

Town of Phillipsburg Warren County, New Jersey

LAND USE PLAN OPEN SPACE & RECREATION PLAN

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Public Hearing:
Adopted:

Town of Phillipsburg Land Use Board

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The original of this master plan was signed in accordance with N.J.S.A. 45:14A-12.

TOWN OF PHILLIPSBURG 2020 LAND USE PLAN AND OSRP

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INTRODUCTION

The Municipal Land Use Law requires every municipality in New Jersey to provide for a general reexamination of its master plan and development regulations at least every 10 years. The most recent reexamination of Phillipsburg's master plan was prepared and adopted by the planning board in December, 2013. Although the 2013 reexamination report affirmed the objectives found in the 2004 Master Plan Update, it was noted that the 2004 update was primarily a cursory review of each master plan topic and that the underlying plan was still the 1988 master plan. The 2013 reexamination report recommended that several new comprehensive master plan elements be prepared to replace the 1988 plan – in particular a land use plan and an open space and recreation plan.

The Town considers it a high priority at this time to establish an up-to-date and comprehensive base for addressing future growth and land use regulations, including meaningful conformance with the Highlands Regional Master Plan. These new elements will serve as a sound basis for the Town's policy, regulatory and investment decisions, and as an alternative to an incremental, site-by-site decision making process. Decisions made by all municipal boards and agencies should be measured by their support of and consistency with these master plan elements.

Pursuant to the Municipal Land Use Law, this 2020 Land Use Plan and Open Space & Recreation Plan (OSRP) will "guide the use of lands within the municipality in a manner which protects public health and safety and promotes the general welfare." In addition, the OSRP has been prepared in conformance with the New Jersey Green Acres guidelines for participation in the Planning Incentive Program.

I. GOAL STATEMENT

The 2004 Master Plan Update included one overriding goal that remains relevant for the 2020 plan. The goal is further refined through specific policies found in the land use and open space plan elements.

GOAL STATEMENT

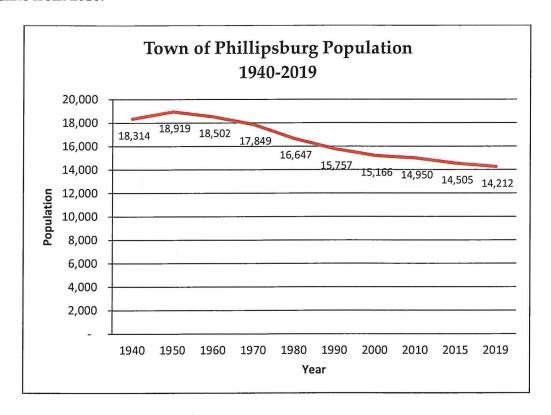
To maintain the Town of Phillipsburg as a proud community where people and families of all ages and incomes can live and travel safely, have clean and well-kept neighborhoods, have a variety of above average housing opportunities and have accessibility to needed businesses and professional services. The community should preserve its history, protect its natural resources, provide recreation for all ages, and maintain a mixture of land uses that will offer a stable tax base.

II. PLANNING CONTEXT

DEMOGRAPHIC OVERVIEW

Population Change

Phillipsburg's 2010 population was 14,950. As illustrated in the graph below, this represented a minimal change from 2000 but continued a steady decline from the 1950 population of 18,919. The US Census 2019 estimate was 14,212 indicating a slight decline from 2010.



The North Jersey Transportation Planning Authority (NJTPA) issued population forecasts for the region on November 13, 2017. According to the NJTPA forecast, Phillipsburg's population is expected to increase to 15,743 by the year 2045, which would be on par with Phillipsburg's 1990 population.

Population Density

Phillipsburg was the most densely populated municipality in Warren County in 2010 with 4,672 persons per square mile (PPSM) (see Table II-1).

Phillipsburg covers 3.2 square miles. It is the fourth smallest municipality in Warren County. Hardwick is the largest at 37.8 square miles. Hardwick was the least densely populated in the county with only 45 PPSM. The overall density in Warren County was 298 PPSM, which is representative of the county's largely rural nature. The statewide density of 1,007 PPSM was much lower than Phillipsburg's.

Table II-1 Population Density Rank – 2017 estimates

Municipality	Persons Per Square Mile	
1. Phillipsburg	4,682	
2. Washington Borough	3,326	
3. Hackettstown	2,696	
4. Belvidere	1,847	
5. Alpha	1,417	
6. Lopatcong	1,129	
7. Greenwich	542	
8. Oxford	435	
9. Washington Township	377	
10. Independence	287	
11. Mansfield	259	
12. Liberty	254	
13. Pohatcong	250	
14. Allamuchy	211	
15. Blairstown	193	
16. White	180	
17. Franklin	132	
18. Knowlton	123	
19. Harmony	113	
20. Hope	105	
21. Frelinghuysen	96	
22. Hardwick	46	
Warren County	305	
New Jersey	1,211	

Source: US Census, Warren County, 2017 estimates; New Jersey, 2018 estimates

Age of Residents

As illustrated in Table II-2, the median age in Phillipsburg has been increasing over the past 20 years which is consistent with county and statewide trends. The median age in Phillipsburg is still slightly lower than the county and state.

Median A	ge – 2000, 2	010, & 2018	3
	Median Age		
	2000	2010	2018
Phillipsburg	36	37.1	38.9
Warren County	37.6	41.5	44.5
New Jersey	36.7	39	40.2

DP-1, 2018 ACS 5-Years Estimates

In 2018, Phillipsburg had a higher percentage of residents under age 20 than the county and the state; about the same percentage of residents 45 to 64 years of age; and much lower percentage of residents 65 and older (see Table II-3). Phillipsburg ranked slightly higher than the county and state in terms of school-aged children. These are a few signs where the demographics in Phillipsburg are changing, relative to those in the County and the State. The Town is getting younger while the County and State are aging. As seen in Table II-4, the 45 to 64 age group was the only cohort to post a gain in Phillipsburg between 2000, 2010, and 2018.

Table II-3 Age Cohorts by Percent - 2018

	Age Cohort				
Lagrania (September 1997)	0-19	20-44	45-64	65+	5-19
Phillipsburg	26	31.6	28.8	13.6	21.0
Warren County	22.1	28.2	30.9	18.9	17.3
New Jersey	24.3	31.8	27.3	16.6	18.5

Source: US Census, 2018 ACS 5-Year Estimates

Table II-4 Phillipsburg Age Cohorts by Percent – 2000, 2010, & 2018

Age Cohort	2000	2010	2018	Change
0-19	29.3	28.7	26	-0.02
20-44	35.3	32.2	31.5	-0.09
45-64	20.2	25.9	28.7	0.28
65+	15.2	13.2	13.6	-0.13
5-19 (school age)	22.1	21.1	21	-1

Source: US Census, 2010 Demographic Profile, DP-1, 2014-2018

Resident Income

Based on two standard measurements of income – per capita and median household – Phillipsburg ranked lower than the county and the state over the past 20 years. Additionally, median earning for males in Phillipsburg is \$50,278, while median earning for females is \$37,466. It is important to note that 17% of the town's population is living at or below poverty level. See Table II-5 for more detail.

Table II-5 Income 2000 – 2018

The design of the last of	Per Capita Income			Median Ho	ousehold	Income
	2000 2010 2018		2000	2010	2018	
Phillipsburg	\$18,452	\$21,752	\$26,294	\$37,368	\$44,113	\$53,514
Warren County	\$25,728	\$32,985	\$38,132	\$56,100	\$71,364	\$78,145
New Jersey	\$27,006	\$34,858	\$44,888	\$55,146	\$69,811	\$85,751

Source: US Census 2000 DP-3; 2006 – 2010; 2007-2011 ACS, DP-03 2014-2018

¹ US Census S2001, 2018: ACS 5-Year Estimates

Resident Occupations

The majority of Phillipsburg residents are in *management, business, science* and *sales and office* occupations, 36% and 24% respectively, with the next number of workers being in the *service* and *production occupations*, 16.8% and 13% respectively. This is in line with the number of people statewide in these occupations.

Warren County Statistics

Employment

In Warren County there are 87,696 people over 16 years old employed in the County, 55,187 are civilian employed. This represents a 63% Employment Rate. For those in the workforce, the average commute to work is 35.8 minutes which is higher than the US average of 26 minutes².

Housing

There are 45,443 housing units in Warren County with a home ownership rate of approximately 72%, which is higher than US average of 63.8%³. The median housing value in the County is \$260,000, which is higher than US average of \$204,900 and a \$1,099 median monthly rental cost, which also higher than US average of \$1,023⁴.

Income

The median income in the County is \$78,145, which is higher than the US average of \$60,293. Median earning for males is \$68,545 while median earning for females is \$51,442. This is higher than the US average of \$41,6905. Again, it is important to note the in the County, the poverty rate is 7.8% with 11.8% of children under 18 years old living at or below the poverty line. This is lower than the US average of 19.5%.

Phillipsburg Statistics

Population

In Phillipsburg 83% residents are high school graduates, which is slightly lower than the US average of 87.7%. Approximately 17% of the town population is disabled, which is higher than the US average of 12.6%.

² US Census DP02, 2018 ACS 5-year estimates

³ US Census DP04, 2018 ACS 5-year estimates

⁴ US Census DP04, 2018 ACS 5-year estimates

⁵ US Census S2001, 2018 ACS 5-year estimates

⁶ US Census DP03, 2018 ACS 5-year estimates

⁷ US Census DP02, 2018 ACS 5-year estimates

In terms of demographics, 15.3% of residents speak a language other than English in the home, of which 9.9% speak Spanish. The population of Phillipsburg represents the following races / ethnicities⁸:

White	77.3%
Black / African-American	11.5%
American Indian / Native Alaskan	0.2%
Asian	1.7%
Other	3.6%
Two or more	5.6%

Economy

In Phillipsburg, there are a total of 837 businesses, of which 221 are Women-owned, 211 are Minority-owned and 93 are Veteran-owned. According to the 2012 Economic Census retail sales in the town totaled \$251,009.

Journey to Work

Approximately 17% of Phillipsburg's employed residents work in Phillipsburg. Around 40% of Phillipsburg's workforce is employed in Warren County, which is slightly more that those who work outside of Warren County. More Phillipsburg residents work outside of New Jersey than county residents as a whole – approximately 77% - perhaps reflecting Phillipsburg's close proximity to Pennsylvania¹⁰.

Only one (1) percent of Phillipsburg workers used public transportation to commute to work – which is in line with the 1.2% of County residents that use mass transit, but much lower than the 11.5% statewide. Most Phillipsburg residents drove alone to work (75%) however 15% either carpooled or walked to work which is more than either the county or statewide workforce. Most people leave for work between 5 am and 9am, with the most popular times being 5:30-6:00am and 7:00-7:30am. Mean travel time to work is 30.8 minutes¹¹.

HOUSING

⁸ US Census DP05, 2018 ACS 5-year estimates

⁹ US Census, SB1200CSA01 (2012)

¹⁰ US Census, S0801 2018: ACS 5-Year Estimates

¹¹ US Census, DP03 2018: ACS 5-Year Estimates

Tables II-10 through II-13 provide an overview of Phillipsburg's housing stock in 2010. Approximately 46% of the total housing stock is made up of single-family detached units. This is a much lower percentage than both the county and state. Phillipsburg's percentage of multi-family homes – 3 units or more – runs well above the county but lower than the state. Just over one half of the housing units in Phillipsburg are owner-occupied, less than the county or state. Average household size in Phillipsburg is 2.4 people which is in line with the State's average of 2.8 people.

Table II-10 Units in Structure

	Percent of Total Housing Units				
Housing Type	Phillipsburg	Warren County	New Jersey		
Single-family, detached	46.2	65.9	53.6		
Single-family, attached	20.1	11.3	9.5		
Two-family	9.2	5.1	9.3		
Multi-family (3+ Units)	24.3	16.5	26.7		
Mobile home, boat, RV, other	0.1	1.1	0.9		
Total	100	100	100		

Source: US Census, 2018 ACS 5-Year estimates, DP04

Table II-11 Housing Tenure

	Phillipsburg	Percent of Total Housing Units			
Tenure	Housing Units	Phillipsburg	Warren County	New Jersey	
Total Housing Units	6,824		45,443	3,213,362	
Owner-occupied	3,156	54.4	65.4	63.9	
Renter-occupied	2,639	45.5	25.5	36.1	
Total Occupied Housing Units	5,795	100	100	100	

*percent of total housing units

Source: US Census, General Population & Housing Characteristics: 2014-2018, DP-1

Approximately 85% of Phillipsburg's housing stock was built prior to 1970 – in other words at least 40 years old. In the County and State only 50% housing stock is more than 50 years old. Just over half (54%) of Phillipsburg's housing stock was built prior to 1940 (at least 80 years old). In both cases Phillipsburg's housing stock far exceeds the age of the county and statewide housing stock.

Table II-12 Year Structure Built

	Percent of Total Housing Units				
Year Built	Phillipsburg	Warren County	New Jersey		
2010 or later	0.0	1.7	2.6		
2000 to 2009	0.9	11.0	9.2		
1990 to 1999	4.0	13.2	9.6		
1980 to 1989	3.5	12.5	11.7		
1970 to 1979	6.0	12.5	12.7		
1960 to 1969	13.2	11.0	13.5		
1950 to 1959	18.2	9.8	15.0		
1940 to 1949	10.0	5.3	7.4		
1939 or earlier	44.2	23.1	18.4		
Total	100.0	100.0	100.0		

Source: US Census, 2018 ACS 5 year estimates (2014-2018) DP04

Table II-13 Age of Housing Stock - Summary

	% 1969 or earlier (40 + years)	% 1970 - 2018
Phillipsburg	85.6	14.4
Warren County	49.2	50.8
New Jersey	54.2	45.8

Source: US Census, 2018 ACS 5 year estimates (2014-2018) DP04

EXISTING LAND USE

The existing land use pattern in Phillipsburg is illustrated on Figure 1 (Existing Land Use). The land use inventory is based on MOD IV tax data and field adjustments. Phillipsburg's 3.2 square miles includes residential, commercial, industrial, and institutional land uses as described below. Table II-14 outlines the distribution of each category by parcel acreage (generally excludes public streets and rights-of-way) and as a percentage of the total Town.

Residential

Residential properties of all types cover 635.94 acres or 37% of the total parcel acreage. Of that total, 78.79 acres are classified as apartments consisting of five or more units.

Commercial

Commercial properties (retail, service and office) account for 107.81 acres or 6% of the total. They are, for the most part, concentrated along Route 22 and South Main Street.

Industrial/Utilities/Railroad

Industrial, utility and railroad properties comprise 349.18 acres or 20% of the Town. Railroad property alone accounts for 148.78 acres or 9% of the Town.

Public/Quasi-Public

Public and quasi-public land uses (e.g., churches and charitable institutions) cover 333.07 acres or 19% of the Town. This category includes municipal buildings, schools, hospital, churches, cemeteries, civic organizations, Bridge Commission property, and parkland.

Vacant

Approximately 17% of the Town's parcel acreage – 289.25 acres – is vacant. The vast majority of that acreage is located in the Phillipsburg Commerce Park and Riverfront redevelopment areas (253.64 acres). The remaining parcels are primarily small, scattered lots accounting for only 2% of the Town or 35.61 acres.

Table II-14 Existing Land Use

Land Use Category	Parcel Acres*	% of Total
Residential	557.15	32.48
Multi-Family Residential (5+ units)	78.79	4.59
Commercial	107.81	6.28
Industrial & Utility	200.40	11.68
Railroad	148.78	8.67
Public School	68.44	3.99
Public Buildings/Facilities/Land	62.37	3.64
Public Parks & Open Space	115.12	6.71
Institutional, Church & Charitable Property	75.43	4.40
Vacant Land**	289.25	16.86
Bridge Commission	11.71	0.68
Total	1,715.25	100.00

Source: Phillipsburg tax records and field adjustments

^{*} Streets and public rights-of-way are not included in parcel acreage figures.

^{**} Includes redevelopment areas.

EXISTING ZONING

In response to the 2013 reexamination report, the Town Council adopted several amendments to the zoning ordinance and map. Following is a summary of the major changes.

- Three new districts were created: R-MF Residential Multifamily; B-5 Business South Main; and B-6 Business Neighborhood. The name of the B-2 zone was changed from Business <u>General</u> to Business <u>Highway</u>.
- The Zoning Map was revised as follows:
 - The R-MF Residential Multifamily zone replaced the R-50 and B-2 zones (primarily the public housing complex) west of Roseberry Street.
 - The B-2 zone at Center and Roseberry was replaced with the new B-6 Business
 Neighborhood zone.
 - o The I-2 zone on Lock Street was merged into the adjoining R-75 zone.
 - o The R-50 zone was expanded to incorporate the residential and school properties north of Center Street that are currently zoned industrial.
 - o The boundary of the B-2 zone along Route 22 was revised to incorporate existing commercial properties that were zoned residential; and to move the single-family homes along Joseph Street from the B-2 zone to the R-50 zone.
 - o The B-3 zone on South Main Street was merged into the adjoining B-4 zone.
 - o The B-2 zone along South Main Street was changed to the new B-5 zone.

As illustrated on Figure 2 (Existing Zoning), there are now 19 distinct zoning districts in Phillipsburg – three residential, six business, two industrial, and eight redevelopment districts; and one overlay zone for a planned adult community. As outlined in Table II-15, just over one half of the Town is zoned for residential use, approximately 13% is zoned for business use, and 9% is zoned industrial. The remaining 25% is covered by redevelopment zones. The two largest zones are the R-50 and R-75, with the R-50 covering one third of the Town.

Figure 3 (Existing Land Use and Zoning) illustrates the relationship between the current zoning and the existing land use pattern in Phillipsburg. Due to the recent amendments to the zoning map there are few inconsistencies between the general zoning categories (e.g., residential, business, industrial) and the underlying land use. The most notable inconsistencies are as follows:

• There are several apartment complexes located in the R-75 single-family zone.

- There is a mixture of Bridge Commission facilities, commercial, and residential buildings in the B-1 Office and B-3 Central Business District Office zones at the approach to the Route 22 toll bridge.
- There is a mixture of residential and business uses in the B-6 Neighborhood Business zone, where residential is not permitted.
- There is a mixture of industrial, commercial and residential uses in the I-1 Industrial zone along Broad Street and Judd Alley.
- The commercial properties at the intersections of Marshall, Heckman, and Roseberry Streets are zoned B-2 Highway Business but do not have any highway frontage.

Table II-15 Existing Zoning Districts – Phillipsburg

Zone	Overview	Acres	% of Total
Residential			
R-75	Medium density single-family (7,500sf lots)	348.04	16.31
R-50	Higher density single-family (5,000sf lots)	711.04	33.34
R-MF	Multi-family dwellings	62.45	2.93
	Sub Total	1,121.53	52.58
Business			
B-1	Office - General (10,000sf lots); also med/dental clinics & labs	60.91	2.86
B-2	Business - Highway (10,000sf lots)	88.40	4.14
B-3	Office - Central Business District	10.12	0.47
B-4	Business - Central Business District; retail, office, hospitality	52.85	2.48
B-5	Business – South Main (<i>Includes PAC Overlay</i> 5.54 acres)	52.34	2.45
B-6	Business - Neighborhood	10.52	0.49
Sub Total		275.14	12.89
Industrial			
I-1	Light industry (15,000sf lots) Manufacturing, research, offices, wholesale & retail sales.	145.23	6.81
I-2	Heavy industry (40,000sf lots) Same as I-1 +		2.37

Zone	Overview		Acres	% of Total
	Sub To	tal	195.87	9.18
Redevelopment				r.
RRA-1	Riverfront – Industrial		27.94	1.31
RRA-2	Riverfront – Union Square		19.86	0.93
RRA-3	Riverfront – Recreational Heritage		75.18	3.52
RRA-4	Riverfront – Mixed-Use		6.59	0.31
RRA-5	Riverfront – Riverside Residential		68.15	3.20
RRA-6	Riverfront – Riverside Commercial		57.84	2.71
PCPRA	Phillipsburg Commerce Park		284.59	13.34
SMRA	South Main (pocket park)		0.21	0.01
	Sub Tot	al	540.36	25.33
TOTAL		\L	2,132.90	100%

REDEVELOPMENT AREAS

There are two major redevelopment areas in Phillipsburg – the Riverfront redevelopment area and the Phillipsburg Commerce Park redevelopment area. The redevelopment plans for both areas were reviewed and subsequently revised in 2013.

Riverfront

The Riverfront Redevelopment Plan governs the riverfront/downtown area. The riverfront redevelopment area covers the length of the Delaware River waterfront from approximately Fifth Street at the northern end to Pursel Street at the southern end and contains six sub-districts that reflect the objectives for each area.

- District 1 Industrial
- District 2 Union Square
- District 3 Recreational/Heritage
- District 4 Mixed-Use
- District 5 Riverside Residential
- District 6 Riverside Commercial

As of the drafting of this Land Use Plan, a redeveloper has been named to develop the Riverfront pursuant to the requirements in the updated Riverfront Redevelopment Plan (adopted 2017). The proposed redevelopment plans for

The goal of the redevelopment plan is to capitalize on the recreational and cultural assets of the riverfront district to support the revitalization of the historic downtown through the creation of new business, residential, and eco-tourism opportunities.

Phillipsburg Commerce Park

The Phillipsburg Commerce Park redevelopment area covers the former Ingersoll Rand complex. The redevelopment plan envisions a large-scale industrial/office park, with good rail and highway access, buffered from the adjoining neighborhoods.

NATURAL RESOURCES

Phillipsburg's 2012 Environmental Resource Inventory (ERI) is a comprehensive inventory of the natural and cultural resources found throughout the Town. This section provides an overview of the resources with the greatest potential for impacting future land use decisions. The full ERI should be consulted for more detailed information.

<u>Riparian Areas.</u> Riparian areas are hydrologically connected to surface water through overland surface runoff, hydric soils, wetlands or subsurface flow. Riparian areas moderate fluctuations in water temperature, help maintain ground water recharge and stream flow, stabilize stream banks and provide flood storage areas. The riparian areas in Phillipsburg are primarily associated with the Delaware River and the Lopatcong Creek. (See ERI Figure 8)

<u>Steep Slopes.</u> Disturbance of areas containing steep slopes can trigger erosion, alteration of drainage patterns, land slumping, and landslides that can damage developed properties and ecosystems. Phillipsburg contains 284 acres of moderately and severely constrained slopes (15% or greater). They are generally found along the river and railroad rights-of-way. (See ERI Figure 11)

<u>Carbonate Rock Areas.</u> Phillipsburg is located in a region that is entirely underlain by carbonate rock. Management of development activities in carbonate rock areas is necessary to address the potential problems that are common to karst areas. The term "karst" describes a distinctive topography that indicates dissolution of underlying

carbonate rocks that can result in sinkholes, sinking streams, bedrock features, caves, and underground streams. (See ERI Figure 18)

<u>Wellhead Protection Areas.</u> A wellhead protection area is an area around a public community water supply well (PCWS) that identifies the amount of time it will take ground water (and any potential contaminants) to flow to the well. The wellhead protection areas are divided into three tiers based on flow rates: Tier 1 (two years); Tier 2 (five years); and Tier 3 (12 years). There are four PCWS wells with associated protection areas in or bordering Phillipsburg. (See ERI Figure 23)

CORRIDOR STUDIES

Route 22

In 2009, the Warren County Planning Department released the *US Route 22 Corridor Improvement Plan*. The plan is a comprehensive assessment of the existing and future transportation conditions in the corridor from the Delaware River to the I-78 interchange through Phillipsburg, Pohatcong, Lopatcong, Alpha and Greenwich. The Corridor Improvement Plan was developed to alleviate the expected increase in traffic congestion, as corridor traffic volumes increase over time.

A series of short, mid and long-term improvements were recommended to mitigate congestion in the corridor. The short-term improvements are typically minor and include traffic signal operation modifications and revised signage/striping. Mid-term improvements involve geometric modifications at the intersections or changes in existing traffic controls. Long-term improvements are more regional in scope and encompass a variety of roadway improvements.

The plan also considered multi-modal strategies including pedestrian, bicycle and transit. The plan found that pedestrian and bicycle movement in the corridor is hampered by a lack of suitable infrastructure such as missing sidewalks and bicycle facilities. The plan calls for additional efforts to develop a comprehensive bicycle plan for the region with appropriate linkages to key activity generators such as the new High School, shopping areas and employment centers. Local transit services in the corridor were found to be limited.

Interstate 78

In 2008, the North Jersey Transportation Planning Authority (NJTPA) released the *I-78 Corridor Transit Study* followed in 2011 by the *Central New Jersey/Raritan Valley Transit*

Study (CNJ/RV), which in turn was supplemented by the *Pennsylvania Component*. The studies analyzed a broad range of bus and commuter rail alternatives with the goal of improving existing and planned transit services along the Route 22 and I-78 corridors.

The three studies identified transit improvement strategies such as improved bus and rail service, preferential bus treatments on highways and arterials, and new and expanded park-and-ride facilities. The final shortlist of alternatives focused on a phased approach of providing added bus park-and-ride capacity along I-78 in the short or medium-term, followed by the possibility of extending Raritan Valley Line (RVL) commuter rail service in the long-term. The studies favor the development of a Bus Rapid Transit System (BRT) over new rail service as a more cost-effective means for servicing the region.