REEXAMINATION OF THE MASTER PLAN TOWNSHIP OF BRIDGEWATER SOMERSET COUNTY, NEW JERSEY

PREPARED BY THE BRIDGEWATER TOWNSHIP PLANNING BOARD

ADOPTED FEBRUARY 8, 2011

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MASTER PLAN REEXAMINATION REPORT BRIDGEWATER TOWNSHIP SOMERSET COUNTY, NEW JERSEY

I. <u>INTRODUCTION</u>

The Bridgewater Township Planning Board has adopted several reexamination reports which have been developed to intentionally take incremental steps toward achieving a strong municipal identity. As found in its umbrella of goals, objectives and policies in these reports, the underlying municipal interest is to develop a strong economic base, a strong and identifiable neighborhood identity, a clearly-defined sense of place and the highest achievable level of quality of life. Even with the evolving nature of society, these goals and objectives have remained solidly embedded in the fabric of the Master Plan Amendments and Reexamination Reports.

This Periodic Reexamination Report addresses the required areas outlined in the provisions of the Municipal Land Use Law: N.J.S.A. 40:55D-89. These are:

- A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.
- B. Discuss the extent to which such problems and objectives have been reduced or have increased subsequent to such date.
- C. Discuss the extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the Master Plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources and energy, collection, disposition and recycling of designated recyclable materials, and changes in State, County and Municipal policies and objectives.
- D. Outline the specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
- E. Provide recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law" into the land use plan element of the master plan and

recommended changes, if any, to effectuate the redevelopment plans of the municipality.

This reexamination report will be based on the first four reporting topics (A through D) since the last reporting topic, which focuses on a redevelopment plan, is not applicable. The findings and recommendations contained in this report are based on a review of the following documents and municipal conclusions based on thoughtful evaluation:

- Master Plan, dated 1990 provides a clear vision for the Township, citing valued policies and objectives for the township.
- Master Plan Amendment, dated March 9, 2004.
- Regional Center Master Plan Amendment, dated September, 2004 identifies
 the scope and goals for the three communities, Somerville Borough, Raritan
 Borough and a portion of Bridgewater Township, that will work cooperatively
 to solve common issues.
- Master Plan Amendment and Reexamination Report, dated February 28, 2005 addresses newly-developed policies and development strategies intended to serve as a basis for focused study in an effort to preserve the goals outlined in the 1990 Master Plan and to further enhance the quality of life in the township through additional sound planning policies.
- Master Plan Reexamination Report, dated November 11, 2008 deals with impervious coverage and floor area ratio standards to maintain the established scale within zoning districts.
- Master Plan Amendment of the Recreation Element of the Master Plan adopted on May 24, 2010 which sets forth a plan for facilities and uses on public lands.
- Master Plan Amendment and Reexamination Report-Economic Element, was adopted on April 13, 2010. This study was developed in response to the Master Plan Amendment and Reexamination Report, dated February 28, 2005, where the study was recommended to, "Encourage appropriate development of land use focus areas in the Township that will, within the limits of zoning, return underutilized land to productive use, generate economic development activity, diversify the municipal economic base, create new employment opportunities, and strengthen the tax base."

 Master Plan Amendment and Reexamination Report-Circulation Element, dated September, 2010 studied traffic circulation and modes of transportation throughout the Township which resulted in recommendations to be addressed moving forward.

II. PERIODIC REEXAMINATION:

Below are the reporting topics for reexamination, as noted in the February 28, 2005 Master Plan Reexamination Report.

** 1 **

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.

OBJECTIVE: TO PRESERVE THE DEVELOPMENT CHARACTER AND QUALITY OF BRIDGEWATER TOWNSHIP. Maintaining the unique image and preserving the character of the individual neighborhoods are primary objectives. Bridgewater Township needs to maintain and improve residential neighborhoods without undue intrusion from traffic, noise, light and degraded air quality

B. Extent that the objective has increased or decreased as a municipal concern:

The objective remains as a strong municipal concern which should be addressed.

C. Extent to which there have been significant changes in assumptions/policies:

Assembly uses, such as open air clubs, schools, country clubs, and houses of worship may attract a significant number of persons which could affect the character of a residential neighborhood. Due to the modern needs of accommodation, large paved parking areas, larger assembly buildings and the associated negative impacts of size, scale, bulk, height, traffic, and noise are more likely to be visually and acoustically disruptive to residential neighborhoods. Bridgewater has had recent experience in neighborhood impacts relative to open air clubs of high assemblage in established residential neighborhoods. In addition, there is the recognition that the house of worship use has modified over time. The house of worship no longer serves only the small neighborhood community or town in which it is located. The house of worship may serve the residents of the county and even assembly participants from the larger region. The timeframes for assembly now stretch throughout all days of the week, during day and evening

hours. Houses of worship now may offer child day care, schools, banquet facilities and community centers. Health and personal counseling, multiple housing units for its worship leaders, outdoor religious activities as well as social and cultural festivities may also be associated with the house of worship. The increase in offerings requires increased space, parking, and greater building mass, which is out of scale with the established identity and character of the single family residential districts in which they may be located.

While Bridgewater remains committed to continue to permit schools, country clubs and open air clubs in certain residential zones and houses of worship as a permitted or conditional uses in all zones, it is necessary to introduce ordinance requirements to assure that the participants will have convenient travel to their point of assemblage without unduly affecting the abutting and nearby residential neighborhoods.

D. Outline the specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared:

Recommendations for Development Regulations:

There should be renewed focus on non-residential uses located in the residential neighborhoods. A more defined land use set for residential neighborhoods is needed. It has already been shown that quality of life and retention or creation of a strong neighborhood identity is of prime importance. The residential zones are currently permitted, with conditions for the conditional uses, to be pierced by assembly uses such as schools, country clubs, open air clubs, and houses of worship. It is appropriate to continue to permit these uses, but with the application of greater controls in order to assure preservation and maintenance of a strong residential neighborhood character.

It is recommended that where schools, country clubs, open air clubs, and houses of worship are to be located in residential zones, these uses should be required to have the principal access from a state highway, a county roadway, or from the following roads in the township, collectively comprising over 40 miles of linear roadway and over 80 miles of lot frontage:

- Garretson Road from Country Club Road to the US Route 202-206 overpass.
- Country Club Road from NJ State Highway Route 28 to Garretson Road.

- Milltown Road from US Route 22 to US Route 202.
- Prince Rodgers Avenue from County Route 629 (North Bridge Street) to the Interstate Route 287 overpass.

This condition is not recommended to be required in non-residential zones.

Underlying Objectives:

Underpinnings of the recommendations are found, in part, from the 2005 Master Plan which has identified the steadfast commitment toward neighborhood preservation as a prime governmental interest. Underlying objectives to the recommended ordinance changes are:

Land Use

• Provide a balanced land use pattern in the Township of residential, commercial, limited industrial, public/semi-public, conservation, and parks/open space uses that supports residential neighborhoods.

Single-Family Residential:

- The key organizing principle established in this plan is that neighborhood planning and preservation is a priority. This approach raises the following opportunities and challenges to be addressed by the Township through the Master Plan Updates and future planning efforts:
- Maintain existing residential neighborhood characteristics of development.
- Continue to permit development within existing zones where there is infrastructure, intermodal access and an established pattern of development. Discourage intense uses and modify zoning to protect neighborhoods and environmental assets.
- Preserve and enhance the residential character of the Township by protecting established neighborhoods, addressing quality of life issues, promoting a diversity of housing choices, providing for compatible in-fill housing where appropriate, and planning for appropriate development in targeted revitalization areas where land uses are in transition. (In-fill development is development of vacant lands which meet the zoning regulations of the Township.)

• Update the land use plan to address areas where land uses are in transition and reinforce established residential neighborhoods, commercial districts and park/open space areas.

** 2 **

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.

OBJECTIVE: TO PROMOTE A WELL-BALANCED VARIETY OF RESIDENTIAL, RECREATIONAL PUBLIC, COMMERCIAL, INDUSTRIAL AND CONSERVATION LAND USES.

B. Extent to which such problems and objectives have been reduced or have increased subsequent to such date.

The extent of the concern is reduced. An Open Space tax is used to acquire open space lands for recreational use, with a portion approved to be dedicated to maintain the quality of the public spaces. A Recreation Plan Element to the Master Plan was adopted in 2010. An Economic Element to the Master Plan was adopted in April, 2010 and a Circulation Element was adopted in September, 2010 to contribute to the balance.

C. Extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the Master Plan or development regulations as last revised.

The adopted Master Plan elements noted above have advanced the objectives of the Master Plan.

D. Specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. There are no specific recommendations advanced at this time.

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report

OBJECTIVE: TO GUIDE LAND DEVELOPMENT AND LOCATION OF COMMUNITY FACILITIES IN ORDER TO MEET THE NEEDS OF BRIDGEWATER TOWNSHIP RESIDENTS AND TO PROMOTE THE PRESERVATION OF THE NATURAL ENVIRONMENT.

B. Extent to which such problems and objectives have been reduced or have increased subsequent to such date.

The extent of the concern is reduced. An Open Space tax is used to acquire open space lands for recreational use, with a portion dedicated to maintain the quality of the public spaces. A Recreation Plan Element to the Master Plan was adopted in 2010. Bridgewater Township Open Space and Park Boards have been actively analyzing municipal lands for possible Green Acres, Recreation and Open Space (ROSI) designation. In addition, there is a strong commitment to retain municipal lands unless there is a significant public benefit which would be met by the release of these lands. Consideration is given to ways in which Bridgewater can preserve its dwindling stock of open space by the purchase of privately owned lands for preservation in a natural state.

C. Extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the Master Plan or development regulations as last revised.

The adopted Master Plan element noted above and the use of Open Space tax funds have advanced the objectives of the Master Plan.

D. Specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. There are no specific recommendations advanced at this time.

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.

OBJECTIVE: COORDINATE FUTURE GROWTH WITH NEEDED EXPANSION OF PUBLIC FACILITIES AND SERVICES.

B. Extent to which such problems and objectives have been reduced or have increased subsequent to such date.

The extent of the objective is reduced. The municipal complex is constructed; the new animal shelter is completed and the turf field to be adjacent to the municipal building is under construction.

C. Extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the Master Plan or development regulations as last revised.

There are no significant changes.

D. Specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. There are no specific recommendations advanced at this time.

** 5 **

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.

OBJECTIVE: TO PROMOTE THE CONSERVATION OF NATURAL SYSTEMS, ENVIRONMENTAL RESOURCES, RURAL APPEARANCE, AND THE NATURAL AMENITIES WHICH PRESENTLY CHARACTERIZE BRIDGEWATER TOWNSHIP.

B. Extent that the objective has increased or decreased as a municipal concern:

The concern has been improved due to the adoption of a storm water management ordinance, adoption of new controls on impervious coverage, floor area ratio. Adopted buffer regulations have also contributed to improving natural amenities.

C. Extent to which there have been significant changes in assumptions/policies:

There have been no significant changes in assumptions/policies.

D. Specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. There are no specific recommendations advanced at this time.

** 6 **

A. Identify the major problems and objectives relating to land development at the time of adoption of the last Reexamination Report.

OBJECTIVE: REVIEW THE ZONING MAP TO IDENTIFY PROPERTY, BOTH PRIVATE AND PUBLICLY HELD WHICH ARE LOCATED IN THE PUBLIC (P) ZONE. CONFIRM THAT SUCH LAND IS STILL REQUIRED FOR SOME PUBLIC PURPOSE. IF NOT, THOSE LANDS SHOULD BE RE-ZONED FOR DEVELOPMENT PURPOSES AND DISPOSED OF AS ALLOWED FOR BY LAW.

B. Extent that the objective has increased or decreased as a municipal concern:

This action plan has increased in municipal concern and has been reconsidered.

C. Extent to which there have been significant changes in assumptions/policies:

As the township has matured, the amount of existing open space has declined dramatically, and the market value of real property has risen substantially. Maintaining the municipality's ownership of undeveloped land is therefore deemed a cost effective and essential component of the township's commitment to protecting the quality of life of all of Bridgewater's residents. Accordingly, developing any vacant or undeveloped municipality held land for uses other than parks, open space; recreational fields or some other public use should be discouraged. Consideration therefore should be given to add to the municipal open space when an opportunity arises.

D. Specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared. There are no specific recommendations needed.

A. Identify the major problems and objectives relating to land development at the time of the adoption of the last Reexamination Report.

OBJECTIVE: THE 2005 MASTER PLAN AND REEXAMINATION REPORT DEFINED THE OBJECTIVE, AND THE MUNICIPALITY NEEDS TO EMPLOY PLANNING STRATEGIES WHICH WOULD ENHANCE BRIDGEWATER'S QUALITY OF LIFE.

B. Extent to which such problems and objectives have been reduced or have increased subsequent to such date.

The concern for improved aesthetics and compatible development design has increased due to the need desire to balance the need for economic vitality and the challenge of assuring that Bridgewater maintains its quality of life.

C. Extent to which there have been significant changes in assumptions, policies and objectives

There is recognition that the past use of design standards for parking is no longer applicable to some houses of worship.

D. Specific changes recommended for the Master Plan or development regulations.

Recommendations for Development Regulations:

- 1. It is recommended that Section 126-169 Parking, be revised for houses of worship, churches to reflect the additional computation, where applicable, of 1 space for each 30 square feet of all assembly area capable of being used for worship and where seating is not an applicable standard.
- 2. It is further recommended that the ordinance be evaluated for establishing additional ordinance standards for schools, country clubs, open air clubs and houses of worship to address areas which need added controls or clarifications. Where appropriate, ordinance regulations should be adopted addressing the following:
 - a. Minimum Side and Rear yards
 - b. Maximum Percent Improved Lot Coverage
 - c. Buffer Screening Requirements:
 - d. Parking in front yard areas
 - e. Signage
 - f. Conditional uses may be considered instead of some permitted uses
 - g. Floor area ratio requirements for houses of worship
 - h. Minimum lot area for residences supporting houses of worship

III. NEW MASTER PLAN

A new Master Plan is not warranted at this time. Recent Master Plan Elements of Recreation, Economic Development, and Circulation have been adopted in the township's continuing effort to address the commitment to the goals and objectives of the 1990 and 2005 Master Plan. This Re-examination Report has outlined goals and objectives which will reinforce the identity and character of residential neighborhoods and thereby contribute to the preservation of quality of life in the township.

IV. STATE DEVELOPMENT AND REDEVELOPMENT PLAN

The goals and recommendations in the Reexamination Report are consistent with the policies of the State Planning Act. The New Jersey State Development and Redevelopment Plan recognizes that it is important to be forward-looking and proactive in addressing matters that relate to the ultimate stability of a built-out New Jersey community. Therefore, it is appropriate to address matters now, when they can be addressed well, and not attempt to make-the-best of a difficult situation in the future.

Citizens of New Jersey. Will a child born today have a quality of life in 2020 that makes her want to stay in New Jersey? Soon these questions will be moot, because growth is occurring at a pace that has led the Impact Assessment of the State Plan to predict that New Jersey could be fully developed in 50 years. Conversations about planning New Jersey's future will soon be academic. The future needs a blueprint—now.

The New Jersey State Development and Redevelopment Plan acknowledges the value of the concept of quality of life. Achieving a balance among all the components which influence sound planning results in a highly sought after, viable, and sustainable community.

Livable Communities. They are thoughtfully planned, wisely managed and carefully nurtured communities that emerge from the everyday decisions of concerned citizens and public officials at every level of government. They are sustainable communities that grow and change without sacrificing their future quality of life.

The concept of more regionally-oriented access for houses of worship, open air clubs, schools, and country clubs is consistent with *The New Jersey State Development and Redevelopment Plan*.

Implementation: To consider the entire municipality, including Centers, Cores, Nodes and Environs, within the context of regional systems

Housing in Planning Area 2. The Environs outside the Core largely comprise Bridgewater's residential community. *The New Jersey State Development and Redevelopment Plan* recognizes the value of preserving the character of a neighborhood.

Any housing in the Environs should be planned and located to maintain the existing character

Housing in Planning Area 1. To a much lesser extent, some of Bridgewater's residential land area lies within Planning Area 1. The New Jersey State Development and Redevelopment Plan recognizes that preservation of housing should be achieved through flexible regulations. The logical extension is that not only the structures, but also the character of the neighborhood requires preservation.

Housing: Preserve the existing housing stock through maintenance, rehabilitation and flexible regulation.

V. <u>SOMERSET COUNTY REGIONAL CENTER STRATEGIC MASTER</u> <u>PLAN</u>

The Somerset Regional Center, consisting of a portion of Bridgewater as well as Raritan and Somerville, was the first Regional Center to be designated by the State Planning Commission (1996).

The 2010 Master Plan Amendment is consistent with the Regional Center Strategic Plan for Bridgewater, Somerville and Raritan. The Goals and Recommendations included in the 2005 Master Plan Amendment support the broader goals and recommendations of the Strategic Plan. The Township's Reexamination Report is applicable and consistent with the strategies for this Regional Center Core area:

Redevelopment Areas, Economic Development and Community Design:

- Encourage redevelopment in focus areas that will ... improve the quality of life, enhance community character ...
- Improve the quality of development in the Regional Center.

VI. DEVELOPMENT IMPACT ON ADJOINING MUNICIPALITIES

Bridgewater Township borders eleven municipalities. Implementation of this economic element of the Master Plan Amendment will not significantly affect the municipalities abutting Bridgewater Township. Zoning recommendations and ordinance controls do not compromise the zoning of abutting municipalities.

Branchburg Township

Branchburg Township borders Bridgewater Township to the west as well as Hillsborough Township and Bedminster Township. The jurisdiction between Branchburg and Bridgewater is defined by the North Branch of the Raritan River. Along this river are large areas of floodplain and parklands which lie on both sides of the river. There are no Bridgewater policies, objectives, or recommendations which would negatively impact this common border.

Borough of Manville

On its southeast, Bridgewater borders the Borough of Manville, a historic town which has experienced extensive redevelopment since the floods caused by Hurricane Floyd in 1999. The Raritan River and its floodplains separate Bridgewater from an established residential zone and a former industrial area of Manville. Redevelopment in Manville and in Bound Brook will likely generate increased traffic on Finderne Avenue, a county road between Manville and Bound Brook. There are no Bridgewater policies, objectives, or recommendations which would negatively impact this common border.

Franklin Township

The Raritan River separates Bridgewater Township from Franklin Township on the southeast. This area of Bridgewater will remain undeveloped, as it is subject to severe environmental constraints and is separated from the rest of Bridgewater Township by a rail corridor. There are no Bridgewater policies, objectives, or recommendations which would negatively impact this common border.

Borough of Bound Brook

Like Manville, the Borough of Bound Brook is a historic community which was severely impacted by flooding associated with Hurricane Floyd. The Middle Brook and Route 287 provide a sharp edge separating Bound Brook from Bridgewater. The zoning along the Route 22 corridor as it extends into Bound Brook is non-residential, except for a severely-sloped, wooded parcel which is not readily accessible from Route 22 and which holds very little residential development potential in light of the lack of sewers, steep slopes and highly wooded nature of the land. There are no recommended policies or zoning changes which would negatively affect Bound Brook Borough.

Middlesex Borough

Along the southeasterly border of Bridgewater Township is a coincidental jurisdictional line with Middlesex Borough. This is an area that wraps around the Borough of Bound Brook and is defined as to boundary by the Green Brook. This finger-like projection, which is sandwiched between Bound Brook Borough and Middlesex Borough, is primarily residential in nature. This is consistent with the residential character of Bound Brook. It is noted that the Green Brook Flood Control Commission is currently installing a levee system, which will provide a

significant physical edge between Bridgewater Township and Middlesex Borough. No cross-border impacts are expected from the recommendations in the Master Plan Reexamination Report.

South Bound Brook Borough

A very small portion of Bridgewater Township touches the most northwesterly corner of South Bound Brook Borough. Since there is the intervening feature of the Raritan River, there are no economic aspects of the policies and objectives of the Master Plan Reexamination Report which would have a negative effect on the Borough of South Bound Brook.

Hillsborough Township

A small portion of Bridgewater borders Hillsborough Township on the south. The Raritan River forms the boundary between the two townships. The area, proposed for a portion of the Raritan Greenway in Bridgewater, is zoned Agricultural in Hillsborough, and is subject to environmental constraints on both sides of the border. No cross-border impacts are expected from the policies of either township.

Bedminster Township

A small portion of the northerly section of Bridgewater Township lies along the jurisdictional line of Bedminster Township. This line follows Chambers Brook to a location north of Route 78. Just north of the boundary is the small village of Pluckemin which lies wholly within Bedminster Township. The village of Pluckemin is a commercial and office center. To the west of Pluckemin are residential neighborhoods and to the east of Route 202/206, along Washington Valley Road, is found portions of "The Hills," which is a multi-family townhouse and condominium project. There are no cross-border impacts anticipated from the policies in either township.

Bernards Township

Along the second ridge of the Watchung Mountains lies Bernards Township, which comprises a good deal of the northerly portion of Bridgewater Township. As a general comment, the Bernards Township jurisdictional line begins at the approximate ridge line of the second Watchung. Uses common to both Bridgewater and Bernards are large-lot, single-family dwellings. Due to the environmental

characteristics of the Watchung Mountains, both communities have ordinances in place which are intended to protect these environmentally-sensitive slopes. There are no anticipated policies of disconnect between these two communities.

Warren Township

Along the common line with Warren Township are also found primarily single-family residential communities. As with Bernards Township, Warren Township has a policy of preservation in areas which exhibit steep slopes. There are no anticipated changes in the policies of the Master Plan Reexamination Report which would have a negative impact on Warren Township.

Green Brook Township

Primary access into Green Brook Township is along the major corridor of Route 22. This general area is commercial along the highway corridor, and typically residential to the north and residential uses to the south. As with Bridgewater Township, this area of the corridor is viewed as highly active. There are no policies that would detract from the policies and objectives of Green Brook.

VII. COMMUNITIES WITHIN THE REGIONAL CENTER

The Master Plan Reexamination Report recommendations are consistent with the Regional Center Strategic Plan for Bridgewater, Somerville and Raritan. The Goals and Recommendations included in the Master Plan Amendment support the broader Goals and Recommendations of the Strategic Plan.

The Regional Center Strategic Plan (RCSP) provides a coordinated framework for planning for its three constituent municipalities, which includes respect for the value of neighborhood identity which varies widely for the Regional Center. Though the RCSP includes recommendations that apply to Bridgewater, the Plan transcends a purely local focus in that it reflects the Regional Center as a functional single unit, comprised by the three communities of Bridgewater, Somerville and Raritan.