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July 18, 2014

Planning Board
Borough of Hightstown
156 Bank Street
Hightstown, NJ 08540

Re: Stormwater Management Plan Update
Our File No.: H1533

Dear Planning Board Members,

In 2004 the New Jersey Department of Environmental Protection required that every municipality apply for a permit under the new NJPDES stormwater permitting regulations. As a result, Hightstown was required to adopt a Stormwater Management Plan as part of the Master Plan and update the plan at the time of every Master Plan Re-examination. Attached to this letter please find a copy of the Revised Stormwater Management Plan. The format of the plan and the content is in conformance with the requirements of the NJDEP. Attached to the plan are several maps that include such features as groundwater recharge, existing land use and zoning and hydrologic features.

The revised plan is an update to the plan originally adopted and has remained essentially the same. The Board should review the plan and adopt the revised plan which should be incorporated into the Master Plan Re-examination.

Very truly yours,

A handwritten signature in blue ink that reads "Carmela Roberts".

Carmela Roberts, P.E.
Borough Engineer

cc: Karen Cassel, Planning Board Secretary
Gary Rosensweig, Esq., Planning Board Attorney
Tamara Lee, PP, AICP, Borough Planner
Henry Underhill, Borough Administrator
Debra Sopronyi, Borough Clerk



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Borough of Hightstown

Mercer County, New Jersey

Stormwater Management Plan

February 9, 2005

Revised: March 14, 2005

Revised: July 16, 2014

Our File No.: H1533

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Table of Contents

Introduction.....	3
Goals.....	3
Stormwater Discussion.....	5
Background.....	6
Design and Performance Standards.....	8
Plan Consistency.....	8
Nonstructural Stormwater Management Strategies.....	8
Land Use/Build-Out Analysis.....	14
Mitigation Plans.....	14

List of Figures

Figure 1: Groundwater Recharge in the Hydrologic Cycle.....	16
Figure 2: Borough Boundary on USGS Quadrangles.....	17
Figure 3: Groundwater Recharge Areas in the Borough.....	18
Figure 4: Borough's Existing Land Use.....	19
Figure 5: Hydrologic Features (HUC14s) Within the Borough.....	20
Figure 6: Zoning Map within the Borough.....	21

Introduction

This Municipal Stormwater Management Plan (MSWMP) documents the strategy for the Borough of Hightstown (“the Borough”) to address stormwater-related impacts. The creation of this plan is required by N.J.A.C. 7:14A-25 Municipal Stormwater Regulations. This plan contains all of the required elements described in N.J.A.C. 7:8 Stormwater Management Rules. The plan addresses stormwater quantity and stormwater quality impacts by incorporating stormwater design and performance standards for new major development, defined as projects that disturb one or more acre of land. These standards are intended to minimize the adverse impact of stormwater runoff on water quality and water quantity. The plan describes long-term operation and maintenance measures for existing and future stormwater facilities.

This plan does not include groundwater recharge. Pursuant to N.J.A.C. 7:8-5.4(a)2(ii), groundwater recharge does not apply to projects within the “Urban Redevelopment Area.” The Borough of Hightstown as a Designated Center, is considered within the Urban Redevelopment Area. As a Designated Center Hightstown is not required to recharge groundwater.

A “build-out” analysis has not been included in this plan as there is less than one square mile of vacant or agricultural lands in the Borough. The plan addresses the review and update of existing ordinances and the Borough Master Plan to allow for project designs that include low impact development techniques. The plan includes a mitigation strategy for when a variance or exemption of the design and performance standards is sought. As part of the mitigation section of the stormwater plan, specific stormwater management measures are identified to lessen the impact of existing development.

Goals

The goals of this MSWMP are to:

- reduce flood damage, including damage to life and property;
- minimize, to the extent practical, any increase in stormwater runoff from any new development;
- reduce soil erosion from any development or construction project;
- assure the adequacy of existing and proposed culverts and bridges, and other in-stream structures;
- maintain groundwater recharge;
- prevent, to the greatest extent feasible, an increase in nonpoint pollution;

- maintain the integrity of stream channels for their biological functions, as well as for drainage;
- Protect the Peddie Lake as a unique and beautiful feature of the Borough;
- minimize pollutants in stormwater runoff from new and existing development to restore, enhance, and maintain the chemical, physical, and biological integrity of the waters of the state, to protect public health, to safeguard fish and aquatic life and scenic and ecological values, and to enhance the domestic, municipal, recreational, industrial, and other uses of water;
- protect public safety through the proper design and operation of stormwater basins.

Several goals included in the Borough's Master Plan and the 2005 Re-examination Report are relevant to this Stormwater Management Plan and consistent with its goals. The Master Plan states the following:

Goal # 2, Objective #20

Preserve, protect and enhance Peddie Lake, its environs and open space corridors as valuable natural resources within the central downtown business district.

Goal #5, Objective #1

Improve and maintain the natural resources of Peddie Lake and the Rocky Brook corridor.

Goal #5, Objective #3

Provide controlled public access to the Borough's natural resources, balancing the public's opportunities to enjoy resources with necessary safe guards to protect and preserve the resources for future generations.

Goal #5, Objective #7

Develop a continuous open space system throughout the Borough.

Goal # 11, Objective #2

The Borough has adopted a stormwater management plan, as well as an environmental resource inventory and a new stormwater management ordinance. The stormwater management plan should be revised, updated and readopted.

To achieve these goals, this plan outlines specific stormwater design and performance standards for new development. Additionally, the plan proposes stormwater management

controls to address impacts from existing development. Preventative and corrective maintenance strategies are included in the plan to ensure long-term effectiveness of stormwater management facilities. The plan also outlines safety standards for stormwater infrastructure to be implemented to protect public safety.

Stormwater Discussion

Land development can dramatically alter the hydrologic cycle (See Figure 1) of a site and, ultimately, an entire watershed. Prior to development, native vegetation can either directly intercept precipitation or draw that portion that has infiltrated into the ground and return it to the atmosphere through evapotranspiration. Development can remove this beneficial vegetation and replace it with lawn or impervious cover, reducing the site's evapotranspiration and infiltration rates. Clearing and grading a site can remove depressions that store rainfall. Construction activities may also compact the soil and diminish its infiltration ability, resulting in increased volumes and rates of stormwater runoff from the site. Impervious areas that are connected to each other through gutters, channels, and storm sewers can transport runoff more quickly than natural areas. This shortening of the transport or travel time quickens the rainfall-runoff response of the drainage area, causing flow in downstream waterways to peak faster and higher than natural conditions. These increases can create new and aggravate existing downstream flooding and erosion problems and increase the quantity of sediment in the channel. Filtration of runoff and removal of pollutants by surface and channel vegetation is eliminated by storm sewers that discharge runoff directly into a stream. Increases in impervious area can also decrease opportunities for infiltration which, in turn, reduce stream base flow and groundwater recharge. Reduced base flows and increased peak flows produce greater fluctuations between normal and storm flow rates, which can increase channel erosion. Reduced base flows can also negatively impact the hydrology of adjacent wetlands and the health of biological communities that depend on base flows. Finally, erosion and sedimentation can destroy habitat from which some species cannot adapt.

In addition to increases in runoff peaks, volumes, and loss of groundwater recharge, land development often results in the accumulation of pollutants on the land surface that runoff can mobilize and transport to streams. New impervious surfaces and cleared areas created by development can accumulate a variety of pollutants from the atmosphere, fertilizers, animal wastes, and leakage and wear from vehicles. Pollutants can include metals, suspended solids, hydrocarbons, pathogens, and nutrients.

In addition to increased pollutant loading, land development can adversely affect water quality and stream biota in more subtle ways. For example, stormwater falling on impervious surfaces or stored in detention or retention basins can become heated and raise the temperature of the downstream waterway, adversely affecting cold water fish species such as trout. Development can remove trees along stream banks that normally provide shading, stabilization, and leaf litter that falls into streams and becomes food for the aquatic community.

Background

The Borough encompasses a 1.2 square mile area in Mercer County, New Jersey. The population of the Borough has increased from 5126 in 1990, to 5567 in 2013. Development within the Borough prior to 1990 resulted in changes in the landscape and increased stormwater runoff volumes and pollutant loads to the waterways of the municipality. Figure 5 illustrates the waterways in the Borough. Figure 2 depicts the Borough boundary on the USGS quadrangle maps.

The New Jersey Department of Environmental Protection (NJDEP) has established an Ambient Biomonitoring Network (AMNET) to document the health of the state's waterways. There are over 800 AMNET sites throughout the state of New Jersey. These sites are sampled for benthic macroinvertebrates by NJDEP on a five-year cycle. Streams are classified as excellent, good, fair, or poor based on the AMNET data. The information gathered contributes to state water quality management and pollution mitigation efforts.

Hightstown contains three stream bodies within its boundaries; the Rocky Brook, the Peddie Lake and the Timber Run which is tributary to the Peddie Lake. These three stream bodies essentially bisect the Borough. The Peddie Lake and Timber Run, as well as a portion of the Rocky Brook, are surrounded by dense development. The most northerly section of the Rocky Brook is largely bordered by associated wetlands. This plan will help to assure that the Rocky Brook, Peddie Lake and Timber Run are protected and maintained as important natural features.

In addition to the AMNET data, the NJDEP and other regulatory agencies collect water quality chemical data on the streams in the state. These data show that the Rocky Brook in the area of the Borough contains arsenic, chromium, lead, zinc, and benthic macroinvertebrates, and has been placed in the fair assessment category. The designation of "Fair" is directly related to the sampling of benthic macroinvertebrates. Sampling at the Peddie Lake has indicated that Peddie Lake is maintaining fair water quality. Hightstown Borough is in Watershed Management Area 10 that is part of the Raritan River basin. The Rocky Brook is part of an area of 271 square miles that the Millstone River drains. The Rocky Brook however, is not a major tributary to the Millstone River. The major tributaries include Stony Brook, Cranbury Brook, Bear Brook, Ten Mile River, Six Mile River and Bedens Brook. The largest impoundment in this area is Carnegie Lake. The Peddie Lake is one of a large number of smaller lakes in the watershed.

The Borough Environmental Commission has a working relationship with the Stony Brook – Millstone Watershed Association to assist the Borough with water quality and water quantity management issues. The Watershed Association has prepared a document titled, "Characterization and Assessment of the Rocky Brook Watershed". This document discusses the Rocky Brook and its condition in the Hightstown area.

In 2012 the Hightstown Environmental Commission, in collaboration with the Delaware Valley Regional Planning Commission, prepared an Environmental Resource Inventory (ERI) for the Borough. In June of 2012 the Planning Board adopted the ERI as an appendix to the Borough's Master Plan.

The ERI provides valuable information on natural and biological resources in addition to key statistics regarding the built environment. It illustrates how fully developed the community is while highlighting the fragility of the last remaining natural resources. The Rocky Brook corridor, including Peddie Lake, bisects the Borough and passes through downtown. In 2011 this stream corridor flooded downtown Hightstown, causing significant damage, from which the Borough continues to recover today. That event illustrated how the Borough's environmental resources can be both valuable assets that enhance the quality of life and a powerful force that warrants respect and consideration. In an effort to strike an appropriate balance between permitted development and acknowledging the carrying capacity of the Borough's natural resources, the Environment Commission developed and the Borough Council adopted a new stormwater management ordinance. This ordinance seeks to address and manage the cumulative impact of small development projects that can, over time, have significant consequences as it becomes increasingly difficult to mitigate the effects of intensified development in a fully developed community like Hightstown.

The New Jersey Integrated Water Quality Monitoring and Assessment Report (305(b) and 303(d)) (Integrated List) is required by the federal Clean Water Act to be prepared biennially and is a valuable source of water quality information. This combined report presents the extent to which New Jersey waters are attaining water quality standards, and identifies waters that are impaired. The most recent report, dated January 2012 indicated that Rock Brook (below Monmouth County line) has tested high in total phosphorous, and has been placed on the Revised Final 2010 Two Year TMDL Schedule. However, to date no TMDL's have been established for the Rock Brook

The bridges at the Peddie Lake and Rocky Brook are owned by the County and State. These structures and some of the smaller culverts were designed for different hydrologic conditions (i.e., less impervious area) than presently exist in the Borough. As imperviousness increases in the Borough, the peak and volumes of stream flows also increase. The increased amount of water may result in stream bank erosion, which results in unstable areas at roadway crossings, and degraded stream habitats. Increased imperviousness decreases groundwater recharge, decreasing base flows in streams during dry weather periods. Lower base flows can have a negative impact on instream habitat during the summer months. A map of the groundwater recharge areas are shown in Figure 3. Wellhead protection areas, also required as part of the MSWMP, are shown in Figure 5.

Design and Performance Standards

The Borough has adopted the design and performance standards for stormwater management measures as presented in NJ.A.C. 7:8-5 to minimize the adverse impact of stormwater runoff on water quality and water quantity in receiving water bodies. The

design and performance standards include the language for maintenance of stormwater management measures consistent with the stormwater management rules at N.J.A.C. 7:8-5.8 Maintenance Requirements, and language for safety standards consistent with N.J.A.C. 7:8-6 Safety Standards for Stormwater Management Basins.

During and after construction, Borough inspectors will observe the construction of the project to ensure that the stormwater management measures are constructed and function as designed.

Plan Consistency

The Borough is not within a Regional Stormwater Management Planning Area and no TMDLs have been developed for waters within the Borough to date; therefore this plan does not need to be consistent with any regional stormwater management plans (RSWMPs) nor any TMDLs. If any RSWMPs or TMDLs are developed in the future, this Municipal Stormwater Management Plan will be updated to be consistent. The Municipal Stormwater Management Plan is consistent with the Residential Site Improvement Standards (RSIS) at N.J.A.C. 5:21. The municipality will utilize the most current update of the RSIS in the stormwater management review of residential areas. This Municipal Stormwater Management Plan will be updated to be consistent with any future updates to the RSIS. The Municipal Stormwater Management Plan is consistent with the Borough's Master Plan as it reflects the goals and objectives of the Master Plan.

The Borough's Stormwater Management Ordinance requires all new development and redevelopment plans to comply with New Jersey's Soil Erosion and Sediment Control Standards. During construction, Borough inspectors will observe on-site soil erosion and sediment control measures and report any inconsistencies to the local Soil Conservation District. Additionally, the Borough will copy the Mercer County Soil Conservation District on key correspondence.

Nonstructural Stormwater Management Strategies

The Master Plan of the Borough of Hightstown as amended in 2005, was reviewed in its entirety for consistency with non-structural stormwater management strategies. The Master Plan at this time is consistent and does not require modification.

The Zoning and Land Use Ordinances of the Borough Code were reviewed with regard to consistency with nonstructural stormwater management strategies. Subsequently, Ordinance No. 2012-12, amending the revised general ordinances of the Borough, Chapter 25-1 "Stormwater Control" and Section 26-9 "Subdivision, and Site Plan Checklists," was adopted August 6, 2012. The following changes to Section 25 and Section 26, of the land use procedures were made:

Amend Section 25-1, **Scope and Purpose**, as follows:

C. Applicability

1. The ordinance shall be applicable to all site plans and subdivisions for the following major developments that require preliminary or final site plan or subdivision review:

a. Non-residential major developments; and

b. Aspects of residential major developments that are not preempted by the Residential Site Improvement Standards at N.J.A.C. 5:21.

2. This ordinance shall also be applicable to all major developments undertaken by the Borough of Hightstown.

3. This ordinance shall also apply to any Borough issued Zoning Permits which are not covered under items 1 and 2 above. The Zoning Officer shall provide a copy of all applications for Zoning permit issued in accordance with this section to the Borough's Environmental Commission for review and recommendation.

Amend Section 25-2, **Definitions**, as follows:

A. ***Development without Planning Board Approval:***

Any development that provides for the ultimate disturbance of 1,000 square feet or more of soil, or the construction or redevelopment of 250 square feet or more of

impervious surface of any type for which only a Zoning Permit is required.

Disturbance for the purpose of this rule is the placement or replacement/redevelopment of impervious surface; exposure and/or movement of soil or bedrock; or clearing, cutting, or removing of all vegetation. Existing residential single-family dwellings and other residential and non-residential development, which otherwise meet the definition of “major development” under this ordinance , because of the amount of disturbance, shall be subject to review. by the Environmental Commission, a subcommittee or a designee thereof. The Environmental Commission, subcommittee or a designee thereof, shall make written recommendations as shall be appropriate regarding non-structural methods, such as rain gardens, pervious pavement, vegetative swales, etc., to improve stormwater management within the time periods required by law. The Environmental Commission may refer development or redevelopment under this section to the Borough Engineer for stormwater review as needed, in its discretion. Failure of the Environmental Commission to provide recommendations shall not prevent the Zoning Official from issuing permit(s) under the time period(s) required by law.

B. Development with Planning Board Approval

Any New development and/or redevelopment , which meets the definition of “major development” under state law, in N.J.A.C. 7:8-1.2 (Definitions), i.e. one-quarter acre of new impervious cover and/or one acre of disturbance, shall be required to comply with the non-structural point system and/or the construction of

structural stormwater management measures, as specified in Section 25-4 of the Revised General Ordinances of the Borough of Hightstown.

Amend 25-4 (C), Stormwater Management Requirements for Major Development,

as follows:

- C. The following linear development projects are exempt from stormwater runoff quantity and quality requirements of Sections 4.F and 4.G:
1. The construction of an underground utility line, provided that the disturbed areas are revegetated upon completion;
 2. The construction of an above ground utility line provided that the existing conditions are maintained to the maximum extent **possible**;
 3. The construction of a public pedestrian access, such as a sidewalk or trail with a maximum width of fourteen (14) feet, provided that the access is made of permeable material, **or provided that an access made of impervious material occurs solely as a replacement for existing material and no permeable material is practical for this use;**

Amend Section 26-9-1, Checklist for Subdivisions, to add a new section 26-9-14 (h), as follows:

14. Stormwater Management Submission, including the following in accordance with Section 25-9 of the Revised General Ordinances of the Borough of Hightstown:

h. A Stormwater Management Plan incorporating as many non-structural stormwater management measures as can feasibly be accommodated on the site, including but not limited to rain gardens, pervious pavement, rain barrels, native vegetative swales, and the required non-structural stormwater management strategies incorporated at N.J.A.C. 7:8-5.9(a)1., and an explanation as to why additional non-structural measures could not be used, subject to the review and approval of the Borough Engineer, if so requested by the Planning Board.

Amend Section 26-9-1(c), Requirements for Minor Subdivision, to add the following to 26-9-1(c) 18:

18. Provisions for collecting and discharging stormwater runoff. A composite grading and drainage plan of the entire development shall accompany each submission. This plan shall identify finished floor elevations, all high and low points, breaks in grade, and tentative elevation at the corners of the house locations on each lot. A Stormwater Management Plan incorporating as many non-structural stormwater management measures as can feasibly be accommodated on the site, including but not limited to rain gardens, pervious pavement, rain barrels, native vegetative swales, and the required non-structural stormwater management strategies incorporated at N.J.A.C. 7:8-5.9(a)1., and an explanation as to why additional non-structural measures could not be used, subject to the review and approval of the Borough Engineer, if so requested by the Planning Board.

Add a new section 26-9-2(a)29(h), Checklist for Site Plans, as follows:

29. Stormwater Management Submission, including the following in accordance with Section 25-9 of the Revised General Ordinances of the Borough of Hightstown:

h. A Stormwater Management Plan incorporating as many non-structural stormwater management measures as can feasibly be accommodated on the site, including but not limited to rain gardens, pervious pavement, rain barrels, native vegetative swales, and the required non-structural stormwater management strategies incorporated at N.J.A.C. 7:8-5.9(a)1., and an explanation as to why additional non-structural measures could not be used, subject to the review and approval of the Borough Engineer, if so requested by the Planning Board.

Add a new section 26-9-3(a) 11, Checklist for Variances, as follows:

11. A Stormwater Management Plan incorporating as many non-structural stormwater management measures as can feasibly be accommodated on the site, including but not limited to rain gardens, pervious pavement, rain barrels, native vegetative swales, and the required non-structural stormwater management strategies incorporated at N.J.A.C. 7:8-5.9(a)1., and an explanation as to why additional non-structural measures could not be used, subject to the review and approval of the Borough Engineer, if so requested by the Planning Board.

Land Use/Build-Out Analysis

A land use/build out analysis was not prepared for the Borough. The Borough has significantly less than one square mile of developable land. The Borough is nearing full build out as the entire land area of the Borough is just 1.2 square miles. As a result no additional analysis has been performed to address pollutant loadings at full build-out. Figure 4 illustrates the existing land use in the Borough based on 1995/97 GIS information from NJDEP. Figure 5 illustrates the HUC14s within the Borough. The Borough zoning map is shown in Figure 6. Figure 3 illustrates the constrained lands within the Borough.

Mitigation Plans

This mitigation plan is provided for a proposed development that is granted a variance or exemption from the stormwater management design and performance standards. Presented is a hierarchy of options.

Mitigation Project Criteria

1. The mitigation project must be implemented in the same drainage area as the proposed development. The project must provide additional groundwater recharge benefits, or protection from stormwater runoff quality and quantity from previously developed property that does not currently meet the design and performance standards outlined in the Municipal Stormwater Plan. The developer must ensure the long-term maintenance of the project, including the maintenance requirements under Chapters 8 and 9 of the NJDEP Stormwater BMP Manual.

a. The applicant can select one of the following ways to compensate for the deficit from the performance standards resulting from the proposed project. The mitigation project must be coordinated with the Borough Council, Borough Engineer and Environmental Commission to determine the most appropriate project.

Water Quality and Water Quantity:

- Stream cleaning and restoration of the Timber Run at the headwaters of the Peddie Lake.
- Stream cleaning and removal of accumulated sediment downstream of the Peddie Lake Dam spillway adjacent to the Rock Brook Park.
- Stream cleaning and removal of overgrown vegetation in the drainage way east of North Academy Street.

2. If a suitable site cannot be located in the same drainage area as the proposed development, as discussed in Option 1, the mitigation project may provide mitigation that is not equivalent to the impacts for which the variance or exemption is sought, but that addresses the same issue.

Water Quality:

- Establish a vegetated buffer along sections of the Peddie Lake, as determined by the Borough Council, as a geese and wildlife control measure.

HYDROLOGIC CYCLE

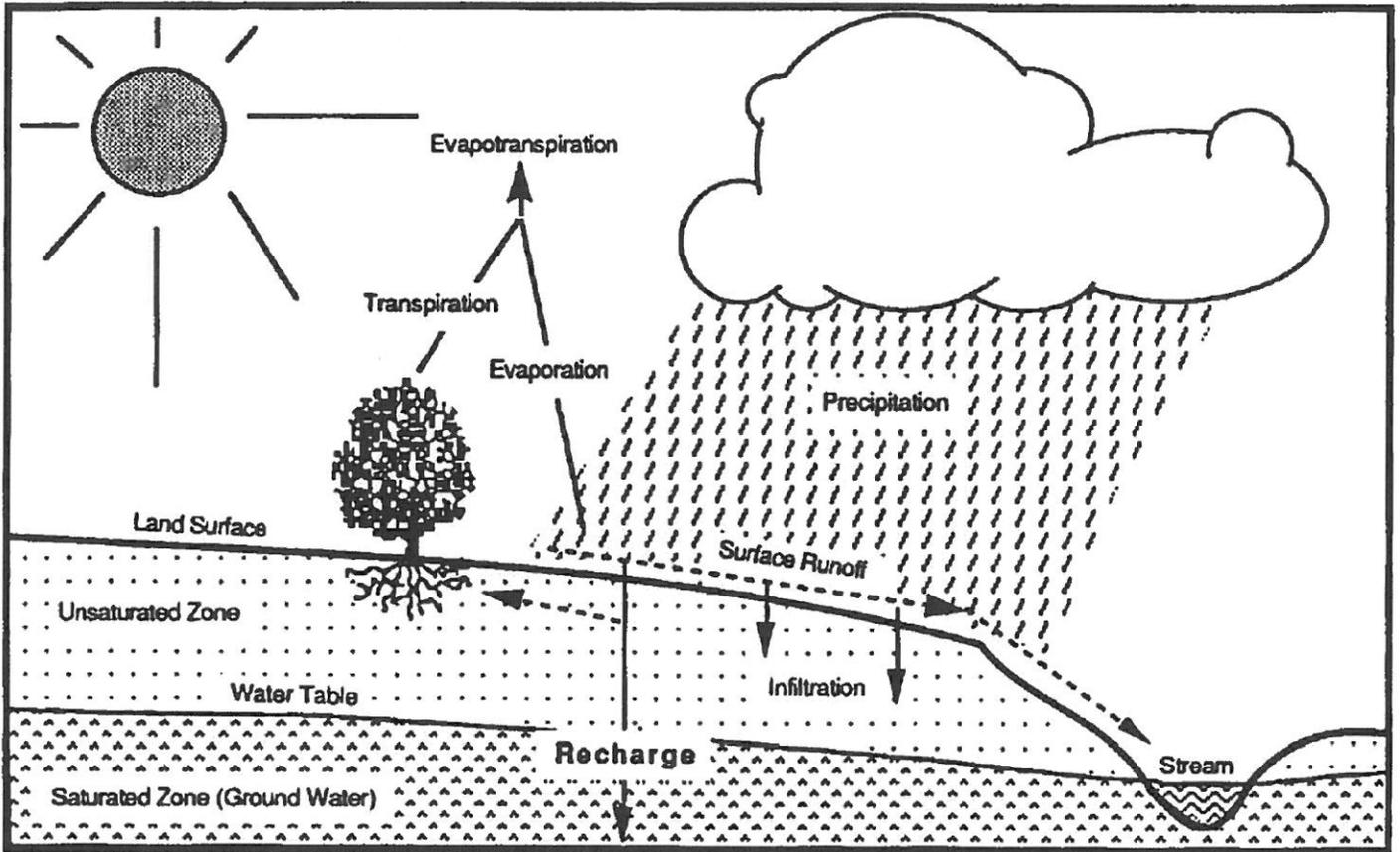


Figure 1: Groundwater Recharge in the Hydrologic Cycle
Page 16

BOROUGH OF HIGHTSTOWN
USGS QUADRANGLE MAP - HIGHTSTOWN
U.S DEPARTMENT OF THE INTERIOR GEOLOGICAL SURVEY

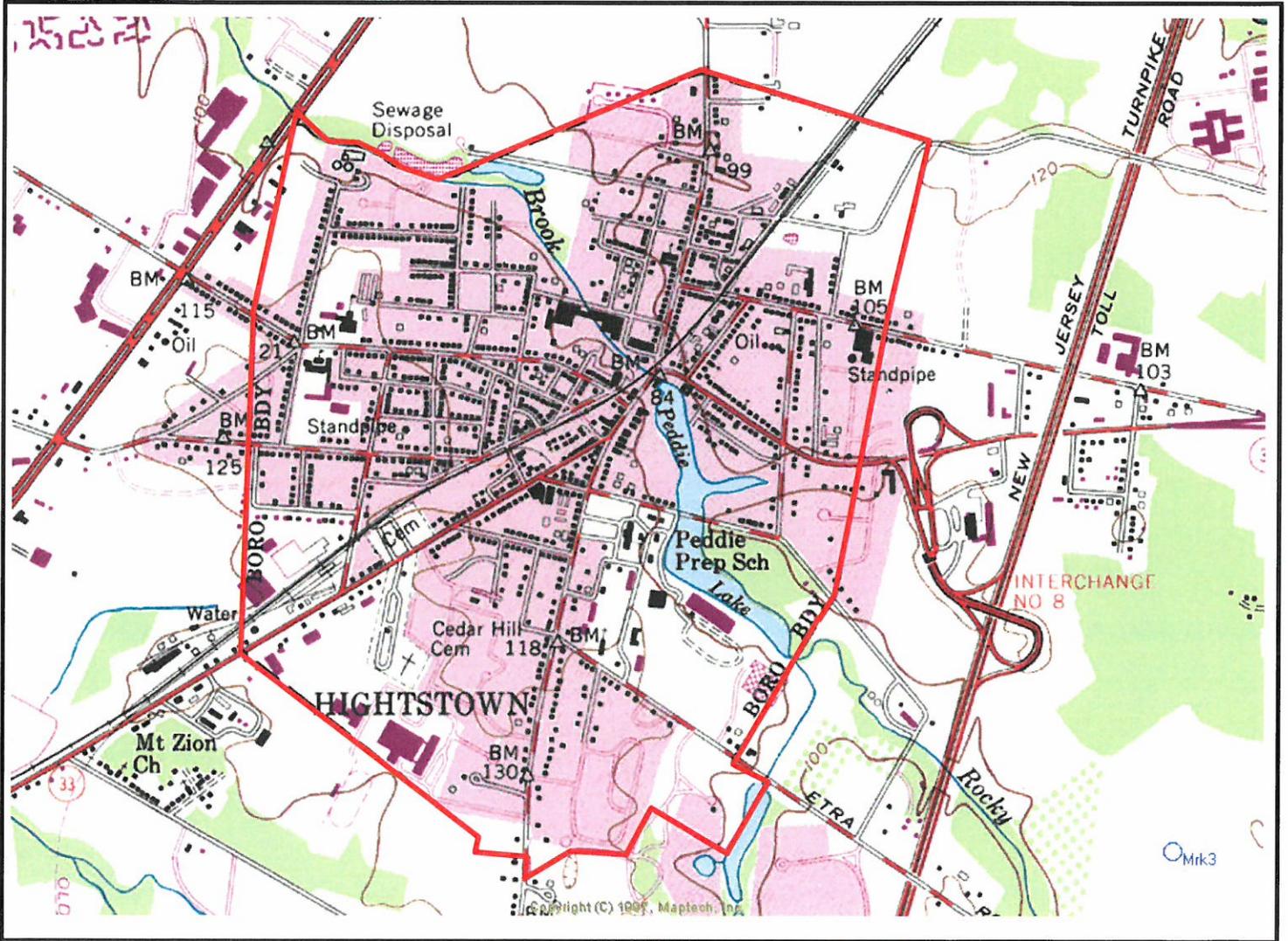
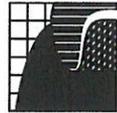
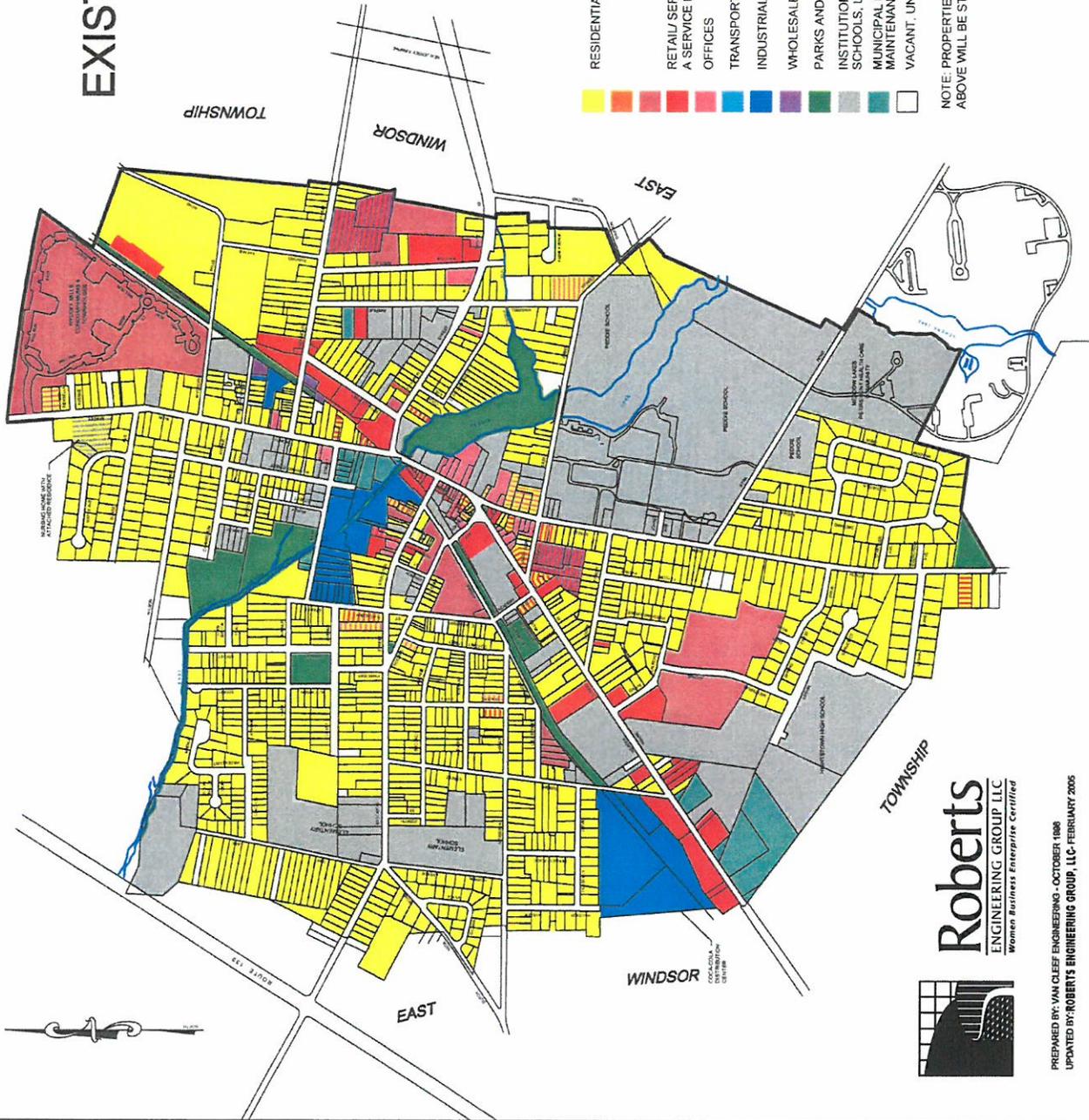


Figure 2: Borough Boundary on USGS Quadrangles
Page 17

EXISTING LAND USE MAP

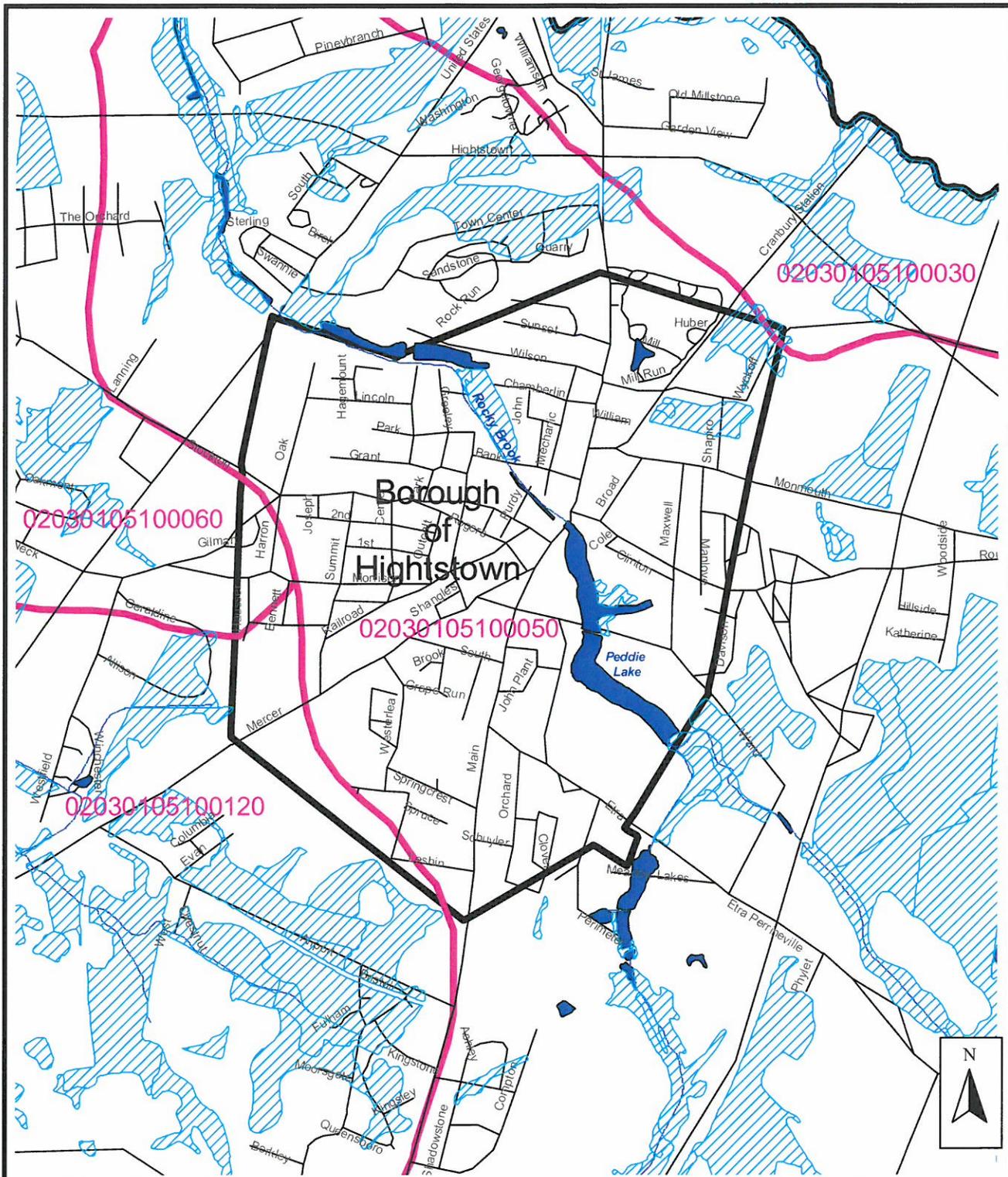
HIGHTSTOWN BOROUGH

Mercer County, New Jersey



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PREPARED BY: VAN CLEEF ENGINEERING - OCTOBER 1989
 UPDATED BY: ROBERTS ENGINEERING GROUP, LLC - FEBRUARY 2005



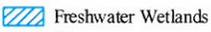
HYDROLOGIC FEATURES	<ul style="list-style-type: none">  Freshwater Wetlands  Streams  Lakes  Hydrologic Units (HUC14s) 	Sources: NJDEP G.I.S. data - HUC14s, Freshwater Wetlands, Streams and Lakes	 Roberts ENGINEERING GROUP LLC <small>Member - Business Enterprise Certified</small>
BOROUGH OF HIGHTSTOWN Mercer County, New Jersey	Prepared: February 8, 2005		

Figure 5: Hydrologic Features (HUC14s) with in the Borough
Page 20

EXISTING ZONING MAP

HIGHTSTOWN BOROUGH

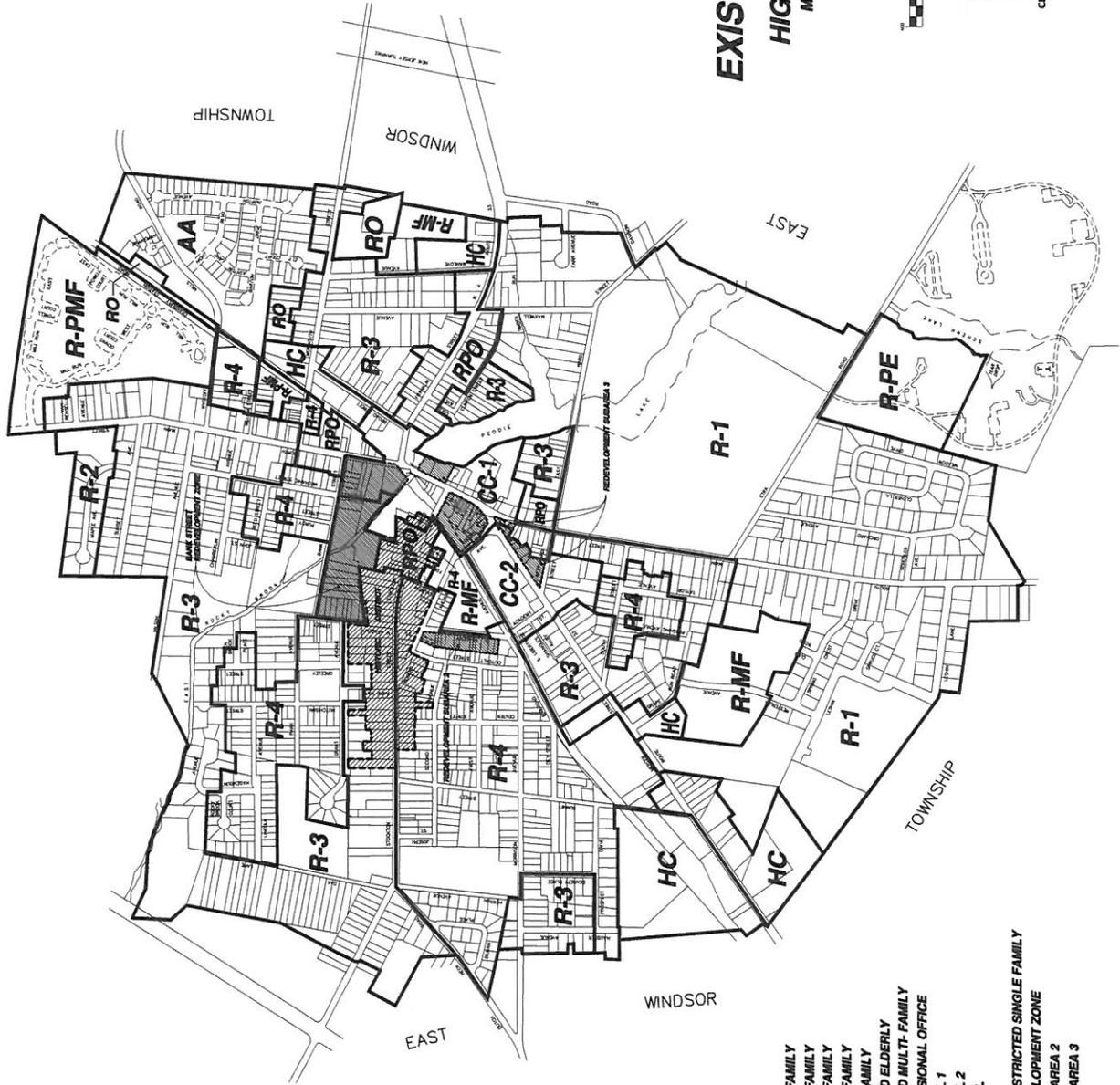
MERCER COUNTY, NEW JERSEY

JANUARY 2009



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REVISED PER ORDINANCE 2008-22
REVISED PER ORDINANCE 2008-17



ZONES

- R-1 RESIDENTIAL- SINGLE FAMILY
- R-2 RESIDENTIAL- SINGLE FAMILY
- R-3 RESIDENTIAL- SINGLE FAMILY
- R-4 RESIDENTIAL- SINGLE FAMILY
- R-MF RESIDENTIAL- MULT-FAMILY
- R-PE RESIDENTIAL- PLANNED ELDERLY
- R-PMF RESIDENTIAL- PLANNED MULTI-FAMILY
- R-PO RESIDENTIAL- PROFESSIONAL OFFICE
- CC-1 CENTRAL COMMERCIAL 1
- CC-2 CENTRAL COMMERCIAL 2
- HC HIGHWAY COMMERCIAL
- RO RESEARCH OFFICE
- AA ACTIVE ADULT AGE RESTRICTED SINGLE FAMILY
- HC BANK STREET REDEVELOPMENT ZONE
- REDEVELOPMENT SUBAREA 2
- REDEVELOPMENT SUBAREA 3
- HISTORIC DISTRICT