

NJ Office of Planning Advocacy

**State Plan Endorsement
Opportunities & Constraints Assessment Report**

For:

**The City of Vineland, Cumberland County
November 2, 2022**

Contents

NJ Office of Planning Advocacy Section

- Introduction 3**
- Background Related to Plan Endorsement 3**
- Relation to the State Development and Redevelopment Plan (State Plan)..... 3**
- Trend Analysis, Realistic Development Potential, and Buildout 4**
- Build out Analysis from the Cumberland County Wastewater Management Plan (WMP): 4**
- Trends Conclusion..... 8**

Introduction

Municipal Plan Endorsement is a voluntary review process designed to ensure the coordination of state, county, and municipal planning efforts in achieving the goals and policies of the State Planning Act (Act). The State Development and Redevelopment Plan (State Plan) is the blueprint for achieving these goals and provides the template for coordination. The endorsement process expands upon the requirements of the Municipal Land Use Law (MLUL) and incorporates many planning initiatives of the State agencies.

This document and associated attachments provided by the other State Agencies comprise the Opportunities and Constraints Assessment Report (O&C) conducted as part of the Municipal Plan Endorsement (PE) process. This report provides for a comparison of information provided by the municipality with the most up-to-date regional and statewide data to determine whether trend growth is sustainable and viable. This information is intended to guide and direct the planning and to develop a vision with a twenty-year planning horizon. The vision shall provide for sustainable growth, recognize fiscal constraints, housing needs and protection of natural, and historic resources. Community visioning should take into consideration the findings and conclusions of the State Agencies' Opportunities and Constraints Analysis (O&C). In addition, the O&C provided specific comments that will be incorporated in the Plan Implementation Agreement (PIA).

Background Related to Plan Endorsement

The City of Vineland initiated the Plan Endorsement process by requesting and attending a pre-petition meeting with OPA and partner State agencies on May 12, 2020. The Plan Endorsement Advisory Committee was authorized by the City in October of 2021. Also in October 2021, the City of Vineland submitted their Municipal Self-Assessment (MSA) report to the New Jersey Office of Planning Advocacy as a key step towards Plan Endorsement. The MSA was authorized by the City on October 12, 2021, via resolution 2021-468. As part of the Plan Endorsement process, the Township has Community Visioning scheduled for November 10 and 21, 2022.

Relation to the State Development and Redevelopment Plan (State Plan)

Vineland was designated as a Regional Center on May 20, 1994 and is set to expire March 31, 2023. According to the Municipal Self-Assessment Report, the municipality is seeking continue Plan Endorsement to “ensure its current plans and strategies are aligned with State development and conservation policies and goals, and to streamline intergovernmental interaction and cooperation in the furtherance of those strategies and goals”. Specifically, Vineland seeks “recognition and retention of the currently designated Sewer Service Area...technical assistance with, and State investments in, transportation initiatives such as sidewalk and bicycle network expansion, technical and financial assistance for preservation and enhancement of scenic natural resources, and priority status for grants and loans that will further our joint objectives.” The City also hopes for help in acquiring, cleaning up and redeveloping the Vineland State School as an industrial park.

The State Plan Policy Map accompanies the State Plan and categorizes every area in the State into specific Planning Areas based on their suitability for growth, development, and preservation. The State Plan Map that was adopted in 1994, excluding the 7% of the City that is in the Pinelands, has its growth area concentrated along State Highway 55, Rt 47 and the grid surrounding its mile-long backbone, Landis Avenue. The eastern half of the City is identified and zoned for farms and lower density residential. The Maurice River Corridor and its major tributaries are set aside for open space preservation.

Trend Analysis, Realistic Development Potential, and Buildout

During Step 4 of the Plan Endorsement Process the New Jersey Office of Planning Advocacy (OPA) typically performs the Trend Analysis, which is conducted based on the current zoning information given by the municipality. During this analysis, OPA considers known environmental constraints along with identified State Plan Parkland as impediments to development. Also eliminated from development consideration are wetlands (with a 25-foot buffer), presence of Category 1 (C1) Streams, existing developed land including infrastructure, and identified surface water. The net result from the Trend Analysis determines the amount of housing and commercial space that can be potentially built given current zoning regulations.

Ultimately, the information provided throughout this document shall be utilized to inform community visioning and planning. The objective of the analysis is to provide the municipality with an idea of how it might appear at time of full buildout based on current land use and zoning regulations. In Vineland's case, NJOPA did not need to conduct this analysis as it was already done.

The Cumberland County Wastewater Management Plan report included results for each municipality in the County's build-out analysis. City of Vineland's build-out can be found in Chapter 4, page 50-56. Cumberland County Wastewater Management Plan's build-out will provide the City with an idea of how it might appear at full build-out based on current land use and zoning regulations. The Office of Planning Advocacy advises the City to utilize this build-out moving forward in its visioning and planning for the future.

Build out Analysis from the Cumberland County Wastewater Management Plan (WMP):

LSA SEWER SERVICE AREA IN THE FUTURE

Due to the large amount of existing and projected development, LSA's ultimate sewer service area is quite large. The City of Vineland's Master Plan and zoning regulations limit high intensity growth to areas west of the Menantico Creek. The City identifies the area east of the Menantico Creek as a Rural/Conservation area for environmental and agricultural reasons. Accordingly, there are no current plans for sewer service in the Rural/Conservation area during the time frame of this WMP.

The City of Vineland is the largest municipality, in terms of population and industry, in Cumberland County. Vineland has been, and is projected to continue to be, the fastest growing municipality in the County. New Jersey Route 55 is the only limited-access freeway in the County, and with pressure from redevelopment of urban areas in the empowerment zone and Urban Enterprise Zone, development of industrial properties in industrial parks, and, to a lesser degree, development of residential properties, the resulting need for wastewater collection and treatment will likely continue.

It is the City of Vineland's and LSA's intentions to sewer the majority of the mobile home parks within a reasonable proximity of public sewer service. It is recognized that individual subsurface sewage disposal systems used by the mobile home parks cannot be expected to last indefinitely due to the eventual clogging of all pore space within the absorption field. In many of the areas served by individual subsurface sewage disposal systems, installation of new absorption fields may not be feasible due to land constraints. Therefore, connection to the public sewer system is the most viable alternative.

Table 29. Vineland City- Sewer Service Area Build-out by Zoning					
Wastewater Treatment Facility (or "Proposed" Facility)	Zone	Developed Area (Acres)	Developable Area (Acres)	# of Units (residential)/ Square Feet (commercial)	Build-out MGD
Landis Sewerage Authority	A5	169	22	32 / 280,317	0.037
	A6	7	0	0 / 330,165	0.033
	ARR	12	4	7 / 28,231	0.0049
	B1	3	0	0 / 91,161	0.009
	B2	164	0	41 / 2,667,812	0.279
	B3	1,018	66	116 / 1,579,137	1.614
	B4	676	85	44 / 12,792,328	1.292
	CPO	22	0	22 / 169,982	0.023
	EG	10	0	0 / 85,146	0.008
	I1	395	0	3 / 3,250,014	0.325
	I2	870	54	65 / 6,608,254	0.680
	I3	472	20	21 / 4,081,599	0.444
	I4	721	9	21 / 0	0.000
	IB	944	71	73 / 3,949,669	0.416
	IN1	179	128	0 / 45,046	0.004
	IN2	339	0	2 / 0	0.000
	LC	37	0	21 / 872,805	0.093
	LMS	44	0	11 / 703,683	0.073
	MF	180	7	239 / 764,721	0.148
	MHP	325	0	2 / 12,240,813	1.224
	NC	30	0	56 / 552,251	0.072
	P	195	0	0 / 0	0
	P/G	6	0	0 / 0	0
	PC	98	0	0 / 3,304,370	0.330
	P	408	0	1,164 / 934,354	0.442
	R1	45	0	48 / 0	0.014
	R2	1,019	30	1,992 / 287,050	0.626
	R3	3,578	119	4,939 / 1,273,319	1.609
	R4	2,258	125	2,632 / 410,528	0.830
	R5	3,629	219	1,521 / 5,540,764	1.010
	R6	815	139	351 / 1,084,315	0.213
	RB1	78	1	60 / 545,937	0.072
	RB2	9	0	0 / 403,951	0.403
RP	160	2	74 / 1,174,931	0.139	
W5	225	15	79 / 7,638,707	0.165	
W6	0	0	0	0	
WW	49	0	3 / 503,019	0.051	
Part of LSA in Millville	IMU	0	76	0 / 0	0.004
Developed Build-out					12.647
Developable Area Build-out					0.362
Total SSA Build-out					13.009

Table 30. Vineland City - Septic Area Build-out						
HUC 11	Residential Area (Acres)	# of Units Residential	Non-Residential Area (Acres)	# of Units Non-Residential	Total Acres	Total New Units
02040206130	0	11	12	3	112	8
02040206140	757	1,047	5,450	88	6,207	260
02040206150	0	0	0	0	0	0
02040206160	0	0	157	0	157	0
02040206170	4	58	474	8	478	36
02040206180	504	1,193	9,845	20	10,349	269
02040206190	607	290	5,847	1	6,454	79
Totals	1,872	2,599	21,785	120	23,757	652

LSA TREATMENT CAPACITY

The annual average wastewater flow at LSA's wastewater treatment plant is projected to reach 10.9 MGD by the ultimate buildout of the proposed sewer service area. Accordingly, an expansion of 0.7 MGD for the treatment plant is required. Therefore, planning approval for a flow of 10.9 MGD is requested through this plan submission. The LSA wastewater treatment facility is currently permitted under NJPDES Permit No. NJ0025364 for a flow of 10.2 million gallons per day (MGD). LSA provides advanced wastewater treatment pursuant to the requirements of their NJPDES permit. One hundred percent of the treated effluent is used for ground water recharge by either high-pressure aerial sprays or Infiltration/Percolation (IP) lagoons.

During 1999 and 2000, LSA expanded the capacity at their advanced wastewater treatment facility in accordance with the requirements of a Treatment Works Approval permit issued to LSA. The 1999/2000 construction project increased their capacity by the addition of an aerated equalization system, conversion of the East Spray Gun area from high pressure aerial sprays to IP lagoons similar to the existing IP lagoons, and miscellaneous upgrades to the Return Activated Sludge pumping system. Collectively, these improvements and additions were designed to increase the overall facility capacity. An engineer's report on a process unit by unit evaluation to handle increased flow was completed at the time of a NJPDES application to re-rate the plant. A new TWA and a NJPDES permit modification were issued resulting in the increase to 10.2 MGD. The LSA has awarded a contract in 2018 for \$8 million in upgrades to the treatment plant as part of its asset management plan to upgrade its infrastructure. These improvements, mostly replacement or upgrades of 25-30 year old mechanical equipment, will provide sound treatment infrastructure out to at least 2040.

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The results of the buildout analysis indicate that the maximum buildout of the developable areas within the sewer service area, as permitted by current zoning densities, would result in a total wastewater flow of approximately 10.9 MGD. The buildout analysis clearly confirms the need to expand the existing LSA wastewater treatment facility beyond its current 10.2 MGD capacity. The

present capacity is expected to be available for development beyond 2030 with the re-rated facility and new NJPDES permit that increased the capacity to 10.2 MGD.

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2.3 ABANDONMENT OF TREATMENT FACILITIES

As the mobile home parks, identified in Section 2.1, connect to LSA's sewer system, their treatment facilities will be abandoned. A summary of these mobile home parks is provided below.

1. Chapman Manufactured Housing at 768 East Garden Road NJG0084395
2. Grove Acres Mobile Home Park at 576 West Forest Grove Road NJG0084450
3. Heritage Hill Estate Mobile Home Park at 3730 South Delsea Drive
4. Lake Acres Mobile Home Park at 4191 Lake Drive
5. Lamplighter Manufactured Housing Community at 3592 North Delsea Drive NJG0084590
6. Malaga Camp Meeting on 4500 North Delsea Drive NJG0153796
7. Redwood Court at 1811 North Delsea Drive NJG0084441
8. Victoria Mobile Homes at 2089 North Delsea Drive NJG0170003
9. White Lion Mobile Home Park at 4111 North Delsea Drive

Zone Name	Acres	Available Land (ac)
A-5 - Agriculture	5,174	450
A-6 - Agriculture	2,733	92
ARR – Age Restricted Residential District	16	4
B-1 – Business	3	0
B-2 – Business	172	1
B-3 – Business	1,146	71
B-4 – Business	865	109
CO - Conservation	2,767	1
CPO- Civic and Professional Office District	22	0
EG- East Gate Mixed Use District	10	0
I-1 – Industrial	512	22
I-2 – Industrial	1130	55
I-3 - Industrial	538	36
I-4 - Industrial	843	9
I-B – Industrial-Business	1460	119
IN-1 – Institutional	305	128
IN-2 – Institutional	339	0
LC – Landis Ave. Commercial District	37	0
LMS – Landis Ave. Main Street District	44	0
MR – Multifamily	213	14
MHP – Mobile Home Park	399	0
NC- -Neighborhood Commercial District	60	0
P – Park	663	0
P-A – Pinelands Agricultural Production	161	11
P-F – Pinelands Forest	2,456	17
P-R- -Pinelands Rural Development	607	56
P/G – Park/Greenspace Redevelopment	6	0
PC – Plaza Commercial District	98	0
R – Residential District	408	0
R-1 – Residential	45	0
R-2 – Residential	1,049	30
R-3 – Residential	3,819	140
R-4 – Residential	2,862	187
R-5 – Residential	4,175	228
R-6 – Residential	1,191	160
R-B-1 – Residential-Business	79	1
R-B-2 – Residential-Business	9	0
R-P – Residential-Professional	162	2
W-5 – Woodlands	3,077	319
W-6 – Woodlands	4,431	722
WW – West Vineland Village Mixed Use	49	0
Total	44,135	2,984

Trends Conclusion

Vineland's population per the 2020 Census has contracted 1% rather than expanded as it had been predicted to do by 2020, leaving the 2040 population expansion from 59k to 69k as projected by SJTPO unlikely, but the City is on track to be prepared for it. At the time of the County WMP (2018), the 5 year average monthly flow the City was generating was 5.95 MGP with the potential to reach 6.45 MGP or 63% of capacity if all permits were used to their capacity. With the Cumberland County WMP, the City of Vineland has requested planning approval to expand the Landis Sewerage Authority's (LSA) capacity from 10.2 to 10.9 MGD to meet the potential build-out of the City calculated in the plan (above); the SJTPO's 2040 population projections, and to add a number of mobile home parks onto its wastewater system. With this expansion, Vineland will be well prepared for its projected build out including projected 2040 population growth.

Water supply capacity is also sufficient for anticipated growth as discussed in the NJ Department of Environmental Protection's report below.