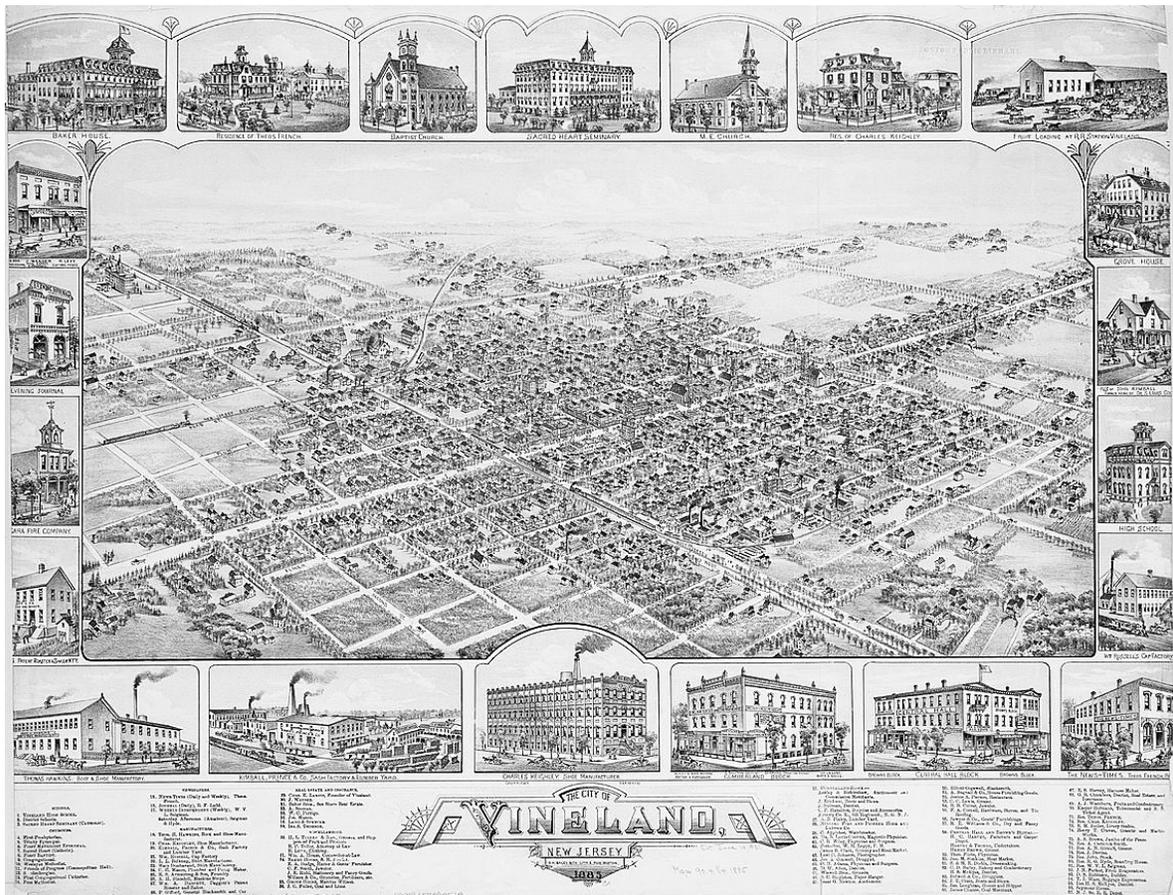


REEXAMINATION OF THE MASTER PLAN

CITY OF VINELAND COUNTY OF CUMBERLAND



CELEBRATING THE PAST WHILE LOOKING TO THE FUTURE

PLANNING BOARD
CITY OF VINELAND
DECEMBER 12, 2018

REEXAMINATION OF THE MASTER PLAN

CITY OF VINELAND
COUNTY OF CUMBERLAND

ADOPTED DECEMBER 12, 2018

ADOPTED PURSUANT TO N.J.S.A. 40:55D-89

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Reexamination of the Vineland Master Plan

INTRODUCTION

A reexamination report is an analysis of the land use policies of a municipality and is mandated by state law. Its purpose is to ensure that the land use policies adequately provide guidance to a municipality, “appropriately address new requirements from other levels of government,” and respond to economic, social and legal trends. This analysis falls to the Vineland City Planning Board to complete and adopt the report. As required by the New Jersey Municipal Land Use Law (MLUL)¹ the Master Plan and development regulations of Vineland are being reviewed within the 10-year period in the statute.

The Planning Board prepared a Master Plan in 2008 to guide future growth, development, redevelopment and the conservation of land throughout the City. In order for the Master Plan to appropriately respond to changes in development patterns and provide a balanced use of land that its citizens can benefit from, it is essential the plan be reexamined and updated on a periodic basis regardless of state requirements. Should reexamination of the Master Plan reveal that it is no longer relevant in whole or in part to address the needs of Vineland, then recommendations for amending the policies of the Master Plan are in order. The analysis in this Report has led to a set of recommendations that are found towards the back of the document.

REQUIREMENTS OF THE REEXAMINATION REPORT

There are five required topics that must be considered in the Reexamination Report. These are:

- 1) The major problems identified in the previous reexamination report and master plan update at the time of adoption in 2008;
- 2) The extent to which the problems have been reduced or have increased in the intervening time;
- 3) A review of the changes in assumptions and policies since the prior reexamination report. In particular, changes in the assumptions about populations, land use, housing, and other similar influences on the master

¹ - *N.J.S.A. 40:55D-89*. The reexamination report had previously been required every six years but was changed to ten years by P.L. 2011, Ch. 65. There is no restriction on a minimum time period between reexamination reports.

- plan policies of the City. These in turn are compared with state, county and other municipal goals;
- 4) Based on the analysis, whether or not there needs to be any changes in the municipality's land development policies and regulations; and
 - 5) The effect and necessary changes, if any, resulting from the creation of areas in need of redevelopment and the adoption of any Redevelopment Plans. The City adopted a Center City Redevelopment Plan in 2004, U-Pull-It Redevelopment Plan and the former Newcomb Hospital Redevelopment Plan both in 2011, an Energy and Minerals Redevelopment Plan in 2017, and a pending redevelopment area designation known as the Vineland Construction site, adopted in 2018.

These five topics constitute the mandatory requirements for Reexamination Reports but the report may also review other aspects of land use policy and zoning. This report first provides background information on prior planning efforts that indicate the evolution of land use policies in the municipality.

VINELAND'S PAST PLANNING EFFORTS

1982 Pinelands Amendment to the Comprehensive Plan

One portion of the Master Plan that remains current is the 1982 amendment to the City's 1977 Comprehensive Plan (now called a master plan). In 1981, the Pinelands Comprehensive Management Plan was adopted. The rules following the enactment of the Pinelands Protection Act in 1979 require that local land use planning documents be consistent with the regional Pinelands Comprehensive Plan. The Pinelands Management Area encompasses about 8% of the land area of Vineland, and is generally located east of Union Road. Since 1982, there has been an unbroken policy of consistency with the Pinelands Plan.

1992 Master Plan

The City's first Master Plan of the modern era was adopted in January 1992 following public hearings held by the Planning Board the previous July. While the plan set forth a series of concerns for the future development of Vineland, study found that population and household growth had not increased in line with earlier projections. The lower population growth was determined not to be from constrained land resources, but was likely due to continued disinvestment in manufacturing and a lowering in job opportunities, a trend which started in New Jersey in the 1970's. In

order to reach the full potential of viable residential and economic growth, Vineland sought to use the Master Plan as the basis to establish new zoning standards to distinguish itself as an advantageous place to live and work. To attain these goals, the Plan proposed improvements to roadway connectivity, advanced ideas to create quality residential, business, and industrial development, but also instituted the concept of protecting surrounding active agricultural land, particularly in the north and east regions of the City.

1998 Master Plan Reexamination Report

On August 12, 1998, the City's Planning Board adopted a Reexamination Report of the 1992 Master Plan which recommended an amendment to the Plan pertaining to the development of mobile home parks in Vineland. The Reexamination Report found that, as there were minimal changes in the community in the prior six years aside from the mobile home park issue, the 1992 Master Plan goals and objectives remained valid (with the exception of the population projections). In the time since the 1992 Master Plan was adopted, public controversy had begun to develop around the growth of mobile home parks without much thought to their relationship to other lands uses and the provisions of municipal services and utilities. The Report recommended that the Mobile Home Park Study, attached as a supplement, be considered adopted as an amendment to the Master Plan, specifically to the land use plan element, following the goals and objectives within the Study's conclusions. The Study recommended that action be taken to create a Mobile Home Park (MHP) zoning district in order to locate the parks in areas where services could be more easily provided to residents and where shopping and job opportunities were more abundant. It was found that a new policy would promote the protection of lands that were better suited for conservation purposes that had significant wetlands, flood plain or other environmentally sensitive lands. The new policy also meant that a number of existing parks were deemed unsuitable to be rezoned because of their siting in predominantly incompatible non-residential districts and where residential uses were discouraged. Subsequently, certain mobile home parks were made non-conforming uses.

2000 Master Plan Reexamination Report

Following closely on the heels of the 1998 Reexamination Report that addressed mobile home parks, further review of the 1992 Master Plan occurred in late 1999 and early 2000 when the Planning Board adopted a new document on January 12, 2000. This Reexamination Report found that while the previously reported problems remained a concern, considerable steps had been taken to move forward in relation to each issue. As was found in the 1998 Reexamination Report, there had been no

significant changes in population dynamics in the eight years since the Master Plan had been adopted. However, the NJ Council on Affordable Housing (COAH) had adopted new regulations in the 1990's that meant the City had an affordable housing obligation, which had not been addressed substantively in the 1992 Master Plan. This Reexamination Report created the basis for developing a master plan element to address the City's affordable housing needs.

2000 Master Plan Housing Plan Element

In conjunction with the adoption of the Reexamination Report, an Affordable Housing Component was added to the City's Housing Plan Element. This adoption took place at the same time as the Report was adopted in early 2000. Following the passage of the NJ Fair Housing Act in 1985, the state agency created in the legislation, the NJ Council on Affordable Housing (COAH), determined that the City's second round obligation consisted of 472 units of rehabilitation for the years 1993-1999. That led to the development of the new Housing Plan Element for submittal to COAH which then received substantive certification. The municipality's affordable housing obligation consisted of the need to rehabilitate 472 housing units which was addressed through the efforts of the Vineland Housing Authority and programs operated by Vineland's Community Development Program, primarily using federal funding.

2004 Center City Redevelopment Plan

In May 2004, Vineland adopted a Center City Redevelopment Plan (CCRP) intended to supply a detailed plan to provide support for the City's designation as a Regional Center under State Plan guidelines² and to reinforce the area as a federal Empowerment Zone. The district occupies 702 acres and encompasses what is commonly understood to be the downtown as well as other nearby land associated with the Landis Avenue corridor. See additional discussion starting on page 21.

2005 Stormwater Management Plan Element

Adopted in March 2005, and revised the following October, Vineland's Stormwater Management Plan (SMP) sets out to address drainage impacts in the City. The document was developed in response to an unfunded mandate by the NJ Department of Environmental Protection. Through the implementation of specific design and performance standards, it is the intent of the SMP to:

² - Vineland together with the City of Millville, constitute a Regional Center under the State Development and Redevelopment Plan's criteria.

- Reduce flood damage to life and property;
- Minimize the amount of stormwater runoff from any new development;
- Reduce soil erosion due to construction and development projects;
- Ensure adequacy of existing and proposed culverts, bridges, and other in-stream structures to convey and constrain the flow of water;
- Maintain the integrity of stream channels' biological functions;
- Maintain groundwater recharge;
- Prevent an increase in nonpoint source pollution;
- Minimize pollutants in stormwater runoff; and
- Protect public safety through proper design and operation of stormwater basins.

2006 Housing Element & Fair Share Plan

In March 2006, the City developed a Housing Element and Fair Share Plan in accordance with the first set of Third Round rules established by COAH. The Plan established “growth share” affordable housing obligations and the means to address each major component. Determined by COAH, Vineland’s affordable housing obligation was broken down into three components:

- Rehabilitation Obligation – 253 units
- 1987 to 1999 New Construction Obligation – 0 units
- 2004 to 2014 Growth Share Obligation – 522 units

The original set of Third Round rules and requirements were largely invalidated by the courts in 2007, rendering this document obsolete.

2006 Land Use Plan Amendment – Institutional Campus Area

Shortly following the updated Housing Plan Element and Fair Share Plan document, the Land Use Plan Element of the City was also updated by the Planning Board. Known as the Institutional Campus Area amendment to the Land Use Plan Element, it was adopted by the Planning Board in May 2006. Historically, this area had been developed for public and quasi-public institutional use by the Vineland Developmental Center and the Training School at Vineland. The structures remain significant for their historical value and the grounds provide a significant visual aesthetic. The de-institutionalization of persons residing in the facilities led to large portions of the complexes being vacated. These facilities, both the indoor and

outdoor space, was leased by the City for public use. The amendment continued the institutional and public uses of the campuses and recognized the municipal needs that were served by the adaptive reuse of these facilities.

2008 Master Plan Reexamination Report

In April 2008, a Reexamination Report was adopted that again evaluated the 1992 Master Plan and its various supplementary amendments and reexaminations that had been adopted. Upon reexamining the documents, it was found that the Plan and the development regulations based on it should be revised to be more effective in directing future growth in areas where there was existing or reasonably extended sewer and water infrastructure while discouraging development of the surrounding greenbelt of wetlands, agriculture, open spaces and Pinelands portion of Vineland. A new plan was deemed necessary to promote the infill of residential, business, and industrial development. Additionally, it was found that an updated set of goals and objectives were necessary to focus on the contemporary issues inhibiting the City's ability to achieve a more desirable future. As a result of the findings in the Reexamination Report, the Planning Board recommended the adoption of a new Master Plan with additional policy positions, or elements, in various subjects.

2008 Master Plan

A new Master Plan was developed and adopted by the Planning Board in April 2008. The Master Plan included a new Land Use Plan Element, with a set of community design guidelines, a Housing Plan Element and Fair Share Plan based on the 2008 COAH third round rules³, a Conservation Plan Element, a Farmland Preservation Plan Element and a Statement of Plan Relationship (to other planning documents). These elements were supported by technical reports on Existing Land Use; Zoning; Demographics; the Economic Base; and Natural Resources and Environmental Conditions.

The 2008 Master Plan was founded on three principles; balanced land use, sustainable development, and equitable growth. The Master Plan intended to posit future land use and development to meet the public's need for housing, economic development, quality air, and green (e.g., undeveloped or landscaped) spaces. In order to meet the needs of the present without compromising the quality of life for future generations, sustainable development was included as a new objective for the

³ - Known as the second iteration of the Third Round rules. There were generally overturned by the NJ Supreme Court in September 2013.

City. With the implementation of the 2008 Master Plan, the City intends to utilize the existing urban and suburban footprints more efficiently through redevelopment and rehabilitation, instead of promoting physically expansive growth.

In order for Vineland to attain the principles listed, the goals of the Master Plan set out to encourage public action and participation, ensure higher quality of safety and health throughout the built and natural environments, promote sufficient densities of all population types in the City, encourage a safe and efficient transportation network, properly conserve natural and historic resources, and encourage continued revitalization efforts to enhance local neighborhoods, and businesses.

2008 Stormwater Management Plan Element Revision

Vineland's Planning Board made several revisions to the 2005 Stormwater Management Plan Element in January 2008 – mostly related to the requirements of the Pinelands Management Area. Design standards adopted by the City were proposed to be revised to meet *N.J.A.C. 7:50-6.84* for those lands within the Pinelands area. The 2005 plan allowed mitigation measures to be made for deviations from the standards, but Pinelands rules do not allow for mitigation plan variances. Lastly, it was clarified what constituted a mitigation plan to include the construction as well as maintenance of the facility.

2009 Circulation Plan Element

Following the adoption of the 2008 Master Plan, the Planning Board and City staff determined that a Circulation Plan Element was also needed for their planning efforts. Adopted in 2009, the Circulation Plan Element provides a comprehensive review of and recommendations for transportation. The Element primarily evaluated the extent and efficiency of vehicular, pedestrian, bicycle, and transit systems in the City as opposed to the extension of those systems outside of the municipality to the region. (See section on [2013 Cumberland County Transportation Plan](#).)

While most of the roadways in what is called the Old Borough⁴ provide a network of sidewalks for pedestrian use, the majority of the streets in the rest of Vineland have no sidewalks to separate pedestrian travel routes from the street. This was attributed to the Land Use Ordinance not requiring sidewalk unless a sidewalk already existed in which to connect to, or which had a significant public safety benefit. Changes to

⁴ - The Old Borough is a reference to the Borough of Vineland – an area of about a square mile – that existed between 1880 and 1952 when it and Landis Township were reunited to create the City of Vineland.

the Land Use Ordinance, the Element recommended, should encourage sidewalk development with special emphasis on streets within school walking distances. Sidewalk development as a regular part of roadway improvement projects was also recommended. Developing a capital improvement plan in conjunction with Cumberland County (for streets under their jurisdiction), was identified as a coordinated means to achieve this objective. Consideration of all of the modes of transportation in a municipality is the foundational concept behind Complete Streets, a promotional group and standards setting organization embraced by many municipalities and a number of state transportation agencies, including NJDOT. The City has adopted a Complete Streets policy and have incorporated some of its principles in development projects.

Map 1. Locations of Bicycle Compatible Roadways.



As of 2008, only one street in Vineland had a designated bicycle lane. After a comprehensive study of the City’s street network, the map above was created to demonstrate that the majority of Vineland’s roadways were in fact suitable for creating a network of bicycle routes. The Circulation Plan contains a

recommendation to develop a bicycle network utilizing the existing motorized vehicular system.

The Circulation Element includes a recommendation that the Land Use Ordinance be revised to reflect the range of design elements available for roadway design and to encourage means that promote pedestrian and bicycle systems.

The Element indicated that Vineland's road network was generally adequate to meet incremental demand over its 20-year life span⁵, but it also contains a recommendation for City and County collaboration to acquire the necessary right-of-way along arterials and major collector roads to accommodate expected future physical improvements. This could be accomplished by establishing ultimate rights-of-way or adjusting the City's existing Official Map (which can set right-of-way requirements).

Recommendation was also made to study and redesign elements of specific intersections to reduce future crashes in areas where high rates of collisions had been recorded. Of the twenty-nine high accident intersections identified in the Circulation Element, nine of those were previously recorded as high accident areas in the 1992 Master Plan. The Circulation Plan includes a recommendation for public safety improvements at the ten highest crash intersections (see Table I, following page).

⁵ - Depending on the type of street, NJDOT estimates annual traffic growth at 1-2.25% for the time period between April 2017-April 2019.

Table 1. Intersections with High Vehicular Crashes in Vineland.

Types of Intersections*	Primary Road	Cross Street	Crashes	Major Types of Crashes
County Road Intersection with County Road	Sherman Ave	Southwest Blvd.	17	13 Angle
	Sherman Ave	Main Road	23	12 Rear Ends
	Sherman Ave	Lincoln Ave	21	8 Rear Ends
	Sherman Ave	Orchard Road	23	10 Rear Ends, 5 Angle
County Road Intersection with State Road	Delsea Drive	Oak Road	15	6 Angle
	Delsea Drive	Almond Road	18	13 Angle
	Delsea Drive	Sherman Ave	36	18 Rear Ends, 6 Left Turns
County Rd Int. with City Rd.	Southwest Boulevard	Elmer Street	19	14 Angle
State Rd Int. with City Rd.	Delsea Drive	Park Avenue	29	12 Rear Ends
	Delsea Drive	Chestnut Ave	27	10 Rear Ends, 7 Left Turns

*- High traffic intersections from 1992-2009; number of crashes recorded from 2005-2007.

The Circulation Element recommends the reintroduction of rail passenger service back to the City. Locating a Vineland station stop in the City’s downtown would promote a sustainable commuter-transit alternative while encouraging infill and redevelopment further supporting Vineland’s vision of becoming a walkable community. However, that level of investment is far in the future. The reintroduction of passenger rail service from Camden to Glassboro has yet to begin 50 years after being proposed as part of expanded PATCO service.

In addition to bringing passenger rail transit back to the region, the Element recommended that the City introduce a Park-and-Ride lot to the City to increase the visibility and profile of carpooling as an alternative, sustainable mode of transit to single occupant vehicle use.

2015 Housing Element and Fair Share Plan

The failure of COAH to adopt new regulations in November 2014 as ordered by the New Jersey Supreme Court led an affordable housing advocacy group to file a motion to compel the government to produce constitutional affordable housing regulations.

The NJ Supreme Court issued a decision on March 10, 2015⁶, that led the City to file a declaratory judgment action in July 2015 seeking court approval of a new Housing Plan Element and Fair Share Plan. The Planning Board adopted the plan on June 10, 2015 and it was subsequently endorsed by the City Council. This plan superseded the 2008 housing plan. Since Vineland is an urban aid municipality, it was not required to address a new construction component, but was instead obligated to the rehabilitation of 319 substandard housing units occupied by low and moderate income households. Since April 1, 2010, Vineland had, as part of its ongoing operations, rehabilitated 103 units through the middle of 2015. The City also had the availability of 811 credits from new construction, if needed to substitute for rehabilitation units, or that may be put towards the fourth round. The City continues to rehabilitate existing houses through a program overseen by the Department of Community Development. Vineland was granted a judgment of repose on September 4, 2015 by the court, finding that it had met its third round obligation, the first municipality to receive this certification following the NJ Supreme Court's decision.

MAJOR PROBLEMS IN 2008 AND THE EXTENT TO WHICH THEY HAVE INCREASED OR ABATED

The 2008 Reexamination Report discussed the key problems pertaining to land development in the City. A summary of these issues, and the extent to which they have been addressed, is provided below.

Unplanned Growth at the Route 55 Interchanges vs. the Downtown

A zoning ordinance adopted in 1996 rezoned five interchanges along Route 55 to advance commercial and industrial development following the 1992 Master Plan. By the 1992 Master Plan, Rt. 55 had been extended northwards to connect to Rt. 42 and thence to Philadelphia and other points north. The goal in commercializing these five interchanges was to establish Vineland as a regional industrial center due to its central location in the South Jersey farm belt as well as its role in glass manufacturing. Highway commercial uses also followed with the development of hospitality and other traveler services and regional shopping destinations. Vineland's relatively small downtown (by square footage) found merchants unable to compete with the larger highway-oriented retail areas in the City for convenience and range of goods – a common story in the country. The 2000 Reexamination Report concluded that due to potential impacts on the downtown area, potential land development of

⁶ - In Re N.J.A.C. 5:96 and 5:97, 221 N.J. 1 (2015).

the interchanges would need to be continually monitored with the implication that such activities might need to be curtailed for the downtown to revive. Downtown decline occurred gradually but can perhaps be first traced to the opening of the Cumberland Mall in 1973 shortly after the south section of Rt. 55 was completed.

The 2008 Reexamination Report recommended further refinement of permitted uses around all of the Rt. 55 interchanges. Where feasible, it also recommended the institution of design guidelines to encourage more attractive development⁷. It particularly targeted Landis Avenue in between the Rt. 55 interchange and Rt. 47(Delsea Drive) for new guidelines to encourage the development of an attractive gateway into the City. Landis Avenue is the major artery leading from the highway to the downtown. Portions of this corridor are in the Center City Redevelopment Area and U-Pull-It Redevelopment Area. Generally, adding design standards to a redevelopment plan is easier than adding them to the zoning ordinance.

Most of the interchanges have been developed, but not heavily because of environment constraints that are part of the Maurice River corridor at the western edge of Rt. 55 or uses that predate the construction of the highway, such as the north side of Garden Road (large lot residential) or the Landis Sewerage Authority's property for sewage treatment at Sherman Avenue. The most developed of the interchanges are at W. Garden Road (C.R. 674) where the Vineland Industrial Park – South is located; W. Landis Avenue where hotels and shopping centers are found; W. Sherman Avenue (C.R. 552) with Inspira Hospital and Cumberland County Community College and S. Delsea Drive (Rt. 47) where the Cumberland Mall is located. The most heavily developed portions are east of the first three interchanges and north of the fourth developed interchange. Of these, the Landis Avenue corridor remains the most aesthetically challenged with the portion between Rt. 55 and Rt. 47 the center of the 2008 criticism, but it is a criticism centered on highway development in general. The corridor has more landscaping and other aesthetic improvements in comparison to many other highway corridors in the state. West Landis Avenue has also lacked public sewer for its entire length, meaning that small scale uses have continued because of limitations on its availability. Otherwise, the smaller lots and uses would have been aggregated into larger development.

The City enacted commercial design standards in September 2009 that indicate in perspective drawings the desired configuration of buildings and parking under

⁷ - For example, requiring industrial building to have patterned exterior surfaces (easily achievable with tip-up precast concrete panels), color and a minimum percentage of windows facing the access street.

different scenarios. In general, the scenarios placed buildings along the street frontage with parking to the side and rear of the buildings. There are conflicting provisions in the Land Use Ordinance. For example, sites along major or minor arterials require a 25-foot wide landscaping strip and minor streets 15 feet. This would prevent buildings from being built at or near the front property line as is depicted in the commercial design standards. This type of arrangement is probably better suited to the east of Delsea Drive where new concepts for redevelopment are presented in a later section. While the land around the interchanges has been planned, the area is only now recovering from the Great Recession. The policy and land development standards developed in 2009 have not yet had time to be tested to see what effect the prior planning efforts have had.

The land use pattern for the corridor between Delsea Drive west to the Rt. 55 interchange has been largely set. Consequently, improvement is likely to be incremental unless the City decides to undertake improvements to the roadway, which under their Complete Streets policy, would allow the City to propose pedestrian and bicycle facilities and uniform street trees. Some improvements are currently under way which involves curbing and some sidewalk to aid public accessibility, but a lack of funds means that the full Complete Streets policy/design standard cannot be fully implemented. Overall, while aesthetic challenges remain, the priority with which to deal with them has lessened over time in comparison to more current issues.

Utility Extension

Since the adoption of the 1998 Reexamination Report, the City's Water-Sewer Utility and the independent Landis Sewerage Authority developed plans for the extension of utilities to areas with problematic individual systems. The Report also cited examples where the system had been expanded to an isolated neighborhood without provision for the development of land in between, thereby promoting sprawl. Sewer extensions have been predominantly developer driven since the late 1990's. Due to Vineland's relatively flat terrain and a somewhat checkerboard zoning regime, sanitary sewer sometimes bypassed undeveloped land to new development further out. The terrain and policy required the use of force mains and an over-reliance on costly pump stations, which created an inefficient and expensive operation for the sewerage authority.

The 2008 Reexamination Report also concluded that ensuring the rational development of public utilities remained an ongoing issue in Vineland that needed continual assessment. The 2008 Master Plan sought to balance the need for utility extensions with the limited sewage treatment capacity and water supply through

changes to the land use plan. As a result, the City's 2008 plan set a limit to future sanitary sewer extensions, consisting of the historic City center, the center suburbs, an area of suburban/rural transition, commercial and industrial nodes, and the areas of special economic development in the Rt. 55 corridor, while determining not to extend utilities to East Vineland or various areas to the north with scattered development and the municipality's primary agricultural areas.

In response to the issues, the Landis Sewerage Authority (LSA) issued a revised Future Wastewater Facilities Map in 2011 that indicates where existing lines are located and the extent of the boundary where sanitary sewer could be extended. LSA actually has an approved wastewater management plan. Cumberland County currently has a December 31, 2018 deadline to submit a new wastewater management plan for the entire county incorporating the LSA mapping and treatment program.

The LSA Facilities Map rationalizes prior service areas and creates a more sustainable means of treating effluent, both from an environmental and cost containment perspective. The Water and Sewer Utility, part of the Vineland Municipal Utilities department, has followed suit. Consistency has been achieved between the utility service areas and their respective management plans, the land use plan element, and the zoning ordinance. Areas for growth were matched to infrastructure capacity. Lastly, the City pursued plan endorsement with the State Planning Commission, but this agency has become dysfunctional. Plan endorsement is an official recognition that City land use policies comport with the State Plan for Development and Redevelopment. At the time, plan endorsement would have aided the municipality in receiving state grant money.

The coordination of utility services represents an improvement from an earlier era, but because the sewer service and water supply areas are large, there remain many intermediate parcels that are vacant or farmed. Due to these conditions, developer initiated provision of utilities that bypass this intermediate land still occurs. This problem still remains, though at a lower degree than previously identified.

Long Term Agricultural Viability

A zoning ordinance adopted in 1996 rezoned most of East Vineland to require larger lot sizes. While already approved projects continued to move through the pipeline because of the original Permit Extension Act, there were no new major subdivisions approved. Although there was concern that the combination of the adopted 1996 zoning ordinance with the pre-approved projects would result in fragmented street networks, proliferation of on-site septic systems, and continued loss of valuable

farmland, this scenario did not materialize. While there have been minor subdivisions, the large lot zoning has been effective in maintaining the agricultural area. Although conditions have not been exacerbated, the proximity of agricultural operations to residential properties remained a definitive problem in the 2008 Reexamination Report. Nuisance complaints (e.g. South Jersey Co-op), vandalism, and environmental restrictions (e.g., aerial spraying) remain persistent issues. The 2008 Reexamination Report concluded that additional monitoring of conditions would be necessary if development pressures increased. In order to reduce nuisance complaints, the 2008 Master Plan recommended the institution of buffers on residential property adjacent to active agriculture. Development has scaled back so the threat to farmland preservation has lessened since the 2008 Reexamination Report but the potential for conflict remains.

As of 2008, approximately 12 square miles (or 17.4% of the city's total land area) was comprised of agricultural areas. To assist the agricultural community, Vineland proposed in the last master plan to expand the existing Agricultural Development area and establish an Agricultural Development Committee (ADC). The ADC was intended as the local version of the County ADC to work to permanently preserve farmland and to promote farming as a business. However, this recommendation has not yet been implemented.

Recreation and Open Space

The 1998, 2000, and 2008 Reexamination Reports have each identified concerns with the adequacy of recreational facilities for the size of the population. A 1996 study of recreational and open space opportunities led to the revision of the Land Use Ordinance to require developers to provide recreational facilities, or to make a payment-in-lieu of such facilities to the City, for every new residential subdivision. Though many municipalities had similar ordinances, a NJ Supreme Court decision determined such recreational requirements were *ultra vires*, or beyond the permissible scope of municipal regulation, unless it was planned development as defined in the MLUL⁸. The municipality could encourage planned residential development over more conventional subdivision development where requiring open space to create neighborhood scale parks would pass legal challenge. This could be accomplished through a land use ordinance amendment and incentives to create planned as opposed to conventional residential subdivisions.

⁸ - New Jersey Shore Builders Association v. Twp. of Jackson, 193 NJ 585 (2008)

The City has 17 parks with active recreational facilities and 3 natural conservation areas with passive recreation. Leaving aside the Willow Oak, Bennetts Mill and Maurice River Nature Areas, the City has 336 acres of active recreation area (which in the larger parks also encompasses passive recreation and conservation lands). Using a National Recreation and Park Association guideline of 6.25 to 10.25 acres of developed recreation land per 1,000 residents, the recommended level of active recreation space ranges from 377 to 618 acres. The City's land area devoted to active recreation is thus about 10% below the lower threshold in this standard and suggests that the situation is about the same as previously identified. The City's Recreation Commission works on open space and recreation issues in coordination with the Recreation Division in Public Works and the Superintendent of Recreation.

Neighborhood Preservation

A concern was first raised in the 1998 Reexamination Report about living conditions in the center of the City bounded by East, West, Park, and Chestnut Avenues. Problems with dilapidated housing, overcrowded living conditions, lack of property maintenance, abandoned vehicles, drugs and prostitution were identified as conditions contributing to unwholesome living and blight. In the 2000's the NJ Urban Coordinating Council targeted the area for the Strategic Neighborhood Assistance Program in the Office of Neighborhood Empowerment. Additionally, the City created a Community Pride Task Force to work within these neighborhoods. The area has since been designated a Federal Empowerment Zone.

The 2008 Reexamination Report concluded that the conditions needed to be a continuing focus of City efforts. The City's Department of Licenses and Inspection coordinates efforts to address living conditions in this and other areas of Vineland. These efforts have been continuous since the 2008 report and include:

- Increased enforcement of property and building codes;
- The development of a program to address the remediation of abandoned properties; and
- The use of continuing certificates of occupancy and certificates of transfer or title to inspect properties for code compliance and illegal conversion.

At the time of the adoption of the 2008 Reexamination Report, the Great Recession had not reached its nadir. That would occur in the ensuing years leading to significant foreclosures, on both homeowners and landlords, vacant and bank owned properties, and evictions in 2009-2012. Since that time the economic crisis has

receded but there remains a need for continued investment by the City and other levels of government in combating substandard living conditions. Anecdotally, there appears to have been an increase in rental properties due to the financial distress caused by the Great Recession. (Owners who lost their homes through foreclosure have increased demand for rental housing.) A concomitant decrease in homeownership has occurred. Further, cuts at the federal level have reduced assistance for the municipality to use towards improving lower income homeowner properties, though to a degree this has been offset with money in the affordable housing trust fund being used for residential rehabilitation. Progress on this topic is thus mixed, but the City is expending considerable resources to ensure that the situation does not worsen.

A Declining Downtown

By 1990 a decline in economic vitality was observed in Center City. As a result, the City conducted some studies and established a special improvement district. A Main Street program (which manages downtown areas and supports merchants) was started. Promotional efforts made by the district targeted investments made by the City. The historic downtown and Landis Avenue corridor in general gained some positive momentum with new construction activity such as a Sun Bank, Rite-Aid, Comfort Inn, new smaller-scale retail, new post office, and repurposing the old post office as the municipal court. However, this new investment was not enough to stem other disinvestment in the downtown. The 2008 Reexamination Report concluded that the downtown still was experiencing disinvestment pressure. In the intervening time since 2008, the Great Recession affected many businesses that resulted in empty storefronts. Further, the nation is in the middle of an enormous change in how consumers spend money that is reducing the amount of retail dollars at brick and mortar stores for on-line purchasers. This was most recently demonstrated by the closing of the Sears department store in September 2017⁹. Earlier in 2015, the Amish Market at the Landis Marketplace left — prompting the City to acquire the building. The City has had a number of successes and has more occupied buildings than in the depths of the recession, but significant challenges remain.

⁹ - Such effects are also evident in other areas of the City. For instance, the Kmart was closed in October 2015 on Delsea Drive near the Cumberland Mall. Vineland has a nucleus of auto-based retail development at the Rt. 55/Rt. 47 interchange which continues to attract the national retailers still expanding.

Scarcity of Planned Industrial Sites

A zoning ordinance adopted in 1996 zoned more land for industrial use in accordance with the 1992 Master Plan. As a result, additional industrial uses located in the Vineland Industrial Park outside of the original industrial core alongside the rail line to the north and south of downtown. The 2000 Reexamination Report found that the limited number of industrial sites meant that the City had achieved its goal from the 1992 Plan.

But, as of 2008, the City's industrial parks had almost been filled to capacity, resulting in a resurgence of the City's need to maintain an inventory of available industrial sites to create additional opportunities for industrial and commercial uses in locations desirable by manufacturers and processors.

With the adoption of the 2008 Master Plan, Vineland assigned 5.46 square miles, or 7.9% of the City's land area, to industrial land use. The majority of these industrial areas are zoned for the areas in the northwest part of the City, along Route 55 interchanges, as well as certain nodes along the City center suburbs' rail line. However, inquiries to the City continue to indicate manufacturing interest in Vineland and new sites are needed with reasonable access to the highway system and occasionally rail.

Loss of Vineland's Competitive Position in the Region

Subsequent to the adoption of the Vineland Master Plan in 1992, the City attracted new industrial, commercial, and residential development. A major element that attracted industrial and commercial growth is the Urban Enterprise Zone, or UEZ, which Vineland has jointly with the City of Millville. In the UEZ district, companies receive certain tax breaks and consumers pay half the going rate on sales taxes.

The UEZ program was enacted with a sunset clause. Originally enacted with a 20-year life, it was subsequently extended by the legislature. However, Governor Christie was not in favor of extending the program a second time and conditionally vetoed an extension bill in September 2016. For Vineland, which was added to the program after the original five communities (one being Bridgeton), the expiration of the program would have been September 30, 2019. At the end of May 2018, the original five municipalities were put back into the program until the end of 2023 under legislation signed by Governor Murphy. This action does help Vineland in that the legislation also directs the NJ Department of Community Affairs to report back on the effectiveness of the program state-wide. A favorable report could create the impetus for improving the concept for municipalities. While Vineland no longer

receives sales tax revenue from the state, past money was used to set up a revolving economic development loan fund that continues to benefit the City.

The UEZ program has been extended from its expiration in 2019 to 2023. This will give the state administration time to review the program and report back on its effectiveness to the governor's office and legislature. There is no guarantee that the program will remain in place past 2023. However, its loss or retention is not directly related to land use decisions or recommendations from this analysis, but for the goals and objectives for economic development, and, in the most immediate term, employment. The City would still need to find additional land for industrial development, regardless, but the UEZ may be a deciding factor in how quickly a new use is developed.

The Reexamination Report concluded that continued implementation of the 2004 City Center Redevelopment Plan and the introduction of new industrial and commercial zoning within the 2008 Master Plan should encourage new, competitive growth throughout the region.

Sewage Treatment Capacity and Financing

As of 2008, the Landis Sewerage Authority developed a plan to increase plant capacity beyond the currently available 8.2 million gallons per day. However, the expansion of the collection system continued to be a problem.

Utilizing grants from the Economic Development Administration and funding from the Urban Enterprise Zone, several major upgrades (e.g., Petticoat Drainage Basin, South West Boulevard, and Mill Road) were able to be completed. Lines had also been installed within some existing neighborhoods via sewer assessment projects. Unfortunately, as the expansion of the collection system was predominantly developer driven, the resulting sewer system became a maze of force mains.

The 2008 Reexamination Report concluded that this was a land development problem which the City and Landis Sewerage Authority must work on together. While the 2008 Master Plan specified that sewer service would not extend beyond suburban/rural transition areas into zones of rural/conservation greenbelt, the proposed emphasis on Center City growth would need to be monitored. The Landis Sewerage Authority has increased their treatment capacity to 10.2 million gallons per day, which should accommodate the growth expected in the decade-long cycle of this document. Therefore, while capacity is not a problem, the collection system continues to be inefficient and costly.

Tax Burden, Inefficient Infrastructure and Deferred Maintenance

The zoning ordinance adopted in 1996 defined a growth area to advance the proposed land uses of the Vineland Master Plan. Subsequently, the Landis Sewerage Authority and the Water-Sewer Utility embraced the growth area in the development of the Wastewater Management Plan and the Water System Management Plan. Logically, the growth area boundary was also used to establish the community development boundary for the Regional Center designated by the State Planning Commission. Through these actions, the City hoped to avoid the escalating costs that comes from leapfrog infrastructure.

Since the adoption of Vineland's initial Master Plan in 1992, the City has passed several bond ordinances to fund road and water system projects.

As of the 2008 Reexamination Report, the potential for spiraling tax bills due to deferred maintenance and sprawling infrastructure remained an operational problem for the City. Vineland's preventative measures concerning sewer extension and farmland/open space preservation within the 2008 Master Plan is believed to have reduced infrastructure sprawl in the intervening period. The City continues with an effective economic development agenda that has brought additional property tax revenue and jobs to the City, but the sheer size of Vineland works against the ability to provide efficient services to residents and businesses.

Ecological Losses in the River Corridors

Portions of the Menantico Creek and the Manumuskin River are included as part of the federal Wild and Scenic Rivers Program. In order to implement the Local River Management Plan, developed by the National Park Service and the Cumberland County Department of Planning and Development, the City created a River Conservation Area. Adopted through a zoning ordinance in 1996, the River Conservation Area imposes additional restrictions to the land as an overlay within one-quarter mile of the stream. Additionally, Vineland, in conjunction with the City of Millville, have developed a joint plan to preserve the Menantico Creek corridor.

The 2008 Reexamination Report found that loss of environmental integrity of the Maurice River, the Menantico Creek, and the Manumuskin River was a potential land use issue that would need continual monitoring. The City introduced and adopted stream corridor standards in April 2007 which were amended in June 2008 following the adoption of that year's reexamination report. These performance standards apply to every stream in Vineland with wider buffers required for

Blackwater Branch, the Maurice River's main stem north to the City's boundary and to Menantico Creek's main stream. Accordingly, this problem has abated over time.

In addition, Cumberland County's Open Space and Recreation Plan also identifies the Menantico Creek area in East Vineland as a Tier 1 acquisition to preserve the stream corridor. If this goal is implemented it will further improve the Menantico Creek watershed. See Map 4, page 30.

Cumbersome Land Use Ordinance

The Land Use Ordinance adopted in 1996 rezoned most of the City to advance the land development proposals in the 1992 Vineland Master Plan. Since that time, the ordinance has been amended to address new land use policies, regulatory changes, court decisions, and the rise of new uses. The 2008 Reexamination Report concluded that, while the ordinance addressed many of the previous deficiencies, it was still found to be an impediment for use by the public, public boards and developers due to its organizational structure. For example, the provisions applicable to the Planning Board and Zoning Board of Adjustment are found in widely separated locations and provisions applicable to both boards found in a third. Not all of the zoning districts are located in the Zoning section. The bulk standards of each district are in a different section than the use standards. While study of the land development regulations will yield all of this information in due course, reorganization could make for a more user friendly document and address an ongoing observation. This issue remains with the present Code.

EXTENT OF SIGNIFICANT CHANGES IN THE MASTER PLAN'S ASSUMPTIONS

Demographic Trends

The accelerated development pressures found in the 2008 Reexamination Report and 2008 Master Plan are reflective of the overheated housing and commercial market leading up to the Great Recession. A few months after the adoption of the documents, the United States entered a full scale financial crisis in September 2008. Unlike the normal business cycle, financial crises are more severe and have longer lasting consequences on the economy. New Jersey, and in particular the southern tier of counties, fared more poorly than the nation as a whole and have taken much longer to return to the economy of 2007. Cumberland County has in fact, not regained the population and economy it had in 2007 but is still struggling to recover from the Great Recession. Labor force estimates from NJ Dept. of Labor and Workforce Development(NJLWD), the Bureau of Labor Force Statistics, place the Vineland-Bridgeton MSA in an official Labor Surplus Area which is a federal

designation targeting certain aid into the area. The unemployment rate actually rose towards the end of 2017 to 7.1%, almost two percent higher than the state as a whole and three percent higher than the national rate of unemployment.

NJLWD’s population estimate for Cumberland County indicates a 4,350-person decline from 2010 to the middle of 2017, or 2.8%. Vineland’s population grew at a fairly quick rate compared to the state from 2000 to 2010, according to the U.S. Bureau of the Census, when it rose from 56,271 to 60,724 people, or a population growth of 7.3% over the ten-year period. Unlike most municipalities, household size also increased. Proportional to the increase in population, the number of housing units increased to 21,450 units by 2010, a 7.1% increase from the year 2000. But since 2010, the population has declined slightly. The 2016 ACS estimate put Vineland’s population at 60,876, a very slight rise, but then a decline estimated in 2017 at 60,724 persons. Vineland’s population growth - looking at the big picture - is the best of all of the municipalities in the County and could be attributable to the relatively stronger job opportunities that appear to be available in the City.

Table 2. City of Vineland Population Change

Demographic	2000 Census	2010 Census	2016 ACS Estimate	2000-2016 Change	Percent Change
Total Population	56,271	60,724	60,876	4,605	8.2%
Male Population	26,967	29,167	28,320	1,353	5.0%
Female Population	29,304	31,557	32,556	3,252	11.1%
Median Age	36.5	35.4	38.3	2.0	4.9%
18 years and over	41,808	45,865	46,076	4,268	10.2%
21 years and over	39,639	43,348	43,798	4,159	10.5%
62 years and over	9,292	10,435	11,010	1,718	18.5%
65 years and over	7,976	8,461	9,457	1,481	18.6%

Sources: U.S. Census Bureau

Vineland’s population is aging, consistent with broader trends seen across the county, state, and country. The median age in Vineland increased from 36.5 in 2000 to 37.7 in 2010, and again to 38.3 in 2016. Over the same time period (2000-2016), the median age increased from 35.6 to 36.7 years in Cumberland County, and from 36.7 to 39.5 years in New Jersey. Part of the increase in median age can be explained by the aging of the baby boomer generation. In Vineland, the population of those aged 55-74 increased by 38% from 2000 to 2016. Typically, the baby boomer generation is followed by another large generation known as millennials, generation

Y, or echo boomers. However, Vineland has not experienced such growth in a younger generation. In fact, the population of those aged 20-44 declined slightly from 2000 to 2016. The generational trends in Vineland are similar to those of Cumberland County and New Jersey as the state struggles with millennial out-migration.

Housing foreclosure also remains a problem in the southern tier of counties. As of the end of 2017, about one in 476 houses was in foreclosure in the County compared to one in 714 houses in New Jersey and one in 2,000 across the country. In Maurice River, that rate was as high as one in 63 houses and is probably the main contributing factor to the 20.7% decline in estimated population¹⁰ from 2010 to 2017. In Vineland, 181 houses are in foreclosure, bank owned or bank auction status¹¹ out of an estimated 22,885 housing units¹², or one in 126 houses, which is a relatively high rate in Cumberland County and in the state. Additionally, 458 houses are in pre-foreclosure, which means the owners are substantially in arrears with their mortgage payments. This indicates continuing financial distress for homeowners and landlords in the City.

Vineland remains a relatively poor city, but has a stronger economic profile than the county as a whole. In 2016, the annual median wage was \$41,692 which was slightly higher than Cumberland County's \$41,028, but significantly lower than the state's \$62,400 annual median wage. Median annual wages by occupation ranged from a low of \$14,940 for workers in food services to a high of \$68,774 for construction workers¹³. New Jersey's estimated poverty rate from the American Community Survey in 2016 was 10.9%. This compares to the County's rate of 18.5% of the population. The City's rate was 17.6% in 2016.

In terms of the characteristics of the population, the City's racial composition has been about two-thirds white, one-seventh black with the remainder being of mixed or other race over the past two decades. Hispanics, which is an ethnic rather than a racial characteristic in the U.S. Census, were 30% of the population in 2000, 38% in 2010 and also 38% as estimated in the American Community Survey in 2016. In terms of numbers, people of Hispanic origin were 16,880 persons in 2000 which increased to 23,093 persons in 2010 and an estimated 23,107 persons in 2016. The two largest self-identified Hispanic groups are those of Puerto Rican and Mexican

¹⁰ - NJ Department of Labor and Workforce Development, [Annual Estimates of the Resident Population for Municipalities in New Jersey, by County: April 1, 2010 to July 1, 2017](#).

¹¹ - RealtyTrac.com, accessed July 11, 2018.

¹² - American Community Survey, [2012-2016 American Community Survey 5-Year Estimates](#).

¹³ - New Jersey Department of Labor and Workforce Development.

descent, respectively. In 2000, 78.7% of Hispanics were of Puerto Rican origin and 8.0% of Mexican decent. In 2010, these percentages were 70.3% and 19%, respectively and by 2016, estimated to be 65.6% and 24%. Consequently, there has been a significant change in the cultural makeup of the Hispanic population in Vineland.

Redevelopment

In 1992 several disparate redevelopment and tax abatement laws were consolidated and reformed to create the NJ Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-1). The use of the law had a slow start, but around the time of the dot.com crash, municipalities realized how it could be an effective tool. Since the Great Recession, the use of the redevelopment process has burgeoned and become a tool of choice for many municipalities. Municipalities like the redevelopment process because it creates developer accountability and a schedule for when key elements of land development are to be completed. If long term tax abatement is part of the redeveloper agreement, then the municipality gains additional tax revenue as a diversion from school property taxes and a partial one from county taxes, which creates an additional incentive to establish redevelopment areas. From a development approval perspective, design and performance standards are typically more detailed in a redevelopment plan than a zoning ordinance.

The municipality has created five redevelopment areas. The first, as was previously mentioned, is the Center City Redevelopment Plan created in 2004.

2004 Center City Redevelopment Plan

The City adopted the 2004 Center City Redevelopment Plan following designation of the area as a federal Empowerment Zone, allowing for comprehensive measures designed to alleviate the apparent decline of the downtown. The CCRP fostered the establishment of new mixed-use areas within the existing core of the City, targeting (through efforts by appointed boards and committees with staff assistance) certain business activities in the downtown that would provide services and goods to new downtown residents intended to draw customers looking for different shopping and dining experiences than the national store and restaurant chains. Strategies included: strengthening the distinct character within the district, utilizing the historic Landis Theatre as a catalyst for other redevelopment activities, increasing housing on underutilized parcels, and improving transportation connectivity throughout the Center City.

In order to attain these goals, the CCRP developed a land use plan for the Center City that created the following nine redevelopment districts in the City's core which supplanted the existing zoning: Age-Restricted Residential District, Plaza Commercial District, West Vineland Village District, Residential District, Landis Avenue Commercial District, Landis Avenue Main Street District, East Gate Mixed Use District, Neighborhood Commercial District, Civic and Professional Office District.

The redevelopment plan has had positive effects in the downtown with perhaps the crowning achievement of the district being the restoration of the 1937 Art Deco-styled Landis Theatre and its conversion into a performing arts venue in 2009-2010. This remains a substantial achievement even if the original redeveloper was not able to make it a successful operation. The City is seeking a purchaser of the property to continue the theatre use. The center city area has also benefitted from construction of a new Post Office and the reuse of the old Post Office for municipal court. Furthermore, the general improvement in the economy since 2009 has filled most of the empty storefronts resulting from the Great Recession. However, the downtown never developed densely from its beginnings compared to other pre-World War II downtowns. Newer development from the 1960's to the present has generally presented a suburban commercial face to Landis Avenue where surface parking lots front on the street and buildings are set back into the interior of the lot. Vineland never developed higher density housing in the downtown which is typically a critical component of economically viable center cities¹⁴. This has been redressed to a degree with the opening of the Landis Square multi-family affordable development for seniors. As an affordable development, though, their households have limited incomes. Market rate housing at higher densities than previously envisioned would aid in meeting the original goals of the redevelopment plan. The lack of residential density in the downtown area works against the desire for retail sales and services to make center city a destination shopping and dining area.

However, the plethora of districts each with its own distinct set of allowed uses can create rigidity in the land development code and be an impediment to the reuse or redevelopment of sites in the downtown. The success of the downtown can hinge on timely response to developers' requests. Consequently, the continuance of the redevelopment plan to meet the needs of the City and its goals for the downtown should be reevaluated. Redevelopment plans may be set up where the land use plan in the document functions as a zoning map in the designated area – the case with the

¹⁴ - One other means is by having a tourist economy, but in the southern tier of New Jersey, tourist towns are more typically at the shore.

CCRC – or the plans may be set up where it does not affect the allowed uses of the zoning ordinance. If the City took the latter course, it could retain the design standards of the redevelopment plan (which can be more extensive than what may be in a zoning ordinance) but leave the use and bulk controls to the zoning ordinance. The City could also elect to remove the redevelopment plan designation entirely. That action would not affect the ability to offer long term tax abatement as needed to promote desired development. Since the area affected is located in Vineland’s Urban Enterprise Zone (UEZ), long term tax abatement may still be offered as a tool of revitalization.

Newcomb Redevelopment Plan

The “Newcomb Hospital Redevelopment Study: Block 4216, Lot 1” consists of both the Preliminary Investigation Report and the Redevelopment Plan for the Newcomb Hospital Redevelopment Area. The 6.43-acre site was donated and developed as a hospital in 1923 by Leverett Newcomb. In 2004, this 235-bed community hospital was shuttered and replaced by a new, consolidated regional hospital, now Inspira Medical Center Vineland, at the intersection of Rt. 55 and Sherman Avenue. It is the goal of the Newcomb Redevelopment Plan to revitalize and adaptively reuse the site in accordance with the regulations of the existing low scale R-B-2 Residential-Business Zone 2, with minimal negative impact to the surrounding neighborhood.

U-Pull-It Redevelopment Plan

Upon the Planning Board’s recommendation that the U-Pull-It site, consisting of 14.4 acres in Block 3503, Lots 5 and 6, the Vineland City Council deemed the site an area in need of redevelopment in August 2011. Subsequently, the “Redevelopment Plan for U-Pull-It: Block 3503/Lots 5 & 6” was developed and adopted in November 2011. The redevelopment area is located on Landis Avenue, between Orchard Road and Route 47 (Delsea Drive), and is zoned B-4 Business District. The adopted redevelopment plan intends to reestablish the site for commercial development, consistent with the existing uses along Landis Avenue, that is additionally sensitive to the traffic congestion along the thoroughfare.

2017 Energy and Minerals Redevelopment Area

The City Council created the Energy and Minerals Redevelopment Area designation in 2016 following the public hearing and recommendation of the Planning Board in December 2015. The area is designated as a Condemnation Redevelopment Area. The Redevelopment Area consists of a 274.39-acre site with access to Lincoln Avenue in close proximity to the Rt. 55/CR 555 (S. Main Road) interchange. The tract lies

behind the Clayville generating station and was formerly a sand mining location. The site's proximity to Route 55 interchanges and location within the City's Urban Enterprise Zone makes it a prime location for future industrial use. While the redevelopment area has an accessible location, the site's prior use has left steep topography changes, ranging from 46 to 100 feet, which is a significant challenge for industrial uses, which require flat terrain. There are no inherent difficulties in flattening the site, though it would be costly. Additionally, the site is bisected by a Conectiv (Atlantic City Electric) transmission line and a portion of a former Conrail right-of-way (Block 7503, Lot 50).

The Redevelopment Plan is to be utilized as an overlay, replacing the existing zoning on the site. In February 2018, City Council, in conjunction with the Cumberland County Improvement Authority, authorized a land sale to NEP Real Estate of Vineland Urban Renewal, which is a real estate entity of Northeast Precast. Northeast Precast is a concrete manufacturer of precast panels and structures presently located in Millville. This site allows them to relocate and expand their business to a significant degree, as well as create an industrial park for the remaining land.

Vineland Construction Redevelopment Plan

On May 9th, 2017, a resolution was adopted by the Vineland City Council which designated the properties located at the southwest intersection of Park Avenue and North West Avenue as an area in need of redevelopment. The Cumberland County Improvement Authority (CCIA), in conjunction with Marathon Engineering and Environmental Services, prepared a Redevelopment Plan for the Vineland Construction Redevelopment Area in the fall of 2017. The 24.2-acre site is composed of four parcels situated in the I-2 Industrial Zone, which is intended to preserve the character of established industry in the City. The goal of CCIA's Redevelopment Plan is to renovate the existing structures to create more efficient and desirable uses for the land, in addition to upgrading the stormwater management and utilities infrastructure across the property. The plan aims for the revitalization of the area to bring short- and long-term jobs to the residents of Cumberland County and help create a seamless transition from the City's industrial zone into the Center City. CCIA's Redevelopment Plan seeks to renovate two of the existing buildings and continue utilizing the two warehouse facilities on site. The proposed Redevelopment Plan was found to be compatible with the Master Plan at the Planning Board hearing on August 8th, 2018, and the ordinance establishing the plan was adopted by the City Council on October 23rd, 2018.

SIGNIFICANT INFLUENCES ON VINELAND FROM OTHER GOVERNMENTAL ENTITIES

Vineland is embedded within other levels of government that can influence land use policy in both positive and negative terms. The following plans which may affect the municipality in a significant way are chronicled:

2008 New Jersey Long-Range Transportation Plan

As required by federal regulations, the State of New Jersey developed a Long-Range Transportation Plan in October of 2008. The final document, Transportation Choices 2030, is intended to establish a policy structure, set forth strategies and identify the financial resources necessary to meet its objectives.

Of the key issues identified in the long range plan affecting Vineland is the summer weekend congestion along routes traversing Cumberland County for travel to Cape May. While this mainly means Rt. 55 and Rt. 47, County arterials are also affected as motorists seek alternative routes when Rt. 55 becomes congested. The 2030 Plan set out to:

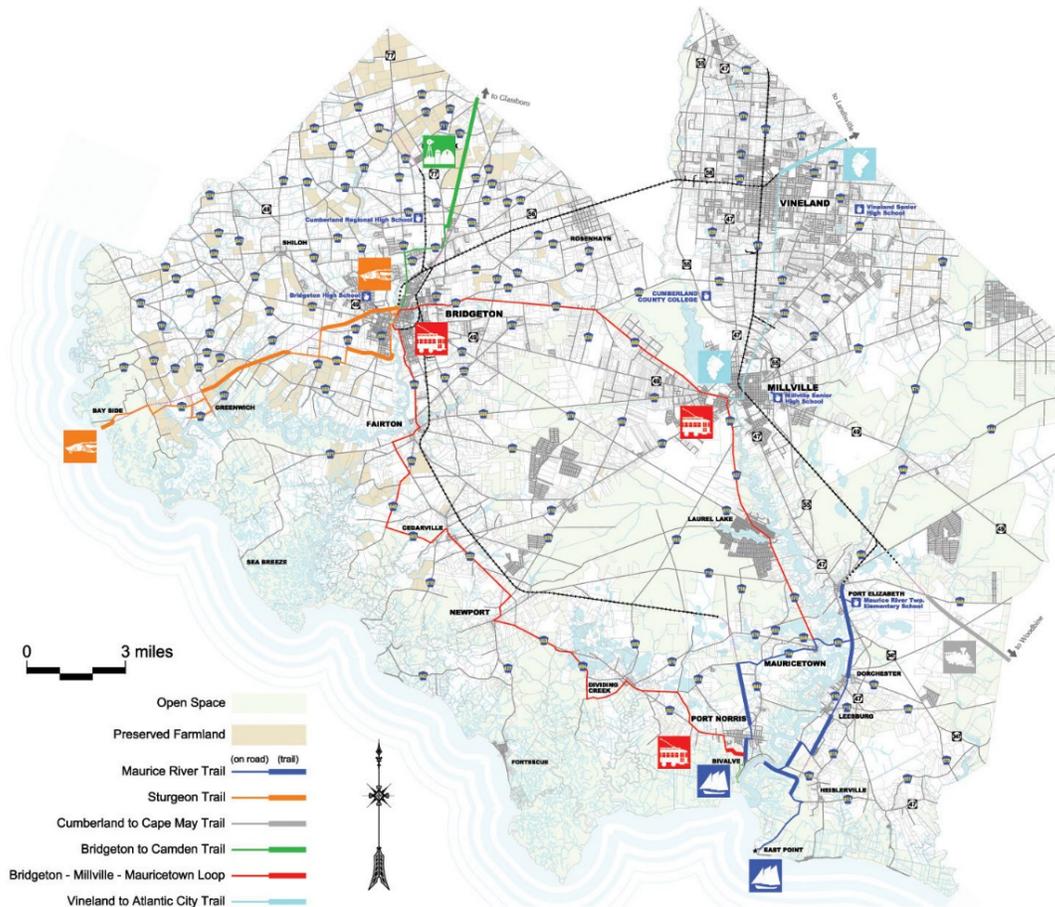
- Invest in transit along these corridors
- Improve maintenance
- Apply smart growth strategies
- Increase the efficiency of the roadway system

These goals are all used by the Metropolitan Planning Organizations in their plans for specific improvements to be funded by the federal government. The South Jersey Transportation Planning Organization is the MPO for Vineland and other municipalities in Atlantic, Cape May, Cumberland and Salem Counties. Any of these improvements to the regional transportation system would also benefit residents and businesses in Vineland; however, no land use or ordinance amendments will be necessary as a result of the State's long range transportation plan.

2010 Cumberland County Rails to Trails Feasibility Study

Cumberland County completed a year-long study in 2010 of repurposing abandoned rail lines for a pedestrian and bicycle network. The resulting data and mapping proved the feasibility to create six new trails in the County. One of the six proposed trails, shown as the pale blue route on the map following below, is a proposed trail that would connect the Vineland and Millville downtowns to Atlantic City. This 10.1-mile total trail would consist of an 8-mile road-to-trail section along county and city owned roadways connecting to a 2.1-mile rail-to-trail segment developed from an

abandoned, privately owned railway. The study recommends the development of the Vineland to Atlantic City Trail route as the fourth phase of plan implementation in order to connect with a proposed earlier phase encompassing the Bridgeton – Millville – Mauricetown Loop.



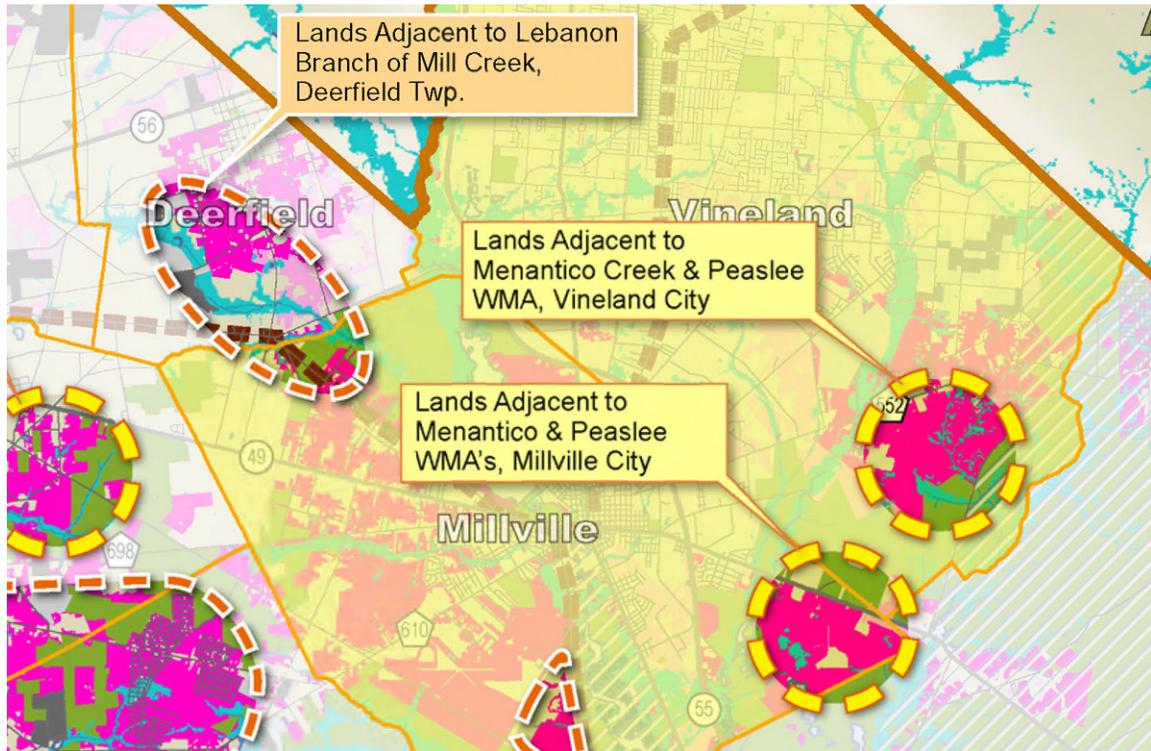
Map 3. Proposed Rails to Trails Cumberland County Network

2011 Cumberland County Open Space and Recreation Master Plan

Cumberland County identified critical lands for land preservation in Vineland and straddling the boundary with Millville. These lands are part of the Menantico Creek stream corridor and Peaslee Wildlife Management Area. Both areas, shown on Map 4, are classified as being Tier 1 Areas of Preservation Interest using CAFRA’s criteria for preservation because they meet all five characteristics:

1. Large (400+ acre), uninterrupted Critical Areas
2. Contiguous with preserved open space

3. Enhances a riparian corridor
4. Outside CAFRA and Pinelands areas
5. Within or adjacent to city limits



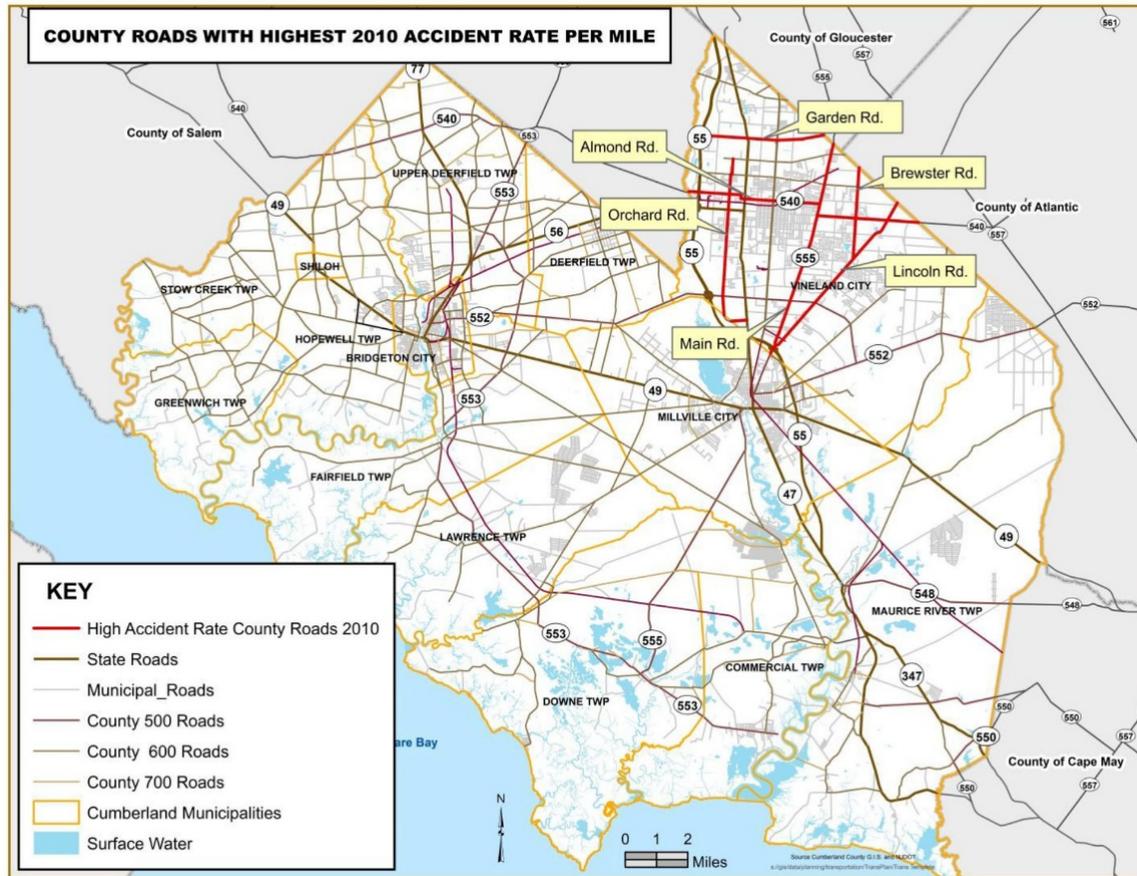
Map 4. Cumberland County Open Space and Recreation Plan

Map 4 is a portion of Map 6 in the County plan highlighting the general areas of the two Tier 1 tracts. Cumberland County's Open Space and Recreation Master Plan recommends that large parcels of open space be considered for acquisition in order to connect and create larger, contiguous parcels providing greater environmental benefits to the City and County. The immediate benefits would include, but are not limited to, opportunities to enhance and expand existing plant and animal habitats, protection of riparian corridors, and preservation of water quality in waterways and lakes. Tier 1 areas have the highest priority for preservation. This designation is consistent with the land use plan for the City.

2013 Cumberland County Transportation Plan

The Cumberland County Transportation Plan (CCTP), adopted in March 2013, is the circulation element of the County Master Plan. It is intended to promote and maintain the viability of Cumberland County's transportation system. As

demonstrated in the CCTP’s map below, the majority of county roads with high accident rates are located within the City of Vineland. In conjunction with the detailed accident data found within the 2009 Circulation Element, it is imperative the City evaluate their vehicular roadways in order to enhance traffic safety throughout Vineland and the surrounding Cumberland County.



Map 5. County Roads with High Accident Rates

Stormwater Management

While the Municipal Land Use Law has required the creation of Stormwater Management Plans since 1981, the law only required compliance if sufficient money was made available to cover 90% of a municipality’s cost. Since funding has never been forthcoming, few municipalities created such plans. However, instead of providing funding, NJDEP mandated municipal stormwater management plans through their rule making authority (specifically in N.J.A.C. 7:8, Stormwater Management Rules, and N.J.A.C. 7:14A-25, Municipal Stormwater Regulation

Program). The mandate began in 2004 utilizing NJ Pollutant Discharge Elimination System (NJPDES) permits as its means of compliance.

The stormwater management plan is required by NJDEP to be reviewed periodically to insure that all aspects of its regulations are followed for those projects that disturb one or more acre of land or create more than 0.25 acres of new impervious surface. Significant issues for stormwater management in site plans and subdivisions include addressing groundwater recharge, stormwater quantity and stormwater quality impacts, reviewing and revising stormwater design and performance standards for new major development, and implementing non-structural best management practices to improve water quality, such as swales and rain gardens.

A review of the long-term operation and maintenance measures for existing and future stormwater facilities is also required. The plan must address the review and update of existing ordinances, and the implementation of low impact development strategies to remain current with NJDEP's best management practices for stormwater management plan.

SIGNIFICANT POLICY CHANGES RECOMMENDED IN RELATION TO THE MASTER PLAN

The foregoing analysis suggests that certain policy changes occur in the City's master plan documents. Vineland is a physically large municipality that has adequate land resources to address its need for economic growth, but to achieve this goal; a revision to the land use plan element will be needed. The land use plan element will provide the policy and mapping changes necessary to address the issues raised in this report and support the zoning ordinance and map amendments that follow from it. The key policy issues, some of which have also been identified in the 2008 Reexamination Report and Master Plan, are:

Industrial Uses

An unalloyed economic development success for Vineland is the continued viability of its manufacturing and other industrial sectors. While manufacturing occupies a shrinking component of economic activity in other parts of the state, Vineland is faced with a dwindling supply of vacant industrial land in its industrial parks and stand-alone sites. The remaining sites tend to be smaller lots where the trend in both manufacturing and warehousing is the development of larger buildings requiring larger sites. The food processing industry, which has a strong presence in Vineland, fortunately does not require as large an area as the fulfillment centers that are rapidly being built in other areas of the state. For the most part in New Jersey, fulfillment

centers are clustered along the NJ Turnpike corridor. These factors indicate that medium-sized sites of 10 to 25 acres will serve the market for new industrial land in the City. The establishment of the Energy and Minerals Redevelopment Area in 2017 is a step in meeting the demand with the opportunity for larger parcels since it is about 275 acres. The proposed development of the site for a concrete pre-casting plant might require 100 acres, freeing the remaining land for larger buildings for other industrial users. Since designation as an area in need of redevelopment allows the use of long-term tax exemption, the City has this powerful tool to assist in making additional industrial development viable on the tract.

Commercial Uses

Vineland's large size, well established street system and few physical constraints have made it simple to zone land for commercial development for retail sales and services, as well as office use in multiple locations. The municipality has significant areas already developed with such uses that are more than adequate to address the needs of its residents, businesses and persons in more rural nearby townships. The level of allowed commercial uses in the City is the opposite of what has been found for areas suitable for industrial development. In addition, the focus of the 2008 Master Plan, and more specifically in the Center City Redevelopment Area, is to create more demand and services in the downtown. Since the utility infrastructure is already in place in the core of the City, it is more efficient to concentrate on redevelopment of underutilized and vacant property in the downtown than it is to extend such infrastructure to more outlying locations. From a transportation standpoint, focus on developing the downtown rather than the periphery makes it easier to provide public transportation, or even new ride sharing services. The land use plan should indicate those areas where commercial uses are not needed and either rezone them to other uses, such as residential or industrial depending on their context, or to reduce the allowed intensity of development in more environmentally sensitive areas.

Develop a Small Business Technology Center

The municipality is in the fortunate position of having both a major medical center and a community college in its boundaries. Cumberland County College is a community college that provides a wide variety of associate degrees and career certificates. Lately the College has signed agreements with Rowan University in biology research and engineering, and with Temple University in general acceptance of Cumberland County's academic credits allowing students to enter the four-year program as a junior. The College is reporting discussing a merger with Rowan College at Gloucester County, the community college for that county. South Jersey Hospital created its main hospital complex at the interchange of W. Sherman Avenue

and Rt. 55. The hospital system merged with Underwood Memorial Hospital in Woodbury to become the Inspira Health Network in 2012. Now called the Inspira Medical Center at Vineland, it was opened in 2004 and remains the most modern hospital in the region, though Inspira is currently constructing a new acute facility in Harrison Township as a replacement for the Woodbury facility. These two major facilities next door to each other create the opportunity for training that feeds into the hospital and for innovators working at the hospital to foster new medically related businesses close by.

This business incubator idea is a tested strategy in fostering the development of fledgling businesses. A business incubator provides startup businesses with inexpensive and flexible physical space, which enables the businesses to add floor area as they grow. Additionally, business incubators provide client companies with shared business support services, such as a shared bookkeeper, administrative staff, mentoring and access to administrative equipment. Business incubators are typically developed around targeted industries in order to foster synergy between participating businesses. For example, Rowan College at Burlington County (formerly Burlington Community College, “RCBC”) operates both a High Technology Business Incubator and a Life Science Incubator. Each of the tenant companies has access to extensive resources, support in developing business and technology plans, and opportunities to exhibit at conferences and venture capital showcases. It is located next to RCBC’s Mt. Laurel campus. This model could be emulated by Cumberland County Community College.

Establishing a local business incubator has many benefits. Promising businesses are provided with the support necessary to get off the ground. The local economy benefits from the addition of new jobs and the prospect of retaining the developing businesses upon their transition out of the incubator. Moreover, many of the participating businesses in the incubator are creating new technologies within the incubator’s targeted sector. This aids the municipality in developing a competitive advantage in the incubator’s mission-oriented industries.

Logically, the incubator would be located next door to or across the street from the other two institutional uses. The incubator space could also be considered temporary until such time as the hospital felt it needed to expand eastward across College Drive.

Housing in Center City

Vineland has a wide variety of housing for households at all income levels, but has relatively little new development in Center City, with the exception of the new affordable senior building in the 900 block of E. Landis Avenue. Adding additional

residents, as noted in a previous section, would create a local increase in consumer dollars to the benefit of the mainly small shops and stores in the downtown. The western part of Center City is also suffering from disinvestment and has a large amount of land area devoted to surface parking. The City, despite its size and level of development, is primarily a low-rise residential municipality of one and two-story buildings. New multi-family apartment buildings are typically four-stories in height. This type of elevator apartment building, often with understory parking, is not currently present in the City. The benefits of this type of housing aside from increased disposal income in the downtown are:

- Providing more housing choice to existing and future City residents;
- Creating a preferred type of housing for the pre-child and post-child population;
- Allowing for greater walkability for future residents;
- Creating added population density to support the commercial downtown shops and stores and
- Proximity to the college, hospital and Cumberland Mall, and within commuting distance of Atlantic City and the Philadelphia metropolitan area.

With four-story buildings, a density of 25 units per acre is achievable, but should be tailored to the specific locations that may require more or less than this level of development. Depending on location, the pattern of one-way streets in Center City may need to be reevaluated to create good access for particular buildings, but no wholesale change of the one-way system is contemplated.

Housing for Hospital Personnel

Modern housing in the City is primarily single family detached housing at the periphery of the developed core. Inspira Hospital has a changing roster of fledging doctors and other medical personnel that are completing residency or starting their careers. Hospital officials have indicated that housing stock with the type of amenities that well educated persons with above average incomes desire is in short supply. Further, single family detached housing requires a substantial amount of upkeep that, particularly in the case of medical residents or early career doctors, requires more time than available. There is also a marked partiality among young professionals for life experiences in lieu of owning a property. These changing consumer preferences and unmet need point to the desirability of creating infill

townhouse development in reasonable proximity to the hospital. Densities of 6-8 units per acre allow areas to be devoted to landscaped green space to enhance such development. If this is successful, the City could usefully review other areas of the municipality for a strategy of single family attached infill development and adjust the zoning regulations as needed.

Re-Use of Airport

A visual flight rules airport located in the northwest corner of Vineland, Rudy's Airport, ceased commercial operations a decade and a half ago. This area is located in between Willow Grove Lake and Rt. 55, north of Weymouth Road (C.R. 639). There is a concentration of residential development that began in the 1950's at the same time as the airport that front on Stanley Terrace, Robert Drive and Marilyn Avenue. The main impediment to the reuse of the airport is a lack of sanitary sewer in the area. Redevelopment of the site for relatively low density residential development at 2-3 units per acre would complement the existing neighborhood and provide a means for the existing small lots to be connected to public sewer. Rezoning should be contemplated, however, only if the sanitary sewer service area is extended.

All of the forgoing recommendations require an update of the Land Use Plan Element of the Master Plan. Additional recommendations for revisions to the Master Plan include the following:

Community Facilities Plan Element

The municipal government and Board of Education own and operate many facilities to provide services to residents and businesses. For example, the City's main administration building is located on E. Wood Street. The City purchased the former post office on Landis Avenue and converted it into the municipal court building. A new police headquarters is presently under construction that required negotiations with the Board of Education to acquire their administrative offices (known as the Reber Building) on E. Plum Street right next to City Hall. The Board of Education moved into the Landis Middle School on W. Landis Avenue – a Collegiate Gothic building on the National Register of Historic Places. These actions that took place since the 2008 Master Plan was adopted, point to the need to effectively plan for and locate new facilities for the institutions of society, including educational, cultural, historic sites, library services, hospital facilities, firehouses, public works, municipal public safety and similar uses, such as the Veterans Memorial Home on NW Boulevard and the VA Medical Center on W. Landis Avenue, as well as the Vineland Developmental Center on E. Landis Avenue.

A Community Facilities Plan Element can provide a blueprint for the timely consideration of the needs of the population and the means of addressing them from a land use standpoint.

Open Space and Recreation Plan Element

An analysis of the park and recreational space for the City indicates a small deficit in the total acreage devoted to such uses based on recognized standards for municipal government. However, just as important as area are the types of parks and their locations. Parks are typically divided by function into mini-parks, small areas in blocks that might have sitting areas and playgrounds; neighborhood parks, which typically have youth sports league fields, court sports, and some passive recreation features; and community parks that serve the entire or large sections of the municipality. These are typically used for community day festivities, fireworks displays, concerts and other large scale entertainment and also contain active recreation fields and courts, often passive recreation, and at times conservation lands.

An Open Space and Recreation Plan Element would address the adequacy of recreation with input from the citizenry, the Recreation Commission, the Recreation Department, and Planning Board.

SIGNIFICANT POLICY CHANGES RECOMMENDED IN RELATION TO REDEVELOPMENT PLANS

Center City Redevelopment Plan

The 2008 Master Plan includes significant policy related to the Center City Redevelopment Plan. One of the Master Plan's key objectives is to:

Focus development into center City in a manner that combines commercial, civic, cultural and recreational uses in a safe, clean urban environment that attracts visitors, residents, and patrons of local business.

In addition, the Reexamination Report portion of the Master Plan recommended the inclusion of the Center City Redevelopment Plan into the Land Use Plan Element to make the two planning documents completely consistent with each other. The Land Use Plan Element itself identifies the center city redevelopment area as one consolidated district for purposes of articulating what uses might be considered suitable for the downtown. Consequently, the two documents are entirely consistent at this point in time.

However, the nine separate redevelopment districts, effectively zoning districts, in the redevelopment area add a layer of complexity that might not be necessary for

what is envisioned by the Redevelopment Plan's goals and objectives. Historically, downtown areas grew organically, with new uses displacing a previous generation's scattered residences and individual shops with attached commercial development. The redevelopment plan for Center City should be evaluated to determine if it should continue, and if not, the zoning regulations that would replace it. In either event, whether regulating land use by zoning ordinance or by redevelopment plan, the following factors come into play:

- Whether the number of districts could be simplified to streamline the planning and approval process;
- The degree to which the uses and housing types in the districts need to be added to or modified to address the goal of increasing the number of residents in the downtown;
- The density of such redevelopment; and
- The anticipated traffic impact of new development and provisions for moderating an adverse condition.

Energy and Minerals Redevelopment Plan

The other redevelopment designation in the City is the Energy and Minerals Redevelopment Area. With a designated redeveloper and agreement in place, the site should return to productive use before the next reexamination report is due in 2028. No changes are recommended in the redevelopment plan's goals and objectives.

Vineland Developmental Center West Campus

The Vineland Developmental Center has a long history in the City. Founded in 1888, the Center was an early residential facility for females with developmental disabilities. The Center also featured prominently in the development of intelligence testing and other research on mental characteristics of the population. It is now part of the NJ Department of Human Services. Over the past couple of decades, there has been a movement to create smaller scaled facilities for the developmentally disabled – typically group homes – which has reduced the need for larger, institutional, facilities. This led to the closure of the Vineland Developmental Center's West Campus in 2011. The site is located on Almond Road and N. Orchard Road. It consists of about 69 acres and contains 15 buildings. Given the deterioration of the buildings and the desire for the State, who owns the facility, to dispose of the property, a redevelopment designation would add another set of tools for its reuse. This could be considered by the City Council.

SIGNIFICANT CHANGES RECOMMENDED IN THE ZONING ORDINANCE

Industrial Zoning

To support the need for more land for industrial purposes, the zoning map should be amended to address the areas found suitable for additional industrial development in the Land Use Plan Element. These parcels are specifically identified for evaluation, but the list should not be considered exclusive:

Block	Lot(s)	Block	Lot(s)
117	1-2	131	3, 5-7
118	1-9	132	10-23
119	1-8	303	4, 8
120	1-6	803	10-12, 15-17
121	1-6	1501	3-4, 52-71
122	1-5	1604	4-8, 47
123	1-3	2228	29, 31, 35-36, 48-49
124	1-2	3402	25
125	1	6103	19, 29-32, 39-40
126	1	7003	4-7, 12-13
127	1-5	7004	1-3, 9-20, 25, 33-34, 36-39
128	1-2	7109	11, 13-14
129	1	7110	34-40
130	2-4	7501	1-23

Since the areas initially investigated for industrial purposes constitute many parcels and landowners, incentives for aggregating lots into larger sites should be explored. These might include higher building coverage or impervious surface coverage for larger sites, or other bulk area standards. This could be linked to planned industrial development, too, as a further incentive for comprehensive industrial park planning.

In addition to the rezoning of these parcels, the Planning Board recommends the rezoning of Block 6102, Lots 19.01, and potentially, Lots 18 and 19.02 to the I-B district from the I-3 district because of the mix of uses and buildings.

Small Business Technology Center

Uses such as this are typically in flex space buildings. These are one-story dividable buildings with multiple tenants. The “flex” part of the name refers to the ability to have a full office, an office with manufacturing or distribution space, or a research and development facility. The area across the street from the hospital and college

(roughly east and north side of College Drive south of W. Sherman and west of Rt. 47 – would be the target area in the Land Use Plan Element. Since much of this land is owned by the hospital or the community college, outreach to these landowners to implement this idea on some portion within this large area will be necessary for a successful rezoning.

Downtown Zoning

The area with the most vacant buildings and largest surface parking lots in the downtown is located between Delsea Drive and NW Boulevard, west and east boundaries, respectively. On the north, the railroad tracks mark the north boundary of the area to evaluate. On the south side, Elmer Street would be the boundary as if it extended all the way from S. West Avenue to Delsea Drive. If the evaluation as part of the Land Use Plan Element finds these areas suitable for higher density residential uses or buildings with a commercial first floor and residential floors above, then the Land Use Plan should be amended and the zoning changed to accommodate such buildings and redevelopment.

Infill Housing

The superblock represented by Elm Road, Delsea Drive, Garrison Road and S. Orchard Road; and the superblock immediately to its south, Garrison, Delsea Drive, W. Sherman Avenue and S. Orchard Road have interior parts that have not been developed. In addition, the west side of S. Orchard Road between Elm Road and Sherman Avenue also bears similar opportunities for infill housing, as well as the northeast side of the intersection of S. Orchard and W. Walnut Road (Block 4705, Lot 58). The north side of W. Sherman has many new medical offices buildings that have a residential scale. Townhouses can provide a transitional development type between medical offices uses and single family detached uses. This area is in close proximity to the hospital and has available land that could be developed for medical personnel or college instructors. Thought should be given to having both a minimum and a maximum tract area so the developments are large enough to have an effective homeowners' association, but not so large as to be the dominate land use in the superblock. As noted earlier, densities between 6 and 8 units to the acre are typical for such infill development in suburban areas but the Land Use Plan Element should establish the policy for the allowed density.

In addition, the Planning Board recommends the rezoning of Block 5804, Lots 57 and 58, with the potential addition of Lot 56 (located on the north side of E. Elmer Road) from R-5 to R-3 which would make this area consistent with the character of development existing on both the east and west sides of this land.

Lastly, the former Rudy's Airport (Block 101, Lots 2 and 5; Block 138, Lot 1) would be suitable for a zoning district with an allowed mixture of residential single family, single family semi-detached and townhouse uses at a gross density less than three units to the acre and preferably 2.5 units per acre. The City Council could also view this as a suitable site for age-restricted housing in its deliberations on a rezoning ordinance.

Commercial Zoning

In the Land Use Plan Element, the level of commercial zoning in Vineland will be reviewed in conjunction with expected population growth and the need for additional bricks and mortar stores and offices. It is anticipated that the Planning Board will find that the City has sufficient commercial zoning for the foreseeable future and perhaps excessive zoning. A reduction in commercial zoning will aid in concentrating certain types of retail development in the downtown, reinforced by more housing in the Landis Avenue corridor. Infill housing in unneeded commercial districts may also be appropriate and if found to be the case, those district should be rezoned. Infill housing could emphasize mixed housing types on larger parcels so additional housing choice is created. Conversely along Delsea Drive, there are small housing lots that were constructed along the highway in areas that are now predominantly commercial and that will remain commercially zoned. The zoning should be amended to encourage acquisition and consolidation of these small parcels.

Right-of-Way Management for Telecommunications

The next generation of wireless communication will require the reduction in size of the spacing between transmitters and receivers of wireless signals. Ubiquitous cell towers supplying the present level of wireless communication will be supplemented with lower and more numerous equipment. Telephone and electric poles may be pressed into service to house such equipment for the next generation. Many of these structures are likely to land in the right-of-way of public roads. Rights-of-way already contain underground utilities and overhead wiring, traffic signals and control boxes, sidewalks, bus stops, street furniture and other objects. The roll-out of "5G" telecommunications networks that feature many small narrowcasting cells is imminent. Managing the rights-of-way to handle this increasingly crowded infrastructure is an important rising necessity for municipalities. A right-of-way management and telecommunications ordinance would create standards for the use and development of the next generation wireless system while continuing to ensure that existing utilities are not compromised.

Restructuring the Land Use Ordinance

The land use ordinance begins with the application process and the various boards that make up the development review process. When potential applicants first research a site and are interested in determining what land development regulations apply they are most interested in the zoning district, use regulations and bulk standards. Secondly, they are interested in the performance requirements and design standards. Easier to use ordinances typically have these items up front with the process, checklists and enumerated powers, which come at a later time or are only referred to infrequently, in the back. The first actual zoning district occurs in Section 196 about half way through the ordinance. The placement of the bulk standards in a table in the back, rather than with the zoning district, creates a lot of flipping back and forth through the ordinance. While some flipping back and forth is inevitable in any large technical code such as a land use ordinance, the way Vineland's is structured requires more than otherwise would be the case. However, changing the structure is no easy task and the City Council would need to weigh the cost in comparison to the benefit that would come from a more easily used land use ordinance.