

**PUBLIC HEARING DRAFT**

# Redevelop, Renew, Refine

AMENDMENT TO THE LAND USE PLAN ELEMENT

PLANNING BOARD  
CITY OF VINELAND  
CUMBERLAND COUNTY, NJ  
[ADOPTION DATE TO BE ADDED]

# PUBLIC HEARING DRAFT

## AMENDMENT OF THE LAND USE ELEMENT OF THE MASTER PLAN

CITY OF VINELAND  
COUNTY OF CUMBERLAND

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*Prepared by:*

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Brian M. Slauch, PP, AICP  
New Jersey Professional Planner License No. 3743

Clarke Caton Hintz, PC  
100 Barrack Street  
Trenton, New Jersey 08608  
(609) 883-8383

A signed and sealed original is on file with City Clerk's office.

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Anthony R. Fanucci

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# Amendment of the Land Use Element of the Master Plan

## INTRODUCTION

The Land Use Plan Element seeks to promote the goals and objectives of the Master Plan for the conservation, development and redevelopment of the City of Vineland. As part of the City's Master Plan, the Land Use Plan Element provides the policies for the regulation of land use through the land use ordinance and other ordinances affecting land development. The Land Use Plan supports the zoning map by designating how land is to be used in specific areas of the municipality.

This amendment is prepared in response to the findings in the Vineland Planning Board's 2018 Master Plan Reexamination Report, which recommended specific changes to the policies and regulations of the zoning ordinance and map.

## VINELAND'S PAST PLANNING EFFORTS

The City's first planning document was the 1977 Comprehensive Plan. The Comprehensive Plan was amended in 1982 in order to be consistent with the newly adopted Pinelands Comprehensive Management Plan that affected the eastern part of the City. In 1992, the City adopted a new Master Plan. The plan set forth a series of concerns for the future development of Vineland based principally on the finding that population and household growth had not increased in line with earlier projections due to continued disinvestment in manufacturing and a lowering in job opportunities. 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 while laying the groundwork for protecting surrounding active agricultural land, particularly in the north and east regions of the City.

Reexaminations of the Master Plan were undertaken in 1998, 2000 and 2008, which culminated in the recommendation that a new Master Plan was in order. In the interim the City also adopted a Housing Plan Element in 2000 and another in 2006, a Stormwater Management Plan Element in 2005, and an amendment to the Land Use Plan to address the Institutional Campus Area. Following the adoption of the 2008 Master Plan, an amendment to the Stormwater Management Plan Element was adopted along with a revised Circulation Plan Element in 2009. In 2015, the City adopted a Housing Element and Fair Share Plan that was approved by the court and in 2018 undertook a reexamination of the 2008 Master Plan and the five redevelopment areas the City has established since 2004. The redevelopment areas include the 2004 Center City Redevelopment Plan, 2011 Newcomb Redevelopment Plan, 2011 U-Pull It



Redevelopment Plan, 2017 Energy and Minerals Redevelopment Plan and 2018 Vineland Construction Redevelopment Plan.

### **DETAILS OF THE 2018 REEXAMINATION REPORT**

Significant policy changes related to land use were recommended in the 2018 Master Plan Reexamination Report, focused principally on the future of commercial and industrial land uses with recommendations for infill housing and increasing residential uses in the downtown core. Specific recommendations include:

- To support the need for more land for industrial purposes, the zoning map should be amended for additional industrial development in suitable areas. New sites are needed with reasonable access to the highway system, and occasionally rail, for planned industrial development. Medium-sized sites of 10 to 25 acres will serve the market for new industrial land in the City. A list of suggested sites follows in Table 1.
- The Center City Redevelopment Plan should be evaluated to determine if it should continue, and if not, the zoning regulations that would replace it.
- 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, and to reduce the allowed intensity of development in more environmentally sensitive areas to create more demand and services in the downtown.
- Allow high density residential and mixed commercial residential uses downtown, between Delsea Drive and NW Boulevard, west and east boundaries, respectively and to the railroad tracks as the northern boundary and Elmer Street, as if it extended all the way from S. West Avenue to Delsea Drive, to the south.
- Infill housing development in the form of attached single-family dwellings (also known as townhouses) should be considered for the superblock represented by Elm Road, Delsea Drive, Garrison Road and S. Orchard Road; and the superblock immediately to its south encompassing Garrison, Delsea Drive, W. Sherman Avenue and S. Orchard Road, where interior parts of the neighborhoods have not been developed. 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). 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. Six units to the acre is proposed in this Land Use Plan Element amendment.

- Reduce commercial zoning to concentrate 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 districts should be rezoned. Infill housing could emphasize mixed housing types on larger parcels to create a variety of housing types.
- Rudy's Airport. Redevelopment of the site for relatively low density age-restricted residential development, commonly called an active adult community, at 2-3 units per acre would complement the existing neighborhood and provide a means for the existing houses to be connected to public sewer. Rezoning should be contemplated, however, only if the sanitary sewer service area is extended. Block 101, Lots 2 and 5; Block 138, Lot 1 may be suitable for a zoning district with an allowed mixture of residential single family, single family semi-detached and townhouse uses at a preferred gross density of 2.5 units per acre. This could also be a suitable site for additional age-restricted housing.
- The rezoning of Block 5804, Lots 56 - 58, from R-5 to R-3 to make the area consistent with the character of development existing on both the east and west sides of this land.
- Encourage the use of planned residential development over more conventional subdivision development to enable neighborhood scale open space and parks. This could be accomplished through a land use ordinance amendment and incentives to create planned, as opposed to conventional, residential subdivisions. A 2008 court case established that conventional single family detached development may not be required to include open space, but that residential cluster development, a type of planned development, could be required to include open space.

Additionally, the Report made recommendations pertaining to the commercial design standards and other Land Use Ordinance requirements to achieve the desired configurations of buildings, parking and buffering.

## LAND USE PLAN AMENDMENTS

The land use classifications in the 2008 Master Plan's Land Use Plan Element will remain the same, except for the modifications that are described here. Both the 2008 Land Use Plan Element and this amendment should be read together to determine the City's policies for development and redevelopment.

The following amends the City of Vineland's Land Use Plan in accordance with the recommendations of the 2018 Master Plan Reexamination Report.

## INDUSTRIAL ZONES

To support the need for more land for industrial purposes, the zoning map should be amended for additional industrial development. Areas selected for industrial expansion include the following list of properties and the specific industrial zone classification for each site:

**Table 1. Properties to be Industrially Zoned**

Block	Lot(s)	Current Zone	Proposed Zone	Block	Lot(s)	Current Zone	Proposed Zone
117	1-2	A-5	I-B	306	3-5, 10	B-3	I-B
118	1-9	A-5	I-B	307	1-5, 8-15	B-3	I-B
119	1-8	A-5	I-B	314	12-17	I-1/B-3	I-B
120	1-6	A-5	I-B	401	85-96	B-3/R-6	I-B
121	1-6	A-5	I-B	603	5-7	I-B/B-3	I-B
122	1-5	A-5	I-B	604	9-13, 15-20	B-3	I-B
123	1-3	A-5	I-B	701	78-87	B-3/R-6	I-B
124	1-2	A-5	I-B	801	33-46	B-3/R-4	I-B
125	1	A-5	I-B	803	10-12, 15-17	R-4	I-2
126	1-4	A-5	I-B	1501	52-71	R-3	I-B
127	1-5	A-5	I-B	1604	4-8, 47	R-3/I-2	I-2
128	1-2	A-5	I-B	6102	18, 19.01 & 19.02	I-3	I-B
129	1	A-5	I-B	6103	19, 29-32, 39, 40	R-5	I-3
130	2-4	A5	I-B	7004	2-3, 9-18, 20, 25, 37, 38	B-4	I-B
131	3, 5-7	A-5	I-B	7109	11, 13-14	R-5	I-B
132	pt. 9,10-24	A-5	I-B	7110	34-40	B-4	I-B
303	22-40	I-1/B-3	I-B	7501	1-23	B-4	I-B

A number of these lots, mostly on the north end of Delsea Drive, have been zoned B-3 even though there are a number of small scale industrial uses. These lots have also been split zoned that tends to raise the number of applications that must go to the Zoning Board for review. In this location, the lots have been all placed into the I-B district to allow for both industrial and commercial uses. Mitigation of any off-site impacts from development of the expanded industrial and industrial/commercial districts can be accomplished through the site plan review process.

## **BUSINESS ZONES**

### **B-1 Zone**

The B-1 Zone should be reestablished along both sides of Landis Avenue, approximately between West Avenue and Myrtle Avenue. Additionally, the district standards should be amended to include multi-family residential uses, either solely or in combination with ground floor commercial use fronting on Landis Avenue. Recommended density for such multi-family residential or mixed-use developments should be higher than typical for the surrounding residential neighborhoods, but should not exceed 25 dwelling units per gross acre of land. Similarly, an increase in permitted building height over current height standards is recommended for these uses. A building height of four stories is recommended.

### **B-3 Zone**

The application of the B-3 Zone within the City requires an amendment to the zoning map to eliminate the current split-lot zoning that affects many lots. Rezoning these parcels to I-B will also increase their development potential by permitting a greater variety of business and industrial uses along the Rt. 47 frontage. These blocks and lots are listed along with other proposed changes in Table 1.

### **B-4 Zone**

The B-4 zone at the intersection of E. Landis Avenue and N. Lincoln Avenue is recommended for an expansion to the west to include Block 3304, Lot 33 as part of the development of the new ShopRite of Landis.

## **RESIDENTIAL ZONES**

### **Mixed Use Development**

The 2018 Reexamination Report found that the City's housing stock primarily consists of low-rise, low density residential types and notes the benefits a mix of medium to high density residential uses would bring to the downtown core. This observation is

also consistent with certain districts in the Center City Redevelopment Area and the 2008 Master Plan goals. A variety of infill housing in the form of multi-family apartment buildings, four-stories in height, with the potential for understory parking and a density of 25-30 units per acre is recommended. The best area for this planning and zoning design is between Delsea Drive and NW Boulevard, west and east boundaries, respectively, and from the railroad tracks as the northern boundary to Elmer Street on the south, as if it extended all the way from S. West Avenue to Delsea Drive. However, this area should be reviewed in concert with the proposed dissolution of the Center City Redevelopment Area to provide a consistent approach to downtown zoning. Consequently, the area for higher density housing may be more or less than the boundaries that are described here in light of the objective to increase residential density in the downtown.

### **Townhouse Infill Development**

In various areas of sparse residential development, where interior parts of existing neighborhoods have not been developed, but especially within proximity to the hospital, infill townhouse development with densities of 6-8 units per acre should be developed. The underdeveloped parts of the area bounded by Elm Road, Delsea Drive, Garrison Road and S. Orchard Road is suited for modest infill development. In addition, the superblock immediately to the south of the first region, bounded by Garrison Road, Delsea Drive, W. Sherman Avenue and S. Orchard Road, the west side of S. Orchard Road between Elm Road and Sherman Avenue, as well as the northeast side of the intersection of S. Orchard and W. Walnut Road are also ideal candidates for this type of development. These parcels are currently zoned R-3 and R-5. The intent is to create an overlay district for these areas with both minimum tract and maximum tract sizes since the planning concept is to keep the single family detached uses and to allow selected townhouse development, but not to displace single family detached uses altogether.

### **Active Adult**

Similar to the infill townhouse and mixed-use developments land use classifications, there are opportunities for active adult uses to be developed in specific areas of the City, particularly, at the eastern end of Landis Avenue near Giampetro Park and the Rudy's Airport site in the far northwest. Development regulations permitting active adult use should be incorporated as either a conditional use or overlay on these sites. Rudy's Airport is adjacent to the stream corridor for the Maurice River, which is an environmentally sensitive area. Consequently, gross densities for development on this site should be lower to maximum the land area to be set aside for open space and conservation that will be needed to ensure minimal impact to the stream corridor. Here, densities of 2-3 units per acre are appropriate. A variety of housing types suitable

for active adults should be considered. In other areas of Vineland where active adult uses are contemplated, a maximum density of 6-8 dwelling units per acre is fitting. Additional requirements for active and passive recreation facilities, open space and walkable design are recommended for this proposed land use.

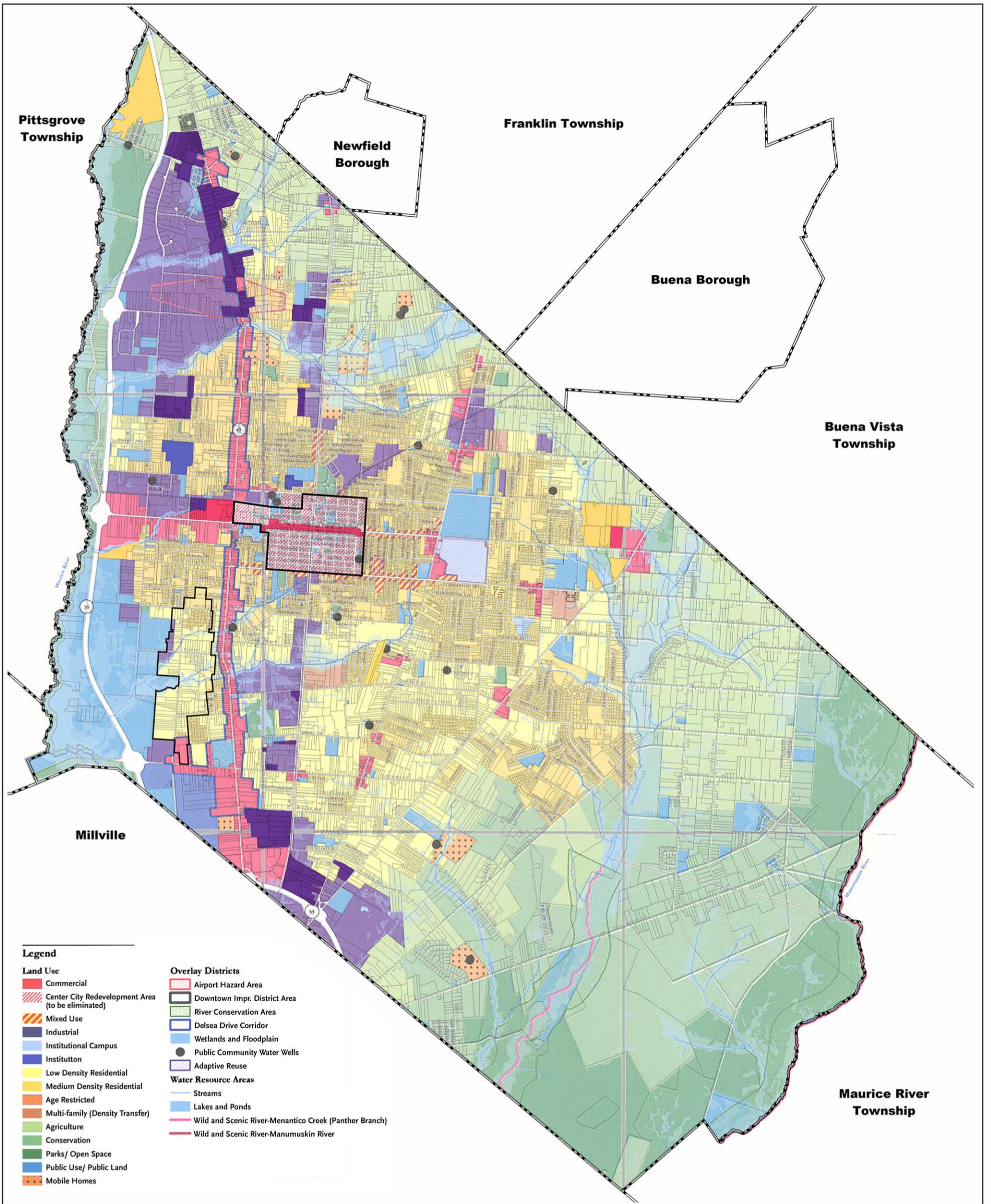
### **R-3 Zone**

In Block 5804, Lots 56-58 are recommended to be rezoned from R-5 to R-3. This change will permit infill development within the block that is consistent with the existing development pattern along E. Elmer Road, S. East Avenue and S. Main Road, south of Parvin Branch.

Block 101, Lots 2 and 5; Block 138, Lot 1 would be rezoned from the R-3 to a new active adult district as described under the “Active Adult” land use classification for a mixture of residential housing types at a preferred gross density of 2-3 units per acre.

### **CENTER CITY REDEVELOPMENT AREA**

The Center City Redevelopment Area (CCRA) encompasses a multi-block area on Landis Avenue that corresponds to the historic commercial and civic heart of Vineland. In 2004, the redevelopment area and redevelopment plan were implemented by creating nine new redevelopment districts. Over the years, the process established for applications in the redevelopment area has proven to be cumbersome and overly prescriptive. Furthermore, little redevelopment has actually occurred. Consequently, the redevelopment plan has not had the desired effect envisioned in 2004 and is proposed to be dissolved. Rescinding the redevelopment area will require determining the appropriate zoning districts to replace the redevelopment districts. For the most commercial aspects of the redevelopment area directly fronting on Landis Avenue, a modified B-1 Business District would suffice. The default zoning districts will be those in effect prior to the creation of the redevelopment area, but may require some revision to address the continuing goals of downtown revitalization that first led to the creation of the CCRA. In particular, the area roughly bounded by Delsea Drive and NW Boulevard, west and east boundaries, respectively, and to the railroad tracks as the northern boundary and Elmer Street (as if it extended all the way from S. West Avenue to Delsea Drive and south) would be identified for higher density residential and mixed use development similar to that envisioned by the West Vineland Village redevelopment district. To the degree legally permissible, the design standards of the redevelopment plan would be incorporated into the land use ordinance to continue with the encouragement of good architectural design in future buildings and renovations.

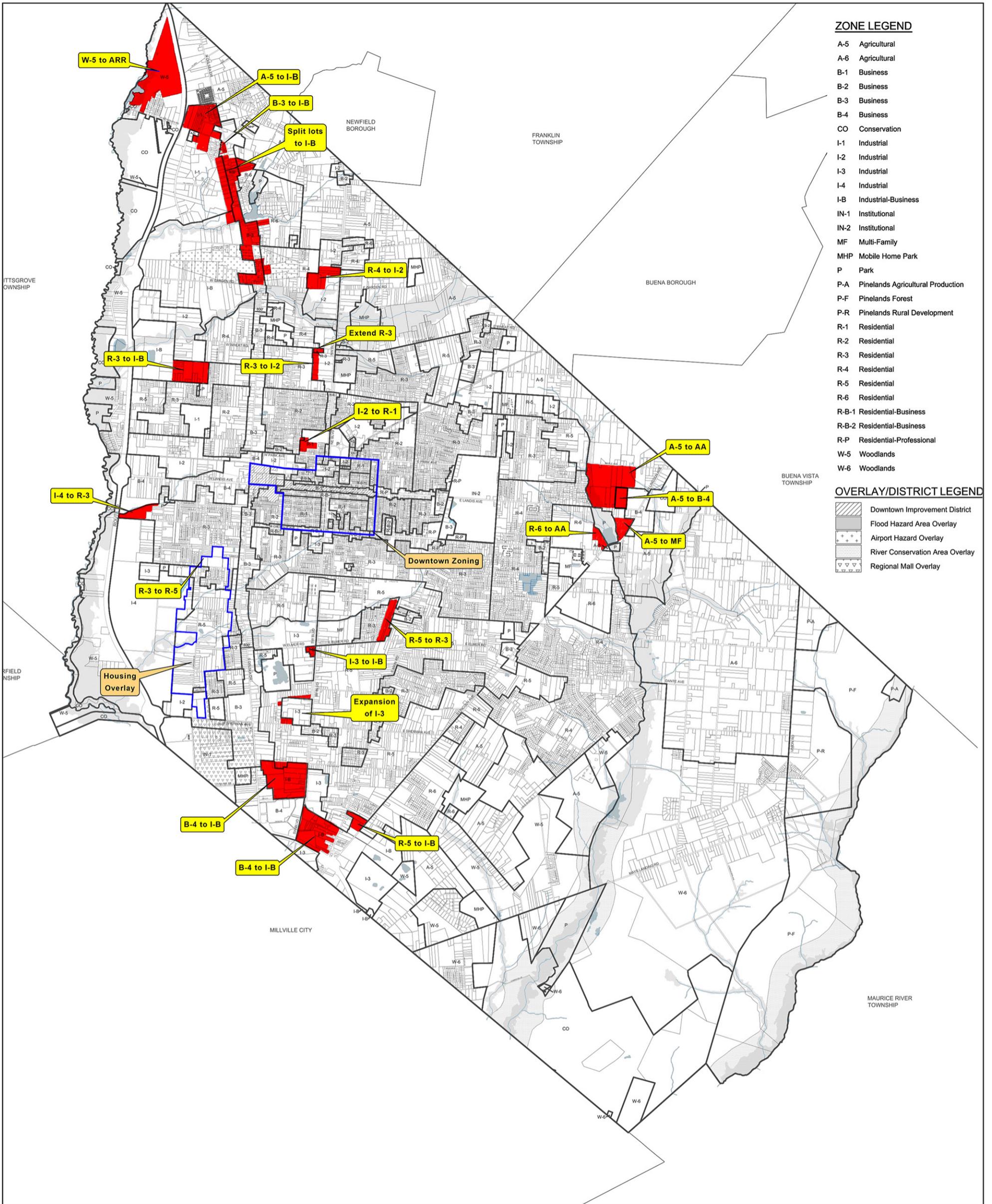


**Clarke Caton Hintz** ● ● ■  
 Architecture  
 Planning  
 Landscape Architecture

# Amended Land Use Plan

LOCATION:  
 Vineland City, Cumberland County, NJ

DATE:  
 December 2019



**ZONE LEGEND**

- A-5 Agricultural
- A-6 Agricultural
- B-1 Business
- B-2 Business
- B-3 Business
- B-4 Business
- CO Conservation
- I-1 Industrial
- I-2 Industrial
- I-3 Industrial
- I-4 Industrial
- I-B Industrial-Business
- IN-1 Institutional
- IN-2 Institutional
- MF Multi-Family
- MHP Mobile Home Park
- P Park
- P-A Pinelands Agricultural Production
- P-F Pinelands Forest
- P-R Pinelands Rural Development
- R-1 Residential
- R-2 Residential
- R-3 Residential
- R-4 Residential
- R-5 Residential
- R-6 Residential
- R-B-1 Residential-Business
- R-B-2 Residential-Business
- R-P Residential-Professional
- W-5 Woodlands
- W-6 Woodlands

**OVERLAY/DISTRICT LEGEND**

- Downtown Improvement District
- Flood Hazard Area Overlay
- Airport Hazard Overlay
- River Conservation Area Overlay
- Regional Mall Overlay



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 Landscape Architecture

# Proposed Zoning

LOCATION:  
 Vineland City, Cumberland County, NJ

DATE:  
 December 2019