



2011

**NEW
JERSEY
OFFICE FOR
PLANNING
ADVOCACY**

MIDDLE TOWNSHIP RECOMMENDATION REPORT

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INTRODUCTION

The Township of Middle has requested Initial Plan Endorsement from the State Planning Commission. This report contains findings and conclusions concerning consistency of the Township's plans and Planning & Implementation Agreement (PIA) with the State Development and Redevelopment Plan (State Plan). The review of the petition is based on information submitted by the petitioner and information otherwise available to the Office for Planning Advocacy (OPA). The Township has requested the designation of two Regional Centers, four Village Centers and one Hamlet.

Regional Centers:

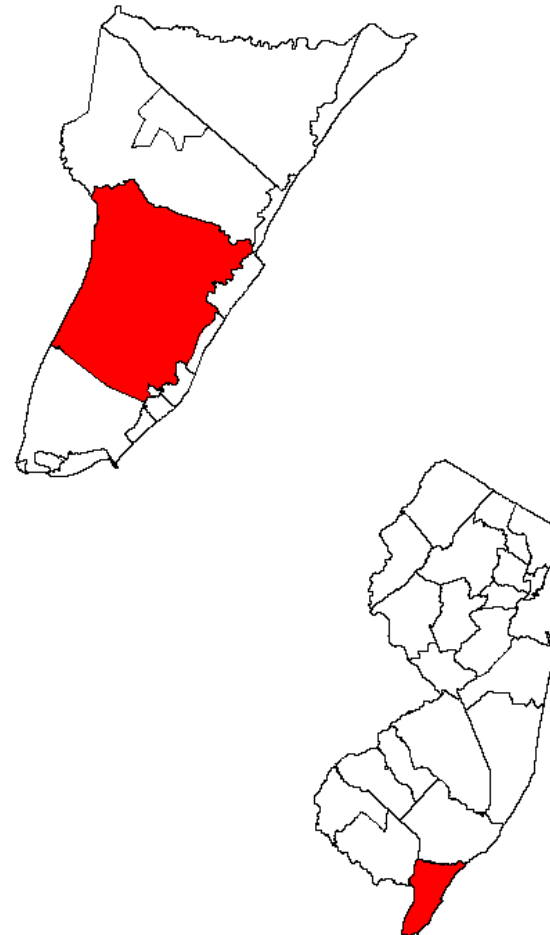
- Cape May Court House
- Rio Grande-Whitesboro Burleigh

Villages:

- Del Haven
- Green Creek
- Swainton
- Hildreth

Hamlet:

- Goshen



New Information

At the PIC meeting on August 24th, 2011 concerns were raised regarding regional water supply. Staff addressed these concerns with a two pronged approach to address the remaining issues at the local and regional levels of government.

In order to verify local planning obligations, deadlines were added to the PIA. DEP was asked to review the Township's proposed environmental conservation ordinance and note any additional opportunities for onsite water conservation and retention.

In order to address regional issues, the PIA was updated and the County was given until December 15th to complete Middle's chapter of the Wastewater Management Plan. County officials have assured OPA staff that the Middle chapter will be complete during 2011. Appropriate water supply strategies must be identified by 10/1/2012. DEP will be supplying information on the cost of the various water supply strategies.

Other regional issues remain. The Office for Planning Advocacy has not been addressing the regional planning issues crucial to verifying the validity of municipal plans. Moving forward, we hope to engage our regional planning partners and address the difficult regional issues. In the spirit of this new effort we propose to hold a regional consortium in Cape May County including our State Agency partners, NJ Transit, municipal and county representatives Casino Reinvestment Development Authority (CRDA), representatives from the freight industry, South Jersey Transportation Planning Organization (SJTPO), United States Geological Survey (USGS), and NJ American Water (NJAW). The primary purpose will be to address regional water supply, however traffic and public transportation will also be addressed.

Other changes in this report

- The seven center criteria charts that started on page 23 comparing the proposed centers with the State Plan center criteria have been consolidated into one chart located on page 28. Pictures of structures in the centers were added.
- Information on the water conservation measures contained in the environmental assessment ordinance was added to page 21.
- Introductory paragraphs were added to the State Plan Goals section to organize the information for the reader.
- The PIA has been updated with more specific language and due dates sorted into short, medium, and long term goals.
- NJ Future brought up questions at the PIC meeting that OPA staff has answered on page 11.

BACKGROUND

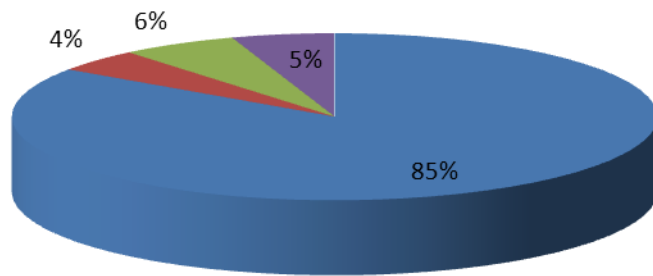
Middle Township initiated the Plan Endorsement process with a pre-petition meeting on November 23, 2004.

On December 29, 2005, the Township formally submitted a petition for Initial Plan Endorsement. OPA deemed the petition complete on January 27, 2006. A consistency review was issued on April 26, 2006. This report outlined issues to be resolved through the Action Plan. OPA offered the Township the opportunity to enter into a Memorandum of Understanding (MOU) and Action Plan.

The Township adopted Resolution #574-06 on December 4, 2006 to enter into the MOU with OPA. Since then, the Township has worked actively with the state to move through the Action Plan.

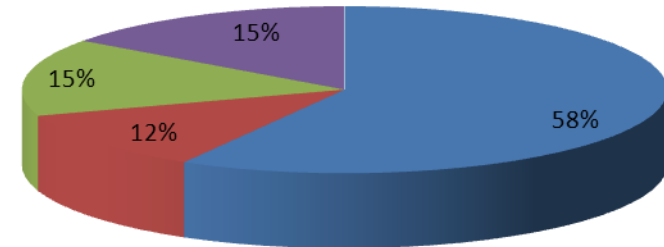
County Racial/Ethnic Breakdown

■ White ■ Black ■ Latino ■ Other



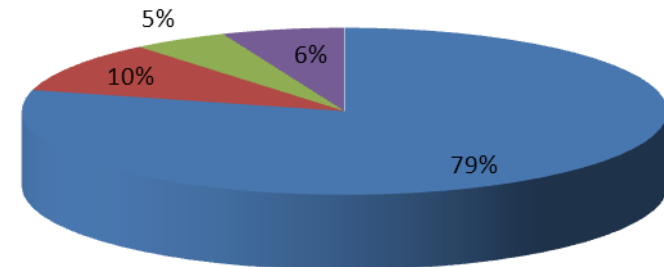
New Jersey Racial/Ethnic Breakdown

■ White ■ Black ■ Latino ■ Other



Municipality Racial/Ethnic Breakdown

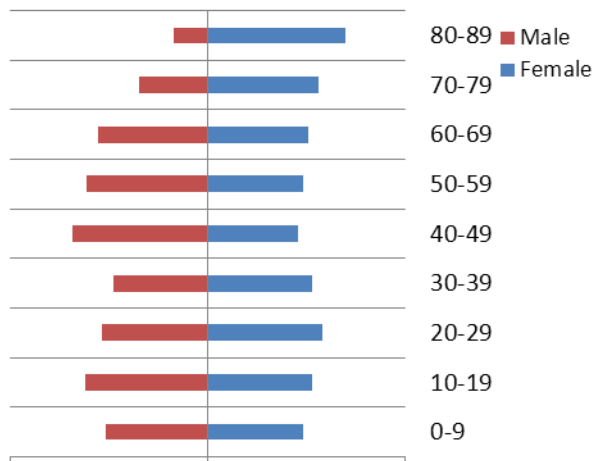
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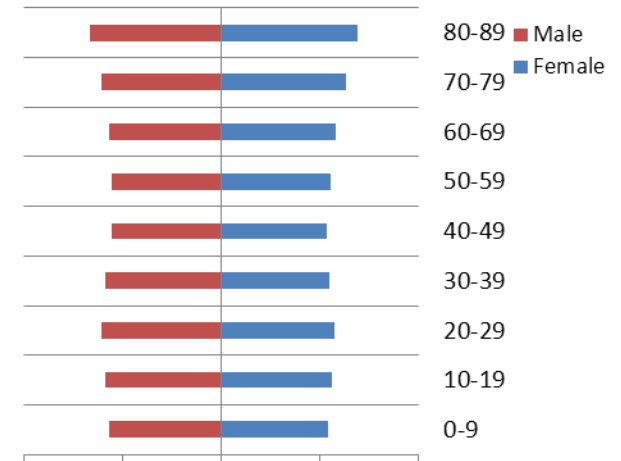
PUBLIC PARTICIPATION

In July and August 2009, the Township held four Visioning Workshops with the public to gain a sense of the community's vision for the future of Middle Township and its Centers. Each workshop focused on a different Center. The first workshop covered the Villages (Del Haven, Green Creek, Swainton and Goshen), next was the Cape May Court House, followed by Rio Grande, and the final workshop reviewed Whitesboro-Burleigh. A PowerPoint presentation was provided at the beginning of each session, to introduce the public to the planning process for Middle Township. The zoning scheme and recommendations were discussed with a focus on the Center(s) being featured at the various sessions. Afterwards, attendees were asked to participate in a series of three exercises designed to gain insight on the public's interests and ideas for Middle Township. One such exercise involved attendees illustrating ideas for the respective Center on a map with markers and photo examples.

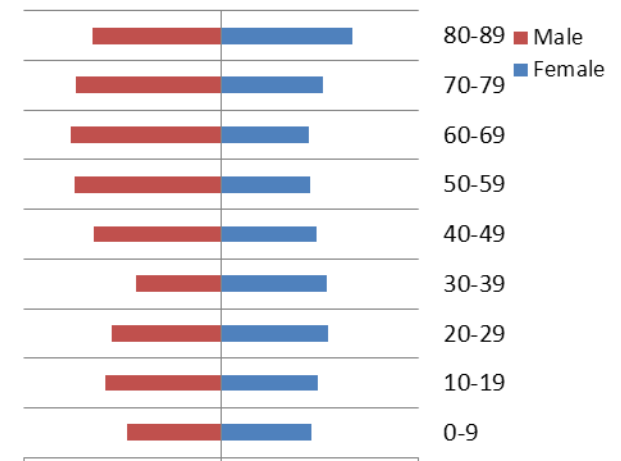
Municipality Age Distribution



New Jersey Age Distribution



County Age Distribution



Prior to these Visioning Workshops, the Middle Vision 2030 Community Questionnaire was distributed to residents and business owners in the Township. It was also available online. The Questionnaire contained a series of 41 questions related to demographics, vision for the future, parks and open space, transportation and mobility, economic development and physical transformation, historic resources, existing characteristics, housing, and other comments. The Township received 88 completed Questionnaires. The results of the Visioning Workshops and Questionnaires were reviewed and incorporated into this Land Use Plan, where appropriate.

LOCATION AND REGIONAL CONTEXT

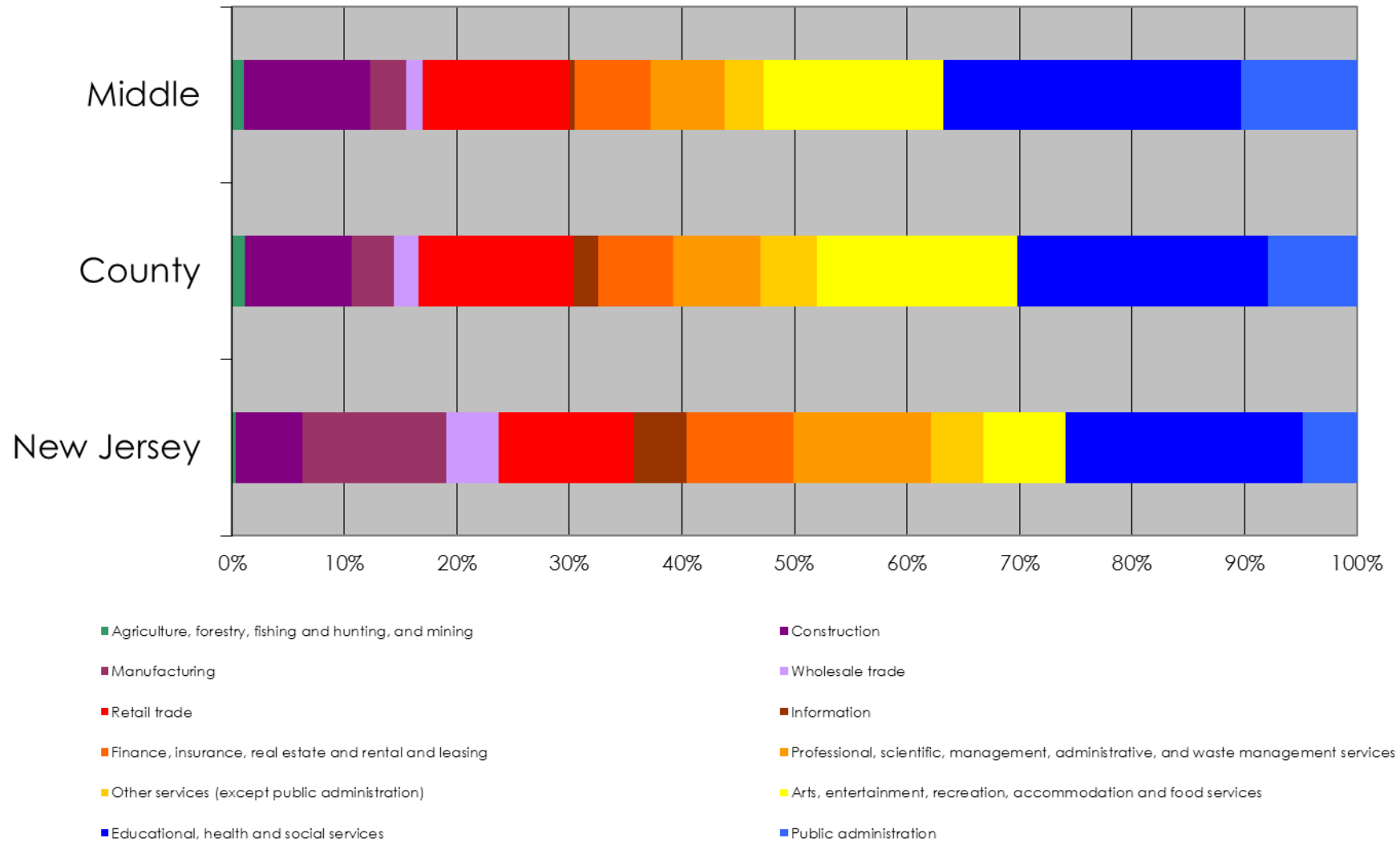
The Township of Middle is located on the Cape May County mainland, surrounded by the Delaware Bay to the West, Lower Township to the South, Avalon, Stone Harbor and the Wildwoods to the East and Dennis Township to the North. The Township is 83 square miles in size. The Township is entirely within the Coastal Areas Facilities Review Act (CAFRA) jurisdiction. The Garden State Parkway, State Highways, 83, 47, and 147 as well as County Routes 657, 619 and a number of local roads serve the Township.

DEMOGRAPHICS

According to the 2000 Census, approximately one out of five residents of Cape May County was age 65 or older. The County will continue to be a popular retirement destination and the senior citizen population should continue to account for more than twenty percent of the population through the year 2020. Senior citizens make up 19% of Middle Township's population, which is slightly lower than the County's average of 20.2 percent. A significant proportion of the Township's labor force is involved in retail and public sector work including education and healthcare.

Southern New Jersey's Metropolitan Planning Organization (SJTPO) projects that the population will reach 20,661 in 2035. SJTPO projects 14,924 employees.

Workers by Industry



	Muni	County	New Jersey
Land area (sq mi)	83	259	7,417
Population	18,911-60,000	102,326	8,414,350
Households	7,256	42,148	3,064,645
Average Household Size	2.48	2.36	2.68
Housing Units	9,296	91,047	3,310,275
Home Ownership Rate	79%	74%	66%
Vacancy Rate	3.5%	53%	7.4%
Median Household Income	\$63,267	\$41,591	\$55,146
Per Capita Income	\$27,940	\$24,172	\$27,006
Poverty Rate	7.0%	8.6%	8.5%
Unemployment Rate (NJDOL 2004)	5.7%	6.9%	4.8%

GOAL	POLICIES	INDICATORS
<p>Goal 1: Revitalize the State’s Cities and Towns</p> <p>STRATEGY: Protect, preserve and develop the valuable human and economic assets in cities, towns and other urban areas. Plan to improve their livability and sustainability by investing public resources in accordance with current plans which are consistent with the provisions of the State Plan. Leverage private investments in jobs and housing; provide comprehensive public services at lower costs and higher quality; and improve the natural and built environment. Incorporate ecological design through mechanisms such as solar access for heating and power generation. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor and minorities, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor force, available land and buildings, strategic location and diverse populations.</p>	<p>Policy on Urban Revitalization - Prepare strategic revitalization plans, neighborhood empowerment plans and urban complex strategic revitalization plans that promote revitalization, economic development and infrastructure investments, coordinate revitalization planning among organizations and governments, support housing programs and adaptive reuse, improve access to waterfront areas, public open space and parks, and develop human resources with investments in public health, education, work force readiness and public safety in cities and towns.</p>	<p>Key Indicator 5. Progress in socioeconomic revitalization for the 68 municipalities eligible for Urban Coordinating Council assistance</p> <p>Indicator 6. Percent of jobs located in Urban Coordinating Council municipalities</p> <p>Indicator 22. Percent of building permits issued in Urban Coordinating Council municipalities</p> <p>Indicator 27. Number of Neighborhood Empowerment Plans approved by the Urban Coordinating Council</p>

The goal was not furthered by the Township's petition. Middle Township is comprised of planning areas three through five. Seven coastal centers were previously established in Middle Township; however, as of March 15, 2007, these centers expired. The Coastal Centers were identified as:

- Coastal Regional Centers - Cape May Courthouse, Rio Grande
- Coastal Villages - Whitesboro/Burleigh, Del Haven
- Coastal Hamlets - Swainton, Goshen, Green Creek

GOAL	POLICIES	INDICATORS
<p>Goal 2: Conserve the State's Natural Resources and Systems</p> <p>STRATEGY: Conserve the state's natural resources and systems as capital assets of the public by promoting ecologically sound development and redevelopment in the Metropolitan and Suburban Planning Areas, accommodating environmentally designed development and redevelopment in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the development and redevelopment of Centers and the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.</p>	<p>Policy on Water Resources - Protect and enhance water resources through coordinated planning efforts aimed at reducing sources of pollution and other adverse effects of development, encouraging designs in hazard-free areas that will protect the natural function of stream and wetland systems, and optimizing sustainable resource use.</p> <p>Policy on Open Lands and Natural Systems - Protect biological diversity through preservation and restoration of contiguous open spaces and connecting corridors; manage public land and provide incentives for private land management to protect scenic qualities, forests and water resources; and manage the character and nature of development for the protection of wildlife habitat, critical slope areas, water resources, and for the provision of adequate public access to a variety of recreational opportunities.</p> <p>Policy on Coastal Resources - Acknowledge the statutory treatment of the coastal area under federal and state legislation, coordinate efforts to establish a comprehensive coastal management program with local planning efforts, undertake a regional capacity analysis, protect vital ecological areas and promote recreational opportunities.</p> <p>Policy on Special Resource Areas - Recognize an area or region with unique characteristics or resources of statewide importance and establish a receptive environment for regional planning efforts. The Highlands region has been recognized as the first Special Resource Area in New Jersey.</p>	<p>Key Indicator 2. The amount of land permanently dedicated to open space and farmland preservation</p> <p>Key Indicator 3. Percent of New Jersey's streams that support aquatic life</p> <p>Indicator 11. Conversion of wetlands for development</p> <p>Indicator 26. Percent of land in New Jersey covered by adopted watershed management plans</p>

Middle Township has taken several actions to implement Goal 2 of the State Plan. Most significantly, the Township has and is updating an environmental protection ordinance. The zoning ordinance has been updated to ensure appropriate development patterns in appropriate locations. A non-contiguous parcel development cluster provision has been added to the zoning ordinance. The center boundary denotes pristine habitat from disturbed habitat. The most significant stewardship efforts are described in detail below.

Middle Township has passed several ordinances that further environmental protection. The environmental protection ordinance presently in place requires only the most intense developments submit an Environmental Impact Statement; and the EIS has been required infrequently. The Township is crafting an updated environmental ordinance that provides incentives for green building and impervious surfaces. This new environmental protection ordinance will apply to all major site plans and all subdivisions.

The Township has adjusted the zoning ordinance to enhance environmental protection. The Land Use Plan Element and the zoning combined the Sensitive Lands zone and the Rural Residential zone to create the rural conservation zone. The Township created new zoning to correspond to this new zone. The lot size was increased from 35,000 square feet to 3.5 acres. The old zoning would have yield a total of 3,950 units. The new zoning only yields about 1,000 units. The zoning also stipulates 3% building coverage and 10% impervious coverage, ensuring that CAFRA sized projects and sub CAFRA projects are consistently designed. The adopted zoning ordinance permits solar and geothermal technology structures as accessory uses in all zones.

NJ Future brought up questions at the PIC meeting. OPA staff has provided answers below. Chris Sturm asked what percentage of the RC zone is already preserved. The RC zone is 42,360 acres. 37,856 of these acres or (89%) is already preserved. OPA staff made this determination using the "Parks" file that Cape May County provided for the last round of cross acceptance and the U.S. Fish and Wildlife GIS files available on their website. 4,728 acres (or 92%) of the Wildlife refuge acquisition area is currently unprotected. (The Fish and Wildlife GIS data indicates that 5,129 acres are unprotected but these files do not reflect the land permanently protected by other organizations.) 53 acres (or .01%) of the acquisition area is located in the centers. Total Preserved acres (Park or Refuge) owned in all zones is 48,209.

METRICS BASED BUILDOUT CIRCA 2080 - PER THE MASTER PLAN

18% reduction of units

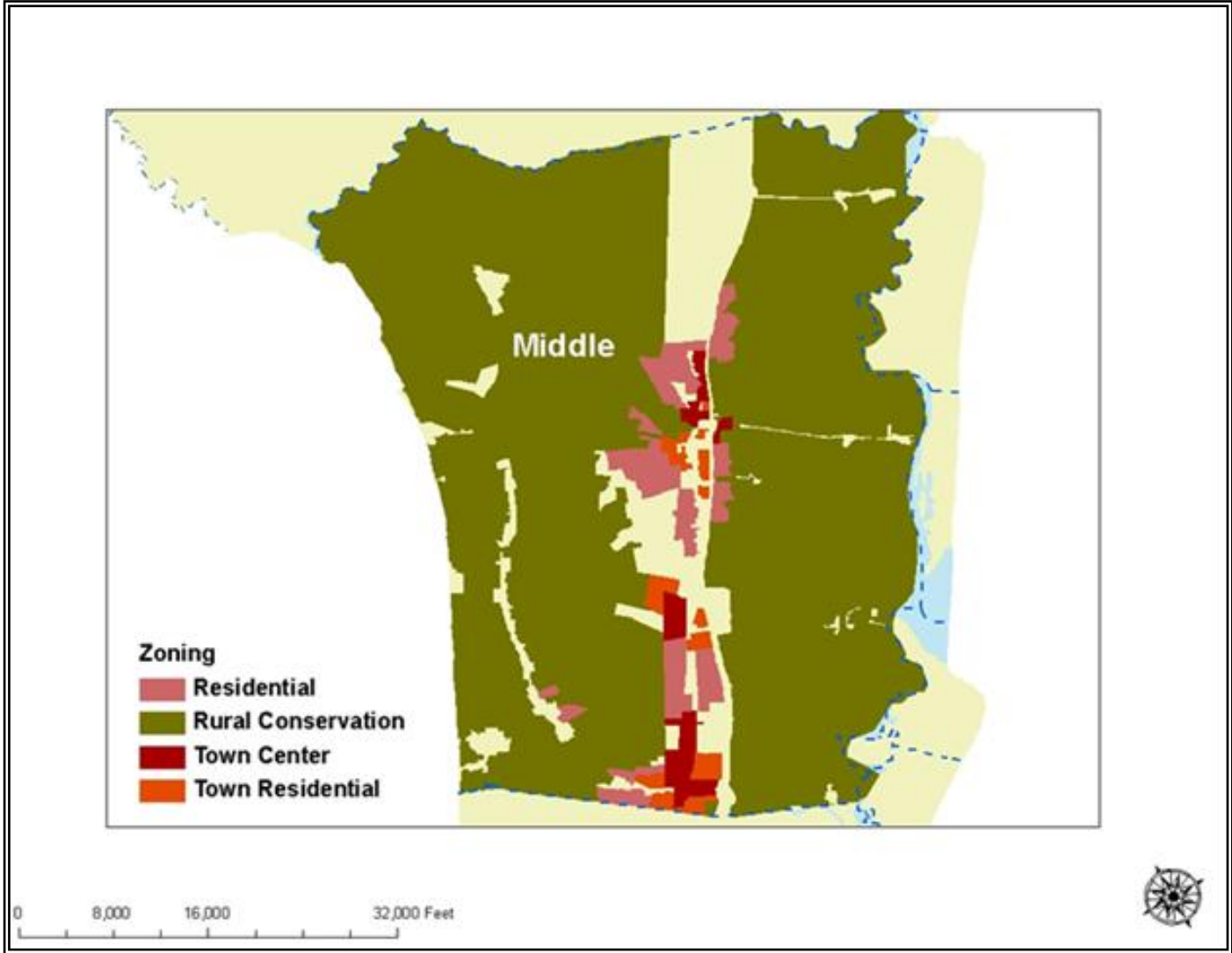
72% reduction of units in the environs

Non-contiguous cluster can reduce an additional 10-20% of units in the environs

New Center based development 72% of additional development potential on 39% less land

Center based development calculations take redevelopment potential into account. The proposed plan provides for more compact development which utilizes less land.

The non-contiguous parcel development cluster program in the zoning allows land owners in the environs to develop elsewhere. This program has the potential to limit the development of 114 units in the environs by creating the additional potential for 342 units in sewered areas. A map of the zones that allow non-contiguous parcel development clustering is below.



The Township worked with DEP to protect the habitat of threatened and endangered species. The center boundary surrounds land that has been disturbed by human development. Environmentally sensitive lands were excluded from the center denoting more pristine, undisturbed habitat in the environs. The zoning boundaries coincide with the center boundary, encouraging higher density human scale development in the center and discouraging development outside the center.

Middle Township has created planning documents affirming their stewardship efforts. The Township created a Natural Resource Inventory (NRI) in November 2007 that was revised in May 2010. The NRI addresses climate, soils and water, as well as biological and cultural resources. Middle completed a coastal consistency statement which demonstrates that their development regulations are consistent with the principles of NJDEP's Coastal Zone Management Program. A Community Forestry Management Plan was completed as well. The Township recently reestablished their environmental commission, providing a venue for citizens to participate in environmental review. The Township is working towards Sustainable Jersey Certification and has applied to the Association of New Jersey Environmental Commissions (ANJEC) for a grant to prepare an open space and recreation inventory which will prioritize lands to be preserved outright and lands that should be prioritized for private preservation through the non-contiguous parcel development cluster program.

GOAL	POLICIES	INDICATORS
<p>Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey</p> <p>STRATEGY: Promote socially and ecologically beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents, particularly the poor and minorities, through partnerships and collaborative planning with the private sector. Capitalize on the state's strengths—its entrepreneurship, skilled labor, cultural diversity, diversified economy and environment, strategic location and logistical excellence—and make the state more competitive through infrastructure and public services cost savings and regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new, environmentally sustainable businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the food and agricultural industry throughout New Jersey through coordinated planning, regulations, investments and incentive programs—both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.</p>	<p>Policy on Economic Development - Promote beneficial economic growth and improve the quality of life and standard of living for New Jersey residents by building upon strategic economic and geographic positions, targeting areas of critical capital spending to retain and expand existing businesses, fostering modern techniques to enhance the existing economic base, encouraging the development of new enterprises, advancing the growth of green businesses, elevating work force skills, and encouraging sustainable economic growth in locations and ways that are fiscally and ecologically sound.</p> <p>Policy on Agriculture - Promote and preserve the agricultural industry and retain farmland by coordinating planning and innovative land conservation techniques to protect agricultural viability while accommodating beneficial development and economic growth necessary to enhance agricultural vitality and by educating residents on the benefits and the special needs of agriculture.</p> <p>Policy on Equity - It is the position of the State Planning Commission that the State Plan should neither be used in a manner that places an inequitable burden on any one group of citizens nor should it be used as a justification for public actions that have the effect of diminishing equity. It is also the position of the Commission that the achievement, protection and maintenance of equity be a major objective in public policy decisions as public and private sector agencies at all levels adopt plans and policies aimed at becoming consistent with the State Plan.</p>	<p>Key Indicator 1. New development, population and employment located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas</p> <p>Indicator 1. Average annual disposable income among New Jerseyans</p> <p>Indicator 2. Unemployment</p> <p>Indicator 3. Conversion of farmland for development</p> <p>Indicator 5. Agricultural output</p> <p>Indicator 7. Economic output per unit of energy consumed</p> <p>Indicator 21. Municipalities with median household incomes of less than \$30,000 per year (in 1990 dollars)</p> <p>Indicator 22. Number of census tracts with more than 40% of the population living under the poverty level</p>

Middle Township's new development regulations promote economic development and provide incentives for private redevelopment in centers. There are many opportunities to live and work in town. County Facilities are located in Middle providing job opportunities. The Township has a new strategy for large format retail and the new residential housing products being planned for are consistent with market trends.

The new zoning ordinance increases the square footage of center based development by 42%. The number of acres devoted to single use commercial development has been reduced by 39%. The new plan ensures that land consumed for mixed use, center based development enhances the municipality's ability to attract a variety of tax ratables. Walkable mixed use environments reduce the barriers between customers and small businesses. The new zoning permits live-work units that enhance choices for small business owners and reduces vehicle miles traveled.

The planned center-based development is more consistent with market trends than the previous zoning. The market for single family detached housing is dwindling and the market for higher density housing is picking up. Diversifying New Jersey's monoculture of single family detached housing is critical to the recovery of the housing market as well as preventing "human capital flight", or the "brain drain." The higher densities planned in the center will help landowners retain some value and having a downtown area will enhance the value of proximal single family detached housing. *Human capital flight, also known as "brain drain", is the large-scale emigration of a large group of individuals with technical skills or knowledge.

Large format retail has been successful in Middle Township because vacationers have to pass through the township to access their summer homes. Opportunities for retail are limited on the barrier islands because residential properties are more valuable. Large format retail will continue to be permitted in Middle's center, but the future development will be built to human scale versus the existing vehicular scale. Parking lots will be behind the buildings, allowing for continuous streetscapes, enhancing safety for cyclists and pedestrians.

More people are employed in Middle Township than any other municipality in the County. Consequently, more people come in for work, than leave. This concentration of year round jobs makes Middle Township one of the most livable municipalities in Cape May County and one of the most appropriate places to encourage walkable, mixed use developments that allow residents to walk to and from their homes and retail establishments.

GOAL	POLICIES	INDICATORS
<p>Goal 4: Protect the Environment, Prevent and Clean Up Pollution</p> <p>STRATEGY: Develop standards of performance and create incentives to prevent and reduce pollution and toxic emissions at the source, in order to conserve resources and protect public health. Promote the development of businesses that provide goods and services that eliminate pollution and toxic emissions or reduce resource depletion. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another; from one geographic location to another; or from one generation to another. Promote ecologically designed development and redevelopment in the Metropolitan and Suburban Planning Areas and accommodate ecologically designed development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, to reduce automobile usage; land, water and energy consumption; and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle materials through demanufacturing and remanufacturing</p>	<p>Policy on Air Resources - Reduce air pollution by promoting development patterns that reduce both mobile and stationary sources of pollution, promoting the use of alternative modes of transportation, and supporting clean, renewable fuels and efficient transportation systems.</p> <p>Policy on Energy Resources - Ensure adequate energy resources through conservation, facility modernization, renewable energy and cogeneration; to continue economic growth while protecting the environment; and to modify energy consumption patterns to capitalize on renewable, domestic energy supplies rather than virgin extraction and imports.</p> <p>Policy Waste Management, Recycling and Brownfields- Promote recycling and source reduction through product design and materials management and by coordinating and supporting legislative, planning and facility development efforts regarding solid and hazardous waste treatment, storage and disposal. Capitalize on opportunities provided by brownfield sites through coordinated planning, strategic marketing and priority redevelopment of these sites.</p>	<p>Indicator 4. Percent of brownfield sites redeveloped</p> <p>Indicator 7. Economic output per unit of energy consumed</p> <p>Indicator 8. The generation of solid waste on a per capita and per job basis</p> <p>Indicator 9. Number of unhealthful days annually caused by ground-level ozone, particulate matter and carbon monoxide</p> <p>Indicator 10. Greenhouse gas emissions</p> <p>Indicator 13. Changes in toxic chemical use and waste generation (non-product output or NPO) by New Jersey's manufacturing sector</p> <p>Indicator 15. Vehicle miles traveled per capita</p>

There are two brownfields in the Township, the Williams Site and Hildreth Village.

Eight and a half acres of the Hildreth Village site has been classified and used as a Class Three sanitary landfill. The area was formerly an amusement park, and some uses, including a go-cart track and a mini golf course still remain. This property is serviced by public sewer, gas, electric and water. Hildreth is exempt from the Bay Island rule NJDEP's Bay Island rule (N.J.A.C. 7:7E) because of the existing extent of development, access to utilities, access to a major transportation corridor and the proximity to an intensely developed barrier island.

In August 1979, approximately 150, 55 gallon drums of liquid waste and sludges were emptied at the Williams residential property. In 1983 the site was listed on the National Priorities List (Superfund). In October, 1990 USEPA remediated the site. Gates and warning signs were installed. Empty drums, pails and gas cylinders were disposed of. A total of 1,500 tons of contaminated soil was excavated and incinerated off site.

GOAL	POLICIES	INDICATORS
<p>Goal 5: Provide Adequate Public Facilities and Services at a Reasonable Cost</p> <p>STRATEGY: Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life-cycle costing. Reduce demands for infrastructure investment by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.</p>	<p>Policy on Infrastructure Investments - Provide infrastructure and related services more efficiently by investing in infrastructure to guide growth, manage demand and supply, restore systems in distressed areas, maintain existing infrastructure investments, design multi-use school facilities to serve as centers of community, create more compact settlement patterns in appropriate locations in suburban and rural areas, and time and sequence the maintenance of capital facilities service levels with development throughout the state.</p> <p>Policy on Transportation - Improve transportation systems by coordinating transportation and land-use planning; integrating transportation systems; developing and enhancing alternative modes of transportation; improving management structures and techniques; and utilizing transportation as an economic development tool.</p>	<p>Key Indicator 4. Meet present and prospective needs for public infrastructure systems</p> <p>Indicator 14. The percent of all trips to work made by carpool, public transportation, bicycle, walking or working at home</p> <p>Indicator 16. Number of pedestrian fatalities in vehicular accidents on state roads</p> <p>Indicator 17. Increase in transit ridership</p> <p>Indicator 18. Percent of potable water supplies that meet all standards</p> <p>Indicator 19. Percent of development on individual septic systems</p>

Middle Township has made major changes to development regulations to ensure that adequate infrastructure is planned for. Their efforts have been focused on Transportation, appropriate capacities for septic tanks, sewer capacity and water supply.

The Township participated in NJDOT's Local Planning Transportation Assistance Program and received assistance from the Michael Baker Corporation. Baker produced a transportation improvement study that addressed existing volumes, levels of service, crash data, parking, information on the improvements to the GSP, transit conditions and conditions for pedestrian and cyclists. The study concludes with 45 pages of recommendations for

enhancing vehicular, bike, pedestrian and transit usage as well as an implementation summary. These tasks from the implementation summary have been incorporated into the PIA.

Capacity for Septic Tanks

Middle Township contributed significant information to their municipal chapter of the Cape May County Wastewater Management Plan. Maser Consulting provided a report analyzing the lot density (minimum lot size) that can be supported in the septic management areas of the Township to meet the nitrate target goal and includes calculations on the allowable number of new lots based on the calculated septic density in that portion of the Township within each of the three HUC11 watersheds within the Township boundaries. A HUC11 watershed or “hydrologic unit code 11” is defined in N.J.A.C. 7:15 as an area within which water drains to a particular receiving surface water body, also known as a watershed, which is identified by an 11-digit hydrologic unit boundary. The three HUC11 watersheds within the Township are: Dennis Creek, Cape May bays and tributaries East, and Cape May bays and tributaries West.

Summary of Results:

- At full buildout, the Cape May Tributaries West HUC11 Watershed is projected to be 10 units under its 400 unit target, with 390 potential units.
- At full buildout, the Dennis Creek HUC11 Watershed is projected to be 86 units under its 168 unit target, with 82 potential new septic units.
- At full buildout, the Cape May Bays & Tributaries East HUC11 Watershed is projected to exceed its 88 unit target by 214 units, with 302 potential new septic units. To protect the water quality of this HUC11 Watershed from degradation, the NJDEP is requiring that a Cape May Bays & Tributaries East Overlay Zone be adopted by Middle Township, which would allow for properties to be developed in accordance with the proposed zoning, except that any future subdivision will be required to meet the NJDEP Nitrate Dilution Model at the property boundaries.

Sewer Capacity

A 2080 buildout out based on the new zoning indicates that wastewater is within the 100,000 gallons per day range of the allocated wastewater capacity. Specifically, the Lower/Wildwood Wastewater Treatment Plant would have 61,000 gallons per day in excess capacity, the Seven Mile Beach/Middle Wastewater Treatment Plant allocated capacity would be exceeded by 75,000 gallons per day and the Lower Township Municipal Utilities Authority would have 4,000 in excess capacity.

Water Supply

Action Item H5 required the municipality to coordinate with DEP during the final phase of the USGS Future Water-Supply Scenarios Study. The municipality must implement the water supply strategies the USGS report identified. According to the USGS, stewardship of the potable, non-potable, and ecological water supplies of Cape May County will likely modify and incorporate many of the concepts developed and simulated in Scenarios 4 to 9. Past and ongoing practices to use and improve the potable water supply include:

- Relocating wells in the interior of the county to lessen the impact of saltwater intrusion;
- Using multiple aquifers to disperse the stresses of groundwater withdrawal;

- Locating wells farther apart to reduce drawdown;
- Drilling deeper to maintain water quality;
- Using legislation to increase water conservation; employing conservation practices at tourist accommodations and government and educational facilities;
- Closely monitoring irrigation at golf courses, farms, public parks, and residences;
- Using native vegetation for landscaping;
- Adjusting price structure for water;
- Improving solid waste and wastewater management facilities;
- Employing desalination; and
- Using aquifer storage and recovery techniques.

The Township is addressing onsite water conservation through their environmental protection ordinance. The following information is required in the ordinance:

Identify and describe all surface water features on the subject site including downstream receiving water bodies. Identify any waters classified as Category I under NJDEP rules. Identify the watershed that the project falls within. If surface water is impacted by the proposed development, identify mitigating actions that will be taken. Suggested actions include bioswales, raingardens, permeable surfaces, native and well adapted species used in landscaping to eliminate the need for fertilization and pesticides.

Discuss the impacts of the project on water supply and mitigating actions that will be taken. Suggested actions include: maximize preservation of existing natural landscaping; minimize areas that require irrigation; planting native, drought-tolerant and/or water efficient landscaping; if irrigated areas are necessary, use of reuse water or captured rain water to feed the irrigation system; use of irrigation controls such as rain sensors and SMART irrigation technologies that take into account soil moisture and/or atmospheric conditions before going off; incorporation of bioswales, raingardens, permeable surfaces to help capture and treat stormwater that will percolate back into the subsurface water systems; installation of low water using plumbing fixtures such as those certified through the EPA's WaterSense program (<http://www.epa.gov/WaterSense/>).

Recreational Amenities

The Township is working to carefully plan and manage infrastructure crucial to the dignity and quality of life of the citizenry. The Township also provides many educational and recreational amenities in town for the citizenry to enjoy. There are recreational facilities along the bay, public beaches and the Shellbay to Kimble's bikeway. Middle Township is also home to the County Community College, the technical school, the special services school and the County nursing home.

GOAL	POLICIES	INDICATORS
<p>GOAL 6: Provide Adequate Housing at a Reasonable Cost</p> <p>STRATEGY: Provide adequate housing at a reasonable cost through public/private partnerships that create and maintain a broad choice of attractive, affordable, ecologically designed housing, particularly for those most in need. Create and maintain housing in the Metropolitan and Suburban Planning Areas and in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, at densities which support transit and reduce commuting time and costs, and at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support regional and community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.</p>	<p>Policy on Housing - Preserve and expand the supply of safe, decent and reasonably priced housing by balancing land uses, housing types and housing costs and by improving access between jobs and housing. Promote low- and moderate-income and affordable housing through code enforcement, housing subsidies, community-wide housing approaches and coordinated efforts with the New Jersey Council on Affordable Housing.</p> <p>Policy on Design - Mix uses and activities as closely and as thoroughly as possible; develop, adopt and implement design guidelines; create spatially defined, visually appealing and functionally efficient places in ways that establish an identity; design circulation systems to promote connectivity; maintain an appropriate scale in the built environment; and redesign areas of sprawl.</p>	<p>Indicator 20. Percent of New Jersey households paying more than 30% of their pre-tax household income towards housing</p> <p>Indicator 24. Annual production of affordable housing units</p>

Middle Township has been working diligently to provide more diverse housing options in town. There is a Local Housing Advocacy Board that discusses projects with affordable housing advocates. The advisory board also makes suggestions regarding the most appropriate use of Housing Trust Fund monies.

The Master Plan committee applied a Floor Area Ratio to the zoning to encourage a variety of unit sizes in multifamily dwellings. The FAR ensures that there is some square footage “left over” to encourage developers to vary the size of the units or include one smaller apartment.

GOAL	POLICIES	INDICATORS
<p>Goal 7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value</p> <p>STRATEGY: Enhance, preserve and use historic, cultural, scenic, open space and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.</p>	<p>Policy on Historic, Cultural and Scenic Resources - Protect, enhance, and where appropriate rehabilitate historic, cultural and scenic resources by identifying, evaluating and registering significant historic, cultural and scenic landscapes, districts, structures, buildings, objects and sites and ensuring that new growth and development is compatible with historic, cultural and scenic values</p>	<p>Key Indicator 2. The amount of land permanently dedicated to open space and farmland preservation</p> <p>Indicator 12. Conversion of land per person</p>

There are historically significant areas in Middle Township and the Township has completed or planned for historic preservation documentation and planning efforts.

Of particular historic interest is the Whitesboro center. Whitesboro was founded by an African-American Equitable Industrial Association about 1901 by a group of prominent Black American investors that included Paul Laurence Dunbar and educator Booker T. Washington. The community was named for George Henry White, the leading investor, a Washington lawyer who had previously served as a Republican congressman representing North Carolina’s second legislative district. This area was 37% African American in 2010 and represents 19% of the voting population in Middle Township.

Repairs to the township's historic Whitesboro Grammar School were completed in 2009. The Whitesboro School was built in 1910 to serve the black community that settled in the Whitesboro section of Middle Township. The school closed in 1967. Lead and asbestos were removed and the 101 year

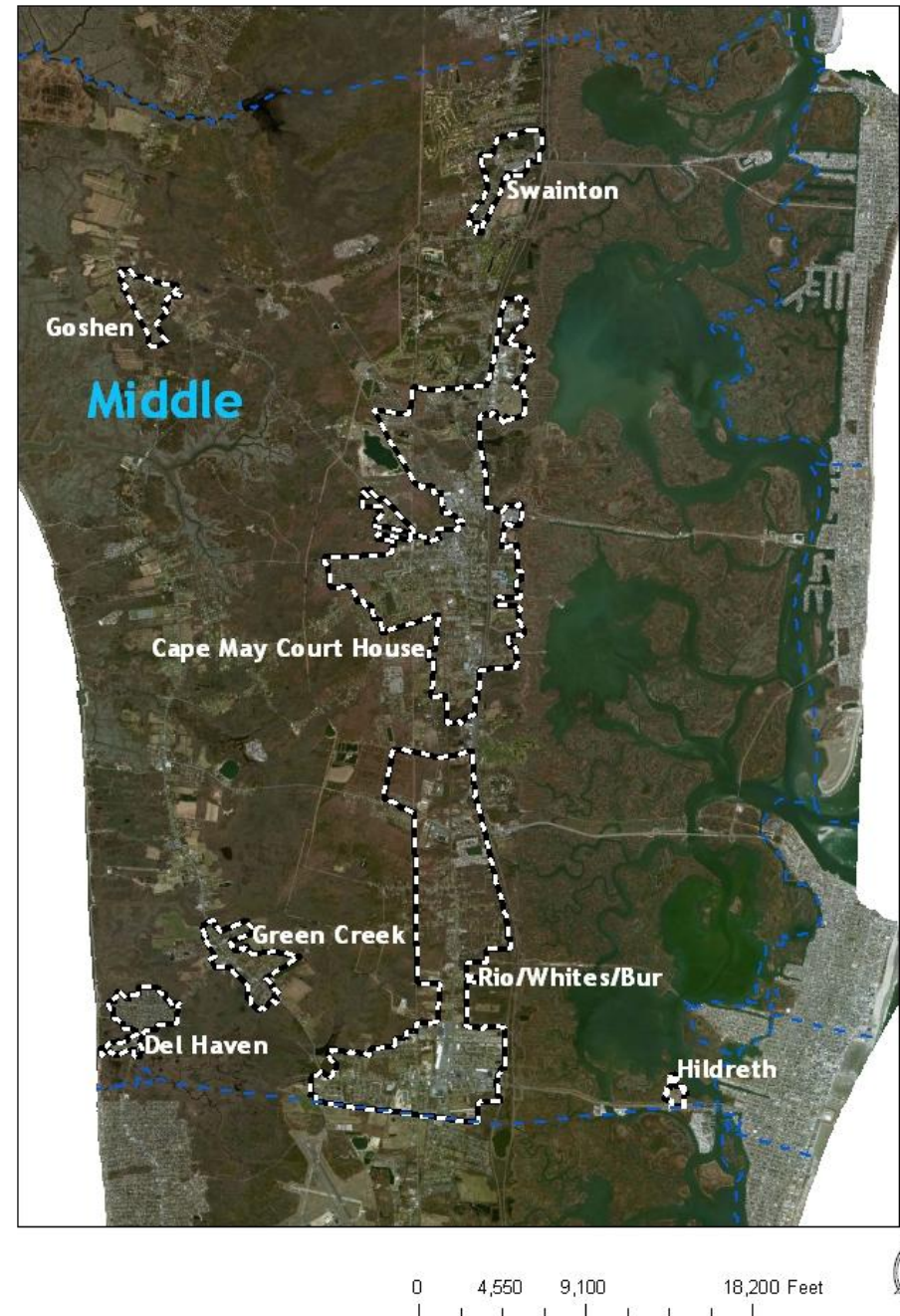
old building was made handicapped accessible. Interior renovations and landscaping work were also completed. Grant funds for the repairs were provided by DCA and the Township.

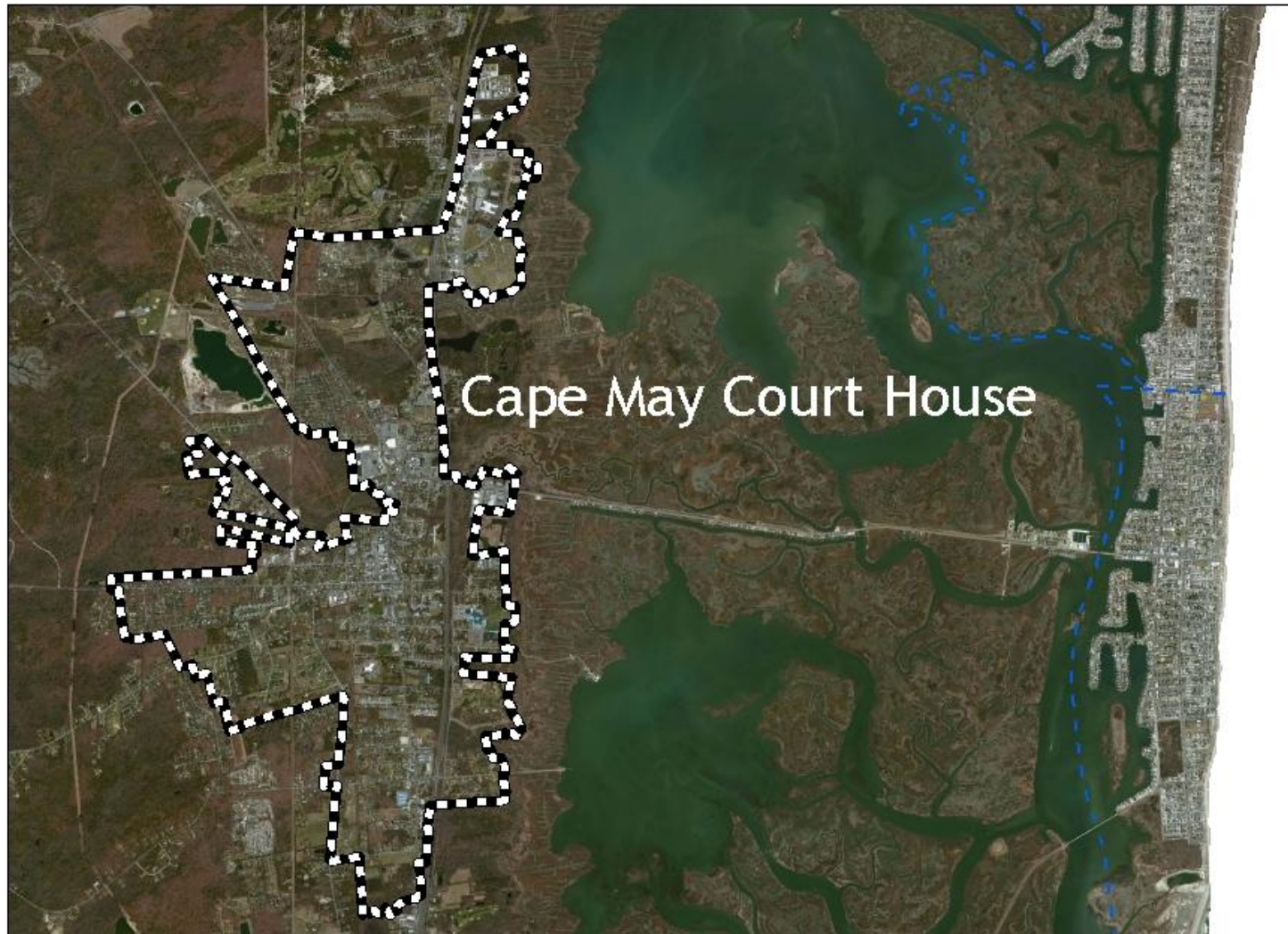
The Historic Master plan element was updated in 2003. The 2003 Master Plan element recommended that a Township Historic Commission be appointed. This is still needed. A Township-based inventory of historic sites and structures was also recommended. The Natural Resources Inventory provides some documentation on historic sites but a more detailed inventory is needed. The 2010 Master Plan reexamination recommended that the Township investigate and pursue a variety of mechanisms for preserving and enhancing the integrity of the Cape May Courthouse historic area, including but not limited to the potential establishment of design standards, the establishment of a historic district, and the creation of a historic main street.

In order to protect the historic structures in Cape May Courthouse, an overlay zone has been created. The purpose of the overlay is to limit density and height to protect the character of the historic area of Cape May Court House. This overlap applies to 98 acres in the core of Cape May Court House as identified in the Township Master Plan and reflected on the zoning map. In the overlay, the maximum building height shall be 35 feet. Townhouse and multifamily residential uses are prohibited and Noncontiguous Parcel Clustering is not permitted.

PROPOSED CENTERS

The Township of Middle has requested designation of seven centers. The State Plan outlines both the hierarchy of centers and the designation criteria, which establish certain basic thresholds of land area, population, employment and densities for the various center categories. According to the Plan, these thresholds are intended to serve as a flexible guideline for consideration of proposed centers, especially in terms of their projections out 20 years into the future.





 Centers

0 3,300 6,600 13,200 Feet





Cape May Court House Regional Center

Center	Land Use			Population		Economy		Infrastructure	
Function		Land area (square miles)	Housing	Number of people	Density (population per square mile)	Job Base	Jobs-housing ratio	Capacity (general)	Transportation
Regional	Economic, social and cultural focal point. Variety of uses, services and housing types	1-10 sq miles	> 3 du / ac	>5,000	> 5,000 per sq mi	>5,000	2:1 to 5:1	Sufficient existing or planned infrastructure	Transit terminal, arterial intersection, or interstate
Village	Mixed-residential with compact core of basic services and activities.	< 1 sq miles	> 3 du / ac	<4,500	> 5,000 per sq mi	N/A	N/A	Capable of being served by wastewater system.	Integration into network of communities.
Hamlet	Small-scale residential settlement with community functions.	10-100 acres	> 2 du / ac	25-250	N/A	N/A	N/A	May require small-scale water system.	Integration into network of communities.
Goshen Hamlet	The areas is predominantly residential development with large areas of preserved farmland. There are a number of small commercial establishments along the intersection of Route 47 and Route 664.	142 acres / 78 units	VC: 20,000-1 acre w/mixed uses VR: 6-8 UPA	213	1,992	92	1.2	On-site sewer systems;	Route 47 and Route 664(Goshen Swainton Rd.)
Del Haven Village	The area is predominantly a residential development bounded by environmentally sensitive lands and the Delaware Bay. The southeastern portion of the center contains public parkland.	182 acres / 600 units	VC: 20,000-1 acre w/mixed uses VR: 6-8 UPA	1,242	3,763	20	0	Public sewer has been extended and serves Center.	Route 603 (Bayshore Rd.)
Green Creek Village	The area is predominantly residential development with scattered small businesses and commercial establishments along the	225 acres / 240 units	VC: 20,000-1 acre w/mixed uses R: 6 UPA	564	2,181	275	1.3	Public sewer service area within most of center; amend 208 Plan to extend sewer	Route 603 (Bayshore Rd.) and Route 47

	Route 47/ Route 603 intersection.							service area within the entire Center to address failing septic systems.	
Swainton Village	The center contains mostly residential and small business development along the Route 9 corridor. A new shopping center has recently been built on the Route 9 - Route 601 intersection.	193 acres / 46 units	VC: 20,000-1 acre w/mixed uses VR: 6-8 UPA	248	941	366	8	Limited area of Swainton along east side of Route 9 at Avalon Blvd(Route 601) is within sewer service area. Water extended to serve shopping center on Avalon Blvd. Sanitary sewer extension within the center is a future consideration.	State Route 9 and State Route 601 arterials, Garden State Parkway north/south interchange # 13 at Route 601 (Avalon Blvd.).
Rio Grande Whitesboro-Burleigh Regional Center	Large areas of residential development within the center are comprised of 25'x100' newspaper lots. Many of the vacant residential lots are constrained by wetlands. Significant commercial uses are located on the intersection of Route 9 and Route 618. Large shopping centers and commercial uses are located on the intersection of Route 9 and Route 47. The western portion of the center is mostly single-family residential neighborhood and	3.5 sm / 1,788 units	TC: 6-8UPA with mixed use structures TR: 6-8 UPA R: 6 UPA TB: 15,000 sf commercial lots	4,280	3,921	2303	1.13	Extend sanitary sewer service area to encompass Center. Extend water service (NJAmerican Water Company) throughout center. Extend water service as required.	State Route 9 arterial, Routes 618 and 147. State Route 9 arterial, Garden State Parkway north only interchange # 10 at Route 147 (N. Wildwood Blvd.).

	scattered commercial development. The Township anticipates future growth in Rio Grande due to the presence & potential of public sewer service.								
Cape May Court House Regional Center	Cape May Court House is the seat for the County government and accounts for nearly 34 percent of all government jobs within Cape May County. The County offices, Burdette Tomlin Memorial Hospital and the existing residential development support a considerable amount of retail, office and service related development located along the Route 9 corridor. The Township anticipates future growth in Cape May Court House due to the presence of public sewer service.	3.7 / 1732 units	R: 6 UPA TP: 10,000 sf lots w/mixed use structures TC: 6-8UPA with mixed use structures TR: 6-8 UPA TB: 15,000 sf commercial lots	4,651	1,525	3,660	2	Limited expansion of sanitary sewer service area required to encompass Center. Extend water service as required within Center	State Route 9 arterial, Garden State Parkway north/south interchange # 10 at Route 657 (Stone Harbor Blvd.).
Hildreth Village Center	Hildreth Village is located on the portion of Route 47 connecting Wildwood to the mainland. The property is surrounded on three sides by environmentally sensitive tidal marshlands associated with the Richardson Sound. The land has been developed with an amusement park, a gas station, mobile home park, communications tower and a commercial dock.	26 acres	HV: 6-8 UPA	NA	NA	NA	NA	The property is located within the water quality management planning area and the local sewer service area.	



 Centers





Rio Grande Regional Center



Del Haven

 Centers

0 500 1,000 2,000 Feet





Del Haven Village



Green Creek

 Centers

0 800 1,600 3,200 Feet





Green Creek Village

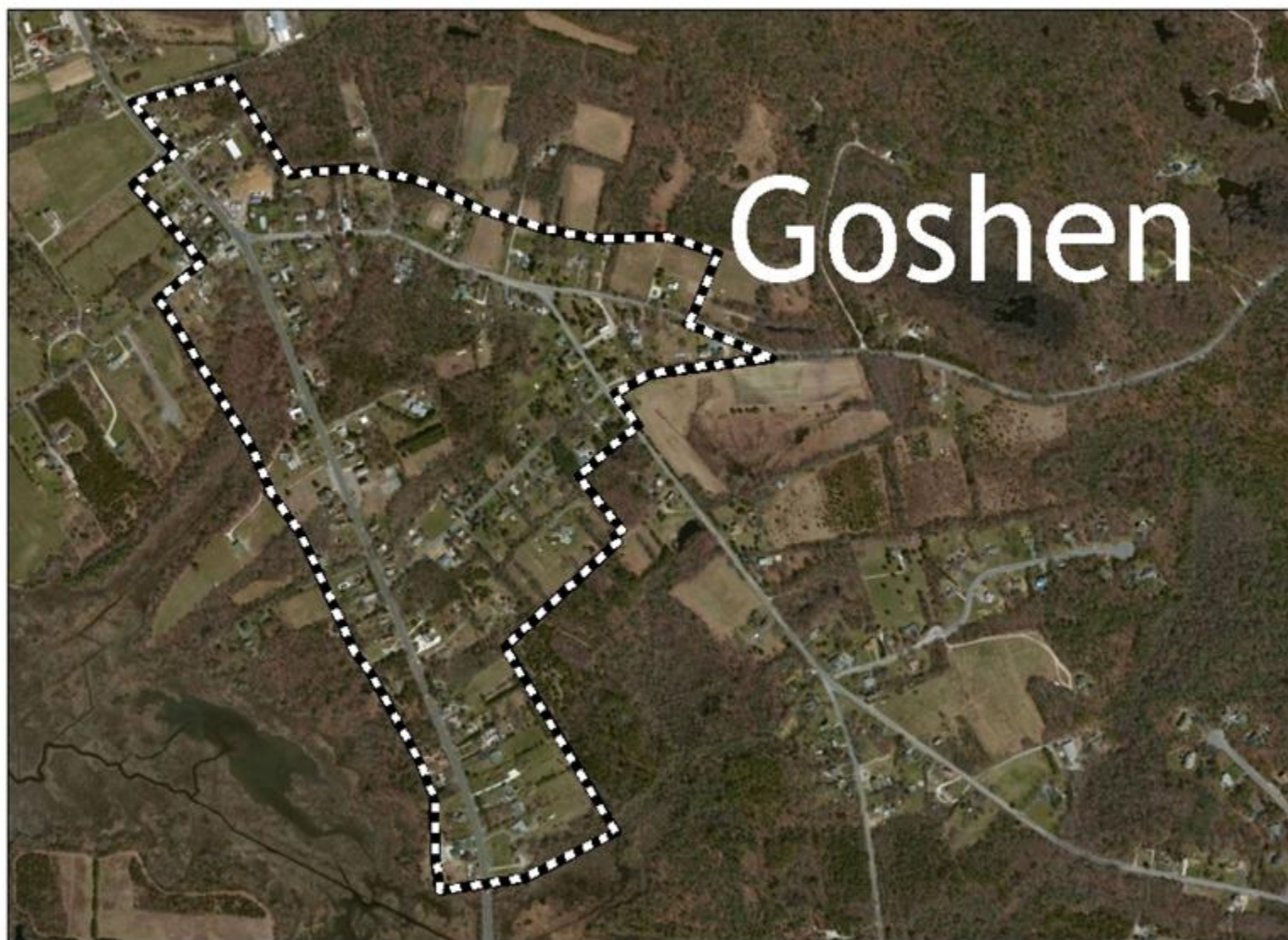
Hildreth Village



 Centers

0 415 830 1,660 Feet





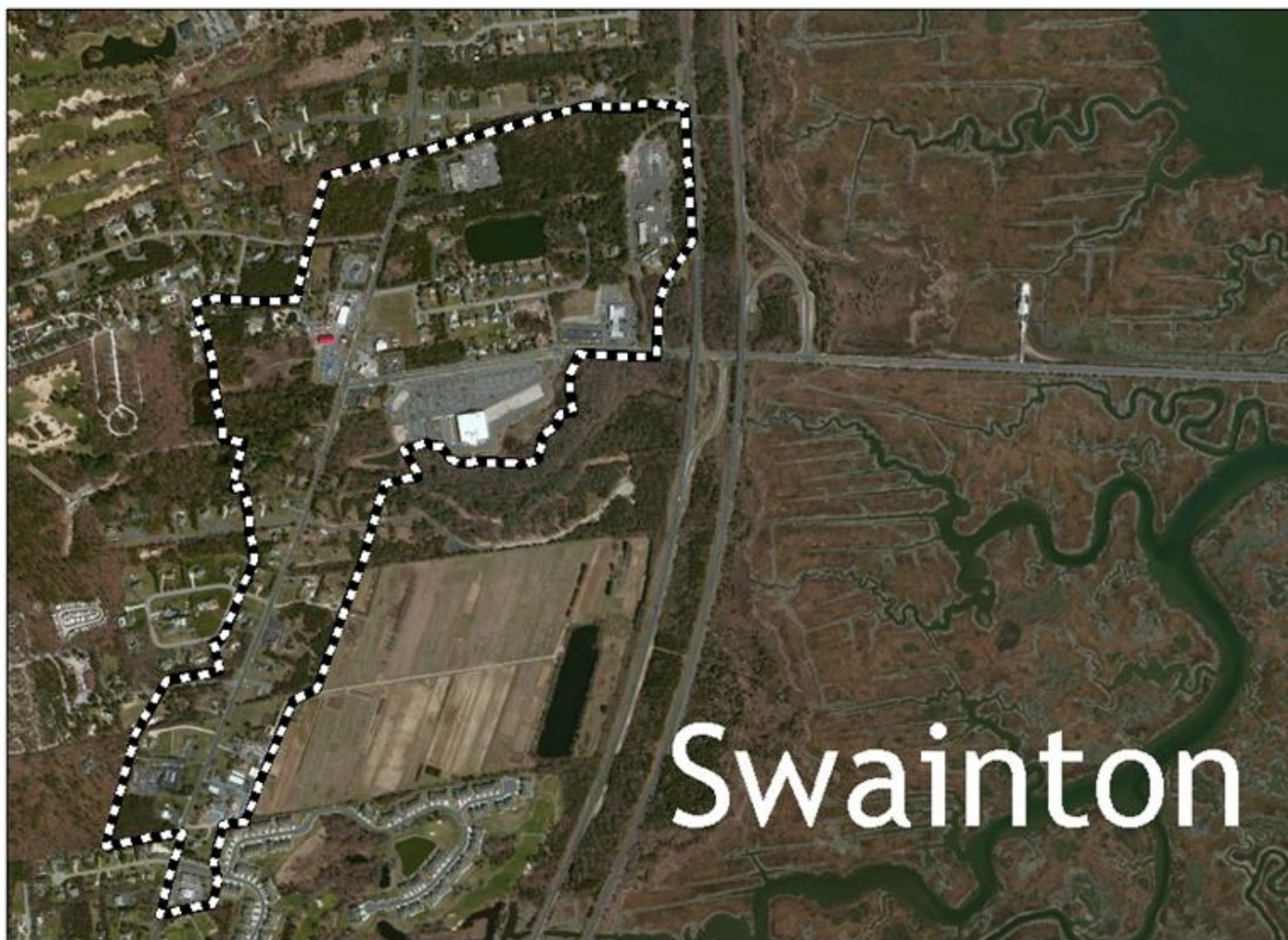
 Centers

0 650 1,300 2,600 Feet





Goshen Hamlet



 Centers

0 875 1,750 3,500 Feet





Swainton Village

PLANNING & IMPLEMENTATION AGREEMENT

Intended to help forge a lasting partnership between the Commission and the Township, Plan Endorsement is a two-way commitment, embodied in the PIA. Additional planning and design work will still be required on the part of the Township, and these efforts need to be carefully monitored by the Commission and the state agencies. From the efforts made so far to reach the present consensus, it is evident that the desire of the Township to succeed is real and the Commission should support these planning efforts.

MIDDLE TOWNSHIP PIA: Adopted by the SPC on 9/28/2011

Item No.	Activity	Responsible Party	Deadline	
	TRANSIT AND TRANSPORTATION			
NJT1	Explore the feasibility of different seasonal transportation options in order to reduce seasonal traffic congestion.	SJTPO, County, Middle Township in consultation with NJDOT and NJ TRANSIT	Medium	10/1/2014
NJT2	Explore vehicular at grade crossings across the existing rail ROW that coordinate directly with the Township's Transportation Analysis in order to provide more efficient local circulation and alternatives to Route 9.	Middle Township in consultation with the County, NJDOT and NJ TRANSIT	Short	10/1/2012
NJT3	Pursue improved bus transit facilities to increase route headways, increase bus pickup locations, and develop central transit locations coordinated with parking.	Middle Township and County to coordinate with NJT.	Short	10/1/2012
NJT4	Determine feasibility of private east-west shuttle service in coordination with the mainland and barrier island municipalities. The goal of this regional service would be to enhance transit service between campgrounds, mainland attractions and barrier island destinations.	The County will assist in an effort to determine feasibility of private east-west shuttle service in coordination with the mainland municipalities.	Medium	10/1/2014
NJDOT1	Construct key paper streets Improvements listed in the Transportation Improvement Study	Middle Township Responsible Party	Long	10/1/2017
NJDOT2	Develop western alternative roadway to Route 9	Middle Township, coordinating with landowners	Long	10/1/2017

NJDOT3	Develop new roadway of Honeysuckle Lane extension	Middle Township	Long	10/1/2017
NJDOT4	Develop new roadway of Shunpike Road extension	Cape May County or Middle Township	Long	10/1/2017
NJDOT5	Plan for other roadway connections in general locations	Middle Township, coordinating with landowners	Long	10/1/2017
NJDOT6	Coordinate with K-Mart Plaza landowners to plan alternative access	Middle Township; NJDOT	Long	10/1/2017
NJDOT7	Explore installation of new median on Route 47 in coordination with prospective developers and other agencies	NJDOT	Long	10/1/2017
NJDOT8	Install signage directing motorists to Rio Grande Avenue	Cape May County	Short	10/1/2012
NJDOT9	Pursue addition of southbound left turn lane, modify signal timing at Route 9 and Route 47	NJDOT, and coordination with Wal-Mart developers	Medium	10/1/2014
NJDOT10	Investigate modification of signal timing at Route 9 and Stone Harbor Boulevard	NJDOT	Short	10/1/2012
NJDOT11	Evaluate one-way treatment for Mechanic Street and Hand Avenue	Cape May County; Middle Township	Short	10/1/2012
NJDOT12	Pursue installation of bulb-outs or median islands on Route 9 in Cape May Court House, and stripe parking spaces through state and federal funding sources	NJDOT	Short	10/1/2012
NJDOT13	Install parking lot signage to County Lot	Cape May County	Short	10/1/2012
NJDOT14	Adopt Complete Streets policy	Middle Township	Short	10/1/2012
NJDOT15	Adopt access management ordinance	Middle Township	Short	10/1/2012
NJDOT16	Adopt shared parking ordinance	Middle Township	Short	10/1/2012
NJDOT17	Adopt street connectivity ordinance	Middle Township	Short	10/1/2012
NJDOT18	Investigate development of bicycle network; phasing in physical improvements	NJDOT; Cape May County; Middle Township	Long	10/1/2017
NJDOT19	Pursue installation of sidewalks on priority roadways	NJDOT; Cape May County; Middle Township	Long	10/1/2017
NJDOT20	Investigate signal optimization along Route 9 on summer weekends	NJDOT	Short	10/1/2012
NJDOT21	Modify the Transportation Improvement Analysis by adding the MLUL requirements for a circulation element. Adopt the circulation element.	Middle Township	Short	10/1/2012
NJDOT22	Strongly request that New Jersey Highway Authority proceed with the planned grade separated interchange at Crest Haven Boulevard, Stone Harbor Boulevard and Shell Bay Avenue along with the elimination of other at-grade intersections.	NJDOT funding /SJTP0 TIP - NJTPK Authority	Long	10/1/2017

NJDOT23	Extend Mechanic Street eastwardly to Bayberry Drive to provide secondary ingress/egress to schools and assess related access roads improvements.	NJ Turnpike Authority and County of Cape May	Long	10/1/2017
NJDOT24	Provide southbound on/off ramps at Shell Bay Avenue to reduce traffic through the Cape May Court House area.	NJDOT funding /SJTP0 TIP - NJTPK Authority	Long	10/1/2017
NJDOT25	Revise the Township's LDO to comply with the MLUL requirement that municipal zoning conform to the State Highway Access Management Code. The Township can address this issue 4 different ways: Wait for main street designation in the access management code, create an access management plan, with NJDOT to make a DTS change or wait for NJDOT to create an access management guide.	NJDOT technical assistance and funding	Medium	10/1/2014
NJDOT26	Prepare and implement Route 9 Cape May County Access Management Plan with other Mainland Route 9 communities to reduce congestion along corridor.	County to coordinate regional access plan with Cape May mainland municipalities. NJDOT Local Planning Assistance funds.	Medium	10/1/2014
	INFRASTRUCTURE			
DEP1	Prepare and submit a Wastewater Management Plan for the Township that implements the 2011 Master Plan and Zoning ordinance; Expanding sewer service areas to include all lands within planned Centers except Goshen Hamlet and the Mattera Farm in Rio Grande.	NJDEP permits for sewer extension to service existing development.	Short	10/1/2012
CMC1	Complete Middle Township's chapter of the Wastewater Management Plan.	Cape May County	Very Short	12/15/2011
DEP2	The USGS recently published its study, Future Water-Supply Scenarios, Cape May County, New Jersey, 2003-2050. Middle Township shall work with NJDEP and the County to determine the appropriate water supply strategy, and implement recommended water conservation measures.	Township and Cape May County; DEP	Short	10/1/2012
DEP3	Middle Township shall work with New Jersey American Water Company to support increased development density in centers and to improve fire suppression capabilities. Work with utility to plan and improve waterline network.	Township	Short	10/1/2012
	CONSERVATION			

DEP4	Open Space and Recreation Plan: Prepare Recreation and Open Space Inventory (ROSI) as an updated Master Plan element. Use Plan to prioritize open space and farmland preservation acquisition efforts. Coordinate efforts with County Farmland Preservation plan and County Open Space and Recreation Plan and other planning efforts including Priority Aquifer Recharge sites. Prioritize acquisition of open space in coordination with State and Federal agencies and not-for-profit groups. Prepare ROSI and submit to NJDEP to enable funding.	Middle Township	Short	10/1/2012
DEP5	Outline a strategy that allows developers in the center to share centralized stormwater collection basins that serve as pleasant water features for citizens to enjoy. These larger, shared water features will maximize efficiency by preventing unsightly retention basins in each development.	NJDEP technical assistance.	Short	10/1/2012
HOUSING				
DCA 1	Continue to provide for the rehabilitation of affordable housing units through State and Federal grants	Township Committee will seek funding for rehabilitation grants for this area to support low/moderate income families.	Medium	10/1/2014
DCA2	Continue to foster innovative policies that enhance the diversity of housing products available in Middle Township, ensuring that Middle Township remains an attractive place for all people in all stages of life.	Middle Township	Medium	10/1/2014

STAFF RECOMMENDATION

The Township of Middle's vision is consistent with the State Plan. Therefore, staff recommends Plan Endorsement for the Township, including the designation of the seven aforementioned Centers. This recommendation recognizes the efforts made by the Township, which has demonstrated commitment and leadership towards improving its plans, through the fulfillment of the Action plan phase. We look forward to working with the Township to further its plans via refinement and implementation.