerable populations including low income, and Black, indigenous and people of color (BIPOC) communities already experience socioeconomic and health inequities that can be exacerbated by the increasing climate change risk making it difficult to adapt to changing conditions.

The NJ Climate Resilience Strategy outlines several Climate Change impacts that will affect the State, which include rising temperatures, increasing precipitation, sea-level rise, ocean acidification, decreased water quality, extreme weather, drought, and decreased air quality (State of New Jersey Climate Change Resilience Strategy). The Borough of Flemington will most likely encounter increasing precipitation, rising temperatures, extreme weather, and drought. Hurricane Ida, which first made landfall in Louisiana, made its way across the country and its remnants caused flooding across the Northeastern United States, which directly impacted the Borough in 2021.

BUILD OUT ANALYSIS

As mentioned previously, there are limited growth opportunities due to the Borough's fully developed nature. The current growth opportunities include Church Street/Spice Factory, the Cut Glass site, and the Redevelopment Areas: Union Hotel Redevelopment Area, the Global Agway Redevelopment Area, and the Liberty Village Redevelopment Area. The northern portion of the Global Agway Redevelopment Area (Block 5), Church Street/Spice Factory, the Cut Glass site, and the Union Hotel have received site plan approval. Developer interest has been expressed for the southern portion of the Global Agway Redevelopment Area (Block 14)

The growth opportunities outlined above are predominately residential, although Union Hotel is mixed-use containing a hotel, commercial space, structured parking, and a public courtyard. The following list details the projects, which exceed 10 residential units, that are projected to increase the Borough's housing stock:

- Union Hotel/Courthouse Square – 206 units
- Global Agway North (Block 5) – 100 units
- Global Agway South (Block 14) – up to 115 units (anticipated)
- Liberty Village – up to 460 units
- Church Street/Spice Factory – 100 units
- Cut Glass – 62 units



Stagnant water in the Liberty Village parking lot

Pursuant to the 2020 American Community Survey Data, there are 1,974 housing units in the Borough of Flemington. With the anticipated development outlined above, approximately 1,000 additional housing units may exist in the coming years. Another layer of complexity regarding the fully developed nature of the Borough is that several redevelopment opportunities may come to light in the future, further enlarging the Borough's build-out.

Several of the Borough's growth opportunities are environmentally constrained, for example Global Agway and Liberty Village. Liberty Village is within a flood hazard area and the developer is working with NJDEP to seek relief from the flood hazard rules using creative flood storage techniques. Areas of potential future development face similar environmental constraints, as well as physical constraints. The Route 12 corridor, turntable junction, and the egg auction site are areas of potential redevelopment in the future.

HAZARD MITIGATION IN THE BOROUGH

Severe flooding, from Hurricane Ida, which impacted the Borough in August 2021, is a direct impact from climate change felt at the local level. Based on conversations with the Flemington's Director of Public Works, essentially all of the Borough's roads were underwater due to flooding from Ida. The intersection of Walter Foran and North Main was one location that was impacted most severely by the flooding, given that is a low spot in the Borough, in close proximity to the Bushkill Brook, and is within a 100-year floodplain. Other low points, which experienced impassable flooding include the following intersections: Emery Avenue and Route 31, Reaville Avenue and Route 31, and Route 12 and Jean Smith Lane. The western portion of Route 12, between the municipal boundary and the Black & River Western Railroad, is located in a 100-year floodplain, which in part explains the impassable flooding noted by Public Works.

Socially vulnerable populations often experience the effects of climate change at higher concentrations, and this trend is evident in the Borough. Several multifamily apartment developments, including Copper Mine Village and Madison Avenue Apartments, experienced flooding during Hurricane Ida. Although Public Works did not receive reports of flooding from Hunter Hills, Flemington Arms, and Hunterdon Mews, these communities may have also experienced flooding. Prospect Hill Apartments and Regional Courts did not experience flooding. Although Copper Mine Village experienced flooding during Ida, the department of Public Works states the drainage issues associated with the development have been addressed. The Borough will need to coordinate between the managers and residents of these developments and emergency management to ensure that during future flood events residents receive any advance warning that is possible and receive post-flood information. Additionally, the Borough should coordinate with the managers and owners of the developments on any improvements that may remedy flood concerns and clean-up efforts after flood events.

Although flooding was perhaps the greatest impact felt from Ida, other impacts were also experienced. Other impacts from Ida included infiltration on the sanitary sewer system, flooding in various residential basements, and debris from flooding on

curbs. Homes and businesses across the Borough experienced the impacts of flood water either above ground or as groundwater intrusion. Public Works reports approximately 2500 tons of storm damage were collected from Ida, for which FEMA did provide reimbursement. As of August 2022, the Borough has not experienced additional surface water flooding, based on conversations with the Director of Public Works.

The Borough's past planning efforts related to hazard mitigation include the County Hazard Mitigation Plan and the Green Buildings and Environmental Sustainability Element. The County Hazard Mitigation Plan details the potential vulnerabilities the Borough may face. The Green Buildings and Environmental Sustainability Element provides a policy framework for sustainability in the Borough.

Based on the Jurisdictional Annex for Flemington Borough of the 2016 Hunterdon County Hazard Mitigation Plan, as well as a 2021 Update to the Plan there appear to be several vulnerabilities associated with the Borough. The hazards that were evaluated for the Borough include: dam failure, drought, earthquake, flood, geologic, hurricane, nor'easter, severe weather, severe winter weather, wildfire, disease outbreak, and hazardous materials (2016 Hunterdon County Hazard Pre-Disaster Mitigation Plan). The details of the hazard risk/vulnerability risk ranking can be found in Table 9.10-3 of the 2016 Hazard Mitigation Plan. For most of the hazard types the potential dollar losses to structures vulnerable to the hazard were calculated. Damage estimates were not available for dam failure, drought, nor'easter, disease outbreak, or hazardous materials. The most expensive hazard types in the Borough were wildfires with an estimated potential dollar loss of \$27 million, severe winter weather with \$15.7 million, and flood with \$8.3 million (2016 Hunterdon County Hazard Pre-Disaster Mitigation Plan). The wildfire potential dollar loss reflects the estimated value in the extreme, very high, and high hazard areas. For severe winter weather, the estimate of the potential dollar loss was based on 5% of the general building stock.

The 2021 Update to the Hazard Mitigation Plan, in table 9.10.15, Summary and Evaluation of Action Priorities, lists the following initiatives:

- **Reinforce roofing and glass for Police Headquarters**
- **Backup Power for United Way**
- **Backup Power for St. Magdalen Shelter**
- **Incorporate freeboard in Flood Damage Prevention Ordinance**
- **Developer Disaster Debris Management Plan**
- **Backup Power for Hunterdon Helpline**

The probability of occurrence for the different hazard types was also evaluated, with a majority of the hazard types having a frequent probability of occurring (2016 Hunterdon County Hazard Pre-Disaster Mitigation Plan). A geologic hazard was determined to be rare. Dam failures and earthquakes were determined to have an occasional probability of occurrence. The hazard ranking was calculated for each hazard type with hurricane, nor'easter, severe weather, severe winter weather, disease outbreak, and hazardous materials receiving a high hazard ranking (2016 Hunterdon County Hazard Pre-Disaster Mitigation Plan). Given the factors evaluated, it appears that flooding and severe winter weather are the hazards where the Borough is most vulnerable.

It is noted further in the Plan, that the flooding in the Borough is mainly associated with the inadequacy of surface and subsurface drainage systems (2016 Hunterdon County Hazard Pre-Disaster Mitigation Plan). The flood risks can be depicted in the Environmental Constraints Map attached hereto in the Appendix. The largest flood zones, both 100- and 500-year floodplains, in the Borough are in the southwest portion of the municipality, largely contained within the Liberty Village Redevelopment Area. Additionally, there is a 100-year floodplain in the northern portion of the Borough that extends south along park Avenue and west towards Bonnel Street.

The flood hazard areas are depicted on the Hazard Mitigation Map. The largest flood zones, both 100- and 500-year floodplains, are in the southwest portion of the Borough. This area is partially within the Liberty Village Redevelopment Area and is zoned to permit development of multi-family and townhouse units; the redeveloper will need to address the environmental issues with NJDEP if these lands are to be redeveloped with residential uses. Additionally, there is a 100-year floodplain in the northern portion of the Borough that extends south along park Avenue and west towards Bonnel Street. Additionally, wetlands are depicted on the Hazard Mitigation Map, although they do not present the same level of vulnerability as the flood hazard areas. Critical facilities, including the Borough's schools, and county facilities are also depicted on the Hazard Mitigation Map.

Although there has not been long range planning or related actions to alleviate the inadequacies of the surface and subsurface drainage system, the Borough has had an aggressive program to minimize infiltration and inflow to the sewer system. The program is on-going and includes not only replacement of aging infrastructure but a comprehensive maintenance program including sewer inspection and cleaning. Additionally, the Borough seeks to further study the impacts from the Mine Brook and has applied for a federal grant.



Fallen tree & water in Liberty Village parking lot

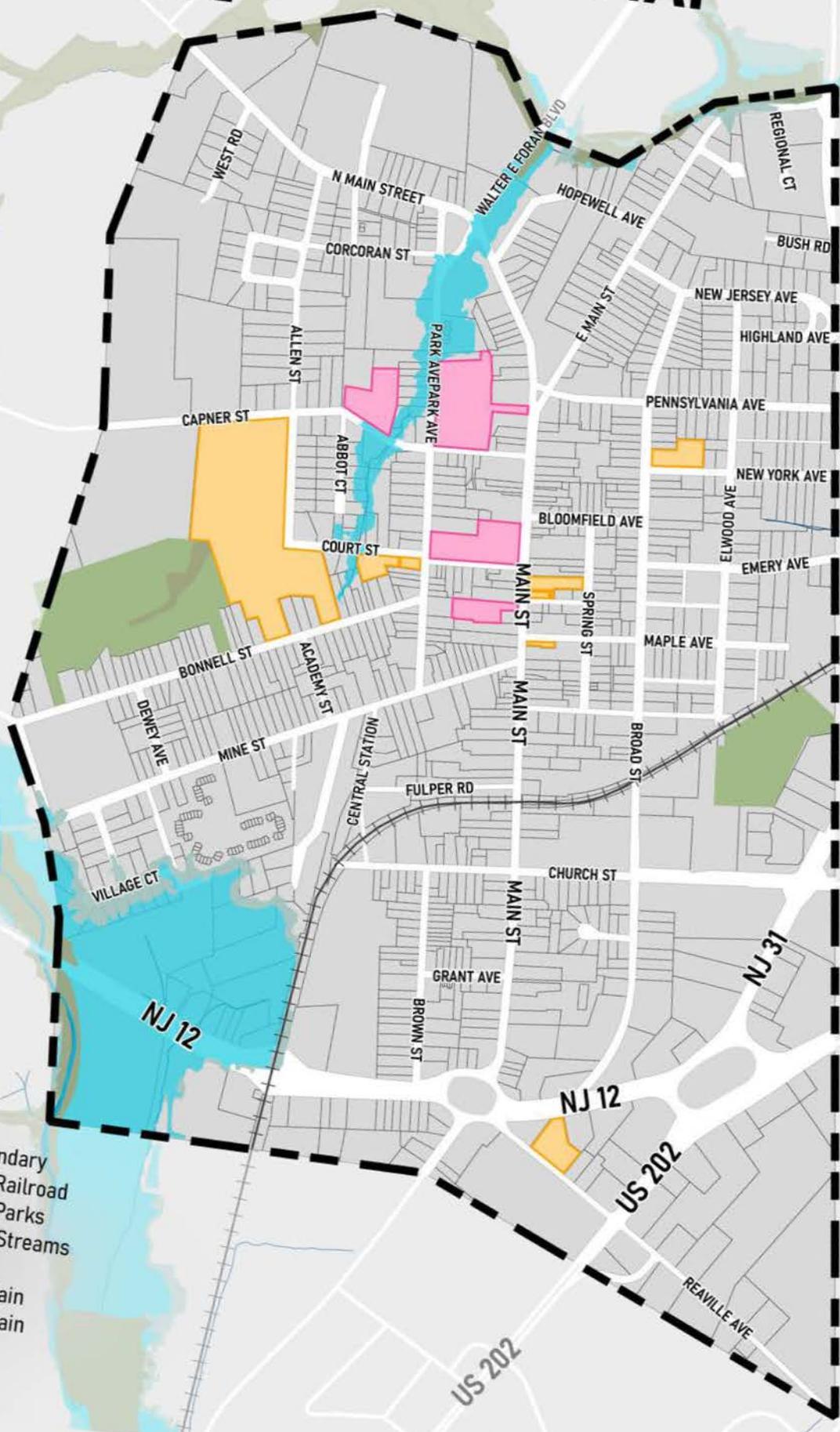
HAZARD MITIGATION MAP

December 2022

KMA
KYLE+MCANUS ASSOCIATES

LEGEND

- Municipal Boundary
- Black & River Railroad
- Open Space & Parks
- Waterbodies & Streams
- Wetlands
- 100 Year Floodplain
- 500 Year Floodplain
- County Facilities
- Critical Facilities



DATA SOURCE: NJGIN 2021 Hunterdon County Parcels; NJDEP 2021 Statewide Open/Green Space; NJDEP 2002 Wetlands; NJDEP 2015 Land Use/Cover; IMD 2002 Streams; FEMA 2012 Flood Hazard Data; NJDEP 2012 Wetlands. This map was developed using...
 but this secondary product has not been NJDEP, NJGIN, IMD & FEMA verified and is not State authorized.

ECONOMIC DEVELOPMENT ELEMENT

SECTION
03



INTRODUCTION

Economic development is a key component to the vitality and health of any municipality, and Flemington is no exception. Considering economic development strategies promotes a balance of land uses in a community, providing a ratable tax base, encouraging a range of industries, and encouraging easy access to jobs in the municipality and surrounding area. Importantly, economic development initiatives should be crafted in relation to the context of the community and should be empowering to all community members.

The Borough's most recent economic development strategies have focused on incentivizing redevelopment with existing and newly created redevelopment areas, adjusting permitted uses to accommodate new businesses, and business promotion through activities by the Flemington Community Partnership.

In densely developed New Jersey, redevelopment planning is an important tool that municipalities can utilize to spur economic growth and development. Consistent with this, the Borough's most significant and recent actions that contribute toward economic growth are planning for increased residential development. As described more fully in the Land Use Element, the Borough's redevelopment areas include the Union Hotel Redevelopment Area, the Global Agway Redevelopment Area, and the

Liberty Village Redevelopment area. In addition to these formally designated redevelopment areas, the Borough also has numerous opportunities for redevelopment and revitalization of underutilized properties. These areas include the "Cut Glass" site on Main Street and Broad Streets, portions of Stangl Road and various locations in the existing and recommended TC zone district.

Providing housing that directly supports the Borough's downtown is crucial to health and economic success of the Borough. The housing built through the various redevelopment plans physically puts more people in closer proximity to the downtown's businesses and shops. More people in closer proximity to downtown businesses is incredibly important given the significant amount of non-residential construction in the adjacent Raritan and Readington Townships. The construction of car-oriented commercial uses in the adjacent suburban municipalities, has drawn people away from the commercial uses of downtown Flemington. Additionally, more people in close proximity to the Borough's downtown encourages more use of alternate modes of transportation, specifically walking or biking. The ability to use alternate modes of transportation to reach commercial uses is incredibly important from a climate change and equity standpoint. Less trips in the car means less CO2 emissions, which plays a major role in combating climate change. Fostering a



Historic buildings at the intersection of Main Street and Bloomfield Avenue

built environment that facilitates walking and biking advances equity, because people who may not have the financial resources for car ownership can still access the commercial uses and jobs available in the Borough and immediate surrounding area.

Another economic development initiative the Borough Council has supported is the Flemington Community Partnership (FCP). The FCP is a Business Improvement District whose mission is to foster a thriving business community in the Borough. The Partnership markets the Borough's economic assets while creating relationships that lead to the recruitment, growth, and retention of businesses. The following services are offered by the FCP: a guide to do doing business in Flemington, consulting services, special event grants, assistance with social media, print collateral, media relations, inclusion on the Partnership's website, borough beautification, storefront improvement grants, business promotions, event participation, networking, and business referrals.

Creating a diverse economy with strong and unique commercial districts are a priority for the Borough. The Township's ratable base consists, principally, of small businesses located in the downtown and along Stangl Road, and the larger – often, but not exclusively – regional and national chain stores and restaurants along Routes 202/31 and Reaville Avenue. The vibrancy of these areas is critical to not only the Borough's ratable base and job

opportunities, but also quality of life for residents. As noted earlier in this Master Plan, the 2022 Master Plan survey results included 56% of respondents stated the traditional downtown along Main Street and Stangl Road was one of the top three reasons they moved to Flemington and 80% of respondents wanted to see more restaurants and entertainment.



Commercial uses found on Main Street



Commercial uses found on Main Street



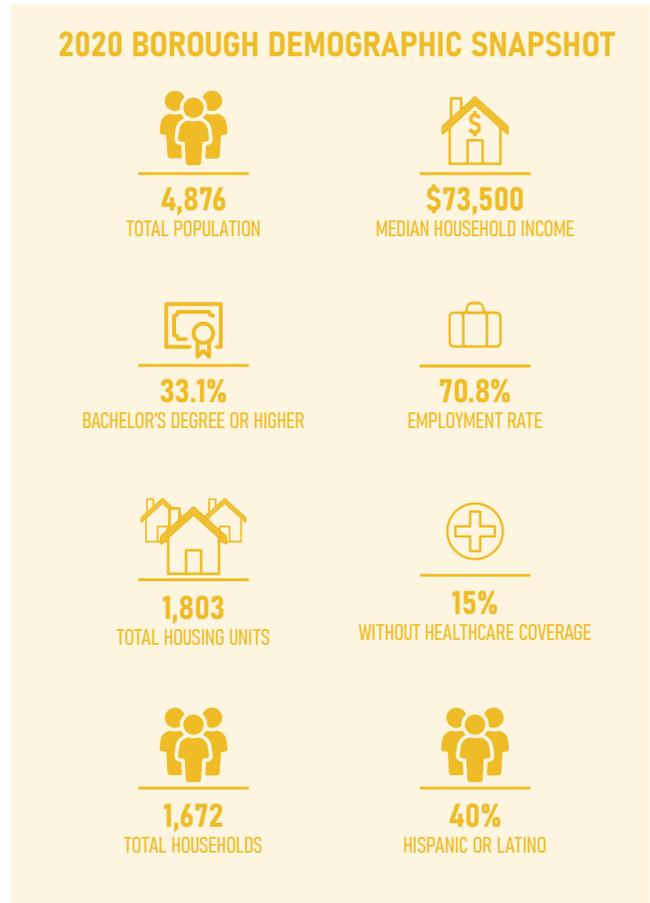
Commercial building on Stangl Road

DEMOGRAPHIC & EMPLOYMENT TRENDS

The Borough of Flemington, with a population of almost 5,000 people, is located in Hunterdon County and has a land area of 1.1 square miles. The following infographic is a snapshot of the Borough’s demographics.



Decorative streetscape features found on Main St.



2020 ACS 5-Year Estimates

The Borough’s population fluctuated significantly since 2010, with the State and County having continuous growth during this time. The Borough lost nearly 11% of its population between 1990 and 2000, during which the State and County experienced their heaviest periods of growth in this 30 year period, since then the Borough has

experienced more growth than the State or County. However, it is important to note that the Borough’s population as of 2020 was only 3.6% more than what it was in 1990.

TABLE 01: POPULATION OVER TIME

1990 & 2000 & 2010 & 2020 Census Data; Table P2

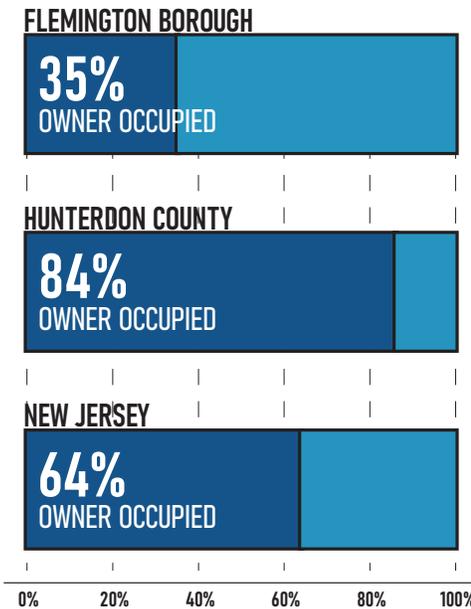
Geography	1990	2000	Percent Change	2010	Percent Change	2020	Percent Change
Flemington Borough	4,707	4,200	-10.77%	4,581	9.07%	4,876	6.44%
Hunterdon County	107,776	121,989	13.19%	128,349	5.21%	128,947	0.47%
New Jersey	7,730,188	8,414,350	8.85%	8,791,894	4.49%	9,288,994	5.65%

In terms of housing occupancy, the Borough follows a similar trend to the County and State. All three geographies have at least 90% of the total housing units as occupied.

As shown in the following graphic, the Borough of Flemington has a significantly higher number of renters when compared to the County and the State. Of the occupied housing units in the Borough, 65% are renter occupied. For comparison, the number of housing units occupied by renters in Hunterdon County is 16% and for the State it is 36%.

Compared to the County, the Borough is slightly more diverse, but not quite as diverse as the State. The Borough has a relatively high Hispanic population compared to the County and State with approximately 40% of the Borough population identifying as Hispanic or Latino while about 22% of the state identifies as such. The racial and ethnic breakdown is based on 2020 Census Data.

2020 OWNER/RENTER UNIT BREAKDOWN



2020 ACS 5-Year Estimates; Table DP04

2020 TOTAL HOUSING UNITS - OCCUPIED/VACANT



FLEMINGTON BOROUGH
1,803 HOUSING UNITS



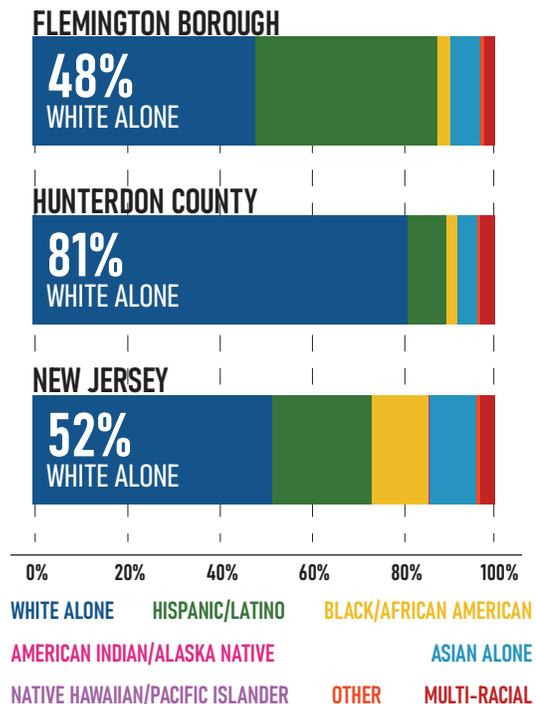
HUNTERDON COUNTY
50,437 HOUSING UNITS



NEW JERSEY
3,628,732 HOUSING UNITS

2020 ACS 5-Year Estimates; Table DP04

2020 RACIAL & ETHNIC BREAKDOWN

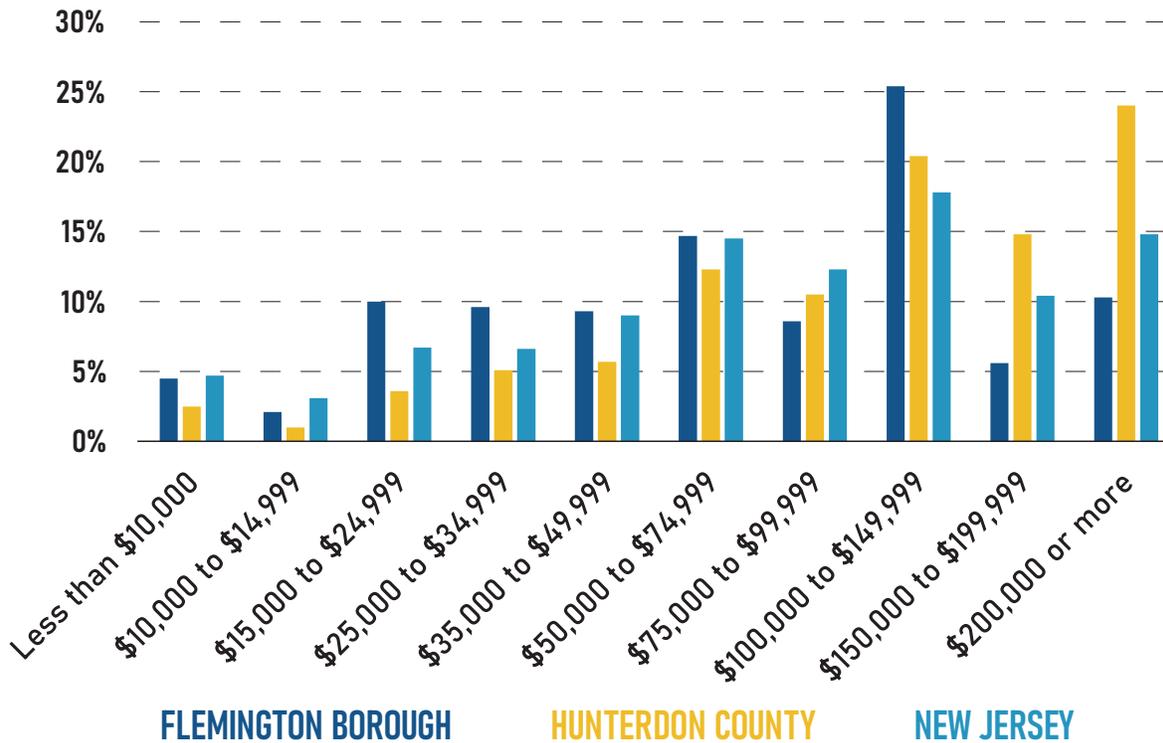


2020 Census; Table P2

Annual household income and median income offer insight into the financial makeup of a place, as shown in the following chart. A key takeaway for the Borough of Flemington is that there is a larger population of lower income households in the Borough compared the County and State. A significant portion, about 27% of Borough residents make less than \$35,000 a year; for comparison, 13% of all County residents make less than \$35,000 a year and, 22% of state residents make less than \$35,000 a year. The difference between the Borough and the County is more significant than the difference between the Borough and the State. Another key takeaway is the disparity in median household income between the Borough, County, and State. The median household income for Hunterdon County is significantly higher than the median household income for the Borough. These findings are consistent with the fact that Hunterdon County is the fourth wealthiest counties in the Country.

The lower median household income and greater percent of households with an annual income of \$35,000 or less indicate there are more economically disadvantaged households and vulnerable populations that live in Borough, especially when compared to the County. This emphasizes the need for diverse housing options (including rental), affordable housing, alternative modes of transportation that reduce reliance on personal vehicles, and economic opportunities that support job development.

2020 MEDIAN HOUSEHOLD INCOME



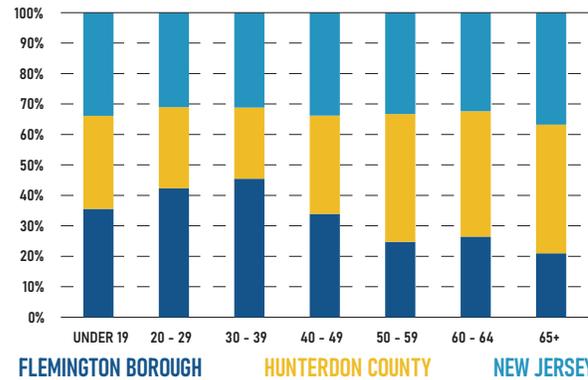
2020 ACS 5-Year Estimates; Table S1901

Generally, the Borough, the County, and the State follow similar age distributions. Evaluating and comparing the median age across the three geographies shows more than the age distribution breakdown. Based on the median age, one can see that Flemington is about a decade younger than the County and the State.

The Borough has a smaller percentage of people with graduate and professional degree’s than Hunterdon County or the state. However, the Borough has slightly more high school educated individuals than the County, but is similar to the State.

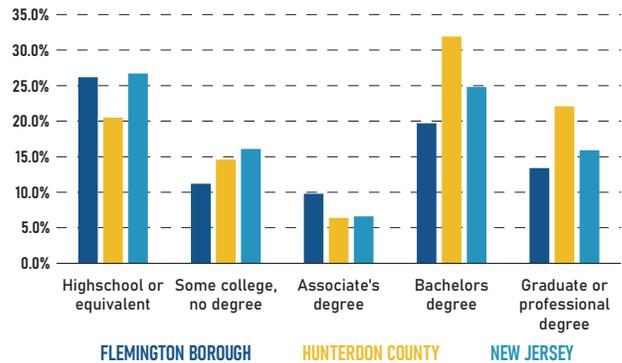
Based on 2020 American Community Survey data, and the percentage of people who are employed in the Borough is slightly higher, at almost 71%, compared to 63% for Hunterdon County, and 62% for the State. However, the unemployment rate tells a different story, as the rate is 8.2% for the Borough, 7.2% for the County, and 9.8% for the State. These figures likely reflect the Borough’s lower median age, 33 years compared to 47 years in the County and 40 years in the state, which results in fewer retirees that do not contribute to the unemployment rate. As reflected in the percent unemployed and unemployment rate, it appears there may be a higher amount of economically vulnerable people in the Borough than the County.

2020 AGE DISTRIBUTION



2020 ACS 5-Year Estimates;Table S0101

2020 EDUCATIONAL ATTAINMENT



2020 ACS 5-Year Estimates;Table S1501

TABLE 02: UNEMPLOYMENT RATE OVER TIME

NJ Department of Labor and Workforce Development

Year	Flemington Borough	Hunterdon County	New Jersey
2015	4.5	4.2	5.7
2016	3.8	3.7	4.9
2017	3.8	3.4	4.5
2018	3.3	3.1	4
2019	2.6	2.6	3.4
2020	8.2	7.2	9.8

The following table shows the employment by industry for the people who live in Flemington, Hunterdon County, and the State of New Jersey. The largest sectors in which people are employed is the educational services, health care, and social assistance, with approximately 25% of residents employed in these sectors. Similar percentages employed are found at the County and State level. The arts, entertainment, recreation, accommodation and food service industry are the second largest in the Borough with about 16% of people employed. This is almost double the number of people employed in the same sector at the County and State level.

Looking into the unemployment rate over time, the Borough follows a similar trend to the County, which is a slight decrease overtime, until 2020.

The increase in unemployment rate from 2019 to 2020 in the Borough follows a similar trend to the State, jumping approximately 6 percentage points. There are plenty of factors that could impact the unemployment rate, but perhaps such a large jump in the employment indicates the Borough was impacted by the COVID-19 Pandemic greater than the County, on a similar level to the State. This may be due to the increased percent of residents employed by food services, which was subject to substantial closures during the Pandemic, as compared to the County or State.

TABLE 03: EMPLOYMENT BY INDUSTRY

2020-ACS 5 YEAR ESTIMATES; Table S2404

Industry	Flemington		Hunterdon County		New Jersey	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Agriculture, forestry, fishing and hunting, and mining	35	1.8%	654	1.4%	10,268	0.3%
Construction	125	10.5%	3,577	6.8%	200,275	5.9%
Manufacturing	234	7.2%	7,108	11.4%	310,778	8.2%
Wholesale trade	53	1.8%	1,691	3.4%	121,299	3.3%
Retail trade	88	10.0%	3,756	10.0%	279,831	10.9%
Transportation and warehousing, and utilities	46	2.3%	1,612	2.8%	218,530	6.1%
Information	25	1.0%	1,756	3.5%	93,646	2.7%
Finance and insurance, and real estate and rental and leasing	116	5.1%	4,747	8.8%	320,033	8.5%
Professional, scientific, and management, and administrative and waste management services	313	12.6%	7,243	14.1%	462,640	13.5%
Educational services, and health care and social assistance	605	24.9%	8,857	21.6%	690,953	23.9%
Arts, entertainment, and recreation, and accommodation and food services	195	15.9%	1,954	8.0%	170,474	8.1%
Other services, except public administration	78	4.5%	1,808	4.3%	115,286	4.3%
Public administration	80	2.4%	2,506	3.9%	169,514	4.2%
Total Workers (16 years and over)	1,993		47,269		3,163,527	

INDUSTRY TRENDS

Employment data of the jobs located in the Borough, as compared to that of the residents addressed just prior, offers insight into the economic development of a municipality. The data presented in the following section is from the NJ Department of Labor and Workforce Development; however, it defines “Flemington” as the postal codes that are “Flemington” and that includes not only the Borough but also Raritan Township and parts of East Amwell, Franklin Township, Readington Township and Delaware Township. Although the data may not accurately represent the Borough individually, it represents the greater region- referred to herein as the “Flemington region”.

The largest employment industries based on number of people employed in the Flemington Region are as follows:

1. RETAIL TRADE
2. HEALTH/SOCIAL
3. ACCOMMODATIONS/FOOD
4. PROFESSIONAL TECHNICAL
5. OTHER SERVICES
6. CONSTRUCTION



Commercial/retail use on Main St.

The following table shows the average number of people employed, including the percentage of the people employed in the sector based off of the total number employed. Compared to the State and the County, the Flemington region has a significantly higher number of people employed in the retail trade with 25% of the private sector totals being employed in the retail trade sector.

NJ Department of Labor – 2020 QCEW

TABLE 04: TOP REGIONAL EMPLOYMENT SECTORS

NJ Department of Labor – 2020 Quarterly Census of Employment and Wages

Description	Flemington Region 2020		Hunterdon County 2020		New Jersey 2020	
	Average Employment	Percentage	Average Employment	Percentage	Average Employment	Percentage
Construction	348	5%	2,908	8%	151,469	5%
Retail Trade	1,762	25%	5,771	16%	405,542	13%
Professional/Technical	576	8%	4,157	11%	297,751	9%
Health/Social	1,524	21%	6,034	17%	548,512	17%
Accommodations/Food	687	10%	2,810	8%	236,652	7%
Other Services	369	5%	1,528	4%	114,130	4%
PRIVATE SECTOR TOTALS	7,179		36,285		3,205,531	

The Retail Trade sector (NAICS Code 44) consists of establishments primarily engaged in retailing merchandise and providing services incidental to merchandise sales. Retail establishments typically sell merchandise to the general public for personal or household consumption, but also serve businesses and institutional clients. The Health Care and Social Assistance sector (NAICS Code 62) consists of establishments that provide health care and social assistance for individuals. The Accommodation and Food Services sector (NAICS Code 72) consists of establishments that provide customers with lodging and/or the preparation of meals, snacks, and beverages for immediate consumption.

The Professional, Scientific, and Technical Services sector (NAICS code 54) consists of establishments that specialize in performing professional, scientific, and technical activities for others. The Other Services sector (NAICS code 81) consists of establishments engaged in providing services that are not specified in other sectors. Establishments in this sector typically include the following activities such as equipment and machinery repairing, promoting or administering religious activities, grantmaking, advocacy, and providing dry cleaning and laundry services,

personal care services, death care services, pet care (except veterinary) services, photofinishing services, temporary parking services, and dating services. The Construction sector (NAICS code 23) consists of establishments that are primarily engaged in the construction of buildings or engineering projects.

The year over year employment change for the sectors with the largest employment is shown in the following table. The Construction, Other Services, and Professional/Technical sectors have remained relatively stable since 2016, with Construction and Other Services making up 5% of the private sector total. The Professional/Technical sector has made up 8% of the private sector total since 2016. The Health/Social sector is the only sector in the Flemington region to have grown since 2016, with 18% of the private sector total in 2016 and 21% in 2020. This growth may be in part due to expansion of Hunterdon Medical Center and medical office uses which are associated with or otherwise seek to be in proximity to the hospital. Retail Trade and Accommodations/Food have been slightly declining in terms of employment since 2016.

The following table presents the top 6 industries

TABLE 05: TOP REGIONAL EMPLOYMENT SECTORS OVER TIME

NJ Department of Labor – 2020 Quarterly Census of Employment and Wages

Description	2016		2017		2018		2019		2020	
	Average Employment	%								
Construction	387	5%	404	5%	392	5%	387	5%	348	5%
Retail Trade	2,164	29%	2,173	27%	2,137	26%	2,006	25%	1,762	25%
Professional/Technical	604	8%	650	8%	653	8%	663	8%	576	8%
Health/Social	1,331	18%	1,421	18%	1,544	19%	1,625	20%	1,524	21%
Accommodations/Food	889	12%	913	12%	883	11%	841	10%	687	10%
Other Services	406	5%	420	5%	402	5%	419	5%	369	5%
PRIVATE SECTOR TOTALS	7,530		7,920		8,079		8,102		7,179	

by wages earned in the Flemington region. The same industry sectors for Hunterdon County and New Jersey are included for comparison purposes. The Finance and Insurance Sector is the highest earning industry with an average weekly wage of \$1,914, which is significantly less than the average weekly wages earned at the County and State level. A similar pattern of a mismatch between the wages earned in Flemington compared to the County and State can be seen in the Professional/Technical, and Information sectors. The Health/Social sector reverses this pattern, and the Borough earns higher wages than the County and the State. The average weekly wage in the Borough is almost \$1,500, about \$400 higher than the County and the State.

Additionally, the tax data utilized to analyze the existing land use of the Borough, offers another perspective on the Borough’s economy and industry. Of the total number of parcels in the Borough, 20% are used for commercial and mixed uses, this represents 35% of total area in the Borough. Of the total number of parcels in the Borough, 5 parcels, or less than .5% are used for industrial uses. About 7-acres are used for industrial purposes, which represents 1% of the total area in the Borough.



Single family home converted to commercial use on Main St.

TABLE 06: TOP EMPLOYMENT SECTORS BY WAGES

NJ Department of Labor – 2020 Quarterly Census of Employment and Wages

Description	Flemington Region 2020		Hunterdon County 2020		New Jersey 2020	
	Annual	Weekly	Annual	Weekly	Annual	Weekly
Finance/Insurance	\$99,533	\$1,914	\$439,604,712	\$2,652	\$26,006,738,835	\$2,780
Professional/Technical	\$89,539	\$1,722	\$461,408,585	\$2,134	\$37,265,319,268	\$2,407
Wholesale Trade	\$87,680	\$1,686	\$133,241,851	\$1,636	\$18,994,602,356	\$1,821
Information	\$84,583	\$1,627	\$79,723,666	\$2,293	\$8,861,850,652	\$2,510
Health/Social	\$76,791	\$1,477	\$350,502,249	\$1,117	\$33,145,127,095	\$1,162
Construction	\$75,718	\$1,456	\$232,148,803	\$1,535	\$11,803,026,503	\$1,499

In order to provide a complete portrait of the economic activity in the Borough, the quantitative data from the NJ Department of Labor should be supplemented with qualitative or anecdotal data. Alternate forms of data are incredibly important in the Borough given the previously discussed issue with the economic data being tied to postal codes rather than municipal boundaries.

The Hunterdon County Economic Development Board provides guidance to developers and business owners seeking opportunities in the County. Based on conversations with the Hunterdon County Economic Development Board, the most common inquiries by incoming business/developers are listed below, as well as commentary on its appropriateness in the Borough. In addition, to interest in these new land uses, an increase in interest in home-based businesses is also notable.



Main St. restaurant use

1. WAREHOUSE & DISTRIBUTION

The Borough has little or no opportunity for warehouse and distribution. Furthermore, such uses, which typically require significant truck traffic and very large buildings, are not appropriate for Borough streets and are incompatible with the Borough's historic character.

2. CANNABIS INDUSTRY, ALL ASPECTS

The Borough recently amended its land use regulations to permit 2 cannabis retail stores and 2 cannabis cultivators. Cannabis manufacturers and cannabis wholesalers are not permitted.

3. AGRITOURISM AND ADJACENT SECTORS / ARTISANAL FOOD & BEVERAGE, I.E.- DISTILLERY, BREWERY, BOUTIQUE HOTEL.

The Borough hosts a variety of artisanal food and beverage uses and redevelopment of the Union Hotel building, and the larger redevelopment area, will host a boutique hotel. In addition to these existing uses, much of the Borough's nonresidential zones permit these uses, excluding any agritourism with requires agricultural land.

4. MAIN STREET RESTAURANTS AND FOOD SERVICE

The desire for such experiential retail and restaurants are entirely consistent with the Borough's walkable downtown along Main Street and Stangl Road. These areas support not only typical restaurants, as well as retail, but also the artisanal food and beverage and boutique hotel discussed above.

BOROUGH BUSINESS & ECONOMIC DEVELOPMENT ACTIVITIES

Master plan elements, including an economic development element must principally address aspects of economic development that are within the jurisdiction of the Municipal Land Use Law and the Planning Board. As such, economic development strategies are addressed here in the context of land use, zoning and infrastructure. Notwithstanding, it should be recognized that there are numerous activities undertaken by the FCP which are distinct from Borough or Planning Board activities.

Data obtained from conversations with the FCP Executive Director offer additional insight into the economic trends of the Borough. Based on conversations with FCP, about 20 new small businesses open each year. Approximately 18 of those businesses survive, a trend that persisted throughout the COVID Pandemic. Another trend noticed by FCP was a large number of young people, specifically people under 30, that opened business in the Borough. Additionally, FCP noticed that business owners who started as tenants often bought their own building within the Borough. Approximately 7-8 businesses, including Echelon and Dolce, have bought their own building.

Additionally, based on conversations with FCP, there are several vacancies along Main Street and elsewhere in the Borough. Based on a study conducted by FCP in June 2022, approximately 34 commercial spaces are vacant on Main Street. There can be multiple factors that can explain the vacancies found along Main Street and throughout the Borough. The COVID pandemic had a significant impact on the economy as a whole, and specifically impacted small retail commercial uses hard, which are typical of the Borough. Additionally, the increase in non-residential development in Raritan and Readington Townships may also contribute to the Borough's commercial vacancies.



Visitors Center on Main St



Vacant historic building on Main St

Over the last several years the prominence of Stangl Road has increased significantly. It now serves as one of the primary destinations in the Borough and complements the downtown along Main Street that is the Borough's historic activity center. While these areas are close – just a quarter mile apart – the Mine Street connection between the two is not inviting. This road has sidewalks for pedestrians; however, many of the businesses along the route are either vacant or not active uses (office uses for example).

The Borough should work to create a cohesive corridor connecting Main Street and Stangl Road through the use of wayfinding and branding of street furniture. Upgrading this connection would encourage visitors of one area to traverse on foot (or bike) to the other area, as opposed to driving or perhaps not visiting. It would also better alert visitors to the fact that they area in special place, or enroute to a special place.

The Borough should consider distinctive street furniture and wayfinding along Stangl Road in order differentiate from Main Street. Main Street's existing street furniture and wayfinding reflects its historic and downtown character compared to Stangl Road which has a more eclectic character from its former industrial buildings and complementary new construction. Creating these distinctive characters, as well as for other districts

in the Borough, can also be accomplished through the use of public art, landscaping and seasonal plantings.

The Borough recently responded to the current economic trends whereby zoning that permits offices and few other uses was recognized as being ineffective due the changing office market and more office's permitting employees to work from home, a trend that was accelerated by the COVID-19 pandemic. The Borough rezoned in 2022 the northern portion of Main Street from the Professional Office (PO) zone district to the Downtown Business (DB) zone district in order to allow for a greater variety of permitted uses and encourages a more mixed-use environment.



Stangl Factory building at the intersection of Stangl Rd and Mine St

Many of the recommendations in the Land Use Element will advance economic development in the Borough. The most significant changes, that are relevant, are the changes to the Transition Commercial (TC) zone district boundaries and the TC zone district permitted uses. The additional commercial uses in this district will offer new opportunities for lands within the district, including lots newly added to the district. The upgraded district is specifically intended, although not solely intended, to incentivize development and redevelopment of larger tracts of land with commercial uses that can complement the downtown and Stangl Road, such as but not limited to recreation and entertainment uses and/or add to the Borough's nonresidential base. These land use changes will create opportunities within walking distance of the Main Street and/or Stangl Road, creating the opportunity for synergy between the complementary use and nearby commercial district. Additionally, new development in the TC zone district will add to the Borough's ratable base and create new job opportunities for Borough residents.

Borough efforts to upgrade its infrastructure will further aid in economic development efforts. Ongoing efforts to upgrade public sewer and water infrastructure will eliminate any potential limitation (permanent or temporary) on new development or redevelopment. Similarly, addressing flood concerns

will not only improve quality of life for residents but can reduce costs and the threat of closure during flood events for Borough businesses, and of course Borough costs.

Efforts to encourage alternative forms of transportation, such as pedestrian, bicycle and mass transit, will also aid in economic development efforts. Such enhancements will make it easier for residents to access jobs, shops, and services without the use of a personal vehicle – with the effect of it being more pleasant to live in the Borough, reducing costs for that access and increasing the appeal of the Borough to businesses. This is particularly useful in the Borough where 9.4% of occupied housing units have no vehicle available and 35.9% have one vehicle available; this should be compared to the County figures of 3.1% (approximately 6% less) and 22.7% (approximately 13% less), respectively (2020 ACS 5-year Estimates; Table DP04).

Enhancing pedestrian and bicycle facilities will make the Borough more inviting to visitors, as it will be easier to traverse various destinations in the Borough. Pedestrian facilities principally include sidewalks, multi-use paths, and crosswalks. Bicycle facilities principally include bike lanes, shared roadways, multi-use paths, and bicycle parking. Note also that pedestrian improvements should account for compliance with the Americans with Disabilities Act (ADA).



Main St sidewalk in southern portion of Borough

The Borough should continue to advocate for the reestablishment of commuter rail service to Flemington. The addition of rail service to a community can be a significant economic driver as it would drastically enlarge the availability of jobs and services that are accessible without a personal vehicle, making the Borough more attractive to both residents and businesses. Potential sites for a future train station and additional parking should be considered adjacent to the existing rail line. **Additionally, the Borough should advocate for additional fixed-route bus service within and to downtown Flemington that provides adequate connections, headways, and operating hours to attract both transit dependent and transit-choice riders.** Proven ridership on fixed-route buses is a first step to supporting rail ridership.

Also contributing to economic success in the downtown and Stangl Road is the availability of adequate parking and visitors' ability to find that parking. **The Borough should consider a parking study to determine to what extent demand may not meet the available supply and/or to determine if additional wayfinding for the available parking is necessary.**

The Borough should consider whether a parking authority or utility would be helpful to oversee the provision of public parking and parking enforcement. A parking authority or utility oversees the acquisition, creation, maintenance, and enforcement of on or off-street public parking. Additionally, time limits for street parking should be strongly enforced on Main Street in order to encourage use of parking lots and turnover in street spaces. Street parking is better suited for active vehicle turnover than parking lots, which should act as the primary parking location for people working or otherwise spending a full day downtown. People spending just a few hours or less downtown are most likely to visit businesses and inject money into the local economy.



Historic train station on Main St.

SUMMARY OF RECOMMENDATIONS



The following is a summary of the recommendations contained in the Goals & Objectives, the Land Use Element and the Economic Development Element.

1. The TR District should be amended to eliminate the two-family homes as a conditional use.
2. Martin Village, located along Allen Street, in the SC District should be rezoned to the TH District.
3. The Herman E. Kapp Senior Residences (Block 39, Lot 5) should be rezoned from the current HR District to the SC district.
4. The MUMF Overlay should be expanded to include Block 45 Lot 100.
5. The area along Route 12 and west of South Main Street, which includes but is not limited to MUMF overlay district, should be evaluated to determine how redevelopment in this area can be best accomplished.
6. The DB District standards should be amended to allow first floor residential uses as a conditional use.
7. The DB District standards should be amended to allow non-active uses as conditional uses.
8. Permitted uses in the DB and DB II Districts should be expanded to include additional active uses.
9. The front yard setback of the DB district should be revised to require consistency with an adjacent lot.
10. The DB district should be amended to conditionally permit buildings of up to four (4) stories where the development advances other Borough goals.
11. The purpose of the DB District should be updated.
12. The Borough should continue to require cross access easements and connections between properties for parking, circulation, and pedestrian access.
13. The portion of the Cut Glass site in the DB District, Block 38, Lots 6 and 7, as well as lots to the south should be rezoned from the DB district to the TC district. However, it is recommended that a DB District overlay be applied to Block 38, Lots 6, and 7, and the adjacent retail center – Block 38, Lot 19.
14. A reconfiguration of several existing public parking areas behind commercial businesses on Main Street should be considered.
15. The VAS District should be amended to permit additional entertainment and destination uses.
16. Houses of worship should be removed as a permitted use in the VAS District.
17. Upper story residential uses, particularly live/work units, should be permitted in the VAS District.
18. A set of standard signage ordinance, lighting standards, circulation standards (including cross access parking, pedestrian and vehicular) landscape requirements, and streetscape standards should be established for the entire VAS district.
19. The purpose of the VAS District should be corrected to remove the site plan standards and to reflect that the district is now predominantly oriented toward Mine Street, rather than Route 12.
20. The HC District should be replaced with the TC District on lots which are located west of the Route 12 Circle and South Main Street.
21. The HR district should be expanded along Reaville Avenue west to South Main Street (currently the CB district).
22. The Spice Factory and nearby commercial uses on the same side of Church Street and Route 12 should be rezoned to reflect existing approvals and to encourage revitalization.
23. The O/SS Overlay should be eliminated and its standards should be incorporated into the HR District.

24. The various use bulk standards of the HR District should be combined.
25. The TC District's permitted uses should be revised to include uses such as office, professional services, medical uses (office, laboratory and support), light industrial, repair facilities, indoor/outdoor recreation, community centers, gathering spaces, theaters, and higher education.
26. The PO District should be eliminated.
27. The Veterans Memorial Statue parcel, Block 6.01 Lot 1, should be rezoned from the PO District to the DB District.
28. Permitted uses in the PS/P District should be expanded to include additional recreation opportunities and community spaces.
29. The Borough should restructure permitted uses in the various zone districts.
30. The Borough should permit and encourage public art, such as but not limited to murals and sculptures, throughout the nonresidential and multi-family districts.
31. The Borough should encourage owners and tenants to keep their facades which face public lands or ways (streets, open space, parking, etc.) in good condition.
32. The Borough should enhance pedestrian crossing safety.
33. The Borough should retain and expand pedestrian and bicycle access and connections.
34. The Borough should advocate to the New Jersey Department of Transportation (NJDOT) to provide pedestrian-friendly infrastructure on and across State routes in Flemington
35. The Borough should facilitate access to bike routes in Raritan Township.
36. The Borough should continue to advocate for the reestablishment of commuter transit service to Flemington.
37. The Borough should reconfigure several existing parking areas behind commercial businesses on and proximate to Main Street.
38. The Borough should consider a parking study to determine to what extent demand may not meet the available supply and/or to determine if additional wayfinding for the available parking is necessary.
39. The Borough's plant recommendations should be revised to remove ash trees, which are subject to damage by the emerald ash borer beetle.
40. The Borough's lighting standards should be revised.
41. The Borough should seek additional passive recreation options.
42. The Borough should revitalize the Flemington Community Pool with new recreation uses.
43. The Borough should continually monitor state-issued environmental regulations to ensure compliance.
44. The Borough should reevaluate the impervious cover limitations set forth in Section 2637.
45. The Borough should continue to encourage sustainable development.
46. Support desired development and redevelopment with adequate sewer and water infrastructure and capacity.
47. The Borough should investigate the opportunity for ADU's to determine if permitting such units can be accommodated.
48. The Borough should work to create a cohesive corridor connecting Main Street and Stangl Road through the use of wayfinding and branding of street furniture.