

PLAN ENDORSEMENT **DRAFT** REPORT FOR TOWNSHIP OF UPPER (CAPE MAY COUNTY)



DEPARTMENT OF COMMUNITY AFFAIRS
OFFICE OF SMART GROWTH
January 12, 2007

This document is a draft recommendation report prepared by the Office of Smart Growth (OSG) as staff to the State Planning Commission (SPC) subject to change based on the continued input of our partner agencies, the Township and members of the public. OSG reserves the right to edit this document and the accompanying PIA prior to the presentation of the recommendation at the January 24, 2006 meeting of the Plan Implementation Committee (PIC). Should edits be made, an updated document will be posted on the OSG website (www.njsmartgrowth.com), with edits highlighted accordingly. Notification of such posting will be sent via e-mail to the list of interested parties maintained by OSG. Interested parties may register with OSG to receive notifications of SPC meetings, hearings or other matters regarding petitions for Plan Endorsement by providing contact information, including name, organization, address and e-mail address to osgmail@dca.state.nj.us.

Photograph Sources

Historic Tuckahoe, Greater Tuckahoe Area Merchants' Association (cover)
BL England site, OSG files (p.11)
Tuckahoe River, Pinelands Commission (p.14)
Amanda's Field Skate Park, www.concretedisciples.com (p.20)
Seaville, Upper Township PIC presentation (p.22)
Marmora Town Center design concept, Upper Township petition report (p.29)

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INTRODUCTION

In accordance with N.J.A.C. 5:85-7 et seq, the Township of Upper 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 of Smart Growth (OSG).

The Township has requested the designation of two Town Centers, Marmora-Palermo-Beesley's Point (Marmora) and Seaville, and two Village Centers, Petersburg and Tuckahoe. The Village Centers correspond with Pinelands Villages across the boundary between the Pinelands and the CAFRA zone. Therefore, the Pinelands Commission has been an integral part of the discussions regarding the center boundaries so that the whole of each Village is properly recognized between the Pinelands and the State Plan.

Accompanying the Centers is a number of minor Planning Area changes from Suburban Planning Area (PA2) to Environmentally Sensitive Planning (PA5) or vice versa. The main intentions of these changes have been to 1) align the Planning Areas with the Center boundaries, and 2) make Planning Areas more consistent with objective criteria such as lot lines.

BACKGROUND

Process Timeline

In Fiscal Year 2004, OSG awarded Upper Township, along with Dennis and Middle Townships, a joint Smart Future Grant to produce a regional strategy that would serve as a foundation for their Plan Endorsement petitions. The three Townships initiated the Plan Endorsement process with a pre-petition meeting on November 23, 2004. Following this meeting, the Townships believed that the best way to proceed would be to reach an agreement first on the center boundaries as the parameters for their respective petitions. Throughout much of 2005, meetings and communications focused on developing a consensus on the centers. Upper Township initially submitted its petition in September 2005. Ideally, the three municipalities would have continued in a joint fashion. However, based on the quality of existing and new plans as well as the advancement of negotiations over planning issues, Upper Township has moved faster than its counterparts. In addition to assessing the Township's petition, OSG and other state agencies continue to view its plans from a regional perspective in relation to the other towns.

OSG deemed Upper Township's petition complete on January 20, 2006, thereby allowing its existing coastal centers to be extended temporarily until March 15, 2007 pursuant to the CAFRA rules of the Department of Environmental Protection (DEP). While the Township had a complete petition, significant consistency issues remained, a situation similar to several other coastal municipalities that had their petitions deemed complete prior to March 15, 2006. To take full advantage of the one-year period between petition completeness and coastal center expiration outlined in the CAFRA rules, the State Planning Commission (SPC) approved a policy directive on

April 19, 2006 allowing an extended timeframe for the consistency review of petitions.

On this basis, Upper Township entered a Memorandum of Understanding (MOU) with OSG. The agreement included an Action Plan to address issues outlined in the Consistency Review letter dated April 21, 2006 so that the Township's petition could be endorsed by the SPC, with its centers recognized thereafter by DEP's CAFRA rules. The Action Plan covered 6 months from April 26, 2006 to October 26, 2006. Towards the end of the Action Plan timetable, the Township requested an extension to November 30, 2006. OSG granted this extension as the Township's overall work was in line with the requirements and intent of the Action Plan. By rule, a report from OSG is due on January 29, 2007, but this report has been produced ahead of schedule for consideration by the Plan Implementation Committee (PIC) on January 24, 2007.

Public Participation

In addition to the public meeting requirements of the Plan Endorsement process, the Township created a Plan Petition Committee to coordinate its efforts. Committee members included the Mayor and representatives from the Township Committee, Planning and Zoning Boards, and the Township's representative to the Great Egg Harbor National Scenic and Recreational River Council.

To formally kick off the Plan Endorsement study, a noticed public meeting was held on August 24, 2004 with representatives from Dennis, Middle and Upper Townships. Each of the Township representatives identified and ranked local and regional planning issues. Upper Township's Plan Petition Committee continued to meet throughout the Plan Endorsement process.

The introduction of various planning documents, in part related to Plan Endorsement and the Action Plan, provided

opportunity for further public participation. These documents included the Master Plan Reexamination Report, Land Use Plan Amendment, Housing Element & Fair Share Plan, Natural Resources Inventory, and Stormwater Management Plan. The Township's planning board also held a public hearing to review the Plan Endorsement petition. This meeting provided additional opportunities for public input. The board forwarded its recommendations to the Township Committee who adopted the petition at a public hearing and authorized its submittal to OSG.

Upper Township conducted a presentation to the PIC on December 14, 2006. Fred Akers of the Great Egg Harbor Watershed Association (GEHWA) expressed concern that the local planning and zoning have failed to measure up to the intent of federal designations, such as the Pinelands National Reserve outside the Pinelands Commission's jurisdiction and the federal designation of the Great Egg Harbor River as a Wild and Scenic River. These issues are discussed in other sections of this report (see pages 14, 19, 26).

Peter Shuler, a resident and property owner in Upper Township, requested that his property be considered for inclusion in the Center, as it is directly adjacent to the Center and an affordable housing site. The Township has since requested that this site be included in the Center to improve its ability to provide affordable housing. OSG and DEP have reviewed the proposed addition and agree to its inclusion. While the site does contain wetlands, existing regulations and the new environmental protection ordinances should protect these resources.

Township to further its plans via refinement and implementation.

STAFF RECOMMENDATION

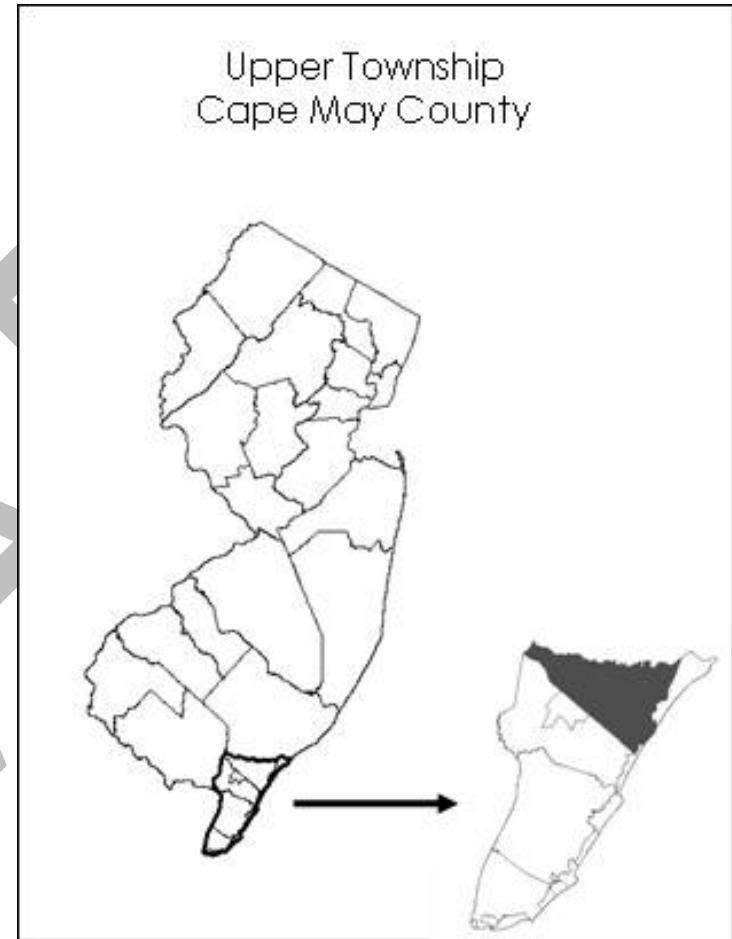
The Township of Upper's planning vision is consistent with the State Plan as defined in the State Planning Rules. Therefore, staff recommends Initial Plan Endorsement for the Township, including the designation of the aforementioned Centers and Planning Area changes.

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

LOCATION AND REGIONAL CONTEXT

The Township of Upper is located at the northern end of Cape May County, bordered by Corbin City, Estell Manor City and Great Egg Harbor Bay to the north, Maurice River Township to the west, Woodbine Borough and Dennis Township to the south, with Ocean City directly across the marshland to the east. The Garden State Parkway and Route 9 run through the town serving the bulk of the developed and developable area. Other state highways include Routes 49 and 50. Approximately 35% of the Township is under Pinelands jurisdiction, and the remaining 65% is governed by the Coastal Area Facility Review Act (CAFRA).

In spite of the jurisdictional boundary between Pinelands and CAFRA, the Pinelands National Reserve extends into the coastal zone, requiring coordination between the SPC, DEP and the Pinelands Commission. Changes to Centers and Planning Areas will have to be recognized consistently between the State Plan, Coastal Zone Management (CZM) rules and the Pinelands Comprehensive Management Plan (CMP). Following SPC endorsement, DEP will amend its CZM rules via the New Jersey Register. As part of the amendment process, the Pinelands Commission will provide comments to DEP regarding the consistency of the Township's land use plans and regulations with the CMP.



DEMOGRAPHICS

(Note: All data is from the 2000 Census unless otherwise noted.)

Data on age distribution and average household size indicate that Upper Township is an area that provides an attractive environment for families. Compared to the county, the Township has a relatively low population of retirees. Median household and per capita incomes are significantly higher, indicative of a higher rate of labor force participation and a greater proportion of larger dual-income households.

Correspondent with the higher income ranges, the labor force is oriented towards a range of professional services. As with the County labor force, a significant proportion of the

Township's labor force is involved in tourism-related fields such as the arts, accommodation, recreation and entertainment. However, the Township's housing stock is much less visitor-oriented with a lower year-round vacancy rate lower than the County (22% versus 54%). To some degree, this combination of labor force and housing characteristics reflects out-commuting to tourism-oriented employment centers such as Ocean City and Atlantic City.

In light of the social and economic characteristics of the Township, affordable housing is an important concern. The Housing Element & Fair Share Plan has therefore been a key part of the Plan Endorsement process, to ensure that new affordable housing can be provided as much as possible in a center-based context.

As with much of the coastal region, Upper Township has grown dramatically since 1950, with the introduction of the Garden State Parkway. In both percentage and absolute terms, the greatest amount of growth occurred in the 1970s and 1980s, as the population increased from 3,413 to 10,681. Growth has slowed since then but still runs at a higher rate than the county and the state. Planning for compact centers and the protection of environs will channel this growth towards areas with the supporting capacity.

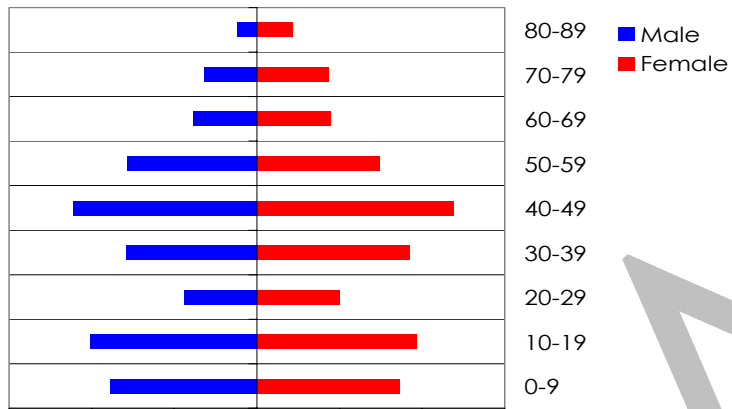
As part of the Plan Endorsement process, the Township provided projections for population, households and employment. From the present to year 2014, the Township relies on standard COAH methodology, in line with its Housing Element & Fair Share Plan. However, from 2014 onwards, the Township uses zoning buildout as a basis for projections. OSG has concerns regarding this latter methodology, especially for employment data. We believe that the acceleration of projected job growth reflects an over-zoning for commercial uses, a common pattern in municipalities in New Jersey and elsewhere.

	Upper Twp	Cape May County	New Jersey
Land area (sq mi)	63.7	259	7,417
Population	12,115	102,326	8,414,350
Households	4,268	42,148	3,064,645
Average Household Size	2.84	2.36	2.68
Housing Units	5,472	91,047	3,310,275
Home Ownership Rate	91%	74%	66%
Vacancy Rate	22.0%	53.7%	7.4%
Median Household Income	\$60,942	\$41,591	\$55,146
Per Capita Income	\$27,498	\$24,172	\$27,006
Poverty Rate	3.5%	8.6%	8.5%
Unemployment Rate (NJDOL 2004)	4.4%	6.9%	4.8%

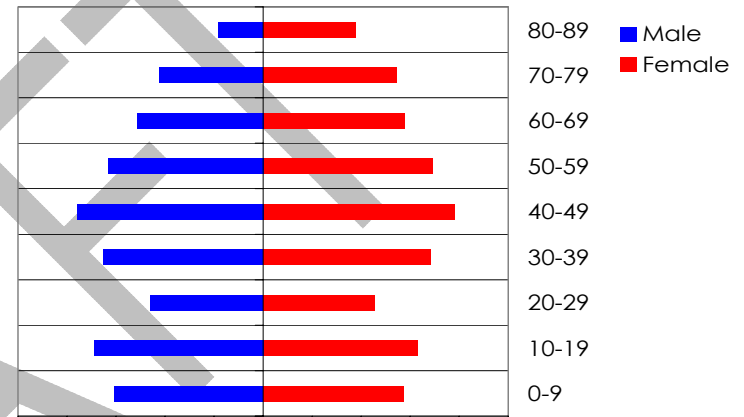
Staff therefore recommends that the SPC's endorsement of the Township's plans accept only the COAH-based projections to year 2014. Later projections provided by the Township should be recognized for what they are - a zoning buildout analysis. The PIA proposes an early action item to develop a consensus on projections based on demographic models (e.g. cohort component), with recognition that supply (zoning) may have some inducement effects on - but does not dictate - demand. Over time, modifications to the zoning may be necessary to respond to demand.

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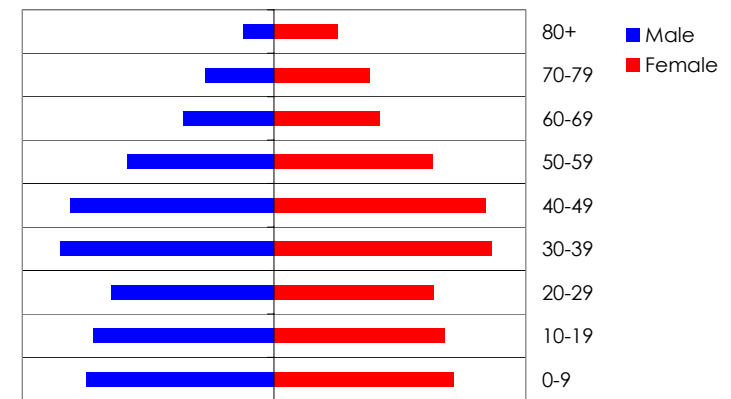
Upper Township Age Distribution



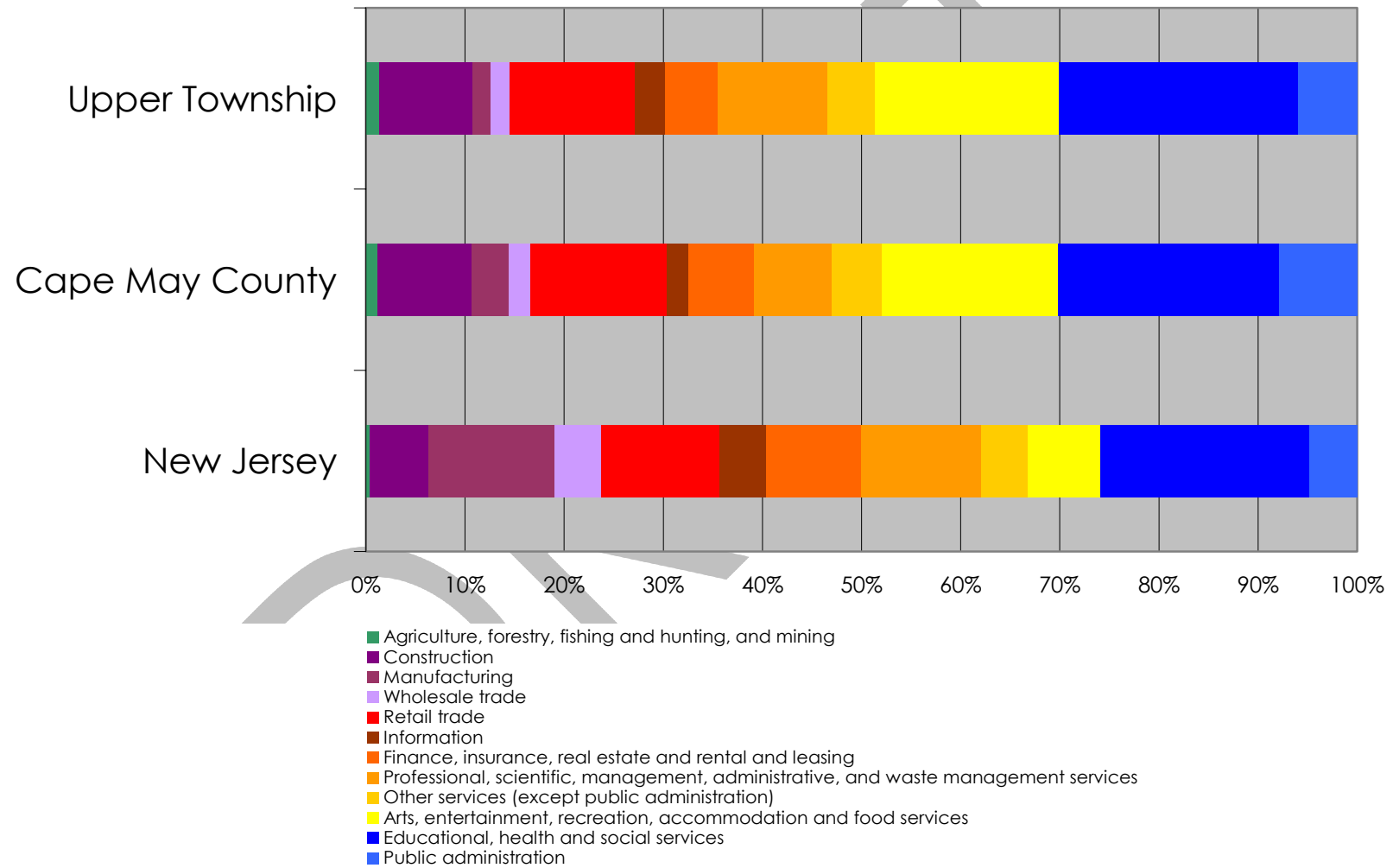
Cape May County Age Distribution



New Jersey Age Distribution

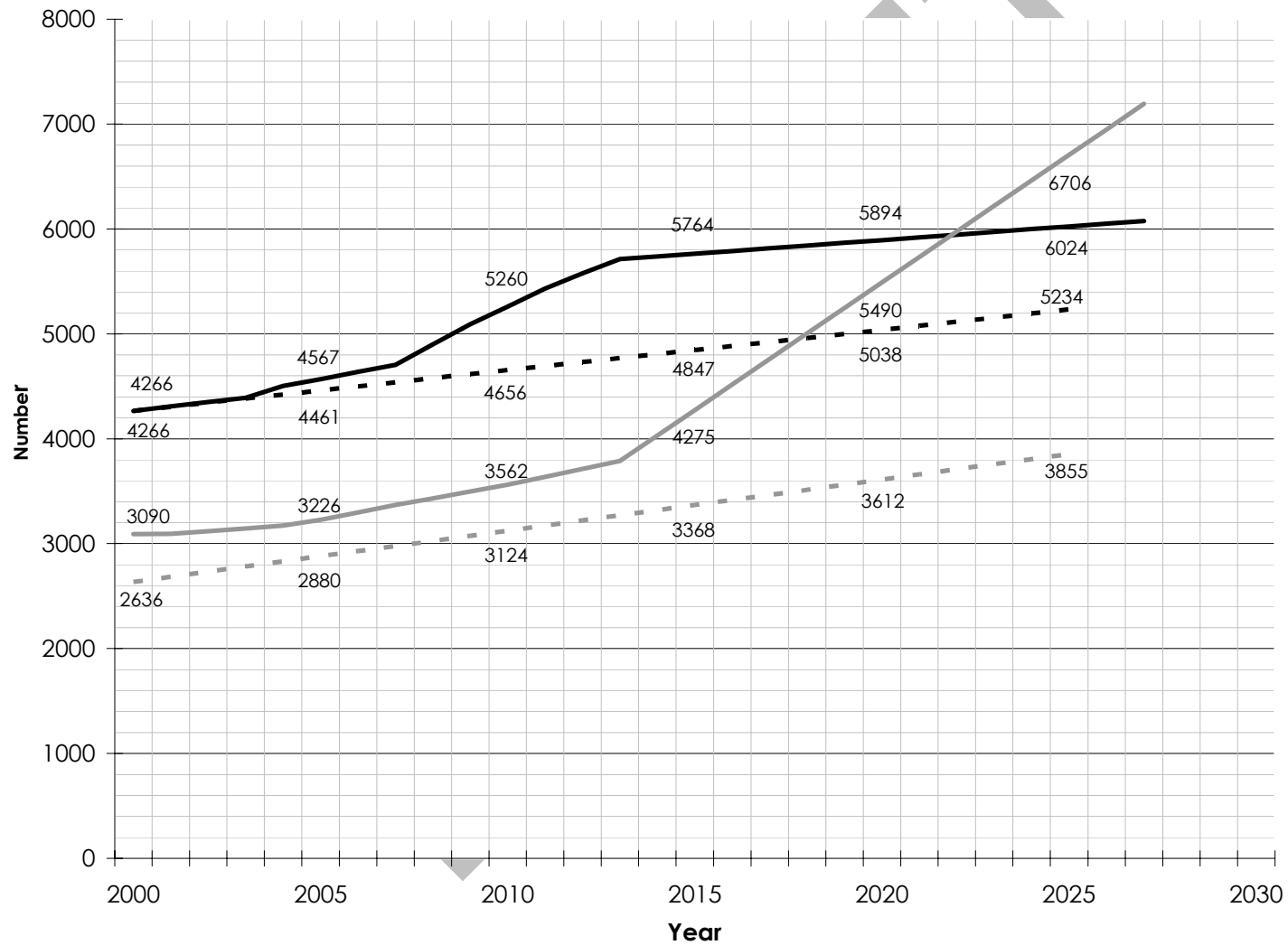


Workers by Industry



Upper Township Petition vs SJTPO Projections

OSG Staff Recommendation - Upper Town



RELEVANT PLANNING ACTIVITIES

Purpose of Plan Endorsement

The purpose of the Plan Endorsement process is to achieve consistency among municipal, county, regional and State agency plans and with the State Plan, and to facilitate the implementation of these plans (N.J.A.C. 5:85-7.1(b)). Plans shall be endorsed only if they are internally consistent and demonstrate consistency with the State Development and Redevelopment Plan (N.J.A.C. 5:85-7.2(h)). Consistency means that the State Planning Commission determined that a municipal plan is the same as or has the same effect as the provisions in the State Plan. In evaluating consistency, the Commission should consider all provisions of the State Plan with particular emphasis on:

- 1) Statewide goals and policies;
- 2) Planning Area policies and boundaries;
- 3) Critical Environmental Sites criteria and intent; and
- 4) Delineation criteria and intent for a Center designation. (N.J.A.C. 5:85-1.4)

The analysis that follows is predicated on the recognition that an investment in good planning will produce a desirable outcome.

Community Vision

As noted above under Public Participation (p.2), the Township has undertaken significant planning activity in recent years. In addition to planning at the local level, the Township has worked with neighboring municipalities in the Plan Endorsement process as well as part of the Cape May Water Supply Study.

The plans presented here for Plan Endorsement represent the foundation for further community visioning. In its master plan re-examination, the Township's goals and design concepts make

a clear statement for better development. Instead of chasing ratables and allowing typical big box design, the Township will pursue a diversified tax base through mixed use centers. This development pattern will improve the local quality of life by enhancing access to public and commercial services. Through the PIA, the center design concepts will be developed in full with public visioning via the planning board.

Master Plan – Land Use Element

As noted earlier, Upper Township sought to have an agreement on center boundaries before producing its Master Plan Re-examination and Land Use Plan amendments. The set boundaries provided the Township a framework to propose plans and concepts for the Centers. On November 16, 2006, the Township's planning board adopted the re-examination report and land use plan. The new plan represents significant progress from the 2001 re-examination report and addresses a number of state agency concerns.

One of OSG's main concerns in discussing Centers was to know more about what sort of development and design would occur inside the boundaries. The plan outlines concepts and recommendations for the development of mixed-use cores supported by community wastewater treatment plants and other infrastructure improvements. Both within and outside the Centers and PA2, the plan provides for the protection of natural resources through environmental protection measures that the Township has worked through with DEP (see p.14 for more details).

Cross-Acceptance

Upper Township has participated in the Cross-Acceptance process, working in coordination with Cape May County. The County's Cross-acceptance report identified a number of mapping concerns in the Township with regard to changes proposed in the Preliminary State Plan Map. These issues have

been resolved in the Plan Endorsement process, mainly through discussions of Center boundaries.

Redevelopment Plans

In October 2005, Upper Township passed a resolution approving designation of an area in need of redevelopment at Beesley's Point. Pursuant to the Local Redevelopment & Housing Law, the Township submitted a copy of the resolution and supporting material to the Department of Community Affairs (DCA). Following an OSG review, DCA sent the Township a response letter denying the area based on its inclusion of significant portions of Environmentally Sensitive Planning Area (PA5). The Township clarified that it did not have any intention of developing in the vast majority of the PA5. However, there are large lots that extend from the Suburban Planning Area (PA2) on Route 9 all the way into PA5, and that the whole of these lots were included for administrative and financing purposes.



In April 2006, the Township submitted a new resolution clarifying which sections of these lots are appropriate for development. The redevelopment area was subsequently approved by DCA. In Plan Endorsement, the proposed Town Center for Marmora-Palermo-Beesley's Point incorporates the developable part of the redevelopment area. The Township has yet to produce a redevelopment plan, as it awaits decisions on the future of the B. L. England Generating Facility.

Cape May Water Supply Study

In 2001, concerns about Cape May County's current and future water supply led the state legislature to enact the Gibson Bill, appropriating funds for research on water supply and demand as well as use management alternatives to mitigate demand. DEP has managed the project with technical assistance from the U.S. Geological Survey (USGS). The County, municipalities and other stakeholders have been involved in the study over the years. Based on composite zoning formulated by OSG with stakeholder input, DEP developed buildout data and projections for water demand.

The study is now entering its final phases. This will consider water supply scenarios, including saltwater intrusion, streamflow depletion, and ecosystem impacts. A cost effectiveness and feasibility analysis will determine the best potential solutions for future water supply in the region. DEP and relevant stakeholders, including Upper Township officials and residents, will work together to determine the best option among the possible solutions.

A second investigation, the Southeastern New Jersey Alternative Water Supply Feasibility Study, is about to be initiated. This project will focus on the remaining areas of Cape May County, the Great Egg Harbor River, Mullica River, and Southern Barnegat Bay watersheds. It will be evaluated similar to the approach employed in southern Cape May County and be completed in about three years.

Affordable Housing

According to the latest Council on Affordable Housing (COAH) estimates, Upper Township has an adjusted prior round obligation of 341 units. Due to this significant number of units, affordable housing has been a vital topic in the discussion of Centers. In addition, the Township projects 89 units for its third round growth share obligation, based on housing and employment projections higher than those provided by the South Jersey Transportation Planning Organization (SJTPO).

On November 16, 2006, the Township adopted its Housing Element & Fair Share Plan. The Township proposes a variety of means to fulfill and even exceed its prior round and third round obligations. For example, the Township will work with non-profit housing developers and use municipal- and county-owned lands to incentivize the development of affordable housing.

The PIA details COAH's review of the housing plan and coordination between COAH, OSG and other agencies on

any resulting changes to growth projections or affordable housing sites.

CONSISTENCY WITH STATE PLAN - GOALS, POLICIES & INDICATORS

The State Plan is made up of 8 Goals and Strategies and 19 Statewide Policies that are complemented by a State Plan Policy Map. This section discusses consistency with regard to goals relevant to the Township's Petition, along with related policies and indicators.

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>Indicator 11. Conversion of wetlands for development - Reduce conversion of wetlands to not exceed 50 acres per year statewide by 2005 and to no net loss of acres by 2020.</p>

Analysis

Upper Township already has more than 12,400 acres of land preserved by federal, state and county government, including the Cape May National Wildlife Refuge, Belleplain State Forest, Great Cedar Swamp Wildlife Refuge and the Tuckahoe Wildlife Management Area. In addition, the Township's existing zoning ordinance designates substantial lands outside the centers for conservation, with wetland constraints and permitted residential densities at 1 du/10 ac.

Through Plan Endorsement, the Township has taken additional steps to protect natural resources. The master plan re-examination outlines strategies for density transfers, clustering and the potential for TDR, including an idea to transfer credits from inside the Pinelands to the proposed Town Centers in the CAFRA zone. The combination of public land ownership and local and state land use regulation helps to achieve Goal 2 of the State Plan.

For both the Centers and the Environs, the plan provides for the protection of natural resources through environmental protection measures that the Township has worked through with DEP. These measures will minimize the environmental impacts of developments that are under the CAFRA thresholds of 25 units or 50 parking spaces. Rather than relying solely on a regulatory regime where small development projects can chip away at natural resources, the Township's plans and ordinances will preserve habitat and water resources in a more holistic manner. This planning mechanism better implements the State Plan Policy on Coastal Resources. Where necessary, DEP will provide technical expertise to the Township in the implementation of its local ordinances.

Tuckahoe River

Upper Township has an agreement with the National Park Service and the Great Egg Harbor River Council to protect the Tuckahoe River, which has been federally designated as part of the National Wild and Scenic River System. The Township's Master Plan Re-examination (p.11) details the Township's participation and related local planning activities. The zoning district is the TR-Tuckahoe Riverfront District, which contains lower residential densities than in the Village Center and also has additional buffer requirements.



At the state level, DEP has designated the Tuckahoe River as a Category One (C1) waterway. The C1 designation provides for special protections to preserve drinking water and habitat for Endangered & Threatened species. DEP's policies, combined with the Township's land use regulations, restrict development that would degrade water quality. Coordination at the federal, state and local governments will improve the implementation of the State Plan Policy on Water Resources for Tuckahoe River and for other water bodies.

		POLICIES	INDICATORS
Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey 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.		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.	

Analysis

Upper Township's new land use plan encourages mixed-use development and redevelopment in centers and includes concepts to be developed further through zoning ordinances, design guidelines, and any redevelopment plans. Supporting Goal 3 of the State Plan, the Centers will serve as focal points for economic development and employment. The inclusion of residential development through mixed-use zoning will enhance access for residents to jobs and services.

Due to the volume of seasonal traffic that passes through state highways such as Route 9, 49 and 50, these Centers have significant opportunities and challenges to capture some of this potential market from a tourism and retail perspective. Traffic circulation is a major concern, especially for the Town

Centers that are gateways to Ocean City and other barrier island communities. The Township's design concepts for road networks and integrated land use should lead to measures that alleviate congestion and support growth in the Centers.

As noted under Community Vision (p.10), center-based development will provide for greater economic and fiscal sustainability through more efficient use of land and infrastructure. Additional discussion of the Centers and their potential for economic development can be found in the next chapter, Consistency with the State Plan – Center and Planning Area Criteria.

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 Public Investment Priorities - It is the intent of the State Plan that the full amount of growth projected for the state should be accommodated. Plan Strategies recommend guiding this growth to Centers and other areas identified within Endorsed Plans where infrastructure exists or is planned and where it can be provided efficiently, either with private or public dollars. (Designated Centers are included in the category of communities with Endorsed Plans.) Public investment priorities guide the investment of public dollars to support and carry out these Plan Strategies.</p> <p>Policy on Infrastructure Investments - Provide infrastructure and related services more efficiently by investing in infrastructure to guide growth, managing demand and supply, restoring systems in distressed areas, maintaining existing infrastructure investments, designing multi-use school facilities to serve as centers of community, creating more compact settlement patterns in appropriate locations in suburban and rural areas, and timing and sequencing 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>Indicator 14. The percent of all trips to work made by carpool, public transportation, bicycle, walking or working at home - The percent of trips to work made by carpool, public transportation, bicycle, walking or working at home increases by 2005 and 2020.</p> <p>Indicator 16. Number of pedestrian fatalities in vehicular accidents on state roads - Reduce the number of pedestrian fatalities in vehicular accidents on state roads by 2005 and 2020.</p>

Analysis

During the Plan Endorsement process, the Township and the state agencies had to work together to resolve a number of conflicts between land use and infrastructure capacity. The Township's lack of sewer service was a limiting factor on development densities. At the same, the petition and PIA called for enhanced transit service, which requires higher

densities to justify costs and increase feasibility. The Township's new land use plan outlines a center- and core-based approach, relying on community treatment systems and promoting land use patterns that could support intermediate bus service. This solution complies with Goal 5 and related Policies of the State Plan, ensuring that public investment works on a cost basis.

Water & Wastewater

Upper Township's Plan Endorsement petition and PIA call for expanded provision of public water. This issue needs to be worked through the PIA and in coordination with relevant water supply studies (see p.11).

As mentioned earlier, the master plan recommends that wastewater treatment be provided by community treatment systems in areas of higher density. These systems must be permitted by DEP to ensure adequate treatment. The Township has prepared adopted a municipal stormwater plan and ordinance as required by DEP rules (NJAC 7:8-1). DEP will monitor the plan's implementation to ensure compliance.

Alternative Transportation Modes

The Township's planning integrates land use, streetscape and transportation concerns to outline a strategy for improving the pedestrian environment. This coordination supports many elements of the State Plan Policy on Transportation. Concepts for mixed-use development, sidewalk and pathway networks, and road improvements such as Route 50 – with potential application on other roads – support the use of alternative modes of transportation. Beside walking and biking, the envisioned built environment also complements enhanced transit service. As Upper Township's Centers take form in this manner, along with potential Centers for other municipalities in the region participating in Plan Endorsement, there will be opportunities to better link these Centers with additional transit. State investment in this regard should be in line with center-based development and growth.

The petition and PIA propose the extension of the Cape May Seashore rail line which runs through the historic Tuckahoe rail station. At a conceptual level, a connection to Cape May City offers significant synergies for the region's tourism economy. The petition also notes a higher-tier proposal in which Upper Township and other municipalities in the region have an interest – extending the line north to Winslow, connecting with the Atlantic City rail line. Both proposals are long-term options for which the relevant municipalities should conduct appropriate land use planning now.

In May 2005, at the request of these municipalities, CRDA, NJDOT, NJ Transit, Main Street New Jersey and OSG conducted presentations regarding the Transit Village program and related planning issues. Due to the selectivity of the Transit Village program, the agencies emphasized that chosen municipalities had been doing TOD planning for years. In the case of Winslow-Cape May, presenters noted that this type of center-based planning can and should be done even if rail service is not in the near future. Upper Township's recent planning activities mark an important first step, and other municipalities should follow this example.

Road Improvements

As with other coastal municipalities in New Jersey, the Garden State Parkway is a vital point of regional access. The Township's petition seeks a full interchange at Exit 20, to support growth in the Seaville Town Center. This is consistent with the State Plan's Transportation Policy, where it recognizes transportation as an economic development tool.

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 - The percentage of households statewide paying 30% or more of their income for standard housing is reduced by 2005 and is further reduced by 2020.</p> <p>Indicator 24. Annual production of affordable housing units - Annual production of 4,000 affordable housing units by 2005 and 5,000 by 2020.</p>

Analysis

The Housing Element & Fair Share Plan adopted by the Township in November 2006 recognizes that significant action will be necessary to provide its share of affordable housing. Between prior round obligations and growth share, the plan estimates a total of 423 affordable housing credits required. The Township will rely on a strategy of cooperation with non-profit developers and leveraging of publicly owned lands to fulfill its housing needs. Based on these implementation measures, the Township projects a credit of 467 units. This figure exceeds the required amount, meaning that the Township will not need to rely on Regional Contribution Agreements.

Affordable housing will mainly be accommodated in Centers and PA2, providing residents better access to employment opportunities and services. This represents the nexus between State Plan Policies on Housing and Design and the overall goal (State Plan Goal 6) of providing housing that is affordable in the broadest, most comprehensive sense. Denser mixed-use development is proposed in the Town Centers and infill development in the Village Centers. Residents can access jobs and services here as well as larger employment centers such as Ocean City and Atlantic City. As tourism is an important industry in Upper Township and the surrounding region, the Township's housing plan will help in the provision of housing affordable to the industry's workforce and other key workers.

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 – 1) The amount of land permanently dedicated to open space is 1,004,000 acres by 2002 and 1,354,000 acres by 2010 (New Jersey Department of Environmental Protection). 2) The amount of land preserved for farmland is 200,993 by 2002 and 550,993 by 2010 (State Agriculture Development Committee).</p> <p>Indicator 12. Conversion of land per person - The number of acres of lands converted per person in the state from 2001 to 2010 is less than one-fifth (0.20) of an acre per person. The number of acres of lands converted per person in the state from 2010 to 2020 is less than one-sixth (0.16) of an acre per person.</p>

Analysis

The petition contains a number of components that support Goal 7 of the State Plan and the related Policy on Historic, Cultural and Scenic Resources.

Historic preservation and context-sensitive development

The Plan Endorsement petition outlines future actions for the Village Centers of Tuckahoe and Petersburg. These steps include a full inventory of historical and cultural sites as well as planning workshops to determine appropriate redevelopment and infill development opportunities. In Tuckahoe, ongoing improvements for the Route 50 streetscape will yield a better pedestrian environment for residents and visitors.

Tuckahoe River

Measures in place for natural resource protection along the Tuckahoe River are described above under Goal 2. The river also has tremendous scenic and recreational value, as recognized by the Wild and Scenic River designation. The Township has adopted the Tuckahoe Riverfront District to ensure compatible development along the river, such as low-density residential or water-related uses. DEP's C1 designation for the river serves to protect water quality not just from a natural resource perspective but also for popular recreational or commercial activities such as fishing.

Open space and recreation

The Township's master plan re-examination has identified neighborhood-level open space and recreation facilities as a

priority. Investment in these amenities will be necessary to complement projected center-based growth. The Township's design concepts emphasize pedestrian and bicycle connections to link existing and planned residential areas to public facilities such as parks. With further refinement, this framework for coordinating open space with the neighborhood context should provide significant benefits for local residents.

For seasonal visitors, the Township has several recreational campgrounds, providing access to scenic areas in PA5 and PA5B. These facilities are served by their own on-site wastewater treatment facilities.



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CONSISTENCY WITH STATE PLAN - CENTER AND PLANNING AREA CRITERIA

Proposed Town and Village Centers

The Township of Upper has requested designation of four Centers in accordance with the State Plan: two Town Centers, Marmora-Palermo-Beesley's Point (Marmora) and Seaville, and two Village Centers, Petersburg and Tuckahoe. The Town Centers are located on Route 9, while the Village Centers lie across Pinelands Villages at the Pinelands-CAFRA boundary.

Even though the Township has conducted significant planning work related to the proposed Centers, the full implementation of its plans cannot be realized without the formal designation of those Centers by the SPC and subsequently by the CZM rules. The Township is subject to a regulatory standard according to which Town and Village Centers are necessary to allow impervious surface coverage limits of 70% and 60% respectively for CAFRA-sized projects. Once the temporary CAFRA center designation expires, the location of much of these areas in PA2 would limit larger projects to a maximum impervious cover of 30%.

Therefore, development projects for the Centers cannot move forward unless the Township is granted the flexibility to approach a higher impervious cover limit on a per-site basis in this area. In effect, the CAFRA permit process is currently structured to require a Center designation so that the Township may move forward with its compact, center-based development.

Application of Center Criteria

The State Plan created 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. These criteria are intended to assess what is planned for the future rather than what exists now. Therefore, designation criteria refer to conditions in the center's planning horizon year, in this case the year 2025. While the State Plan's horizon year forms the primary basis for long range planning, municipalities and counties should be aware of the consequences of these planning decisions in the years beyond.

The challenge in applying center criteria is to achieve a balance between the diverse and often competing interests of each Center's many users and stakeholders. Centers, and center design, should strive to promote the interest of the community as a whole and optimize State Plan goals. If any single interest, whether affordable housing or wetlands protection or economic development, achieves primacy at the expense of all the others, this balance is lost and the community as a whole stands to lose.

A flexible approach is vital for a case such as Upper Township, which faces a range of constraints in terms of existing conditions, capacity and regulations. These constraints include:

Existing suburban development

The proposed Centers are not blank slates upon which we can build new communities in a wholesale manner. The two Town Centers in particular contain development that is more suburban in character with strip commercial and separate residential areas.



Existing development pressures

While the days of heady growth are clearly in the past, the Township will continue to grow at a relatively fast pace. The amount of developable land is decreasing, and the Township will have to use innovative means to tackle its affordable housing needs.

Gap in impervious surface coverage limits between Centers and underlying PA2

As noted above, the CAFRA rules have a significant gap in impervious cover limits with 60% or 70% in Villages and Town versus 30% in PA2. It is difficult to accommodate CAFRA-sized

developments that need coverage somewhere in between these percentages.

Lack of sewer service

Upper Township lacks public sewer service, which is a limiting factor on development and density. Community package treatment plants provide an alternative for denser development, but other sections of Centers will continue to rely on septic systems.

Differences in density criteria for State Plan Village Centers versus Pinelands Village

The density standard in a Pinelands Village for residential lots without sewer is 1 du/ac, much lower than the 3 du/ac criterion for a Village Center in the State Plan.

Consistency of Town Centers: Marmora and Seaville

In their present state, Marmora and Seaville serve a town-wide role with their concentration of commercial and public uses. However, the Township's Plan Endorsement petition acknowledges their current suburban character and that opportunities exist to enhance their role as centers. The state's formal designation of these areas as Centers will recognize the potential for redevelopment, infill development, linkages and amenities. The master plan re-examination provides a vision and framework for more prototypical mixed-use centers as development opportunities arise. New networks of roads, sidewalks and pathways will connect new and existing developments with public facilities such as neighborhood parks.

Currently, the population and housing densities fall short of the State Plan criteria for Town Centers (see Tables below). Even at 20-year projections, these densities will continue to be lower. The key here is not the overall numbers but the densities of the net additional development. The Township projects at least 6 du/ac for new residential development, which exceeds the 3 du/ac criterion. This more compact, mixed-use development will be supported by community treatment systems. These

areas have minimal soil limitations for this type of wastewater treatment. For infill development, planned densities are at 1 du/ac or 1 du/40,000 sq ft. These figures are lower as infill will need to be sensitive to the neighborhood context and most likely rely on septic systems.

The proposed Town Centers exceed the State Plan criteria for size, due to a variety of conditions. Existing development patterns and CAFRA regulations have been constraints in this regard. However, there are also positive reasons for OSG's recommendation of these Center boundaries. One is the comprehensive planning framework, which seeks to improve linkages within the Centers while also implementing a detailed environmental review process. The land use plan also provides for mixed-use cores so that development is concentrated in areas where supporting infrastructure exists or is planned. It is in such mixed-use zones rather than the whole of these Centers that most growth is expected to occur.

Marmora-Palermo-Beesley's Point Town Center

Criteria	State Plan Criteria	Proposed Center (baseline)	Proposed Center (projected)
<i>Land Use</i>			
Function	Mixed-use core and diverse housing	Community facilities: elementary schools, recreational facilities, fire station, post office, churches. Commercial uses: Office, service and retail, including a large Verizon office facility. Residential neighborhoods.	Proposal for higher density retail and mixed uses in center 'core' at Route 9 / Roosevelt Blvd / Tuckahoe Road intersection. Potential redevelopment of Beesley's Point for mixed uses and waterfront access.
Land area	< 2 sq mi	3.3 sq mi (net)	3.3 sq mi (net)
Housing units	500 to 4,000	1,234	1,912
Housing density	> 3 du / ac	0.6 du / ac	0.9 du / ac (> 6 du / ac for new development; 1 du / 40k sq ft for infill)
<i>Population</i>			
Number of people	1,000-10,000	3,505	5,430
Density	> 5,000 per sq mi	1,062 per sq mi	1,645 per sq mi
<i>Economy</i>			
Employment	500 to 10,000	1,092	4,272
Jobs-housing ratio	1:1 to 4:1		
<i>Infrastructure</i>			
Capacity (general)	Sufficient existing or planned infrastructure	Public water installed in sections of Marmora, Palemo and Beesley's Point. Existing wastewater treatment plant at B.L. England plant.	In addition to current capacity, center is in wastewater service area. Minimal soil limitations for onsite community plants.
Transportation	Arterial highway or public transit	Route 9 arterial. Garden State Parkway interchange #25 at Rt. 623.	Route 9 arterial. Garden State Parkway interchange #25 at Rt. 623.

Seaville Town Center

Criteria	State Plan Criteria	Proposed Center (baseline)	Proposed Center (projected)
<i>Land Use</i>			
Function	Mixed-use core and diverse housing	Commercial center along Route 9/Route 50 intersection, fire department, existing residential neighborhoods.	Planned higher density residential and commercial uses.
Land area	< 2 sq mi	2.5 sq mi (net)	2.5 sq mi (net)
Housing units	500 to 4,000	1,175	2,150
Housing density	> 3 du / ac	0.7 du / ac	1.3 du / ac (6-15 du /ac for new development; 1 du / 40k sq ft for infill)
<i>Population</i>			
Number of people	1,000-10,000	3,337	6,106
Density	> 5,000 per sq mi	1,335 per sq mi	2,442 per sq mi
<i>Economy</i>			
Employment	500 to 10,000	1,092	7,207
Jobs-housing ratio	1:1 to 4:1		
<i>Infrastructure</i>			
Capacity (general)	Sufficient existing or planned infrastructure	Public water available for extension south from Osprey Point and along Stagecoach Road.	In addition to current capacity, center is in wastewater service area. Minimal soil limitations for onsite community plants.
Transportation	Arterial highway or public transit	State Route 9 and State Route 50 arterials, Garden State Parkway interchange 20S at Route 50 / Seaville Blvd.	PIA calls for full GSP interchange at Exit 20.

Consistency of Village Centers: Petersburg and Tuckahoe

General Comments

Petersburg and Tuckahoe are discussed together in this section as they share several common issues. The boundary between the Pinelands and the CAFRA zone cut through both these areas. In each case, the existing Pinelands Village represents only a slice of the historic settlement. The proposed Centers make whole the Pinelands Villages and enhance consistency between the Pinelands Comprehensive Management Plan (CMP) and the State Plan. As with the broader issue of lands outside the Pinelands Commission's jurisdiction yet in the National Reserve, the Commission's staff have played an active role in the discussion of Center boundaries.

In Pinelands Villages, the Pinelands CMP sets a minimum size of 1 acre for residential lots without sewer. Whether it is a real policy difference or a matter of nomenclature, the State Plan standard for a Village is a 3 du/ac, similar to higher forms of Centers. Based on a range of factors, the Township's proposal of 1 unit per 40,000 square feet and 1 du/ac for Petersburg and Tuckahoe respectively is reasonable.

Compared of the State Plan criterion, the lower density is more appropriate for the context of the existing built environment in the Pinelands Villages and the adjacent proposed Centers. As much of the land is already developed, the Township's focus on infill development should be sensitive to the areas' present character. In this regard, the Township does not seek a sewer system for these Centers. Package treatment plants or even septic systems should be adequate for their wastewater needs.

Additional Comments for Petersburg

Petersburg is the home of several important public facilities: the Municipal Complex, a county library and a middle school, as well as the recreation area of Amanda's Field. The proposed

Center also includes commercial and residential areas, but retains a rural feel. A key element of the vision for existing and new development is the concept of a system of sidewalks and pathways to provide better connections between residents and public amenities.

Additional Comments for Tuckahoe

Including both the Pinelands Village and the proposed Village Center sections, Tuckahoe has a gross area of 0.54 sq mi versus a net area of 0.21 sq mi. This difference is mainly due to the presence of wetlands and protective zoning around the Tuckahoe River. In the Center Criteria table below, the gap between gross and net results in artificially high density figures.

The Tuckahoe center is expected to accommodate limited infill development and its designation would mainly recognize the historic settlement that exists today. Population growth over the next 20 years is expected to be 117 people, or approximately 11%.

The creation of a center will aid the Township in revitalizing Tuckahoe. Plans for streetscape improvements on Route 50, which runs through the heart of the historic area, are currently underway. The historic rail station was recently rehabilitated. With more and more programs being aligned with Plan Endorsement and/or the presence of a designated center, Tuckahoe should be a candidate for such benefits.

Petersburg Village Center

Criteria	State Plan Criteria	Proposed Village (baseline)	Proposed Village (projected)
<i>Land Use</i>			
Function	Mixed-residential community	Municipal complex, library, Amanda's Field (recreation area), fire hall. Residential neighborhoods. Limited commercial uses along Route 50.	Limited vacant developable lands for residential infill and commercial uses along the Route 50 center.
Land area	< 1 sq mi	1.43 sq mi (net, including Pinelands Village)	1.43 sq mi (net, including Pinelands Village)
Housing density	> 3 du / ac	0.4 du / ac	0.6 du / ac (1 du / 40k sq ft for infill)
<i>Population</i>			
Number of people	< 4,500	967	1,612
Density	> 5,000 per sq mi	676 per sq mi	1,127 per sq mi
<i>Infrastructure</i>			
Capacity (general)	Sufficient existing or planned infrastructure	On site septic for future infill development. No plans to extend wastewater service area. No public water at this time.	On site septic for future infill development. No plans to extend wastewater service area. No public water at this time.
Transportation	Reasonable proximity to arterial.	Route 50 serves Center along with County Routes 610 and 631.	Route 50 serves Center along with County Routes 610 and 631.

Tuckahoe Village Center

Criteria	State Plan Criteria: Village	Proposed Village Baseline	Proposed Village 2025
<i>Land Use</i>			
Function	Mixed-residential community	Small-scale businesses, banks, residences, the Tuckahoe Methodist Church, fire hall, post office, parks, public works facility. Several historic properties.	Township plans for area rejuvenation with the planned Route 50 streetscape improvements and the renovated Tuckahoe Train Station.
Land area	< 1 sq mi	0.21 sq mi (net, including Pinelands Village)	0.21 sq mi (net, including Pinelands Village)
Housing density	> 3 du / ac	2.7 du / ac net	3.0 du / ac net (1 du/ ac infill gross)
<i>Population</i>			
Number of people	< 4,500	1,035	1,152
Density	> 5,000 per sq mi	4,929 per sq mi	5,486 per sq mi
<i>Infrastructure</i>			
Capacity (general)	Sufficient existing or planned infrastructure	On site septic. No public water at this time.	On site septic or package treatment plants for future infill development. Township seeks future extension of public water to center.
Transportation	Reasonable proximity to arterial.	Routes 49 and 50. County Route 664. Tourism-oriented rail service.	Routes 49 and 50 – NJDOT plans for improvement on Route 50. County Route 664. PIA requests extension of rail service to Cape May City.

Importance of a Design Framework

Throughout the negotiations over Center boundaries, a significant planning concern for the state was what these areas would look like within those boundaries. While environmental issues can help set limits on where development can occur, the criteria for how to create a center with a sense of place are much more amorphous. The State Plan criteria provide guidance for densities and other characteristics. However, if the criteria were applied bluntly in quantitative terms, they would still allow for a wide range of development patterns, not all of which reflect true center-based development. Therefore, in addition to lines drawn on a map or the criteria discussed above, we must also consider the substance of planning and design concepts for the Centers.

With the aforementioned population growth, especially during the 1970s and 1980s, Upper Township already has a significant amount of developed land, some of which would not fit the typical notion of a Center. In justifying the inclusion of suburban-style land use patterns in the Town Centers in particular, the key has been the vision and plans for future redevelopment and infill development. This issue was highlighted in the 6-month Action Plan, and the Township responded with significant amendments to its Land Use Plan.

Recognizing the constraints of existing development and environmental capacity, the new Land Use Plan calls for the concentration of future development in mixed-use areas, including Town Center Core zones in both Marmora-Palermo-Beesley's Point and Seaville. Through the use of density transfers, clustering and TDR, these Centers and especially their cores will relieve development pressures elsewhere in the Township. The Township's Plan also discusses in detail the need to make all of the proposed Centers more friendly to pedestrians, bicyclists, and transit users. Recommendations include better sidewalk links, streetscape measures to slow

down traffic, and the integration of these transportation improvements with the proposed land uses.



OSG and other state agencies look forward to working with the Township to help implement the ideas introduced in the Land Use Plan. Changes will occur gradually over time as development and redevelopment opportunities arise. Municipalities rarely have the combination of resources and political capital for large-scale redevelopment. In a case such as Upper Township, planning and zoning provide the tools to effectuate change, whether it is a set of design standards or the option of TDR.

Planning Area Changes

As demonstrated by the map and table below, changes in Planning Areas are not significant in terms of size. Several small changes have been made, mainly on the basis of aligning Planning Areas with the negotiated Center boundaries and/or administrative issues such as lot lines.

Consistency with State Plan Criteria for Planning Areas

Pages 33 to 50 of the Township's petition report provides a detailed account of how the Township's planning is consistent with the State Plan delineation criteria for each of the Planning Areas that exist in the municipality. The below list summarizes the Township's consistency according to the standard set of 11 Policy Objectives outlined in the State Plan for each Planning Area. Most of these issues are discussed in greater detail throughout other sections of this report.

1. Land Use: The Township will concentrate development in Centers, while using tools such as zoning, TDR and an environmental protection ordinance to preserve natural resources. These tools will complement the existing zoning, which already limit densities in sensitive areas.
2. Housing: The Housing Element & Fair Share Plan proposes to provide the bulk of the Township's affordable housing in Centers and PA2, where residents (will) have better access to public and commercial services.
3. Economic Development: The Centers will be a focal point for economic development, with commercial uses in a mixed-use setting. Tourism is a key industry for Tuckahoe. The preservation of environs may also provide opportunities for eco-tourism.
4. Transportation: The Township's plans emphasize support of alternative transportation modes, including the improvement of sidewalks and pathways. Road improvements such as Route 50 will also consider ways of slowing traffic and improving pedestrian safety. The PIA calls for further cooperation on the potential extension of the existing Cape May Seashore rail line.
5. Natural Resource Conservation: Various environmental protection measures will provide a level of protection beyond what the state can achieve through the CAFRA rules. Instead of the site by site basis of CAFRA regulation, the Township's plans and ordinances will preserve habitat and water resources in a more holistic manner.
6. Agriculture and Farmland Preservation: The Township has preserved five farms to date. The 2006 Master Plan calls for a Farmland Preservation Plan. As the Township develops and implements a strategy to protect more farmland, the PIA shall provide for state assistance.
7. Recreation: While the Township has had significant success at the regional level, its plans recognize the need for neighborhood recreation facilities in the proposed Centers, and enhanced access for residents on foot or bicycle.
8. Redevelopment: The Township has designated Beesley's Point as a redevelopment area, but future planning will depend on decisions regarding the B.L. England plant. Small-scale private redevelopment will be encouraged in other areas.
9. Historic Preservation: The PIA provides for future preservation planning activity, especially for Tuckahoe. Zoning proposals for this area, combined with current Route 50 improvements, should enhance the viability of Tuckahoe as an attractive historic district for both residents and tourists.
10. Public Facilities and Services: Petersburg contains a significant concentration of public facilities. In terms of services, the Township requests for expanded public water service. Wastewater needs will be accommodated by community package treatment plants in the denser sections of the Centers.
11. Intergovernmental Coordination: The PIA provides a framework for coordination between Upper Township, Cape May County and the state. The participation of other municipalities will be necessary for items such as the rail line and potentially TDR.

[NOTE: Tables for PA changes are pending determination of Green Acres status of the Beesely's Point area].

Proposed PA Changes Matrix by Land Area (Sq Mi)

Current & Proposed Land Area (Sq Mi) in Center/PA's

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CONCLUSION

Recognizing the Township of Upper's significant planning efforts, the Office of Smart Growth recommends that the State Planning Commission endorse the Township's vision and plans as consistent with the State Plan. The Township population has grown considerably over the past four decades, a trend that has slowed but will continue into the near future. Plan Endorsement provides an excellent opportunity to direct that growth towards Centers and other appropriate areas, while preserving natural resources and open space.

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.

PLANNING & IMPLEMENTATION AGREEMENT

A draft PIA is attached. In light of the current review of the overall Plan Endorsement process, this PIA is structured to accommodate the future version of the process, with its additional requirements and benefits. PIA activities will be aligned with new Plan Endorsement requirements, so that at a certain point the Township can automatically be folded into a streamlined endorsement review and garner further benefits from the state. The PIA will be finalized upon adoption by the State Planning Commission.