I am honored to lead the Mercer County Planning Department on behalf of Brian M. Hughes in his effort to improve the quality of life for all who live, work and play in Mercer County. The County Planning Department brings a regional perspective to the challenges and opportunities faced by the County, limited by the authority we are granted as a governmental entity between municipalities and the State of New Jersey. Because of those limitations, our greatest role is to influence the discussion, convene our municipal partners, agencies, and others to address regional issues, serve other County departments to help us all plan more effectively, and facilitate partnerships for the long-term benefit of the County.

In every realm, the Planning Department’s successes are a product of our strong partnerships. In particular, I appreciate our relationship with the Mercer County Park Commission (MCPC) and the County Department of Transportation and Infrastructure (DOT&I), both under the leadership of Deputy County Administrator Aaron T. Watson. The collaboration between the Planning Department and the MCPC continues to bring about new recreational opportunities for all, historic preservation and interpretation, and stewardship of our County-owned lands. In areas related to land development, transportation, stormwater, trails and connectivity, we rely on our terrific working relationship with the County DOT&I.

The Planning Department is focused on improvements to the built and natural environment, with particular attention to County infrastructure including parks and open space. We could not do this work without the trust, support and encouragement of County Executive Hughes.

The County Executive’s commitment to planning and the long-term nature of our work enables the Department to undertake ambitious, exciting initiatives, even though the results may be years in the future. The Planning Department has been described as a “service organization,” one designed to work primarily in the background to help bring forward changes and improvements that one agency, entity or department cannot accomplish on its own.

On behalf of the Planning Department staff, I am pleased to offer this summary of our activities in 2018.

~ Leslie R. Floyd
Since 1989, Mercer County residents have overwhelmingly approved referenda to fund a dedicated Open Space Farmland Preservation and Historic Preservation Trust Fund. These funds are used to acquire land for open space, conservation, and farmland preservation, provide improvements to enhance active and passive recreational activities, for historic preservation and for stewardship activities to protect and enhance lands that have been acquired.

Since 1989 the County has preserved over 22,800 acres. More than 90 farms in Mercer County are permanently preserved, providing a land base for a healthy agricultural economy and access to locally grown food. The Trust Fund also provides funding for the County’s Municipal and Non-Profit Assistance Program. To date, this program has awarded 132 grants to 23 entities, resulting in the preservation of 5,684 acres of locally important parks and open space lands.

Since the inception of the Trust Fund, County historic preservation efforts have included the Hunt House in Mercer Meadows, the Kahn Trenton Bath House at the Ewing Senior and Community Center, the Petty’s Run Archaeological Site in Trenton and the ongoing Rogers House Constructed Ruin project at Mercer County Park in West Windsor Township.

The stewardship funding approved by the voters in 2012 is an important component of the Trust Fund, allowing the County to protect and enhance the valuable natural and recreation resources that have been acquired with Trust funds. Stewardship of the land includes but is not limited to habitat protection and restoration, wildlife management, forest and grasslands management, and educational programming to develop citizens as good land stewards.

After 30 years of work and careful planning, the County is able to focus our efforts on creating connections between and among previously preserved lands and lands preserved by others while increasing our attention to stewardship programs and projects.

This report highlights Trust Fund accomplishments in 2018 but the work and the opportunities are ongoing.
Open Space & Farmland Preservation

Seven properties totaling 478 acres were preserved in 2018 with grants from the County’s Municipal and Non-profit Assistance Program (Trust funds). Four municipalities and three non-profits were grant recipients. Projects ranged from a 1-acre addition to the Princeton Battlefield to a 146-acre forested property that will provide significant new hiking trails.

Most of the funded projects are contiguous to other preserved lands and all provide public benefits such as the preservation of wildlife habitat, increased property values, reduction of stormwater runoff and air pollution, and new opportunities for public recreation.

The County acquired a 2 acre property in Hamilton Township that provides a significant connection for the Crosswicks Greenway.

The County preserved one farm in 2018 through an agricultural development easement — the Smith Farm, 16 acres, in Hamilton Township. This brings to 1,548 acres the amount of land preserved by the County east of the N.J. Turnpike in Hamilton Township.

In addition, four County-owned preserved farms were sold at auction to private buyers and will continue to be farmed. Farmland preservation strengthens the County’s agricultural industry and, in general, preserved land increases adjacent property values.

Mercer County was awarded $1,250,000 in State Green Acres grants for the acquisition of public open space and parkland.

90 farms, totaling 5,335 acres, are monitored annually to ensure continued compliance with their preservation easements.
The Planning Department has been working with the Park Commission on land stewardship initiatives on County owned parks and open space.

The County created 18 acres of native wildflower meadow habitat in Hamilton and Hopewell Townships to provide new foraging habitat for pollinators and other wildlife. Pollinators benefit native plants and wildlife, as well as the agricultural industry.

The first phase of a 65-acre freshwater tidal wetland restoration project began in Roebling Park, on the border of Hamilton and Trenton. The project will improve habitat for threatened and endangered species, improve water quality and the marsh’s natural flood control functions, enhance public passive recreational opportunities in the park and improve the visitor experience through interpretive opportunities and an enhanced viewshed.

In Mercer Meadows, 34 acres of invasive Canada thistle, reed canary grass and Japanese bittersweet were removed to enhance the meadow habitat for wildlife and improve the visitor experience.

The County’s Pollinator Initiative is underway. The County has reached an agreement reached with Ewing Township to convert 1 acre of lawn on two municipal properties to native wildflower meadow habitat to benefit pollinators. The County’s Open Space Trust Fund will cover the cost of the meadow installation, and Ewing has agreed to undertake long-term management of the sites. We hope to work with other municipalities in the future. In addition to the ecological and aesthetic benefits, lawn to meadow conversions decrease landscape and site maintenance time and costs, decrease pollution and decrease the amount of chemicals and fertilizer applied to land.

A Stewardship logo to help the public identify our stewardship and restoration efforts was created.

There are many residential private properties adjacent to public parks and open space. Forty one residential properties, where there were encroachments of private uses and or structure on these public lands, were removed in 2018.
HISTORIC PRESERVATION

In conjunction with the Park Commission and funded by the Trust Fund, the County began work on the Rogers House Constructed Ruin Project at Mercer County Park in 2018.

The John Rogers House (Rogers House), built in 1761, is a historic home believed to be the oldest existing structure in West Windsor Township, New Jersey. The Rogers House was listed on the State and National Register of Historic Places in 1976; it is significant as a good example of the 18th century pattern brick architecture. The structure was deeded to Mercer County in 1970 when the lands around the house became Mercer County Park. The County wants to ensure that this valuable historic resource is available to the public for generations to come. Based on park planning and programming location, the County will preserve the historic brick walls as an “open-air” constructed ruin adapted for interpretation; three walls will be stabilized to preserve the historic brick of the house and integrate the structure into the Park’s programming. The renovated Rogers House site will include adjacent landscape with porous paved walking paths, vehicle access roads, parking and outdoor interpretive signage. Archaeological monitoring and documentation will occur prior to and during demolition. The interpretive signage will tell the story of the Rogers’ farmstead and house within the local and regional history of the area. The renovated site will serve as a public gathering space and a point of interest along the walking paths and trails. Work began at the site in June 2018 and expected completion is spring 2019.

The John Rogers house, built in 1761, is a historic home believed to be the oldest existing structure in West Windsor Township.
New signage has been installed with the Marshlands branding at Roebling Park. This includes interpretive signage done in cooperation with the Friends for the Abbott Marshlands as well as the main identification signage for Mercer County Roebling Park and the Mercer County Tulpehaking Nature Center.

The Abbott Farm National Historic Landmark was designated in 1976 by the United States Department of the Interior to recognize the importance of the site. According to modern archaeologists, it is the most significant Woodland Indian site along the eastern coast of the United States.

The Abbott Marshlands branding is the outcome of an interpretive plan funded through the Historic Trust. The County completed an Interpretive Plan and a technical document in 2009 that established the branding with the naming, logo and signage.

The tidal freshwater marshes found along Crosswicks Creek and Watson’s Creek are among the most productive ecosystems in the world, rivaling tropical rainforests in the amount of plant production each year.
Census 2020

The Planning Department is ensuring that the County is ready for the 2020 Census. The information that the census collects is important to the County because it helps the federal government determine how more than $675 billion in federal funding will be distributed to states and communities every year. The census will also provide the County with valuable data used by departments as a part of their work programs. In 2018, the County participated in the Local Update of Census Addresses to ensure that major group facilities, including nursing homes, colleges and universities, and correctional centers located in the County were included on the list with the correct address. Additionally, staff responded to the Boundary Annexation Survey to confirm that county boundaries have not changed. Finally, we are working with the Delaware Valley Regional Planning Commission on the Participant Statistical Areas Program, which allows participants to review and update selected statistical area boundaries for the 2020 Census data tabulation. Standard statistical geographies include census tracts, block groups and Census Designated Places.

The 2020 United States Census, known as Census 2020, will be the 24th United States Census.
The County oversees many important regional planning efforts that impact water quality.

In 2018, the County completed a NJDEP mandated Mercer County “Septic Maintenance Plan.” The Plan includes an initial inventory of properties served by septic systems, in order to assist municipalities in ensuring that these systems are properly maintained.

As the designated water quality management agency, staff assisted 6 applicants (3 citizens, 3 local governments) by conducting a parallel review (with NJ DEP) of their Water Quality Management Planning (WQMP) Amendment applications, coordinating communication regarding any discrepancies or other issues among all stakeholders, and helping applicants prepare and/or revise necessary items, such as mapping. This process allows for a clear, methodical approach to sewer systems connections, which enables development to occur through a rational process that protects County water resources.

Staff continues to build capacity for stormwater-related regulatory processes as they relate to County property, so that we can assist in the maintenance of County-held stormwater management permits and therefore reduce costs associated with hiring outside consultants for this work.

Single-purpose gray stormwater infrastructure is largely designed to move urban stormwater away from the built environment, while green infrastructure reduces and treats stormwater at its source while delivering other environmental, social, and economic benefits.

Introducing green infrastructure to supplement the existing gray infrastructure can promote urban livability and add to communities’ bottom line.

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LAND DEVELOPMENT & LAND DEVELOPMENT STANDARDS

The County’s Land Development Standards, which regulate development affecting County highways and impacting County stormwater facilities, have not been significantly amended for almost 40 years. In cooperation with the Engineering Division, the Planning Department is leading a major revision to incorporate contemporary best practices for highway and roadside design and on-site stormwater management.

ECONOMIC IMPACT

The Abbott Marshland restoration project will result in an improvement to park and water quality and the visitor experience will be greatly enhanced. This project, and all of our stewardship projects, benefit the County by making Mercer County a very desirable place to live and work.

By assisting in the rational process of expanding sewer service areas to accommodate sound development opportunities, a number of projects will be constructed, providing initial construction jobs and new employment opportunities at the newly built facilities. The development of a County bike plan and the analysis of a bike/trail network will help make the County a much more attractive place for millennials, families and active residents.

Based on research from a 2011 study from The Political Economy Research Institute, it is estimated that under a full buildout of bike facilities on all of our county roads, we can create a total of 650 jobs (direct, indirect and induced) with a full network buildout or 423 total jobs for on-road facilities or 227 jobs for multi-use paths.

Our updated Land Development Standards will provide our constituents with modern site development standards for new construction/reconstruction and provide a more transparent and predictable process while fostering economic development.

In 2018 the Mercer County Planning Board/Land Development Committee reviewed and approved the following:

- 615,792 (+/-) square feet of new warehouse/manufacturing space.
- 43,300 (+/-) square feet of additional warehouse/manufacturing space.
- 29 single family residential units.
- 191 (+/-) new apartment units of which 144 are assisted living units and 19 are age restricted.
- 7 townhouse units.
- 203 (+/-) new hotel rooms.
- Two (2) subdivisions that created 152.6 (+/-) acres of open space.
- 54,862 (+/-) square feet for school additions.
- 16,000 (+/-) square feet for a new Princeton First Aid Rescue Squad headquarters building.
- Site Plan for a 30-acre site to be used for the processing of the sediment dredged from the Lake Carnegie Maintenance Dredging Project.

54 land development applications were reviewed from 11 of our 12 municipalities.
Mercer at Play (MAP) is a grant available to all municipalities in the County for the capital funding of construction or rehabilitation of local recreational facilities. The objective of the program is to increase active recreational opportunities that are easily accessible to local populations. The expansion of active recreational opportunities will promote active lifestyles and help in the battle against obesity. This grant opportunity was first made available in 2006; every Mercer County municipality participated in the original MAP grant round. The second round of grant funding was released in 2016. Municipalities can submit new applications for funding until July 7, 2019. In 2018, the following MAP projects were completed:

Mary Moss Park, Princeton: Princeton upgraded the playground equipment and added a splash pad. (2006 funds)

Moody Park, Ewing: Ewing Township added two lighted basketball courts, additional open space and parking. The municipality also renovated the tennis hit wall and batting cages. (2016 funds)
The Planning Department takes responsibility to manage the Enterprise Geographic Information System, working in conjunction with the County’s Department of Transportation and Infrastructure, Emergency Communications and the County Clerk.

This working group is exploring a transition to open source software to reduce software licensing costs and utilize the savings to pay for enhanced support services.

Planning staff assisted the Highway Division and the Office of Emergency Management in selection of a vendor to supply high-quality aerial imagery.

Since its introduction in 2016, the County’s Property Information Portal (PIP) has over 2,700 registered users, allowing easy access to mapped parcel data and legally recorded land documents. Staff continues to work with the County Clerk, Tax Administrator, and vendor to develop and contract for upgrades to PIP (pip.mercercounty.org).

Staff provides GIS support to the Planning Department as well as mapping to the Park Commission, Prosecutor, Elections, Cultural & Heritage Commission and others. These maps are essential to evaluating regional plans and properties for farmland preservation, open space preservation, sewer service areas, land development, affordable housing, trails work and numerous other regional planning efforts and initiatives.
Mercer County has participated in local and regional transportation planning since the time of the first County Master Plan in 1930, which was developed by the same planner who authored the 1931 plan for the greater Philadelphia region, Russell Van Nest Black. Several of the parkways that Black imagined have become interstate, state, and county highways, and the nine-county territory covered by his regional plan is now encompassed by the Delaware Valley Regional Planning Commission, founded in 1964, of which Mercer County is a member government with a seat on the Board. In the 1970s, DVRPC became the federally designated metropolitan planning organization (MPO) for the region with responsibility to authorize federal grants for highway and

“It is by riding a bicycle that you learn the contours of a country best, since you have to sweat up the hills and coast down them.”

-Ernest Hemingway
transit capital projects, and receiving federal grants to support its own program of continuing, cooperative, and comprehensive planning for the region. The Mercer County Planning Department is the County’s technical liaison to DVRPC, assisting in the development of the organization’s planning work program, often with special projects of direct benefit to the County, and weighing the allocation of State and Federal funds to highway and transit projects.

Nearly all of the 175 miles of Mercer County’s highway network (500 and 600 routes) are eligible for federal aid through DVRPC, but federal funds can cover only a fraction of the cost of maintaining and improving them. In general, the County Engineering Division manages the design and construction of highway and bridge projects, allocating County capital funds, grants from the New Jersey Department of Transportation funded by the state gas tax, and federal grants from DVRPC. The role of the Planning Department is to assist with coordination and outreach to municipalities and Non-Governmental Organizations (NGOs), monitor system performance (e.g., crash rates and locations, congestion hot spots), screen and prioritize locations for capital improvements, and manage the conceptual design phase of prioritized improvements. In the past two years, a bicycle facility master plan has been a major activity (see next section). The Planning Department also works with DVRPC staff to program federal grants for design and construction of larger projects and serves on most of DVRPC’s standing committees (e.g., Regional Technical Committee, Congestion Management, Regional Safety, Traffic Operations, Comprehensive Plan, Economic Development).

With support from DVRPC and, starting in 2018, the North Jersey
Transportation Planning Authority, County Planning staff have served on the steering committee and as a voting member of the Central Jersey Transportation Forum (CJTF). With economic pulls not just from Philadelphia but also the North Jersey/NYC metropolitan area, it is important for Mercer County to coordinate planning with neighboring counties (Middlesex and Somerset) and our neighboring MPO. In 2018, Planning staff made significant contributions to an update of the CJTF five-year strategic plan and to one of the most important early goals of that plan, which is to update a vision for integrating multimodal transportation systems in central New Jersey, in coordination with current land development trends. This will involve not only updating and

Alternative A – Lower Ferry Road
re-visioning NJDOT’s (2010) US 1 Regional Growth Strategy and NJ Transit’s (2007) US 1 Bus Rapid Transit concept plan, but also considering the impacts of transportation networking companies (e.g., Uber and Lyft), potential future impacts of autonomous vehicles, and increased demand for safe bicycle travel.

For the Trenton-Mercer Airport master plan update, Planning staff have supported survey mapping for County-owned property, avigation obstruction removal, and identification of leaseholds and non-aviation use parcels.
The Mercer County Bicycle Master Plan is nearly complete. Far more detailed than typical bike master plans, this plan, executed by staff, identifies and prioritizes bicycle improvements for every county highway. Implementation will give constituents of all ages a safer multi-modal transportation option.

Though not yet adopted, the Bicycle Master Plan is already impacting capital projects. This is because the plan identifies roadway segments where minor changes to traffic operations (e.g., narrowing travel lanes and striping shoulders) permits the installation of bikeable shoulders or designated bike lanes. These include:

1) A phased implementation of bike lanes and a road diet on Spruce Street (CR 613) and Arctic Parkway (CR 639) in Ewing Township.
2) Design of complementary bike lanes on Buttonwood Avenue (cooperating with Ewing Township) toward The College of New Jersey.
3) Designed bicycle facilities for Scotch Road (CR 643), Parkway Avenue (CR 634) to Upper Ferry Road (CR 636).

A policy priority of the Plan is to implement these changes as part of the County’s annual paving program, where feasible. Thus Planning Department staff have been working closely with Engineering Division staff to develop striping plans compliant with the latest engineering design standards.

Design sketches for Nottingham Way (CR 618), Parkside Avenue (CR 636), Lower Ferry Road (CR 643), and Princeton Avenue (CR 583) to be incorporated in future repaving projects.

Trail mapping to prioritize trail connections with on-road bike facilities had been updated.
TRANSPORTATION: BICYCLE PLAN

Existing Conditions on Spruce Street
(Adjacent Boys and Girls Club)

Spruce Street Road Diet & Bike Lanes
(Adjacent Boys and Girls Club)
Transportation Grants

In addition to receiving annual pass-through grants from DVRPC to support highway and transit planning and GIS capacity, the Planning Department facilitated and managed a number of projects funded by DVRPC in 2018, listed below. These do not include tens of millions of dollars programmed for engineering design and construction of improvements that have ‘graduated’ from the planning phase.

- **North Olden Avenue (CR 622) Access & Safety, $399,967.26 (STGBP-STU).** Project will develop alternatives for multimodal safety and land access on this high-volume commercial corridor in Ewing Township and the City of Trenton. It builds on several generations of planning studies coordinated by the Planning Department in cooperation with Ewing Township.

- **Intersection Improvements at Hamilton Avenue (CR 606) and Kuser Road (CR 619)/Ward Avenue and Hamilton Avenue at Liberty Street In Hamilton Township, $1,185,000 (Local CMAQ).** Under administrative management by the Planning Department, this project has ‘graduated’ from Mercer County’s Task Order Engineering Program to be awarded federal funds for construction. Hamilton at Liberty and Kuser/Ward is nearly a five-point intersection, governed by two separate signal systems. This project will simplify operations at this location, moving some operations to nearby Johnston Avenue, which will be signalized. This improvement will reduce crashes and congestion at both locations.

- **Mercer County Electronic Traffic Control Devices Inventory, $225,000 (State),** This project will generate a detailed equipment inventory and condition assessment of every Mercer-jurisdiction traffic signal, pedestrian push button, school and fire station flasher, and wheelchair ramps at each location. Recommended by the Engineering Division, Planning staff drafted proposal documents and will draft a consultant RFP.

- **Mercer County Bus Purchase, $468,000 (CMAQ) added to existing $707,000 for 2018.** This grant accommodates cost increases for inflation and increasing the number of new vehicles for Mercer TRADE from 11 to 13, and purchases human service transportation vehicles for Ewing Township, Princeton, and the Greater Mercer TMA.

- **Parkway Avenue (CR 634) Multimodal Safety (HSIP).** In this unusual project, the New Jersey Department of Transportation has been leading and funding a pilot/demonstration project of a ‘road diet’ on Parkway Avenue, that is, reducing the number of travel lanes from four to two, which permits the addition of a two-way center left turn lane and bikeable shoulders as a means of dramatically improving safety for all modes. The location was selected on its merits out of almost 100 candidates in central and southern New Jersey, with support from the Federal Highway Administration. As a ‘concept development’ (i.e., planning) study, Planning staff have been managing the project on the ‘client’ (County) side. The project is proposed to advance in 2019 to final design on low-cost improvements and preliminary engineering on as many as five modern roundabouts.

“Nothing compares to the simple pleasure of riding a bike.”

- John F. Kennedy
Transportation Grants

With local capital funds, the Planning Department administers Task Order Engineering contracts with three highly qualified engineering firms, with Planning staff taking primary management responsibilities for several projects, in close cooperation with the Engineering Division. Projects have included:

- Intersection improvements at Hamilton and Liberty/Kuser/Ward, described above.
- Concepts for safety improvements to the intersections of Old Trenton Road (CR 535) with Princeton-Hightstown Road (CR 571) and with Millstone Road in East Windsor.
- **Intersection Improvements to Princeton Avenue (CR 583) at Mulberry Street.** This complements preliminary engineering (federal HSIP) of a modern roundabout at the nearby intersection of Princeton Avenue and Brunswick Circle Extension, recommended in previous planning studies for the vicinity of the Trenton Farmers Market.
Looking forward is the nature of planning and the work is never done. Planning projects can be months, years, sometime decades in the making. Planning involves the study and evaluation of alternatives and the results may be subtle and difficult to quantify. Every member of the staff is engaged in short-term and long-term projects but collectively we value the changes we can make now and in the future in the built and natural environment for those who live, work and play in Mercer County.

Following is a sampling of the projects that the Planning Department will continue or initiate in 2019:

- Hire a sustainability planner and strategize the County’s efforts with regard to sustainability and environmental responsibility.
- Continue efforts to preserve farms throughout the County.
- Work with municipalities to use Mercer at Play Round 2 funds.
- Complete revision of the County Land Development Ordinance for adoption by the Board of Chosen Freeholders.
- Perform an update to the Mercer County Wastewater Management Plan (WMP). The Plan will provide the County with a current picture of wastewater treatment capacity and development in areas served by septic systems. This will help the County and municipalities achieve the dual aims of growth and environmental protection.
- While performing the County WMP update, assist municipalities in their local planning efforts by providing them with relevant GIS-information that we compile and/or construct as part of developing the WMP update.
- Evaluate the Mercer County procedures for WQMP applications, to assess whether or not there are changes that may be considered that would maintain the thoroughness of the process while potentially reducing costs (in terms of time and money) to applicants.
- Continue building capacity for stormwater-related regulatory processes as they relate to County property, so that we can assist in the maintenance of County-held stormwater management permits and therefore reduce costs associated with hiring outside consultants for this work.
Continue the next phases of the Septic Maintenance Plan, namely geo-coding the data we have compiled so far, working with municipalities to keep this information up to date, and providing municipalities with useful products of said work, such as mapping that reflects areas served by septic in each municipality.

Design and implement additional bike lane designs and related projects.

Kick off the Olden Avenue Corridor project, which will have huge implications for the economic redevelopment of the Olden Avenue corridor in Ewing/Trenton. Implement Arctic Parkway road diet, which will help with aesthetics, complete streets implementation and redevelopment of Parkway Avenue in Ewing.

Brunswick Circle Extension roundabout, Princeton Avenue/Mulberry realignment, Princeton Avenue Road Diet and Spruce Street Road Diet will move closer to construction to help with aesthetics, traffic circulation and redevelopment of the Mercer Crossings Area.

Ongoing or new projects in cooperation with the Park Commission:
Begin a 10-month public process to develop a Master Plan for Dam Site 21, a 370-acre County park in Hamilton, Robbinsville and West Windsor townships.

Begin a planning effort to prepare for the end of quarry operations at Moores Station Quarry and the County’s full ownership of the quarry itself (late 2019).

Work with Parks to prioritize restoration projects on the ~10,000 preserved acres under County ownership.

Continue stewardship efforts including addressing encroachments on County-owned parks and open space.

Construction of a suspension bridge in Mercer Meadows to redirect LHT users off of Old Mill Road and onto a safe, off-road connection between discontiguous segments of the park.

Complete the Rogers House Constructed Ruin at Mercer County Park.

Continue an update to the 2018 Baldpate Management Plan.

“Make no little plans: they have no magic to stir men’s blood…”

-Daniel Burnham