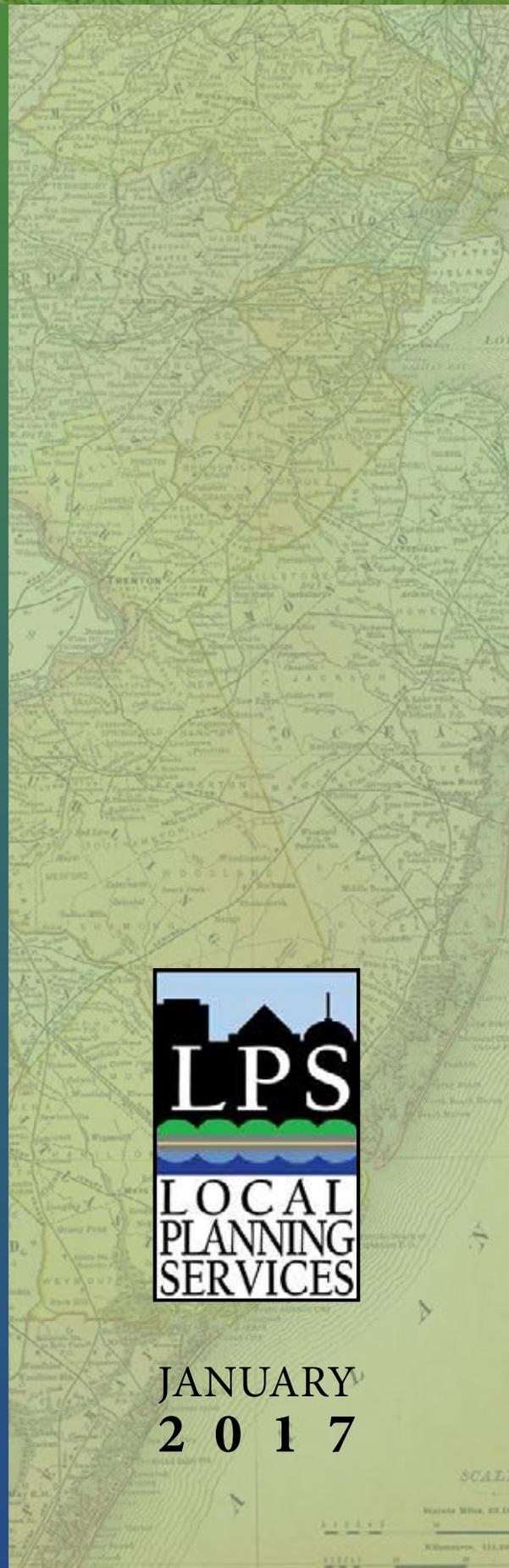




City of Millville Land Use Plan Element



JANUARY
2017

City of Millville Land Use Plan Element

Adopted by the City Planning Board on January 9, 2017

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The original document, on file with the City of Millville, has been appropriately signed and sealed in accordance with the provisions of N.J.S.A. 45:14A-12 by Thomas J. Stanuikynas PP, AICP – the Local Planning Services team leader for the preparation of this Master Plan Land Use Element.

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Executive Summary



In October 2015, the City of Millville requested planning assistance from the New Jersey Department of Community Affairs, Office of Local Planning Services (LPS). The City and LPS collaboratively agreed that preparing a new Land Use Plan Element would be the most effective approach to address current land use issues, development activities and future trends in Millville. LPS partnered with the City's Working Committee, which was established by the Governing Body, in preparation of this Land Use Plan Element. Feedback from a public focus group strategy session, City officials and the Working Committee resulted in the

development of goals to address topic areas including: wastewater management, open space conservation, farmland preservation, economic development, encouragement of development and redevelopment in targeted growth areas, and simplification of zoning districts and ordinances.

LPS reviewed current land use development regulations and relevant planning documents including the 2005 Master Plan and Land Use Element and 2012 Reexamination of the Master Plan Report. LPS also conducted a demographic analysis to determine where people live and work within the City. In addition, the project team analyzed land use patterns, natural conditions and property classifications, which were



then mapped to ascertain the precise location and attributes of the various land uses in the City. As a result of the input received and research conducted, this Land Use Plan Element developed 16 unique land use categories and an associated land use map. The land use categories are as follows:

- Downtown Commercial
- Neighborhood Commercial
- Highway Commercial
- Regional Commercial
- Airport Enterprise
- Business Enterprise
- Motorsports Enterprise
- Multi-family Residential
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Lakeshore Mixed Use
- Laurel Lake Residential
- Farmland Production
- Open Space
- Institutional

The land use map was drafted by referencing the following data sets: aerial photography; parcel boundaries; tax records; current zoning; open space; land use and land cover; and roadway centerlines. The land use categories reflect current conditions and seek to direct future trends in Millville. Each land use category includes a discussion of the existing conditions, geographic description, intent and purpose (vision), and zoning and land use regulation recommendations. The land use categories will serve as a blueprint for the City to take the next step in creating and adopting zoning districts and land use regulations that will guide development in a more predictable manner. New zoning districts and regulations based on the recommendations set forth in this document will reduce the need for variances while addressing the goals and vision of the City officials and the community at large.



Introduction

The New Jersey Municipal Land Use Law (MLUL) grants substantial power to local planning boards to regulate land use and development. This power emanates from the adoption of a master plan. The MLUL (N.J.S.A. 40:55D-28 a) states that:

The planning board may prepare and, after public hearing, adopt or amend a master plan, or component parts thereof, to guide the use of lands within the municipality in a manner which protects public health and safety and promotes the general welfare.

The master plan serves as a blueprint for land use regulation and development in a community. It also documents the current conditions of the municipality and addresses those issues that may have an impact on the community. The MLUL requires that the master plan include “a statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based.”

The MLUL, at N.J.S.A. 40:55D-28 b (2), specifically states that the master plan shall at a minimum contain a Land Use Plan Element and a Housing Plan Element:

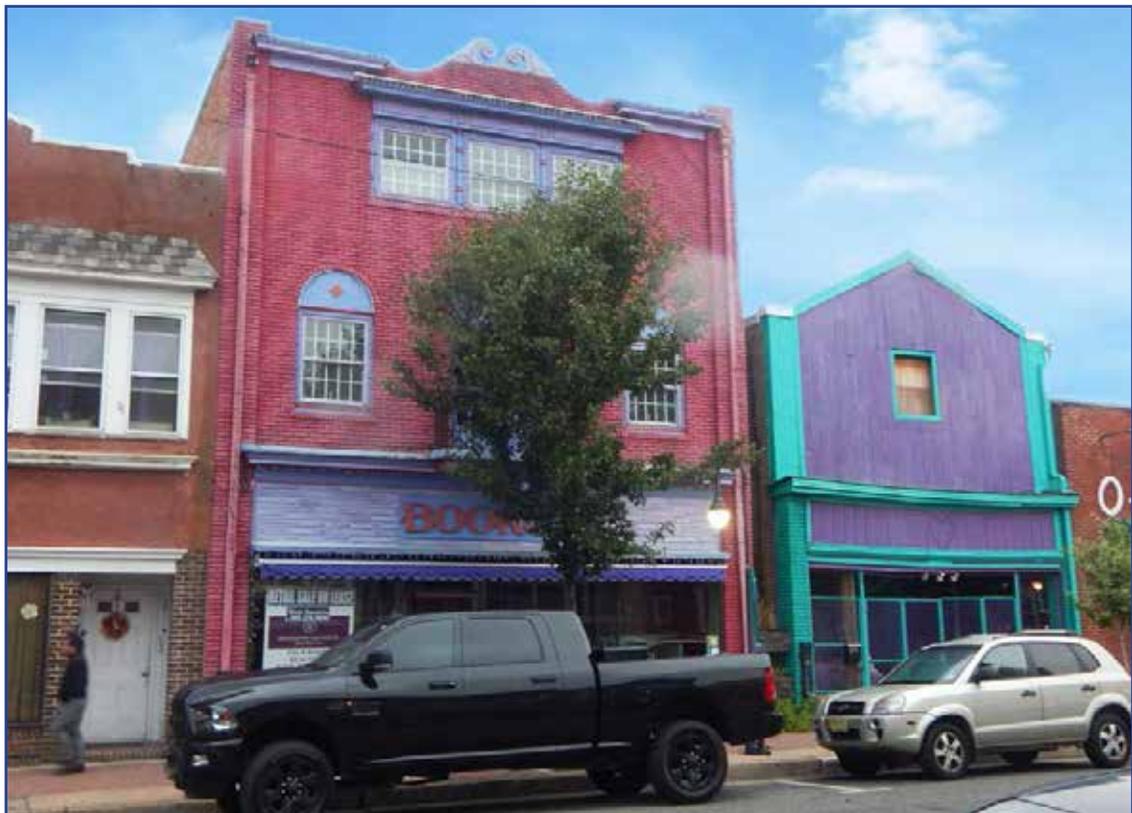
A land use plan element (a) taking into account and stating its relationship to the statement provided for in paragraph (1) hereof, and other elements and natural conditions including but not necessarily limited to topography, soil conditions, water supply, drainage, flood plain areas, marshes and woodlands; (b) showing the existing and proposed location, extent and intensity of redevelopment of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, open space, educational and other public and private purposes or combination of purposes, including any provisions for cluster development and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance; and (c) showing the existing and proposed location of any airports and the boundaries of any airport safety zones delineated pursuant to the “Air Safety and Zoning Act of 1983,” P.L. 1983, (C.6:1-80 et al.); and (d) including a statement of the standards of population density and development intensity recommended for the municipality.

This Land Use Plan Element (“Plan”) addresses the above requirements and is intended to provide further analysis of current demographic and land use conditions and issues, an inventory of existing and proposed development types and densities and maps and text depicting new future land use categories. The new Land Use Plan Element will serve as the model for planned future re-



examinations and modifications to the other Elements of the 2005 Master Plan and its 2011 amendments. Future changes to the Master Plan's other Elements will be based on the findings and vision of this Plan.

The purpose of this 2016 Land Use Plan Element is to produce policy guidelines and specific recommendations to guide the City as it updates its zoning districts and land use regulations. Sixteen unique land use categories are presented to reflect the variety of residential, commercial, industrial, conservation and institutional land uses within Millville. Recommendations are proposed for each land use category and are the result of topics raised by City officials and the public and are informed by the City's existing planning documents as well as by demographic and spatial analyses. The Plan considers wastewater management planning, conserving open space, farmland preservation, limiting large lot subdivisions in the west end of the City, encouraging development and redevelopment in targeted growth areas, management of single family to multi-family conversions in the Downtown and simplification of zoning districts and ordinances.



Planning Process



The City of Millville submitted an application to the New Jersey Department of Community Affairs Local Planning Services (LPS) on October 10, 2015, requesting assistance in implementing zoning ordinance amendments in order to better address current economic, development and land use conditions. LPS met with City representatives on January 19, 2016 to discuss the request in more detail and both parties collaboratively agreed that an update to the current Land Use Plan Element would be the best way to address the City's goals and objectives.

At their March 1, 2016 meeting, the Board of Commissioners approved Resolution # R92-2016, authorizing the acceptance of the Scope of Services with LPS. The resolution also established a working committee to provide guidance for the project and to provide relevant information to LPS. The Working Committee includes Brock D. Russell (City of Millville Solicitor), Todd Oliver (Planning Board Vice Chairman), Sarah Birdsall (Planning Consultant) and Samantha Silvers (Assistant Planner). Commissioner Lynne Porreca-Compari and Planning Board Chairman Robert Gallaher, Jr. also participated in the Working Committee meetings. During development of the Plan, LPS staff met regularly with the Working Committee and City officials, conducted site visits, assessed current land use regulations and reviewed existing planning studies and development plans to better understand the current land use issues and development activities.

On June 6, 2016, the City hosted a public focus group strategy session to assist in the development of goals and recommendations for the Land Use Plan Element. The event was attended by over 40 participants representing



the business community, property owners, non-profit organizations, City representatives and interested residents. The meeting was facilitated by Local Planning Services staff and organized into three discussion topics:

1. Airport / Motorsports Park / Industrial Areas
2. Center City Business & Residential / Arts District / Highway Commercial
3. Agricultural and Land Conservation / Holly Ridge Site / Wawa Tract

Participants were encouraged to engage in discussion and generate ideas. The three groups performed a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis for each topic area, which is contained in Appendix A. From the SWOT analysis, the teams crafted five recommendations for their respective topics that were later presented to the whole group. At the end of the session, the attendees had the opportunity to cast six votes for the recommendation(s), which they felt the strongest. A composite list of the recommendations (and number of votes) provided by the attendees and recorded at the focus group strategy session is provided below. A total of 187 participant votes were cast.

Focus Group Recommendations:

1. Capitalize on current assets in the Downtown and the future Community College. Attract younger shoppers and residents by extending and maintaining consistent business hours, increasing parking, marketing and investing in the area, providing more security and encouraging diverse and college related businesses such as coffee shops with free Wi-Fi. (29)
2. Develop and beautify the Maurice River Waterfront Area and Downtown by organizing more events and activities, encouraging mixed use, attracting more dining establishments and entertainment venues and including current overlay zoning regulations as permitted uses. (27)
3. Strategically downsize, strengthen and shrink the current airport historic district. (25)
4. Extend sewer service lines to the Laurel Lake Community. (16)
5. Develop County Freeholder support and commitment for transportation improvements, such as:
 - 1) redesign of the Route 47/55 interchange for improved safety;
 - 2) extend Nabb Avenue to Buckshutem Road to improve access to Airport; and create a new Route 55 interchange at Orange Street for better truck circulation to and from the industrial parks. (16)

6. Develop better access to the Airport and Motorsports Park via Nabb Avenue. (15)
7. Rebrand “Industrial” zones to a more inclusive term, such as “Business Enterprise” zones. (12)
8. Increase public services and programs by increasing space at library and community center. (11)
9. Encourage people to live in the Downtown Business District by allowing/constructing residential apartments above 1st floor retail space. (10)
10. Support the purchase of undeveloped land in Millville to connect open space in the Region. (8)
11. Incentivize owners to maintain and improve the upkeep of properties and buildings to attract new and younger owners to come in and rebuild or rehabilitate homes in the Downtown. (6)
12. Create an inventory of redevelopment and new development properties. (6)
13. Map points of interest, add directional signage and brand Millville as the “Last Hub” for shopping for tourists on the way to the Jersey Shore. (2)
14. Provide more diverse business uses such as professional/office buildings, commercial establishments, etc. in the existing industrial parks. (2)
15. Reassess properties in the City for new highest and best uses. (2)

The input gathered from the participants at the focus group strategy session was analyzed by LPS staff and incorporated into the goals and recommendations set forth in this Land Use Plan Element. Throughout the development of this Plan, LPS Staff and the City’s Working Committee met regularly to review, discuss and refine the content of the Plan in order to ensure that the City’s vision was reflected in both the text and the accompanying Land Use Map. Input received from stakeholders during this collaborative effort was used to inform LPS staff and to ensure goals and recommendations are congruent with the vision of the general community.



Goals for the Land Use Plan

The establishment of goals for this Land Use Plan Element was based upon the accumulation of feedback from the focus group strategy session, City officials and Boards and the Working Committee. Additionally, the Zoning Board identified reoccurring applications for variances in several zoning districts resulting in zoning ordinance amendment recommendations. Finally, the members of the Working Committee have expressed their vision for the City through a series of working sessions with LPS.

As described further in the following section, LPS also conducted a thorough review of all relevant documents including the Master Plan and Land Use Element (adopted by the Planning Board on May 9, 2005) and Reexamination of the Master Plan Report (adopted by the Planning Board on February 14, 2012). Both documents set forth goals and objectives that are relevant to land use issues in Millville.

The goals for this Land Use Plan Element and associated Land Use Map are as follows:

1. Provide a blueprint for the City to accommodate a variety of land uses and densities in the appropriate locations while maintaining a balance between development and land conservation.
2. Protect open space and critical habitats around the Maurice River and preserve the remaining active farmland by encouraging low densities or clustered development in rural areas.
3. Direct large-scale, higher density development towards the Downtown Business District and other already developed areas of the City that are served or are logical for sewer extensions.
4. Sunset outdated Redevelopment Plans, which are no longer relevant, while recognizing the continuation of the Area in Need of Redevelopment designations.
5. Resolve wastewater management planning issues by designing land use boundaries that are consistent with current infrastructure and future sewer service area boundaries.
6. Encourage economic development and investment by attracting businesses and retailers to the Downtown Business District, commercial corridors and industrial centers.
7. Utilize data to create land use categories and boundaries that avoid potential use conflicts.
8. Reduce the number of land use categories to simplify zoning districts and limit overlay zones.
9. Present a clear purpose, intent and vision for each land use category.
10. Establish user-friendly land use regulations to reduce the need for reoccurring variances and code violations.

General Overview



The following is a brief summary of the location, existing infrastructure and setting of the City of Millville. A more thorough description of each topic can be found in the 2005 Master Plan.

Millville is 44.5 square miles in size and is located in the center of Cumberland County, New Jersey (see Map 1). The City is uniquely positioned to attract new businesses as it participates in the Main Street NJ Program and contains a Foreign Trade Zone, a Federal Empowerment Zone and an Urban Enterprise Zone.

Millville is conveniently located less than an hour drive from Philadelphia, Wilmington and Atlantic City. State Route 55, a limited

access highway, has two exits within Millville and connects the City with Interstate 295. State Route 47 (running north to south) and State Route 49 (running east to west) are important arterials that intersect in the center of the City. Millville is served by three NJ TRANSIT bus routes: 313 – Philadelphia to Cape May; 408 Philadelphia to Millville; and 553 Upper Deerfield to Atlantic City. The Millville Executive Airport (MIV) includes 6,000' runways and ample hangar and office space.

The City operates its own water and sewer utilities. According to the Millville City website, the water distribution system totals more than 100 miles of water mains with more than 800 fire hydrants and the sanitary sewer collection system includes 21 sewage lift stations and 80 to 90 miles of collection lines. The rural areas of the City rely on private wells and septic systems. A more detailed description of the existing water and wastewater system can be found in the Utilities Element of the 2005 Master Plan. Future expansion and the sewer service area will be discussed later in the Land Use Plan Element.

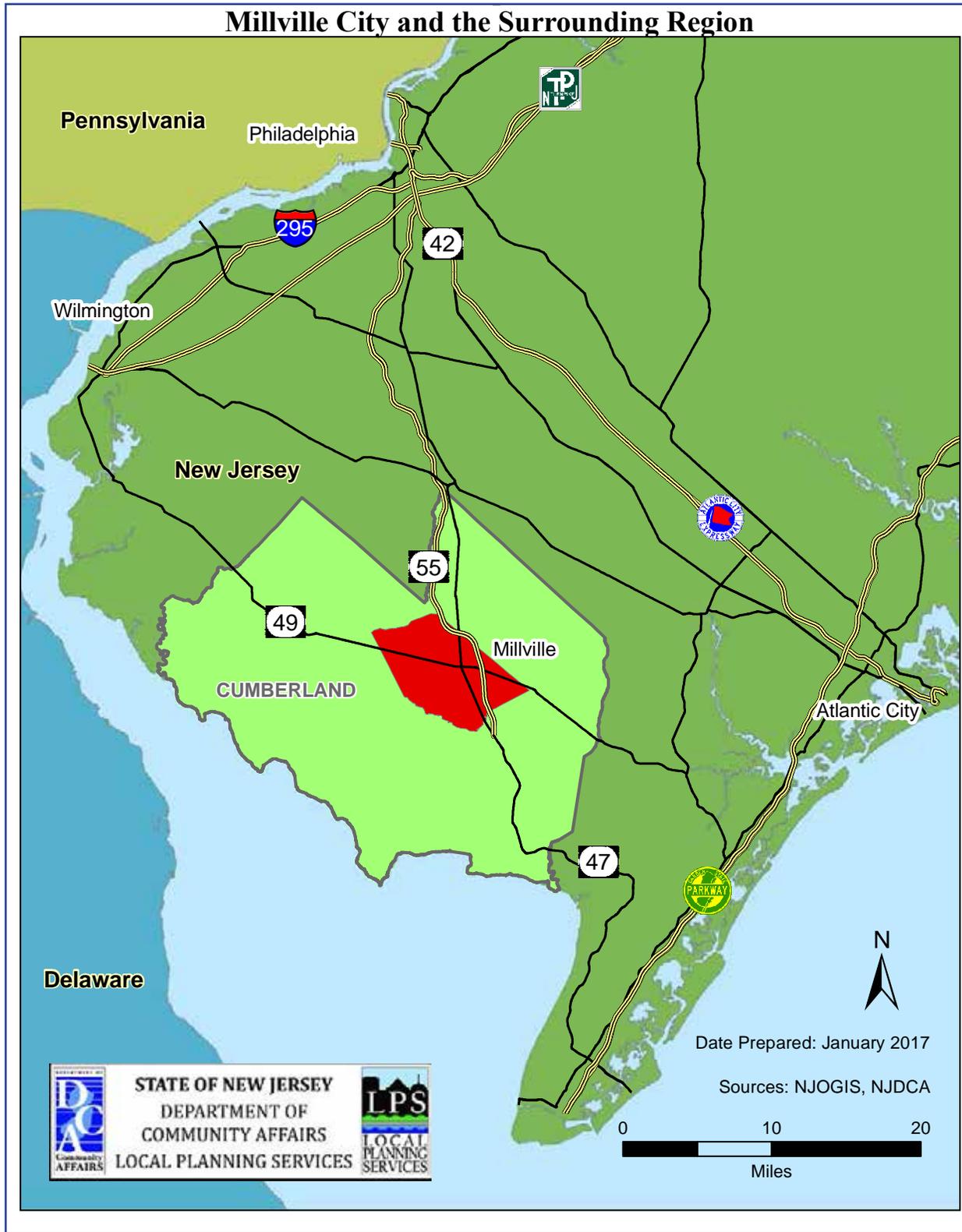
The Maurice River flows north to south through Millville and is part of the Congressionally-designated National Wild and Scenic Rivers program, south of the City's Fowser Road Sewage Treatment Plant. Union Lake, a 900-acre body of water, is impounded by a dam located northwest of the City Center. In addition to being significant environmental resources, the Maurice River, Union Lake and Laurel Lake are major recreational and tourist attractions. The City is also home to an array of local parks, playgrounds and playfields as well as the Cumberland County Fairgrounds and five State-owned Wildlife Management Areas, which provide an array of outdoor activities (see Map 2). The Recreation Plan Element of the 2005 Master Plan further describes the recreational facilities found within the City limits.

Historically, Millville's residential and industrial core was centered along the Maurice River, at the crossroads of Routes 47 and 49. Beyond this center the remaining portions of the municipality were rural farms or undeveloped forest. Development remained concentrated in the center of the City until the last 50 years when suburbanization and regional forces spurred construction of single family housing and subdivisions beyond the downtown and into surrounding farmland. Today, the development pattern resembles the spokes of a bicycle wheel in which the built environment is the densest in the center extending outward to the City limits along the arterial roadways. A detailed description of the land use pattern in Millville is discussed in the "Land Use and Land Cover Analysis" section of this Plan.



Map 1

Millville City and the Surrounding Region



Relationship to Relevant Plans

The 2005 Master Plan contains a section entitled, “Consistency with other Planning Documents”, which describes in detail the relationship of the land uses in Millville with the policies of the surrounding municipalities, Cumberland County and the State of New Jersey’s 2001 State Development and Redevelopment Plan. Below is a review of planning documents that are relevant to land uses in Millville.

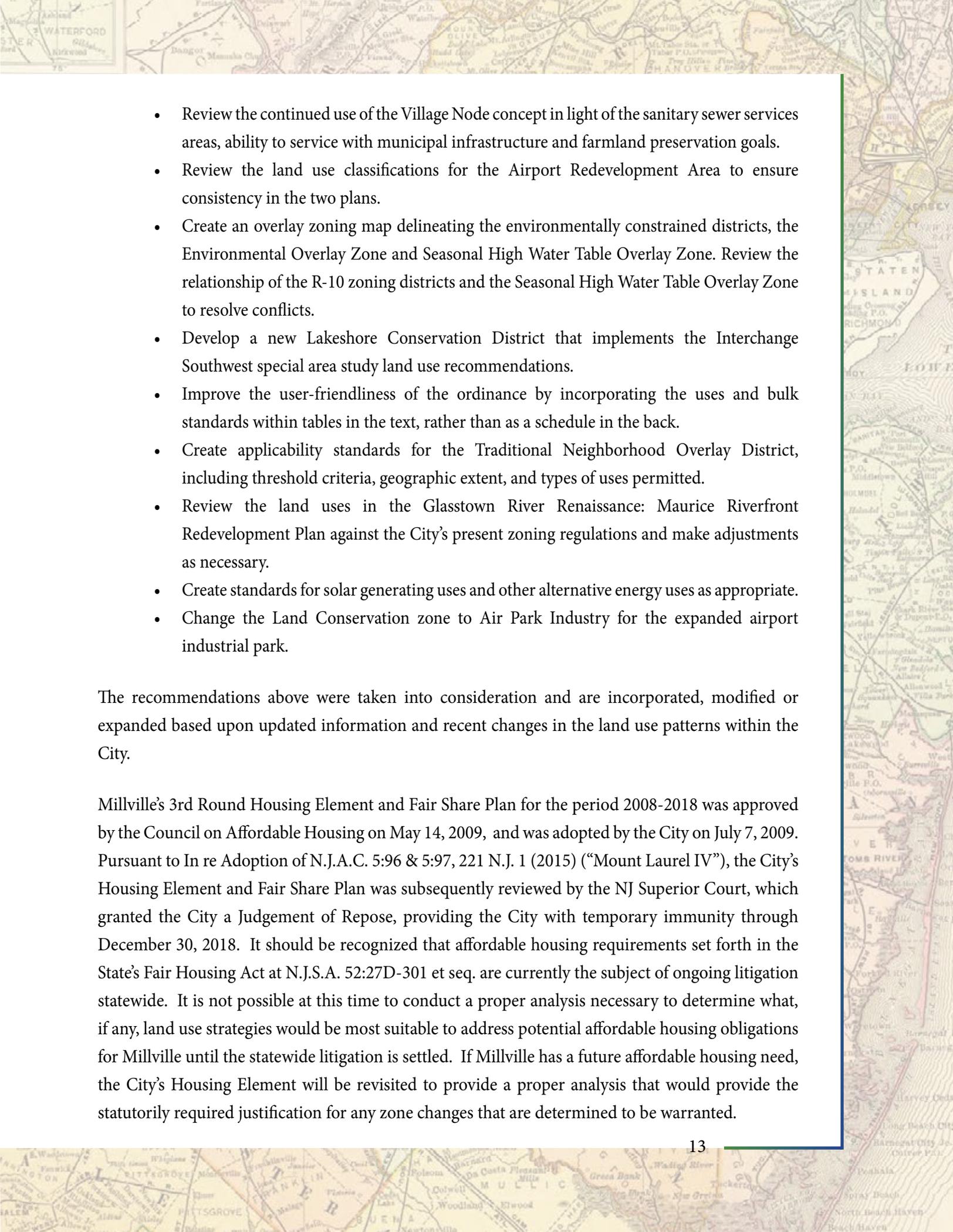
City of Millville Master Plan, Master Plan Elements and Reexamination Report



Millville’s last Master Plan and Land Use Plan Element were adopted on May 9, 2005. In addition to the Land Use Plan Element, the City also adopted the following elements: Community Facilities; Utility Services; Circulation; Historic Preservation; Recreation; Conservation; Economic Development; Housing Plan; Farmland Preservation; and Recycling. A review of these elements was undertaken to identify issues and themes common to land use policy. This Land Use Plan Element maintains consistency with and reinforces the common principles set forth in the 2005 Master Plan and its Elements.

References to pertinent elements are made in this Plan, as appropriate.

Since adoption of the Master Plan, the Land Use Plan Element and the Circulation Element were amended in 2011, to specifically address the undeveloped land around the Route 47/55 interchange, adjacent to Union Lake, known as the Wawa Tract and will be discussed in more detail later in this and other sections. Subsequently, the Planning Board adopted a Reexamination of the Master Plan on February 14, 2012, which included the following goals and recommendations specific to land use issues:

- 
- Review the continued use of the Village Node concept in light of the sanitary sewer services areas, ability to service with municipal infrastructure and farmland preservation goals.
 - Review the land use classifications for the Airport Redevelopment Area to ensure consistency in the two plans.
 - Create an overlay zoning map delineating the environmentally constrained districts, the Environmental Overlay Zone and Seasonal High Water Table Overlay Zone. Review the relationship of the R-10 zoning districts and the Seasonal High Water Table Overlay Zone to resolve conflicts.
 - Develop a new Lakeshore Conservation District that implements the Interchange Southwest special area study land use recommendations.
 - Improve the user-friendliness of the ordinance by incorporating the uses and bulk standards within tables in the text, rather than as a schedule in the back.
 - Create applicability standards for the Traditional Neighborhood Overlay District, including threshold criteria, geographic extent, and types of uses permitted.
 - Review the land uses in the Glasstown River Renaissance: Maurice Riverfront Redevelopment Plan against the City's present zoning regulations and make adjustments as necessary.
 - Create standards for solar generating uses and other alternative energy uses as appropriate.
 - Change the Land Conservation zone to Air Park Industry for the expanded airport industrial park.

The recommendations above were taken into consideration and are incorporated, modified or expanded based upon updated information and recent changes in the land use patterns within the City.

Millville's 3rd Round Housing Element and Fair Share Plan for the period 2008-2018 was approved by the Council on Affordable Housing on May 14, 2009, and was adopted by the City on July 7, 2009. Pursuant to In re Adoption of N.J.A.C. 5:96 & 5:97, 221 N.J. 1 (2015) ("Mount Laurel IV"), the City's Housing Element and Fair Share Plan was subsequently reviewed by the NJ Superior Court, which granted the City a Judgement of Repose, providing the City with temporary immunity through December 30, 2018. It should be recognized that affordable housing requirements set forth in the State's Fair Housing Act at N.J.S.A. 52:27D-301 et seq. are currently the subject of ongoing litigation statewide. It is not possible at this time to conduct a proper analysis necessary to determine what, if any, land use strategies would be most suitable to address potential affordable housing obligations for Millville until the statewide litigation is settled. If Millville has a future affordable housing need, the City's Housing Element will be revisited to provide a proper analysis that would provide the statutorily required justification for any zone changes that are determined to be warranted.

Interchange Southwest Study

The Interchange Southwest Study was prepared by Clarke Caton Hintz and submitted to the City on September 3, 2010 as an amendment to the Land Use Plan and Circulation Elements. The Study Area focuses on the undeveloped Wawa Tract. This single parcel is surrounded by residential development (Woodland Shores and Oakland Estates), regional retail centers (Union Lake Crossing Shopping Center), civic uses (Lakeside Middle School and Soccer Complex) and preserved open space (Union Lake Wildlife Management Area). The City seeks more business, retail and hospitality development in this vicinity in response to various economic opportunities such as the opening of the NJ Motorsports Park in 2008.

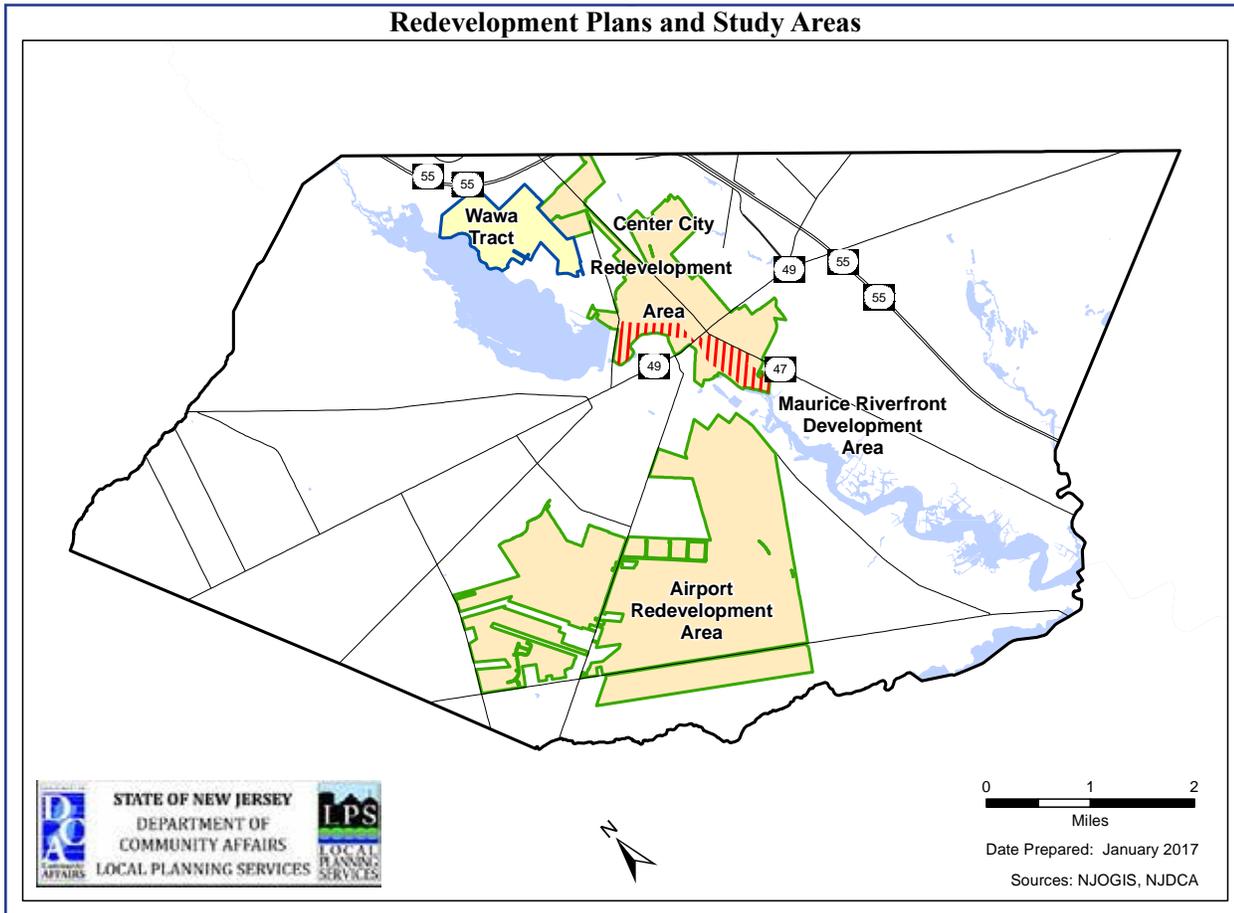
At the time the previous Master Plan was prepared in 2005, high growth and large residential development was anticipated in this area. The first application for the Union Lake Planned Residential Development was submitted in 2005 for a 712 residential unit development but was denied by the Planning Board in May 2006. In 2008, the applicant submitted a 534 residential unit proposal as a concept plan, had three meetings with the Board and withdrew the application prior to the June Planning Board meeting. Since that time, the housing market has declined and budgeting issues, open space protection, traffic congestion and wastewater management planning have impeded development.

The Interchange Southwest Study was undertaken to reconsider the land uses and zoning regulations for this property with consideration for the changed economic climate. The Study proposed the most intense development (regional retail and hotels) in the northeast quadrant and conservation along the edge of Union Lake in the west. Professional offices, residential neighborhoods, open space and recreational uses, assisted living and school facilities were also planned for this site. The Study recommended circulation improvements to efficiently connect development with the existing street network. The intention of the Interchange Southwest Study, to promote mixed use development and environmental stewardship of the Lake, remains valid as a City objective and is incorporated into the Land Use Plan Element.



Map 3

Redevelopment Plans and Study Areas



Airport Area Redevelopment Plan

The Airport Area Redevelopment Plan was prepared by the Atlantic Group and Greenbaum, Rowe, Smith, Ravin, Davis & Himmel and submitted to the City on July 24, 2003. The report establishes objectives to redevelop the study area, which encompasses 3,250 acres in and around the Airport (see Map 3). Most of the principal objectives in the Plan were met, including the development of the NJ Motorsports Park and the purchase of land for resale (John R. Hurley Industrial Park). At this point in time, the Redevelopment Plan is out of date and should be replaced with new zoning that conforms to the intent and purpose of the land use categories recommended in this Land Use Plan Element. It is important to note that both the Airport and Center City (described below) areas are approved areas in need of redevelopment and this designation will continue if the redevelopment plans are sunsetted.

Millville Municipal Airport Business Plan

A Municipal Airport Business Plan (“Airport Business Plan”) was prepared by R.A. Wiedemann & Associates in December 2008 for the Delaware River and Bay Authority (DRBA), the agency responsible for managing the municipally-owned Millville Executive Airport. The Airport Business Plan provides a vision and mission for the operation of the airport. It recognizes the changing role of the economic base of the airport as it moves towards the tourism and hospitality industries and pursues the development of additional hangars and businesses servicing the air transportation needs of the region. The Airport Business Plan also includes a five-year projection of revenues and expenses and alternatives to increase net revenues. Recommendations within the Airport Business Plan that relate to land use include:



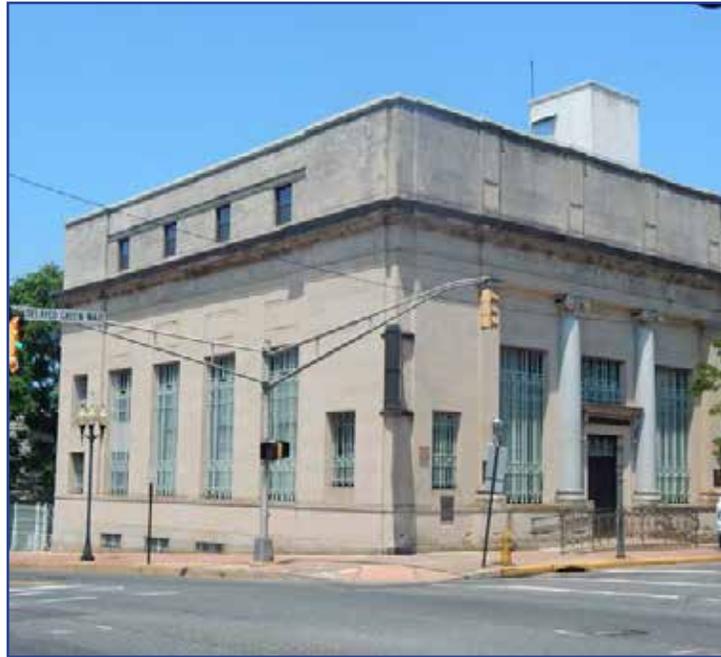
- Cooperating with the NJ Motorsports Park;
- Preserving historic airport structures;
- Managing existing non-aviation tenant structures;
- Extending the existing runway by 1,000 feet;
- Developing new private and/or DRBA hangars;
- Attracting corporate aviation;
- Taking advantage of opportunities as part of the Foreign Trade Zone and Urban Enterprise Zone;
- Integrating the Airport with neighboring development;
- Finding tenants for the vacant Dallas Airmotive hangars and offices;
- Leveraging public money to stimulate new private investment; and
- Streamlining the approval process for new projects.

These recommendations were instrumental in drafting the section of this Plan focused on the Airport.

Center City Redevelopment Plan

The Center City Redevelopment Plan dated August 20, 2003 and prepared by the Atlantic Group and Greenbaum, Rowe, Smith, Ravin, Davis & Himmel sets forth a number of overall goals for the area, including improvement in appearance and economic viability, improvement of quality

of life, attraction of new investment and increasing jobs and City revenue in the Downtown Commercial and High Density Residential Land Use areas. The area is defined by: the Route 47/55 interchange to the North; the former Ball-Foster Glass Plant including South Millville residential areas to the South; the Center City Neighborhood and adjacent areas to the East; and the Maurice River to the West. The Plan covers an area over 1,000 acres and contains a variety of land uses (see Map 3).



The redevelopment area consists of three “Sub-Areas”, the Center City Residential Sub-Area, the Industrial Sub-Area and the Commercial Sub-Area. Within the Center City Residential Sub-Area, the Redevelopment Plan proposes to focus on a number of components, including upgrades to residential and public spaces; code enforcement; the identification of deteriorated properties and the bundling of properties for City acquisition. Although the goals are still valid, this Redevelopment Plan is out of date and should be replaced with new zoning that conforms to the intent and purpose of the land use categories recommended in this Land Use Plan Element.

Maurice Riverfront Development Plan

The City of Millville Board of Commissioners with the assistance of staff, EDSA Inc., and RKG Associates, Inc. completed the Maurice Riverfront Development Plan in December 2006. The Maurice River Redevelopment Area is an approximately 152-acre area along the eastern edge of the Maurice River bounded by Union Lake to the north, Second Street, Buck Street, and Columbia Avenue to the east and the Harris Industrial Park to the south. It is within the Center City Redevelopment Area (see Map 3).

The Maurice Riverfront Development Plan recommends branding the area as the “Glasstown River Renaissance” and creates five distinct districts: the Millyard District; the Arts and Entertainment District (The Overlook); the Transit District; the Civic and City Recreation

District; and the Glassworks Transit/Marina District to be implemented in phases. Upon full implementation the Redevelopment Area would be developed as follows: private development (59.45 acres or 39% of the area); natural open space (34.27 acres or 23% of the area); road infrastructure (31.6 acres or 21% of the area); recreational open space (18.27 acres or 12% of the area); civic uses (6.55 acres or 4% of the area); public/private marina (1.56 acres or 1% of the area).

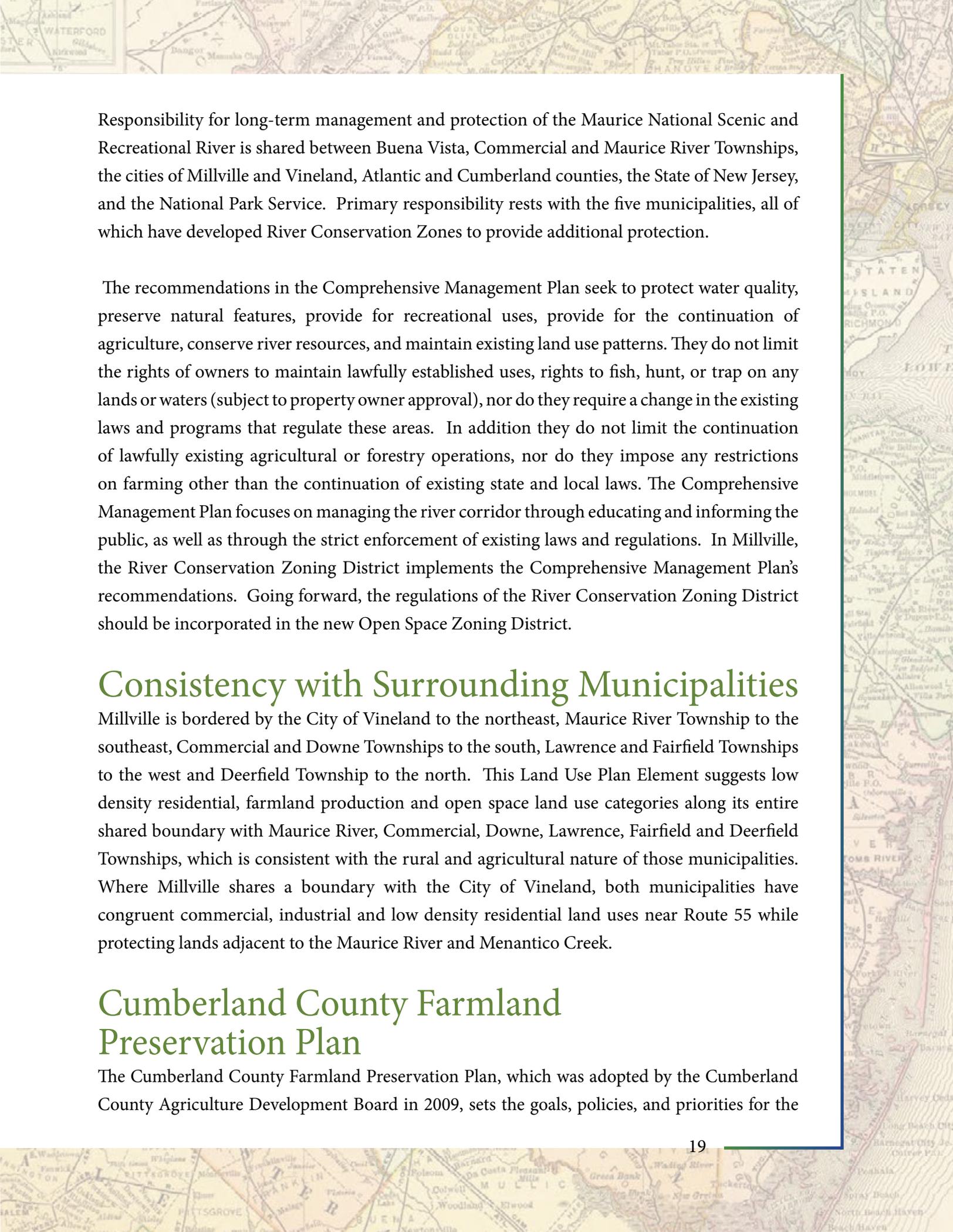


Since its adoption, the area within the Maurice River Riverfront Development Plan has seen some success. The Levoy Theater, a former vaudeville theater, has been renovated and restored. Other successful redevelopment projects include the installment of the Maurice River Pedestrian Bridge, Riverfront Boardwalk and River Bike Path. However, a few projects were started but not completed, including a five-story, 120-unit condominium development that was initiated on a vacant parcel along the Maurice River just north of Brandriff Avenue. This project has been placed on hold as the developer received a one-year extension of its final site plan approval in July 2016 and is seeking alternative uses for the partially constructed project. Millville also initiated development of the Overlook District, a unified land development concept for a 110± room limited service hotel, a library of at least 15,000 square feet, a destination restaurant and a two-level parking deck. The Maurice Riverfront Development Plan was based on an economic model which has not been realized and should expire and be replaced with the new land use categories proposed in this Plan.

Comprehensive Management Plan for the Maurice National Scenic and Recreational River



This Comprehensive Management Plan is an inter-municipal effort which inventories 35.4 miles of the Maurice River and its surroundings. The Plan identifies river-wide issues and opportunities, analyzes the environmental consequences of River management and suggests potential actions by the municipalities.



Responsibility for long-term management and protection of the Maurice National Scenic and Recreational River is shared between Buena Vista, Commercial and Maurice River Townships, the cities of Millville and Vineland, Atlantic and Cumberland counties, the State of New Jersey, and the National Park Service. Primary responsibility rests with the five municipalities, all of which have developed River Conservation Zones to provide additional protection.

The recommendations in the Comprehensive Management Plan seek to protect water quality, preserve natural features, provide for recreational uses, provide for the continuation of agriculture, conserve river resources, and maintain existing land use patterns. They do not limit the rights of owners to maintain lawfully established uses, rights to fish, hunt, or trap on any lands or waters (subject to property owner approval), nor do they require a change in the existing laws and programs that regulate these areas. In addition they do not limit the continuation of lawfully existing agricultural or forestry operations, nor do they impose any restrictions on farming other than the continuation of existing state and local laws. The Comprehensive Management Plan focuses on managing the river corridor through educating and informing the public, as well as through the strict enforcement of existing laws and regulations. In Millville, the River Conservation Zoning District implements the Comprehensive Management Plan's recommendations. Going forward, the regulations of the River Conservation Zoning District should be incorporated in the new Open Space Zoning District.

Consistency with Surrounding Municipalities

Millville is bordered by the City of Vineland to the northeast, Maurice River Township to the southeast, Commercial and Downe Townships to the south, Lawrence and Fairfield Townships to the west and Deerfield Township to the north. This Land Use Plan Element suggests low density residential, farmland production and open space land use categories along its entire shared boundary with Maurice River, Commercial, Downe, Lawrence, Fairfield and Deerfield Townships, which is consistent with the rural and agricultural nature of those municipalities. Where Millville shares a boundary with the City of Vineland, both municipalities have congruent commercial, industrial and low density residential land uses near Route 55 while protecting lands adjacent to the Maurice River and Menantico Creek.

Cumberland County Farmland Preservation Plan

The Cumberland County Farmland Preservation Plan, which was adopted by the Cumberland County Agriculture Development Board in 2009, sets the goals, policies, and priorities for the

County's Farmland Preservation Program. Cumberland County is the State's highest ranking agricultural producing County due in large part to its ideal soil conditions and its location within the Kirkwood-Cohansey aquifer system, a large aquifer consisting of clay, sand, and fine to coarse grain size quartz. Most of the agricultural land in the County is used for growing field crops such as soybeans, barley, and wheat. Other popular agricultural products grown in the County include vegetables, trees and fruit. The County is the largest producer in the State for nursery and horticultural products, producing nearly \$100 million worth (wholesale) of plants annually.



While there is no preserved farmland in the City of Millville, there are pending applications for multiple sites. Millville does have a Right-to-Farm ordinance and will continue to have a zone district that protects farmland. In addition, the Farmland Preservation Plan identifies 458.67 acres in Millville for Agricultural Development Area (ADA) designation. The ADA is designated by statutory criteria per N.J.S.A. 4:1C-18 and allows farms with the ADA designation to apply for preservation funding from the County and the State. Millville's economy is engaged with the regional agricultural industry through its three farm supply and service businesses and two food-processing businesses.

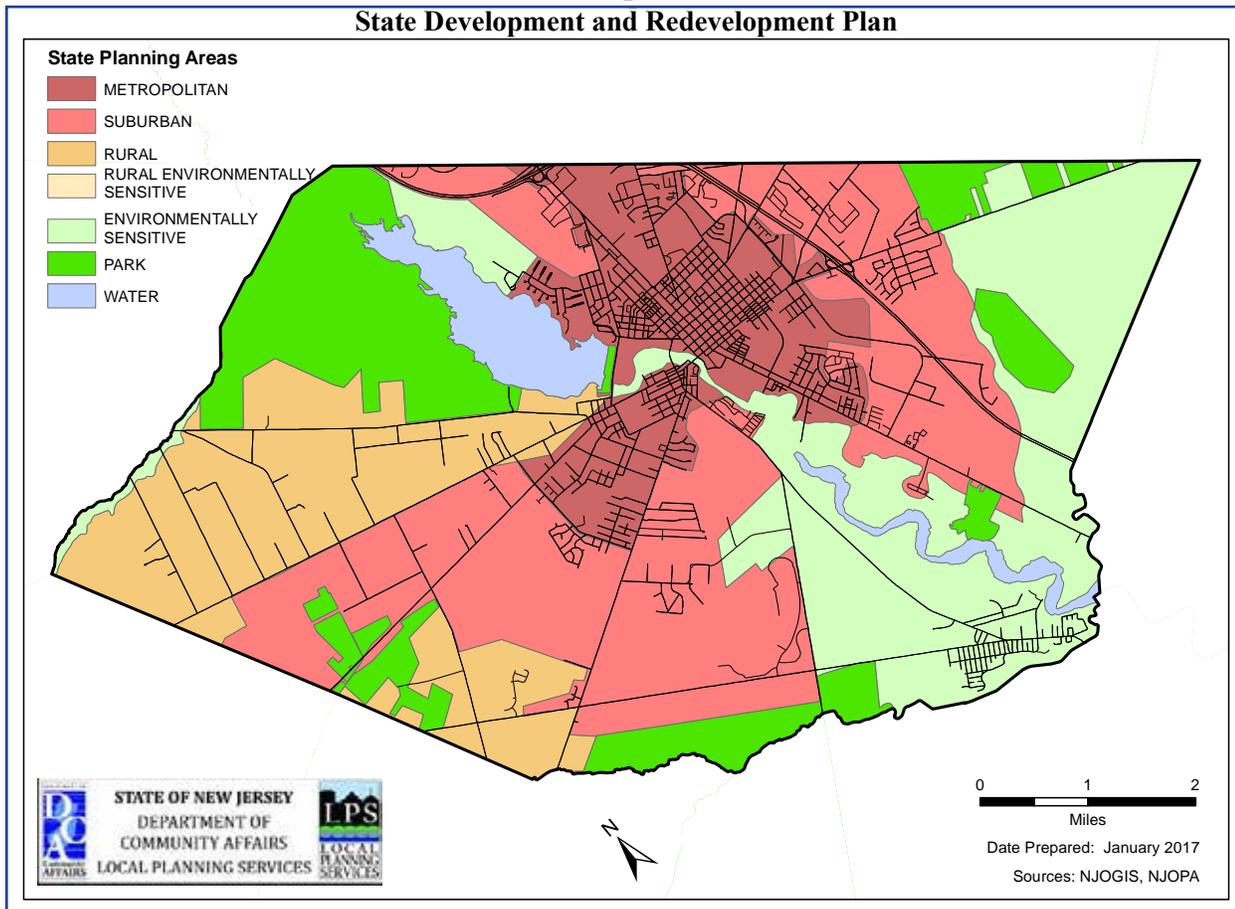
State Development and Redevelopment Plan

As stated above, the 2005 Master Plan contains a section entitled, "Consistency with other Planning Documents", which describes in detail its relationship with the 2001 State Development and Redevelopment Plan (SDRP) and Policy Map. Since that time, the 2001 SDRP and Policy

Map has not kept pace with the development and land use patterns found in Millville today. Although the SDRP can still provide smart growth policy guidance for Millville, the planning areas (see Map 4) are not completely congruent to the existing development or the future land use considerations set forth in this Land Use Plan Element (e.g., portions of the Wawa Tract and the John R, Hurley Industrial Park). The City should work with the New Jersey Office of Planning Advocacy as updates to the SDRP and Policy Map occur in the future.



Map 4
State Development and Redevelopment Plan



Demographic Analysis

Population and Housing

According to the most recent U.S. Census Bureau data, Millville's population in 2014 was 28,603, which places it as the second most populated City in Cumberland County, behind Vineland and just above Bridgeton (Table 1). Together, the three cities of Bridgeton, Millville and Vineland comprise almost 73% of Cumberland County's population. Over 80% of all the jobs in Cumberland County are located in these three important cities, which serve as the civic and retail centers of Cumberland County and the surrounding region. Development in Millville has a significant impact on the County and region.

Table 1 - Population and Employment

Area	Number of Jobs*	Total Population^
Vineland City	32,026	60,985
Millville City	10,718	28,603
Bridgeton City	8,006	25,252
Remainder of Cumberland County	10,554	42,589
Cumberland County Total	61,304	157,429

Sources: *New Jersey State Data Center, *Commuter-Adjusted Population Estimates: American Community Survey 2006-2010*, ^ U.S. Census Bureau (2010-2014 American Community Survey 5-Year Estimates)

Millville's unemployment rate, largely due to a decline in manufacturing jobs in the City, is higher than the State average but is comparable to the rest of Cumberland County (see Table 2). Although cost of living factors are lower in Millville than in the rest of the State, household incomes are also lower and housing costs can be more burdensome, especially for renters in the City. Developing land use regulations and zoning districts that encourage more job creating businesses and an array of housing options that meet the needs of a diverse population will improve Millville's economic future.

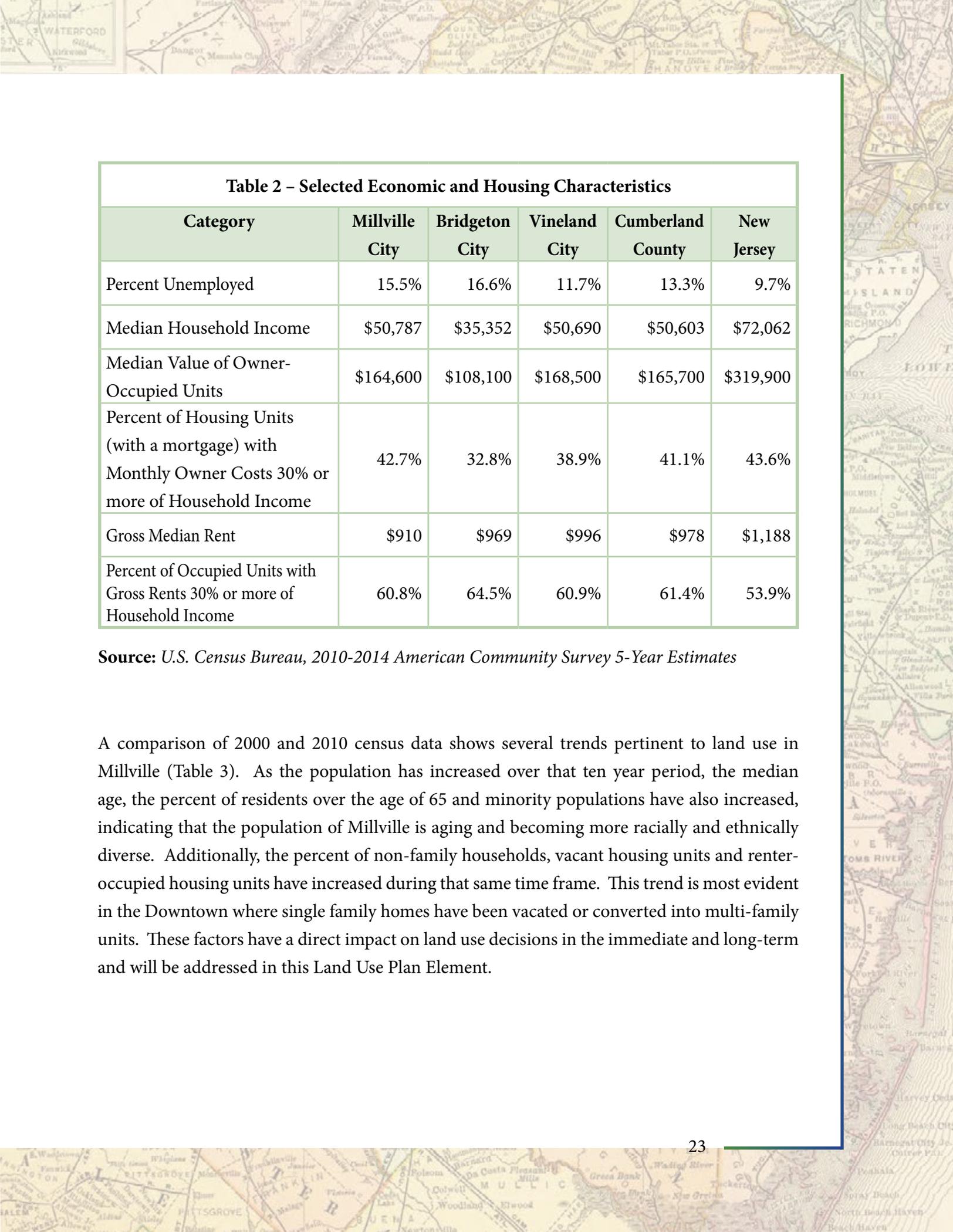


Table 2 – Selected Economic and Housing Characteristics

Category	Millville City	Bridgeton City	Vineland City	Cumberland County	New Jersey
Percent Unemployed	15.5%	16.6%	11.7%	13.3%	9.7%
Median Household Income	\$50,787	\$35,352	\$50,690	\$50,603	\$72,062
Median Value of Owner-Occupied Units	\$164,600	\$108,100	\$168,500	\$165,700	\$319,900
Percent of Housing Units (with a mortgage) with Monthly Owner Costs 30% or more of Household Income	42.7%	32.8%	38.9%	41.1%	43.6%
Gross Median Rent	\$910	\$969	\$996	\$978	\$1,188
Percent of Occupied Units with Gross Rents 30% or more of Household Income	60.8%	64.5%	60.9%	61.4%	53.9%

Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates

A comparison of 2000 and 2010 census data shows several trends pertinent to land use in Millville (Table 3). As the population has increased over that ten year period, the median age, the percent of residents over the age of 65 and minority populations have also increased, indicating that the population of Millville is aging and becoming more racially and ethnically diverse. Additionally, the percent of non-family households, vacant housing units and renter-occupied housing units have increased during that same time frame. This trend is most evident in the Downtown where single family homes have been vacated or converted into multi-family units. These factors have a direct impact on land use decisions in the immediate and long-term and will be addressed in this Land Use Plan Element.

Table 3 – General Characteristics				
Characteristics	2000	2000	2010	2010
	Totals	Percent	Totals	Percent
Population and Race				
Total population	26,847	-	28,400	-
Median age (years)	35.0	-	36.6	-
Under 18 years old	7,498	27.9%	7,332	25.8%
65 years and over	3,460	12.9%	3,758	13.2%
White	20,438	76.1%	19,608	69.0%
Black or African American	4,025	15.0%	5,631	19.8%
American Indian and Alaska Native	139	0.5%	266	0.9%
Asian	216	0.8%	338	1.2%
Native Hawaiian and Other Pacific Islander	8	0.0%	18	0.1%
Some other race	1,384	5.2%	1,488	5.2%
Two or more races	637	2.4%	1,051	3.7%
Hispanic or Latino (of any race)	2,998	11.2%	4,239	14.9%
Households				
Total households	10,043	100.0%	10,648	100.0%
Family households	7,011	69.8%	7,185	67.5%
Nonfamily households	3,032	30.2%	3,463	32.5%
Average household size	2.65	-	2.65	-
Housing Units				
Total housing units	10652	100.0%	11435	100.0%
Occupied housing units	10043	94.3%	10648	93.1%
Vacant housing units	609	5.7%	787	6.9%
Owner-occupied housing units	6413	63.9%	6585	61.8%
Renter-occupied housing units	3630	36.1%	4063	38.2%

Sources: US Bureau of the Census, 2000 & 2010 Census of Population and Housing

Labor Force and Employment

The City of Millville is the largest overall employer in the City, accounting for 1,518 employees in 2014 (Table 4). Almost 80% of these City jobs are with the Millville Board of Education, which operates ten schools located throughout Millville. The remaining City jobs are mostly located in the Downtown Commercial area at City Hall and the Police and Fire Departments. Overall, the public sector jobs in Millville account for only 16% of the workforce while 84% of the jobs are in the private sector. The four largest employment categories in the private sector are manufacturing, retail trade, health and social, and accommodations and food, which comprise over 70% of the total private sector jobs. This Land Use Plan recognizes and reinforces the goals of the Economic Development Element by creating diverse commercial and industrial land use categories that will allow for a diversity of new and expanded employment opportunities in these vital employment sectors.

Employment Sectors	Employees
FEDERAL GOVERNMENT TOTALS	49
STATE GOVERNMENT TOTALS	4
LOCAL GOVERNMENT TOTALS	1,518
Local Government Education	1,209
PRIVATE SECTOR TOTALS	8,282
Manufacturing	2,180
Retail Trade	1,828
Health/Social	1,184
Accommodations/Food	738

Source: *State of New Jersey Department of Labor and Workforce Development*

The largest private employers in Millville are within the manufacturing, retail, health and food sectors (Table 5). The largest industrial employers are located primarily within the South Millville Industrial Park and along Wheaton Avenue. The largest retailer employers are found along Route 47 North in the Union Lake Crossing Shopping Center and Cumberland Crossings. The land use categories presented in this Plan encourage these existing uses and accommodate the potential growth of these types of uses.

Table 5 - Largest Private Employers in the City of Millville

Amcor Rigid Plastics	NJ Motorsports Park
Bayada Nurses	Shop Rite
Durand Glass Manufacturing Co.	T-Fal
Groupe SEB USA	Target
Lowe's Home Improvement	Walmart
Millville Center (Genesis Healthcare)	Wheaton Industries
Nipro Glass	

Source: State of New Jersey Department of Labor and Workforce Development/Cumberland County Planning Department



Land Use and Land Cover Analysis

A review of the existing built environment and natural features is an essential part of a Land Use Plan Element. The following is an analysis land use and land cover and the changes over time using data from New Jersey Department of Environmental Protection (NJDEP). This section also describes in general the natural conditions in Millville with additional detail contained in the 2005 Conservation Element. Finally, this section



examines property classifications by parcel using data provided by the New Jersey Division of Taxation. The output from these analyses was essential in informing the Land Use Map.

Land Use/Land Cover

The NJDEP produces a statewide Geographic Information System (GIS) layer that depicts land use and land cover for the State every five years, most recently in 2012. Land uses and land cover are produced by visually interpreting color infrared photography. Map 6 shows the location and distribution of the six land use and land cover types in Millville: Agriculture; Barren Land; Forest; Urban Land; Water; and Wetlands. The pattern depicts a dense urban core in the center of the City, surrounded by a more dispersed development pattern along the arterial roadways. The agricultural lands are found in the south and west, while large tracts of forest land are located in the north and east, especially in the Wildlife Management Areas. An extensive wetlands system runs through the City along the Maurice River and its tributaries. Barren land uses can be attributed to lands in transition or previously disturbed landscapes, such as former sand and gravel mines, which there are no active mines within Millville City.

Table 6 shows a steady increase in the amount of urban and barren land and a decrease in agriculture, forest and wetlands over time. The amount of urban land has increased over 25% from 1995 to 2012 while agriculture and forest land have decreased by 9.2% and 10.3%, respectively. This trend occurred State-wide and could be expected to continue in the near future. In 2012, Millville consisted of 9.8% Agriculture, 1.4% Barren Land, 41.9% Forest, 27.9% Urban, 6.1% Water and 12.8% Wetlands. Anomalies in the data, such as the change of acres in water, can be attributed to ongoing improvements in mapping accuracy and aerial photography interpretations. Where data show land in agricultural use increasing between 1995 and 2002, this is due to instances where forest land was converted to farms.

Table 6 - Change in Land Use Type

Land Use Type	Acres in 2012	Acres in 2007	Acres in 2002	Acres in 1995
AGRICULTURE	2,794.2	3,106.6	3,236.3	3,077.6
BARREN LAND	411.2	347.1	273.4	304.9
FOREST	11,945.9	12,343.0	12,821.4	13,312.3
URBAN	7,937.6	7,254.3	6,709.7	6,317.0
WATER	1,740.1	1,769.5	1,732.8	1,729.4
WETLANDS	3,654.3	3,662.7	3,709.6	3,742.0
TOTAL	28,483.3	28,483.3	28,483.3	28,483.3

Source: State of New Jersey Department of Environmental Protection 2012 Land Use/Land Cover

Each land use type described above is further refined by NJDEP into more detailed categories (Table 7). A closer investigation of the urban land use type shows several distinctive subcategories in Millville. Residential land uses are the most common subcategory of urban land, comprising almost 57% of the total urban land area. NJDEP classifies residential land uses into the following four categories:

- High Density or Multiple Dwelling – housing units on 1/8 to 1/5-acre lots
- Medium Density – housing units on greater than 1/8-acre and up to and including ½-acre lots
- Low Density – housing units on greater than ½-acre and up to and including 1-acre lots
- Rural – housing units on greater than 1-acre and up to and including 2-acre lots.

This detailed breakdown of residential densities can be a useful tool for determining zoning district boundaries. Map 7 shows high density development in the downtown area, surrounded by medium density and low and rural densities located in the areas along the perimeter of the City. The medium residential (suburban neighborhoods) and rural residential (in the western agricultural portion) constitute the largest area of residential development. Commercial, Industrial, Airport Facilities and Stadium, Theaters, Cultural Centers and Zoos (NJ Motorsports Park) lands consume approximately 23% of the area for all urban land uses. Recreational land, defined as areas open to the public and developed specifically for recreational activities, is approximately 6% of the total urban land. The “Other Urban” category consists of uses such as cemeteries, stormwater basins, utilities, railroads and rights of ways.

Table 7 - Urban Land Use Type	
Detailed Land Use	Acres
RESIDENTIAL, RURAL, SINGLE UNIT	1,506.3
RESIDENTIAL, SINGLE UNIT, LOW DENSITY	717.3
RESIDENTIAL, SINGLE UNIT, MEDIUM DENSITY	1,642.9
RESIDENTIAL, HIGH DENSITY OR MULTIPLE DWELLING	657.9
COMMERCIAL/SERVICES	613.2
INDUSTRIAL	559.4
AIRPORT FACILITIES	332.4
STADIUM, THEATERS, CULTURAL CENTERS AND ZOOS ¹	297.5
RECREATIONAL LAND AND ATHLETIC FIELDS	290.5
OTHER URBAN	1,320.2

Source: State of New Jersey Department of Environmental Protection 2012 Land Use/Land Cover

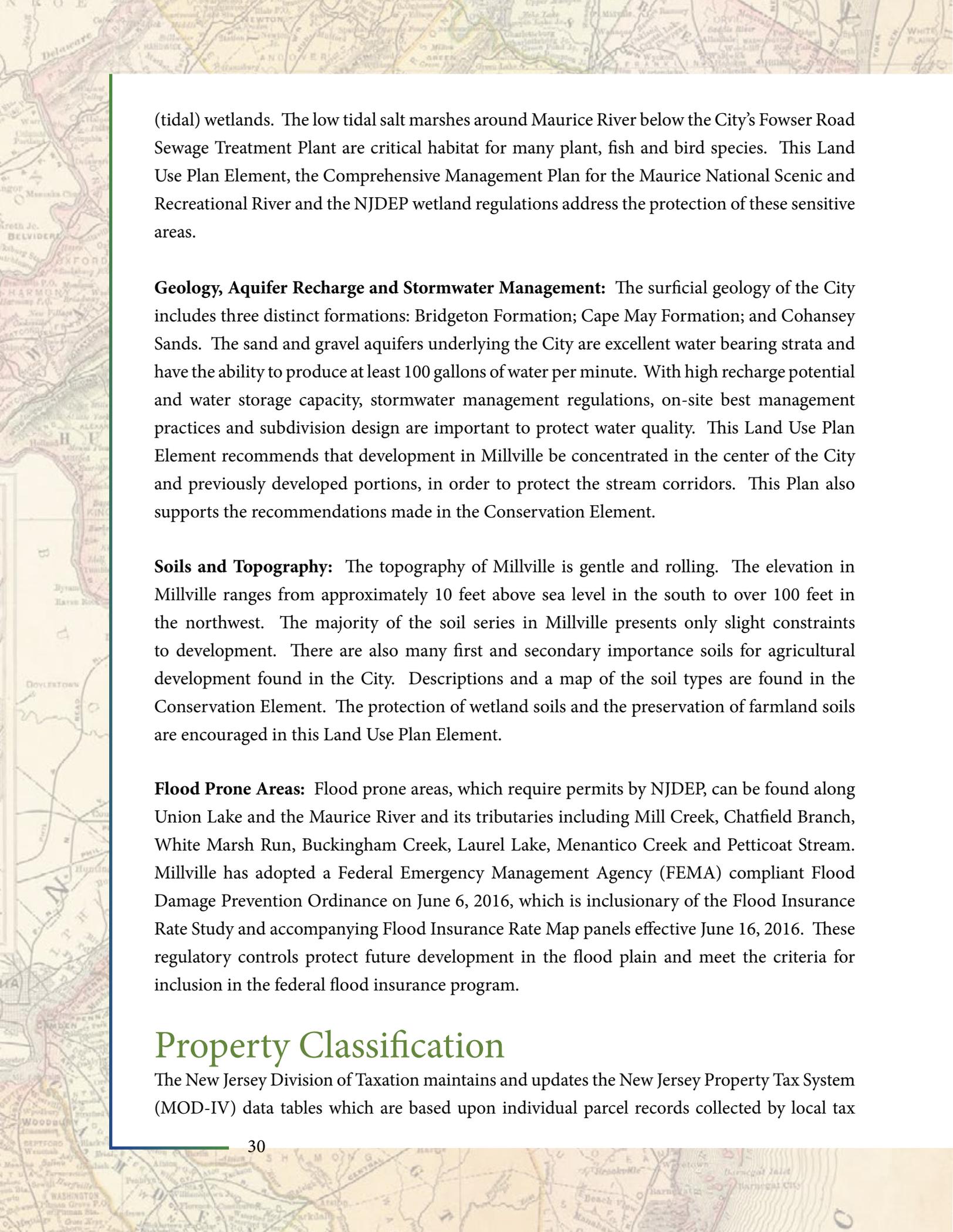
Natural Conditions

The City of Millville 2005 Master Plan Conservation Element provides a detailed assessment of the natural conditions in Millville, the relationship to the built environment and identifies areas of greatest environmental concern. Recommendations to protect river and stream corridors as well as preserving existing farmland are incorporated in this Land Use Plan Element and are consistent with the Conservation Element. Natural conditions that are pertinent to land use decisions are presented below:

Vegetative Cover and Agriculture: Map 8 shows the vegetative cover and agricultural lands in Millville based upon the NJDEP 2012 Land Use/Land Cover. The extent of deciduous and coniferous forests, brush and shrubland and cropland is displayed on the map. Much of the forest land is within existing Wildlife Management Areas. This Land Use Plan Element creates land use categories that are specifically designed to protect open space and farmland.

Freshwater Wetlands and Marshes: The most significant wetlands in Millville are located along the Maurice River and its tributaries and Union Lake, see Map 9. The wetlands can be categorized as interior wetlands (deciduous, coniferous, mixed, scrub/shrub, etc.) and coastal

¹This category roughly equates to the area within the New Jersey Motorsports Park



(tidal) wetlands. The low tidal salt marshes around Maurice River below the City's Fowser Road Sewage Treatment Plant are critical habitat for many plant, fish and bird species. This Land Use Plan Element, the Comprehensive Management Plan for the Maurice National Scenic and Recreational River and the NJDEP wetland regulations address the protection of these sensitive areas.

Geology, Aquifer Recharge and Stormwater Management: The surficial geology of the City includes three distinct formations: Bridgeton Formation; Cape May Formation; and Cohansey Sands. The sand and gravel aquifers underlying the City are excellent water bearing strata and have the ability to produce at least 100 gallons of water per minute. With high recharge potential and water storage capacity, stormwater management regulations, on-site best management practices and subdivision design are important to protect water quality. This Land Use Plan Element recommends that development in Millville be concentrated in the center of the City and previously developed portions, in order to protect the stream corridors. This Plan also supports the recommendations made in the Conservation Element.

Soils and Topography: The topography of Millville is gentle and rolling. The elevation in Millville ranges from approximately 10 feet above sea level in the south to over 100 feet in the northwest. The majority of the soil series in Millville presents only slight constraints to development. There are also many first and secondary importance soils for agricultural development found in the City. Descriptions and a map of the soil types are found in the Conservation Element. The protection of wetland soils and the preservation of farmland soils are encouraged in this Land Use Plan Element.

Flood Prone Areas: Flood prone areas, which require permits by NJDEP, can be found along Union Lake and the Maurice River and its tributaries including Mill Creek, Chatfield Branch, White Marsh Run, Buckingham Creek, Laurel Lake, Menantico Creek and Petticoat Stream. Millville has adopted a Federal Emergency Management Agency (FEMA) compliant Flood Damage Prevention Ordinance on June 6, 2016, which is inclusionary of the Flood Insurance Rate Study and accompanying Flood Insurance Rate Map panels effective June 16, 2016. These regulatory controls protect future development in the flood plain and meet the criteria for inclusion in the federal flood insurance program.

Property Classification

The New Jersey Division of Taxation maintains and updates the New Jersey Property Tax System (MOD-IV) data tables which are based upon individual parcel records collected by local tax

assessors. This data set was matched to a Geographic Information Systems (GIS) parcel layer for further examination. In cases where the MOD-IV and GIS parcel data did not match, LPS staff assigned property classifications to the remaining GIS parcel data based on tax record searches and aerial photography interpretation. Each block and lot record contains a property classification code for taxable real property (1 through 4C), railroad property (5A) and exempt property (15A-15F) as shown in Table 8 and on Map 10. Each record (parcel) is assigned only one property classification. Property classification, along with acreage, ownership and lot description were essential for the development of the land use categories in this Plan.

To assist in the creation of land use categories for the new Land Use Map, clusters of commercial, industrial, farm and residential properties were identified and grouped into appropriate land use categories. Currently vacant parcels were examined and assigned to their most likely intended land use. Farmland properties adjacent to development, within an existing development plan or isolated from other farms were identified (e.g., the Wawa Tract and the area across from the Airport) and classified into their future intended land use. Deed-restricted, public-owned (i.e., Wildlife Management Areas, Green Acres and the County Fairgrounds) and other tax-exempt property that will remain undeveloped were categorized as open space. Conversely, other publicly owned properties (e.g., Airport, Post Office, City Hall and Millville Housing Authority) that are already developed were categorized by their current land use. Another type of publicly owned property is land that is currently undeveloped but is not deed-restricted. For example, the James R. Hurley Industrial Park consists of over 300 acres of land owned by the City and is planned for business development. This area was categorized by its future intended use.

Table 8 - Property Classifications

Code	Property Class	Number of Parcels	Total Acres	Percent of Acres
1	Vacant	1,688	1,739.12	6.6%
2	Residential	10,027	6,018.96	22.7%
3A	Farm (Regular)	16	298.52	1.1%
3B	Farm (Qualified)	159	5,174.58	19.5%
4A	Commercial	456	1,456.95	5.5%
4B	Industrial	77	2,256.53	8.5%
4C	Apartment	36	107.25	0.4%
5A	Class I Railroad Property	23	53.47	0.2%
15A	Public School Property	21	335.41	1.3%

Table 8 - Property Classifications

Code	Property Class	Number of Parcels	Total Acres	Percent of Acres
15B	Other School Property	1	2.82	0.0%
15C	Public Property	1,146	7,181.98	27.1%
15D	Church and Charitable Property	89	163.20	0.6%
15E	Cemeteries and Graveyards	6	33.73	0.1%
15F	Other Exempt Property	124	1,695.06	6.4%

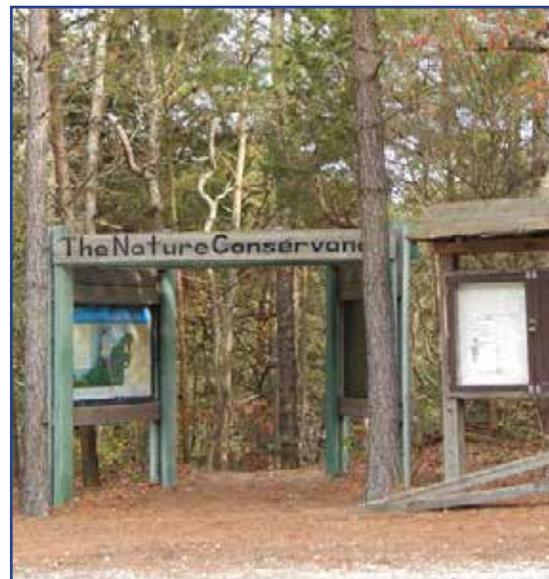
Source: State of New Jersey Department of the Treasury - Division of Taxation, State of New Jersey Office of GIS

Below is a description of all the current MOD-IV property classifications found in the City of Millville:

- Vacant Land (Gray) – Vacant land is typically undeveloped or unimproved and commonly owned by land developers or realtors. There are several large, vacant, developable parcels (10 acres or more) left in the City especially west of the airport, in the industrial parks and along Route 47.
- Residential (Yellow) – Residential properties exist throughout the City. Most parcels are under an acre and are concentrated in and around the Center City, the community of Laurel Lake and the many suburban neighborhoods. Larger parcels (typically five acres in size) can be found in rural areas in the west and south and may have small farms but are classified as residential.
- Farm (Brown) – Agricultural land can be found primarily in the west (along Route 49 and Fairton-Millville Road (CR 698), Center Grove and Cedarville Road (CR 610) and in the south (between Dividing Creek Road (CR 555) and Silver Run Road (CR 627). The Wawa Tract in the north (adjacent to Union Lake) and parcels in the southeastern portion of the City are also classified in the tax records as farms but appear to be forested and not currently cultivated.
- Commercial (Red) – Retail stores, lodging, restaurants and other services are predominately located along Route 47 and within the Downtown, with smaller pockets at major intersections interspersed in the City. The New Jersey Motorsports Park is considered a commercial property.
- Industrial (Purple) – Millville contains several industrial parks and properties. The Mike Lascarides Industrial Park (South Millville Industrial Park), located along Orange Street and Wade Boulevard, encompasses a total of 250 acres. The Gorton

Road Industrial Park is twenty acres and is adjacent to the South Millville Industrial Park. The large parcels owned by Connectiv (now Atlantic City Electric) and the Holly Ridge Group, are classified as industrial but only a small portion is used for industrial purposes with the remainder slated for less intensive use.

- Apartment (Orange) – Several apartment buildings and complexes are located in the City primarily along Wheaton Avenue, North Wade Boulevard, Route 47 and Cedar Street.
- Railroad (Dark Gray) – The Winchester and Western freight line runs southwest to northeast through the industrial heart of the City and connects Millville with the Bayshore to the south and Camden to the North, via the Vineland Secondary. There are no passenger lines in Millville.
- Public School Property and Other School Property (Light Green) – The Millville Public School District properties consist of ten schools, support facilities (storage, administrative) and vacant land. Cumberland County College owns land and operates educational facilities north of Route 55 and at Main and Buck Streets and is constructing a new Arts Center at High and Vine Streets.
- Public Property (Dark Green) – Millville owns a large amount of developed and undeveloped properties scattered throughout the City. Millville owns several parks offering different types of equipment and recreation (Corson Park, 4th Street Park, Fowser Road Boat Ramp, Friendship Park, Governor Stokes Park, Heroes Park, Buck Park, Lakeside Complex, Riverview Park, Union Lake Park and Waltman Park). The Union Lake, Buckshutem, Peaslee, Edward G. Bevan/Millville and Menantico Wildlife Management Areas are State-owned and located within Millville.
- Church and Charitable Property, Cemeteries and Graveyards and Other Exempt Property (Cyan) – Churches and cemeteries are found near residential clusters. Non-profit land stewards such as the Nature Conservancy, the Natural Lands Trust and the New Jersey Conservation Foundation own large deed-restricted parcels along the Maurice River and its tributaries.



Other Land Use Issues/Considerations

The topic areas below were identified in the 2005 Master Plan Land Use Plan Element or other relevant documents and considered pertinent to the development of the current land use categories and map boundaries set forth in this Land Use Plan Element.

Land Consumption in the West End and Village Development

The 2005 Land Use Plan Element touched on the loss of farmland and open space to residential development in Millville. This is especially evident in the western portion of the City where large previously farmed parcels have been subdivided into long, narrow lots (approximately 5-10 acres) with single family detached units built along the road frontage. To limit this type of development, the 2005 Land Use Plan introduced an Agriculture Retention/Village Node Concept in the vicinity of Nabb Avenue and Route 49 that would function similarly to a Transfer of Development Rights Program. However, due to the lack of demand for housing in recent years, the concept has not come to fruition. Additionally, the 2005 Circulation Element and a 2013 Transportation Study proposed a plan to alleviate traffic from Route 55 to the Airport and NJ Motorsports Park with the construction of a Nabb Avenue extension through what would have been the Village Node. This would provide a more direct link between the Route 55/552 interchange and the Airport and NJ Motorsports Park. Due to the potential increases in traffic and impact on the last few remaining large agricultural parcels in the area, this Land Use Plan Element discontinues the Village Node concept in favor of utilizing clustering to encourage farmland preservation. This Plan supports the recommendation in the 2005 Farmland Preservation Element to create and utilize flexible zoning tools to encourage farmland preservation and open space.

Balance in Land Use

The 2005 Master Plan sets a goal of preserving 50% of Millville's land in open space, farmland and forest. The 2012 Reexamination Plan found this goal to remain achievable, particularly with the decrease in residential development pressure due to the 'Great Recession.' Since then, several large developments have been withdrawn or reduced in size. Most notably, a development application for the Holly Ridge Site, which proposed 950 dwelling units clustered on 239 acres of a nearly 1,500-acre site, has recently withdrawn. This Land Use Plan Element recommends that this land be removed from the future sewer service area and located in a zone

district that permits clustered or less intense development. As presented in the next section, this Land Use Plan Element proposes 53% of the City to be included in conservation areas (the Open Space and Farmland Production land use categories).

Wastewater Management Planning

The future wastewater service area amending the Lower Delaware Water Quality Management Plan (WQMP) Area submitted by Cumberland County to the NJDEP was approved by on January 15, 2016. The County map indicates that the City of Millville shall remain unchanged from what is currently identified as a wastewater service area in the Lower Delaware WQMP. This current WQMP identifies the entire City as a future wastewater service area. However, the City plans to submit an update that more closely reflects current development patterns and future planning while protecting areas targeted for conservation. Initial discussions with the NJDEP focus on situating the City's future wastewater capacity and infrastructure within the more geographically central Wawa Tract and away from the more remote Holly Ridge site.

This Land Use Plan Element recommends that the future sewer service area boundaries coincide with the boundaries of the land use categories described in the Land Use Categories section. The sewer service area submitted to the County and NJDEP should exclude the Low Density Residential, Farmland Production and Open Space categories. Additionally, the Wastewater Management Plan should address the environmental concerns of Laurel Lake; a densely populated community on small lots within a high seasonal water table area, which is not currently served by public sewer.

Water Resources

Millville is located in Watershed Management Area 17 and the Kirkwood-Cohansey aquifer system. This aquifer is recharged directly by precipitation, ranges in depth from 20 to 350 feet



and is used for drinking water and farmland irrigation. The Utilities Plan Element and the Conservation Plan Element provide additional details on the water quality issues facing the City. The 2005 Land Use Plan Element identified heavy agricultural use of groundwater in the Maurice River watershed as a potential future problem and the 2012 Reexamination identified development pressure as a concern. Recommendations set forth in this Land Use Plan Element are sensitive to these water resource concerns.

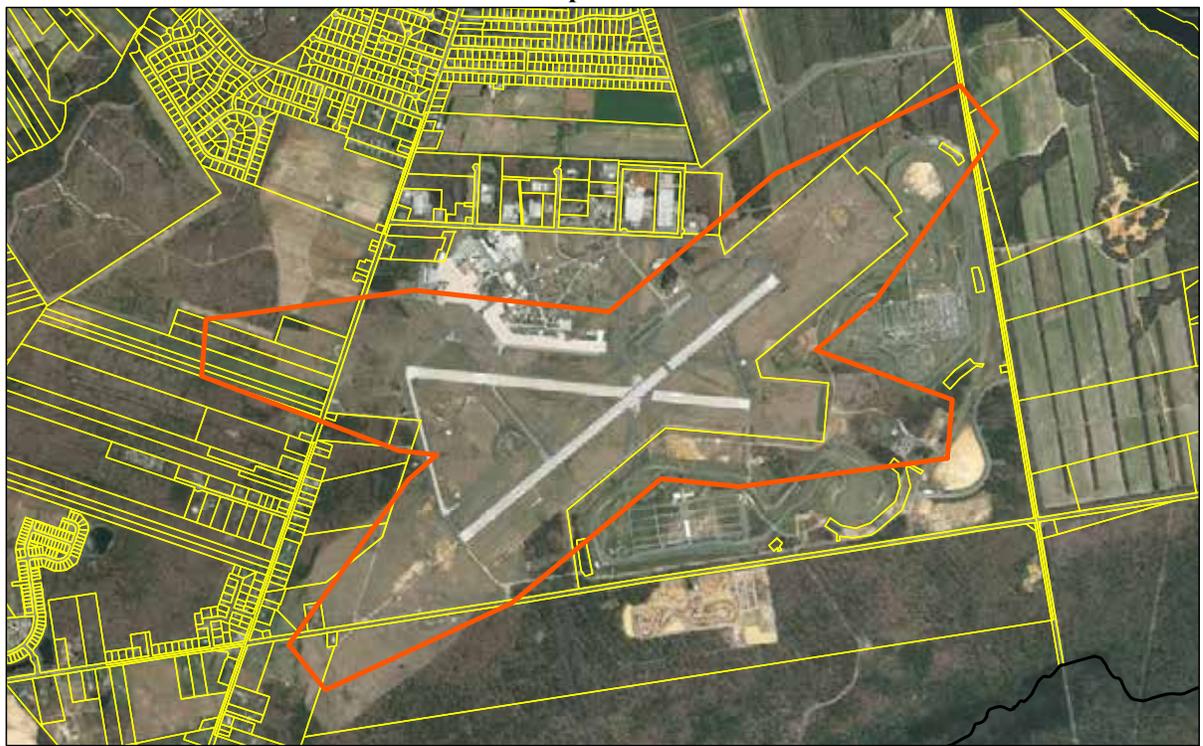
Millville Airport Hazard Overlay District

Under the Air Safety and Zoning Act of 1983 the State Commissioner of the Department of Transportation mapped the airport hazard areas for the Millville Airport and required that these areas be shown in the Land Use Plan Element of the Master Plan. Map 11 depicts the Airport Hazard Area, which established those areas and regulates use and height with the Millville Airport Hazard Overlay District.

This overlay district prohibits the granting of site plan or subdivision approvals or variances for land use or development within the Airport Hazard Area that would be contrary to the standards detailed in the Overlay District. In addition, the Overlay District ordinance states that “no person shall build, rebuild, create or cause to be built, rebuilt or created any object or structure, or plant, or cause to be planted or permit to grow, any tree or vegetation which will interfere with, diminish, change, or obstruct the airspace, landing, and takeoff area available for the landing and takeoff of aircraft at the Millville Municipal Airport.” The Millville Airport Hazard Overlay District should be continued in any new zoning ordinance that implements this Land Use Plan Element. Should existing runways be expanded or modified this overlay district will have to be reviewed and amended if appropriate.

Map 10

Millville Airport Hazard Area



STATE OF NEW JERSEY
DEPARTMENT OF
COMMUNITY AFFAIRS
LOCAL PLANNING SERVICES



0 0.5 1
Miles

Date Prepared: January 2017

Sources: NJOGIS, NJDCA, City of Millville

Millville Airport Historic District

According to the New Jersey Historic Trust, the Millville Army Air Field, constructed during World War II, is considered the nation's first "defense airport", significant for its associations with military history and the development of air travel. This historic district contains sixteen buildings and two hangars. As described in the next section, this Land Use Plan Element recommends that the City, the Delaware River and Bay Authority and the State Historic Preservation office work together to reduce the size of this District to allow for more efficient use of current structures and further economic growth at the Airport. This can be accomplished by decreasing the existing boundary of the historic district to encourage modernization in a portion of the Airport. The reduced district and the renovation of the existing structures retained in the district will help protect the historic significance of the site.



Current Land Use and Development Regulations

As of 2016, Millville's Zoning Map contained 21 distinct Zoning Districts (see Table 9 and Map 12) and three village nodes. The base zoning districts are overlaid in certain locations, delineated on the Zoning Map, by the following special purpose overlay zones: Airport Hazard Overlay District; Arts District Overlay Zone; Environmental Overlay Zone; Seasonal High Water Table Zone; and Traditional Neighborhood Overlay District. These overlays do not consistently follow zoning district boundaries and may cause confusion for the public. Additionally, the Land Use and Development Regulations refer to three outdated Areas in Need of Redevelopment (discussed in previous sections) and several other special districts such as the Sports and Entertainment District. The accumulation of these various districts can make the City's zoning code cumbersome to developers and the general public.

One goal of this Land Use Plan Element is to simplify zoning districts and limit overlay zones. In the following section, several recommendations are set forth with the aim of reducing the number of zoning districts and overlay zones. Another goal is to encourage more user-friendly land use regulations in order to reduce requests for reoccurring variances and prevent code

violations. Variances identified in the previous five Annual Zoning Board Reports signal a need for a comprehensive review of zoning districts and their permitted, conditional and accessory uses. In summary, this Land Use Plan Element recommends the following zoning map changes: 1) merge the Agricultural Conservation and Land Conservation Districts; 2) eliminate the Tourism and Professional Services districts; 3) reduce the number of residential districts; and 4) eliminate all overlay zones (except the Airport Hazard Area) and incorporate the regulations in those overlay zones into revised regulations for the respective zoning districts. Other specific zoning and land use regulation recommendations are detailed in the following section.

Table 9 - 2016 Zoning Districts

Zone Description	Zone ID	Number of Parcels	Total Acres
Agricultural Conservation	AC	925	5,963.23
Neighborhood Business	B-1	267	85.23
Professional Service	B-2	86	112.18
Central Business	B-3	317	46.55
General Business	B-4	124	242.69
Tourism Services	B-5	5	58.55
General Industry	I-1	229	1,330.34
Interchange Mixed-Use	I-2	40	305.43
Air Park Industry	I-3	108	2,787.56
Land Conservation	LC	94	2,694.60
Lakeshore Conservation	LSC	4	1,397.58
Office Residential	OR	43	40.78
Public Open Space	POS	8	3,121.36
Residential 10	R-10	5,400	1,345.71
Residential 15	R-15	1,685	1,745.20
Residential 20	R-20	719	621.53
Residential 40	R-40	189	376.58
Residential 5	R-5	3,197	773.51
River Conservation	RC	378	3,131.62
Residential Mobile Home	R-MH	8	156.43
Riverfront Mixed-Use	R-MU	86	180.03

Source: *City of Millville Zoning District Map*

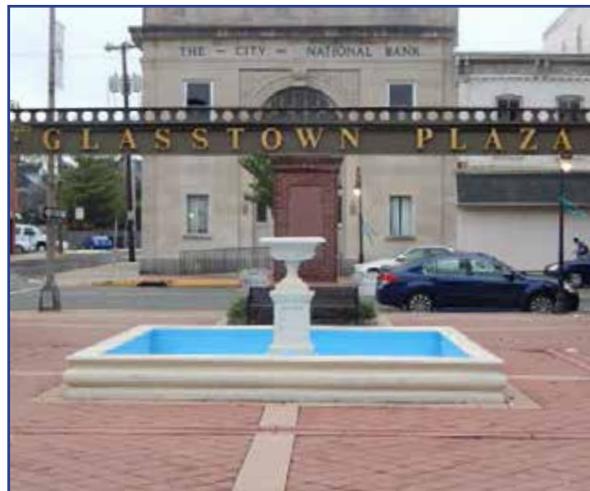
Land Use Categories

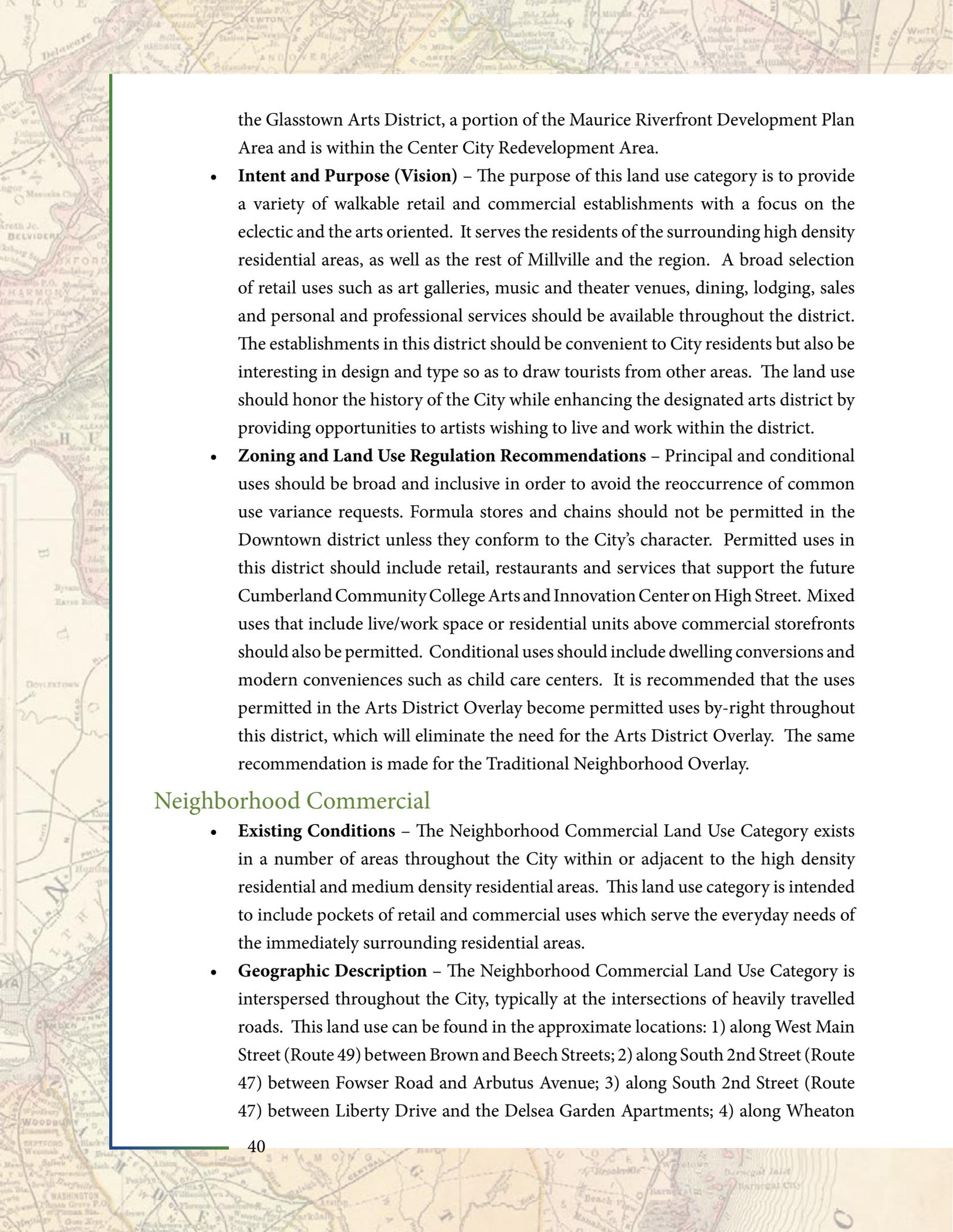
Below are descriptions of and recommendations for the 16 current land use classifications that form the basis of this Plan and are found on the Land Use Map (see Map 13). The land use categories and their geographic boundaries are based on input and data compiled from the Working Committee, focus group strategy session, previous reports and plans and GIS analyses described in this Plan. The Land Use Map was drafted by referencing the following data sets: parcel boundaries, tax records, aerial photography, current zoning, land use/land cover and road centerlines. The land use categories are designed to inform the creation of zoning districts and a zoning map to be adopted by the Governing Body.

Commercial

Downtown Commercial

- **Existing Conditions** – This land use category is comprised of a mixture of uses including commercial (primarily retail sales, services, restaurants and taverns), civic uses, residences and ancillary apartments in mixed use buildings. It represents the most compact development within Millville and lends itself well to pedestrian circulation. The area is Millville’s traditional “Downtown,” which was overwhelmingly developed in the 19th and early 20th centuries. Many of these older, multi-story buildings either have been or are ripe for rehabilitation. There are currently two overlay zones in the Downtown Commercial area, the Arts District Overlay and the Traditional Neighborhood Development Overlay. In addition, the City’s designated Main Street area is located in this land use category.
- **Geographic Description** – The Downtown Commercial Land Use Category is located principally along both sides of High and 2nd (Route 47) Streets between Broad Street (CR 552) and Smith Street. The eastern boundary extends to 3rd Street and the southwestern portion of the district abuts the Maurice River. This area encompasses



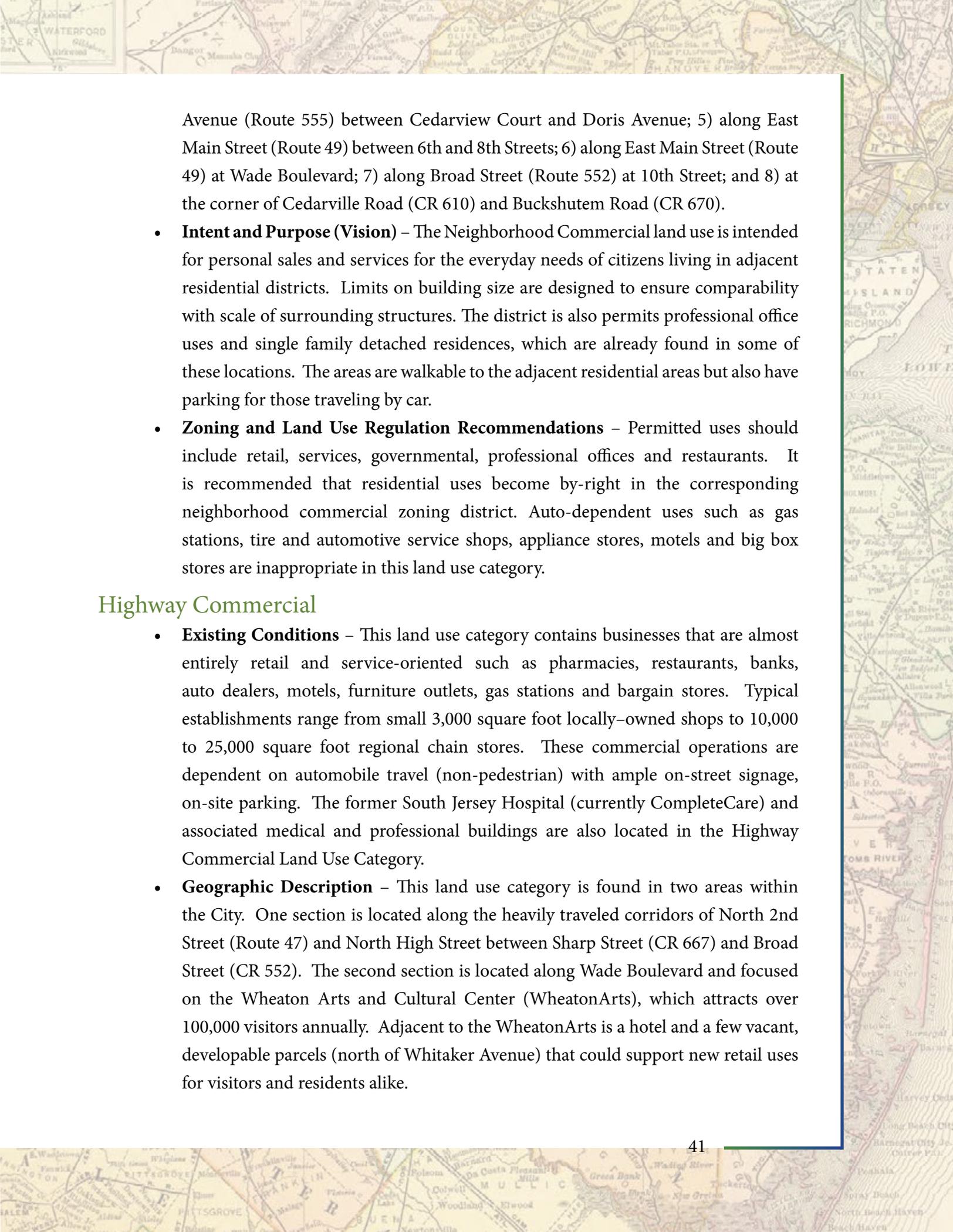


the Glasstown Arts District, a portion of the Maurice Riverfront Development Plan Area and is within the Center City Redevelopment Area.

- **Intent and Purpose (Vision)** – The purpose of this land use category is to provide a variety of walkable retail and commercial establishments with a focus on the eclectic and the arts oriented. It serves the residents of the surrounding high density residential areas, as well as the rest of Millville and the region. A broad selection of retail uses such as art galleries, music and theater venues, dining, lodging, sales and personal and professional services should be available throughout the district. The establishments in this district should be convenient to City residents but also be interesting in design and type so as to draw tourists from other areas. The land use should honor the history of the City while enhancing the designated arts district by providing opportunities to artists wishing to live and work within the district.
- **Zoning and Land Use Regulation Recommendations** – Principal and conditional uses should be broad and inclusive in order to avoid the reoccurrence of common use variance requests. Formula stores and chains should not be permitted in the Downtown district unless they conform to the City’s character. Permitted uses in this district should include retail, restaurants and services that support the future Cumberland Community College Arts and Innovation Center on High Street. Mixed uses that include live/work space or residential units above commercial storefronts should also be permitted. Conditional uses should include dwelling conversions and modern conveniences such as child care centers. It is recommended that the uses permitted in the Arts District Overlay become permitted uses by-right throughout this district, which will eliminate the need for the Arts District Overlay. The same recommendation is made for the Traditional Neighborhood Overlay.

Neighborhood Commercial

- **Existing Conditions** – The Neighborhood Commercial Land Use Category exists in a number of areas throughout the City within or adjacent to the high density residential and medium density residential areas. This land use category is intended to include pockets of retail and commercial uses which serve the everyday needs of the immediately surrounding residential areas.
- **Geographic Description** – The Neighborhood Commercial Land Use Category is interspersed throughout the City, typically at the intersections of heavily travelled roads. This land use can be found in the approximate locations: 1) along West Main Street (Route 49) between Brown and Beech Streets; 2) along South 2nd Street (Route 47) between Fowser Road and Arbutus Avenue; 3) along South 2nd Street (Route 47) between Liberty Drive and the Delsea Garden Apartments; 4) along Wheaton



Avenue (Route 555) between Cedarview Court and Doris Avenue; 5) along East Main Street (Route 49) between 6th and 8th Streets; 6) along East Main Street (Route 49) at Wade Boulevard; 7) along Broad Street (Route 552) at 10th Street; and 8) at the corner of Cedarville Road (CR 610) and Buckshutem Road (CR 670).

- **Intent and Purpose (Vision)** – The Neighborhood Commercial land use is intended for personal sales and services for the everyday needs of citizens living in adjacent residential districts. Limits on building size are designed to ensure comparability with scale of surrounding structures. The district is also permits professional office uses and single family detached residences, which are already found in some of these locations. The areas are walkable to the adjacent residential areas but also have parking for those traveling by car.
- **Zoning and Land Use Regulation Recommendations** – Permitted uses should include retail, services, governmental, professional offices and restaurants. It is recommended that residential uses become by-right in the corresponding neighborhood commercial zoning district. Auto-dependent uses such as gas stations, tire and automotive service shops, appliance stores, motels and big box stores are inappropriate in this land use category.

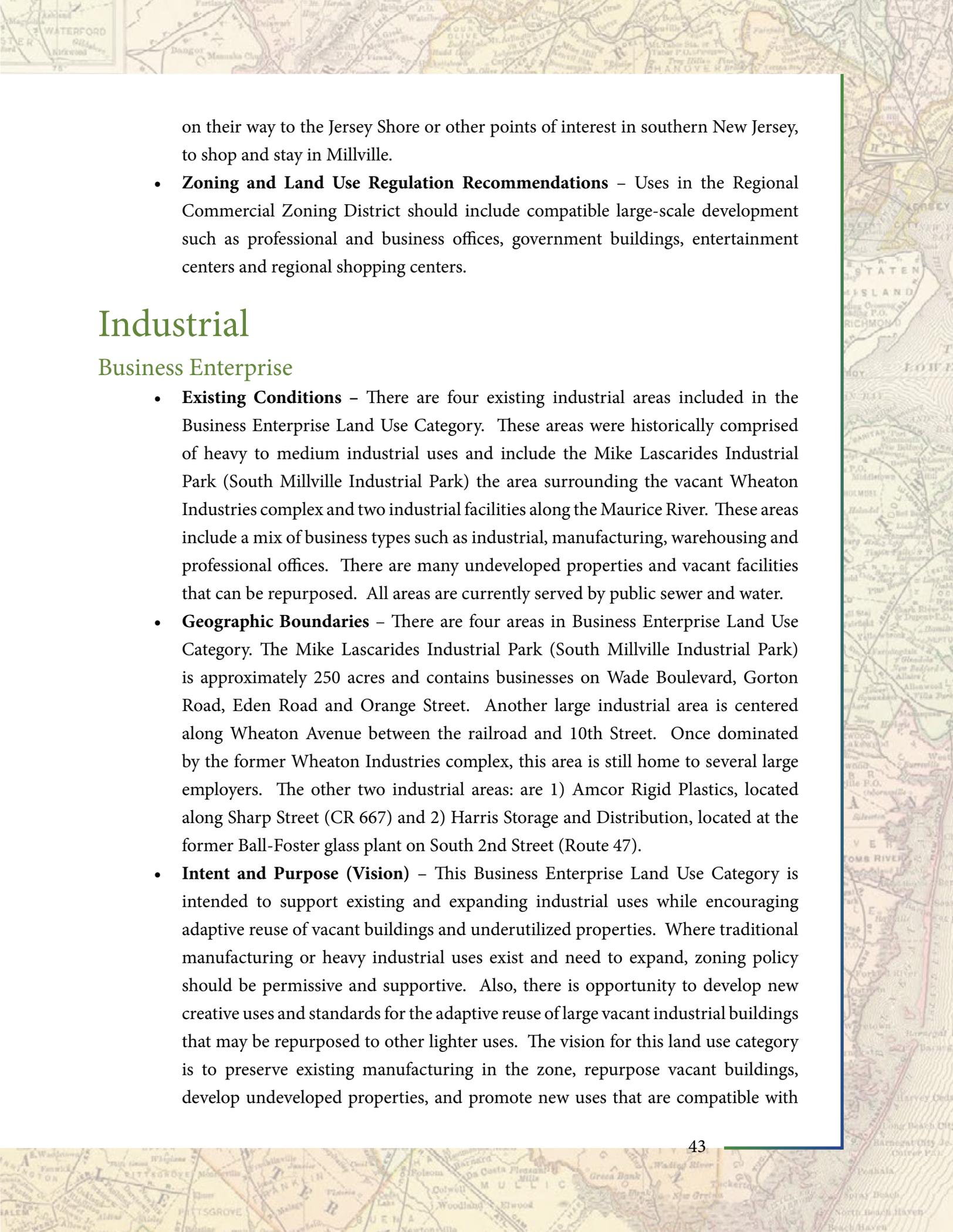
Highway Commercial

- **Existing Conditions** – This land use category contains businesses that are almost entirely retail and service-oriented such as pharmacies, restaurants, banks, auto dealers, motels, furniture outlets, gas stations and bargain stores. Typical establishments range from small 3,000 square foot locally-owned shops to 10,000 to 25,000 square foot regional chain stores. These commercial operations are dependent on automobile travel (non-pedestrian) with ample on-street signage, on-site parking. The former South Jersey Hospital (currently CompleteCare) and associated medical and professional buildings are also located in the Highway Commercial Land Use Category.
- **Geographic Description** – This land use category is found in two areas within the City. One section is located along the heavily traveled corridors of North 2nd Street (Route 47) and North High Street between Sharp Street (CR 667) and Broad Street (CR 552). The second section is located along Wade Boulevard and focused on the Wheaton Arts and Cultural Center (WheatonArts), which attracts over 100,000 visitors annually. Adjacent to the WheatonArts is a hotel and a few vacant, developable parcels (north of Whitaker Avenue) that could support new retail uses for visitors and residents alike.

- **Intent and Purpose (Vision)** – The purpose of this land use category is to provide a variety of commercial establishments oriented to the auto-centric, general public. A broad selection of retail uses such as dining, lodging, sales and personal and professional services should be available on both sides of High Street and North Route 47 and Wade Boulevard. Businesses are convenient to all residents in the City and surrounds and have a service radius that is generally broader than the neighborhood commercial but less than regional commercial. The land uses should preserve and enhance Wheaton Village's structures and ongoing living history activities related to the nineteenth century glassmaking industry and village life, craft and artisan activities, commercial use of culturally significant production processes, related retail opportunities, and related recreational opportunities.
- **Zoning and Land Use Regulation Recommendations** – Principal and conditional uses should be broad and inclusive in order to avoid the reoccurrence of common use variance requests. Additional uses to accommodate the tourism industry and medical and professional businesses should also be permitted in the Highway Commercial Zone District.

Regional Commercial

- **Existing Conditions** – Prior to the large-scale development that occurred in 2007, most of this area was included in the Southwest Interchange Study Area. The Regional Commercial Land Use Category is now almost entirely developed with the exception of two vacant parcels on Route 47. Two large shopping centers (Union Lake Crossing Shopping Center and Cumberland Crossings) dominate the landscape and contain regional and national chain stores such as Lowes, Walmart and Target. These shopping centers include large structures approximately 100,000 to 250,000 square feet in size and smaller pad sites. Other retail services, the County College, a church, a hotel and a few residential units are also located in this area.
- **Geographic Description** – This land use category is found in the northern section of Millville, adjacent to the boundary with the City of Vineland. The area is located north of Route 55 and continues south of the Routes 47/55 interchange on both sides of Route 47 to Sharp Street.
- **Intent and Purpose (Vision)** – The purpose of this area is to develop the remaining of large tracts of available land in order to serve the retail needs of Millville and the larger regional market. This area is suited to accommodate the daily needs of local customers and be a destination for tourists visiting Wheaton Village and the NJ Motorsports Park seeking lodging, dining and other services during their stay. The accessibility of this area will entice motorists traveling on the Route 55 expressway,



on their way to the Jersey Shore or other points of interest in southern New Jersey, to shop and stay in Millville.

- **Zoning and Land Use Regulation Recommendations** – Uses in the Regional Commercial Zoning District should include compatible large-scale development such as professional and business offices, government buildings, entertainment centers and regional shopping centers.

Industrial

Business Enterprise

- **Existing Conditions** – There are four existing industrial areas included in the Business Enterprise Land Use Category. These areas were historically comprised of heavy to medium industrial uses and include the Mike Lascarides Industrial Park (South Millville Industrial Park) the area surrounding the vacant Wheaton Industries complex and two industrial facilities along the Maurice River. These areas include a mix of business types such as industrial, manufacturing, warehousing and professional offices. There are many undeveloped properties and vacant facilities that can be repurposed. All areas are currently served by public sewer and water.
- **Geographic Boundaries** – There are four areas in Business Enterprise Land Use Category. The Mike Lascarides Industrial Park (South Millville Industrial Park) is approximately 250 acres and contains businesses on Wade Boulevard, Gorton Road, Eden Road and Orange Street. Another large industrial area is centered along Wheaton Avenue between the railroad and 10th Street. Once dominated by the former Wheaton Industries complex, this area is still home to several large employers. The other two industrial areas: are 1) Amcor Rigid Plastics, located along Sharp Street (CR 667) and 2) Harris Storage and Distribution, located at the former Ball-Foster glass plant on South 2nd Street (Route 47).
- **Intent and Purpose (Vision)** – This Business Enterprise Land Use Category is intended to support existing and expanding industrial uses while encouraging adaptive reuse of vacant buildings and underutilized properties. Where traditional manufacturing or heavy industrial uses exist and need to expand, zoning policy should be permissive and supportive. Also, there is opportunity to develop new creative uses and standards for the adaptive reuse of large vacant industrial buildings that may be repurposed to other lighter uses. The vision for this land use category is to preserve existing manufacturing in the zone, repurpose vacant buildings, develop undeveloped properties, and promote new uses that are compatible with

the surrounding area but require more floor areas and parking than are available in the typical downtown property.

- **Zoning and Land Use Regulation Recommendations** – There should be one zoning district for the Business Enterprise Land Use Category. This district should encourage traditional heavy and medium industry as well as technology and research center uses. Emphasis should be given to other adaptive reuse categories for the creative repurposing of existing vacant buildings. Professional and educational uses that can be clustered within the reuse of an existing building or require more parking than typically available in the downtown should be permitted, along with other supportive uses that can conveniently serve employees working in the industrial parks. This Land Use Plan Element recommends creating a redevelopment plan for the former Wheaton Industries complex and endorses the construction of a new interchange at Route 55, and Orange Boulevard to improve access to the Mike Lascarides Industrial Park.

Airport Enterprise

- **Existing Conditions** – This category includes the Millville Executive Airport and the surrounding uses and industries that include: the Millville Army Air Field Museum, aviation hangars, administrative offices, manufacturing and maintenance shops, a restaurant, a distillery and a microbrewery. Also located here is the former Boeing Modification facility, which features 75,000 square feet in two hangars, available for lease. In addition, the area includes the Millville Airport Historic District and an Airport Hazard Area Overlay District, with the latter being mandated by the State. The Airport Hazard Area regulates uses and structures in portions of the Airport, specifically around the runways and approaches. East of the Airport, along Bogden Boulevard, is the James R. Hurley Industrial Park, which consists of over 300 acres of vacant property. This area in the Airport Enterprise Land Use Category is served by public sewer and water.
- **Geographic Boundaries** – There is one area designated as the Airport Enterprise Land Use Category which includes the Millville Airport and John R. Hurley Industrial Park and adjacent land along Cedarville Road (CR 610), Buckshutem



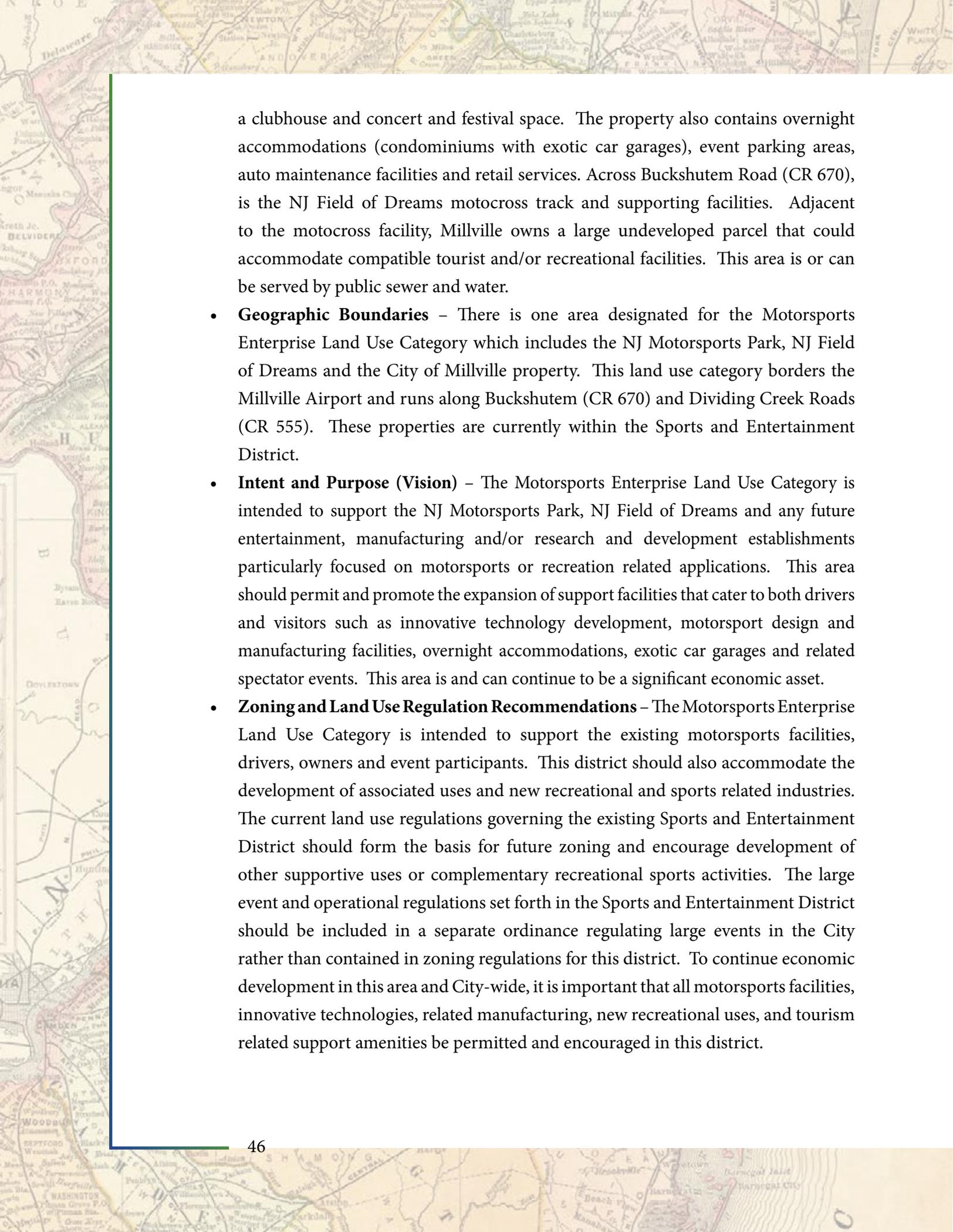
Road (CR 670), Dividing Creek Road (CR 555) and Bogden Boulevard. Farmland located west of Cedarville Road (CR 610) is also included in this land use category and is intended for future expansion and a buffer between uses.

- **Intent and Purpose (Vision)** – The Airport Enterprise Land Use Category is intended to support the Airport and related aviation, transportation and manufacturing establishments. These uses should continue to be permitted and if expansion is necessary, zoning policy should be permissive and supportive. Attracting long-term tenants to the vacant hangars at the Airport will increase economic activity. Tourism related activities that complement existing uses should also be encouraged and permitted. While the Airport Historic District is and can continue to be a significant asset, it should be reduced in size to focus on areas that can be preserved while allowing for expansion of economic activity at the airport. In doing so, the City will implement a vision that protects both historic character and promotes revitalization of the existing structures.
- **Zoning and Land Use Regulation Recommendations** – The Airport Enterprise district should allow for the Airport and associated uses such as, aviation support and development, technology development, industrial parks, recreational uses, research and development, retail sales and tourist attractions. Expansion of these uses should be permitted and encouraged to continue the economic viability of this area. Millville should look to leverage resources in order to find developers and businesses interested in the municipally-owned John R. Hurley Industrial Park. Additionally, this is an ideal setting for aviation, automotive and renewable energy industries as well as manufacturing, assembly, office, technology, warehousing, and distribution facilities. The City should sunset the now out of date Airport Redevelopment Plan. Improved access to Route 55 via and extension of Nabb Avenue would benefit this area.

Motorsports Enterprise

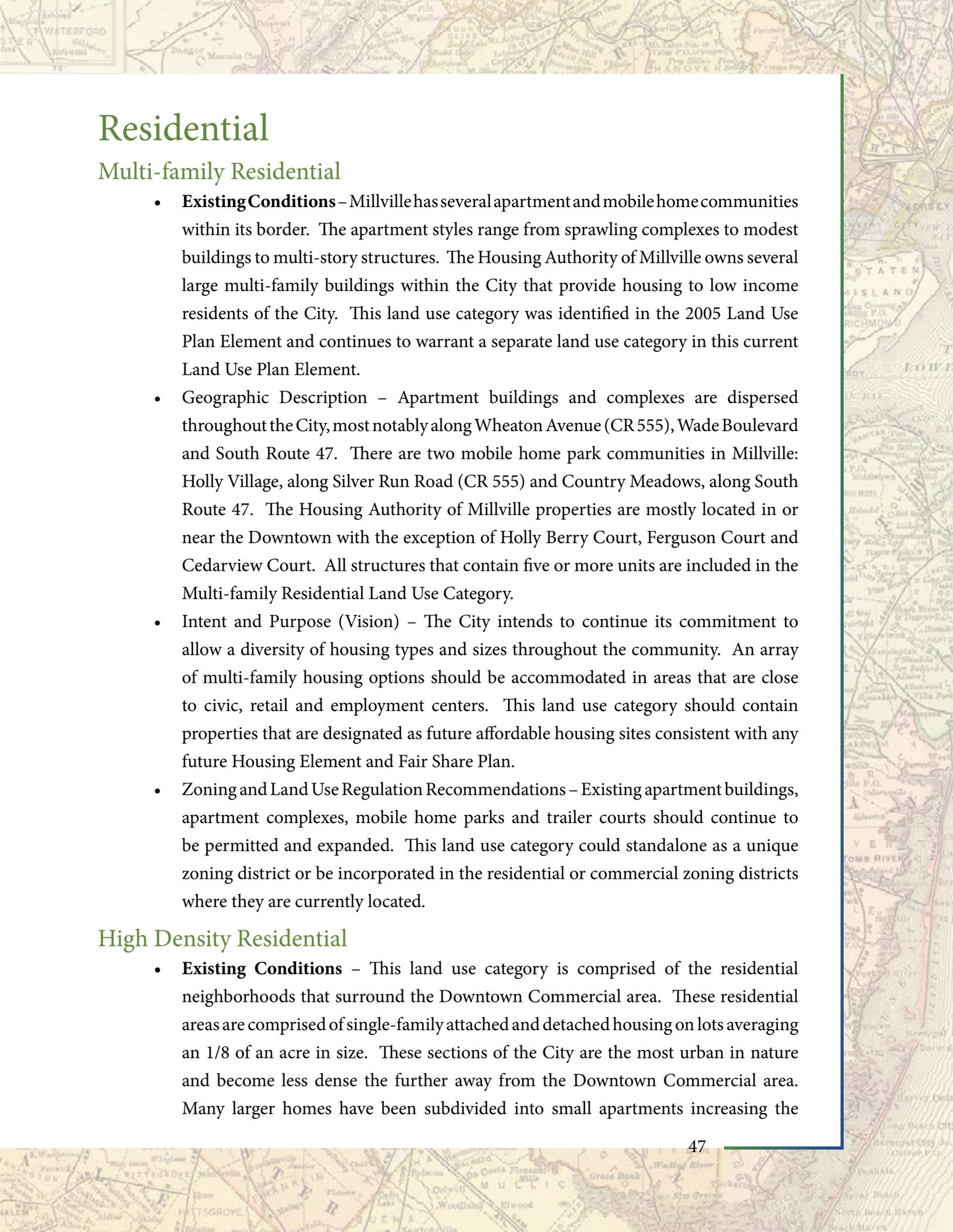
- **Existing Conditions** – This land use category centers around NJ Motorsports Park. Construction of the Park, which opened in 2008, was a key goal of the Airport Redevelopment Plan and the 2005 Master Plan. The Park operates two road courses, an outdoor karting complex, a paintball field,





a clubhouse and concert and festival space. The property also contains overnight accommodations (condominiums with exotic car garages), event parking areas, auto maintenance facilities and retail services. Across Buckshutem Road (CR 670), is the NJ Field of Dreams motocross track and supporting facilities. Adjacent to the motocross facility, Millville owns a large undeveloped parcel that could accommodate compatible tourist and/or recreational facilities. This area is or can be served by public sewer and water.

- **Geographic Boundaries** – There is one area designated for the Motorsports Enterprise Land Use Category which includes the NJ Motorsports Park, NJ Field of Dreams and the City of Millville property. This land use category borders the Millville Airport and runs along Buckshutem (CR 670) and Dividing Creek Roads (CR 555). These properties are currently within the Sports and Entertainment District.
- **Intent and Purpose (Vision)** – The Motorsports Enterprise Land Use Category is intended to support the NJ Motorsports Park, NJ Field of Dreams and any future entertainment, manufacturing and/or research and development establishments particularly focused on motorsports or recreation related applications. This area should permit and promote the expansion of support facilities that cater to both drivers and visitors such as innovative technology development, motorsport design and manufacturing facilities, overnight accommodations, exotic car garages and related spectator events. This area is and can continue to be a significant economic asset.
- **Zoning and Land Use Regulation Recommendations** – The Motorsports Enterprise Land Use Category is intended to support the existing motorsports facilities, drivers, owners and event participants. This district should also accommodate the development of associated uses and new recreational and sports related industries. The current land use regulations governing the existing Sports and Entertainment District should form the basis for future zoning and encourage development of other supportive uses or complementary recreational sports activities. The large event and operational regulations set forth in the Sports and Entertainment District should be included in a separate ordinance regulating large events in the City rather than contained in zoning regulations for this district. To continue economic development in this area and City-wide, it is important that all motorsports facilities, innovative technologies, related manufacturing, new recreational uses, and tourism related support amenities be permitted and encouraged in this district.



Residential

Multi-family Residential

- **Existing Conditions** – Millville has several apartment and mobile home communities within its border. The apartment styles range from sprawling complexes to modest buildings to multi-story structures. The Housing Authority of Millville owns several large multi-family buildings within the City that provide housing to low income residents of the City. This land use category was identified in the 2005 Land Use Plan Element and continues to warrant a separate land use category in this current Land Use Plan Element.
- **Geographic Description** – Apartment buildings and complexes are dispersed throughout the City, most notably along Wheaton Avenue (CR 555), Wade Boulevard and South Route 47. There are two mobile home park communities in Millville: Holly Village, along Silver Run Road (CR 555) and Country Meadows, along South Route 47. The Housing Authority of Millville properties are mostly located in or near the Downtown with the exception of Holly Berry Court, Ferguson Court and Cedarview Court. All structures that contain five or more units are included in the Multi-family Residential Land Use Category.
- **Intent and Purpose (Vision)** – The City intends to continue its commitment to allow a diversity of housing types and sizes throughout the community. An array of multi-family housing options should be accommodated in areas that are close to civic, retail and employment centers. This land use category should contain properties that are designated as future affordable housing sites consistent with any future Housing Element and Fair Share Plan.
- **Zoning and Land Use Regulation Recommendations** – Existing apartment buildings, apartment complexes, mobile home parks and trailer courts should continue to be permitted and expanded. This land use category could stand alone as a unique zoning district or be incorporated in the residential or commercial zoning districts where they are currently located.

High Density Residential

- **Existing Conditions** – This land use category is comprised of the residential neighborhoods that surround the Downtown Commercial area. These residential areas are comprised of single-family attached and detached housing on lots averaging an 1/8 of an acre in size. These sections of the City are the most urban in nature and become less dense the further away from the Downtown Commercial area. Many larger homes have been subdivided into small apartments increasing the

overall density of the area. All of the development in this land use category is served by public water and sewer. This area contains some small businesses on scattered sites, institutional uses, apartment units and small professional office uses. Residences are generally within walking distance to the



Downtown Commercial and Neighborhood Commercial Areas. Many of the houses located in this area are more historic than those within the other residential areas in town. In some cases, the historic integrity of residential structures has been compromised as a result of being subdivided into apartment units, at times without approvals. In addition, the owners of many of these apartments do not properly maintain the structures resulting in numerous code violations that need to be addressed by property maintenance codes.

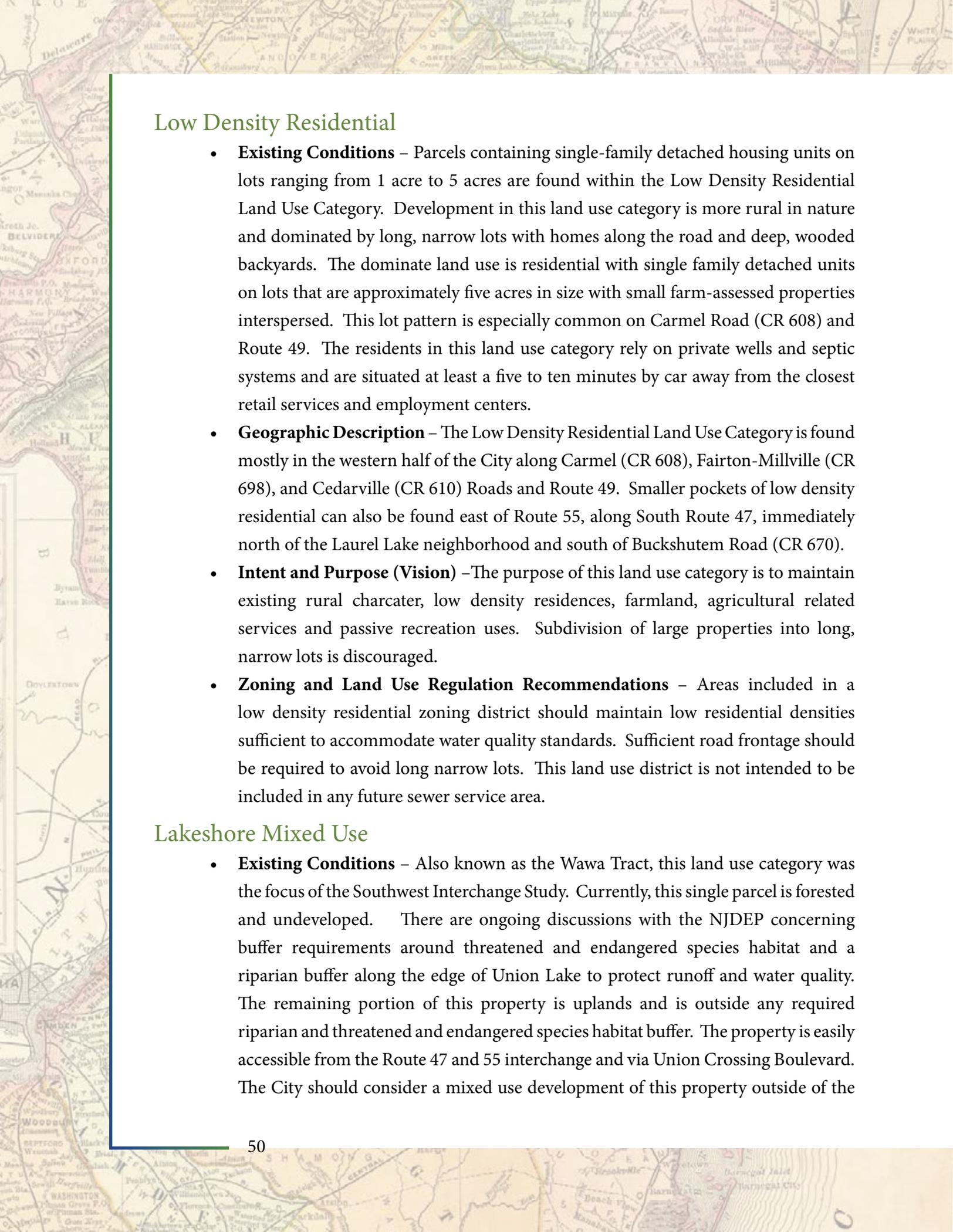
- **Geographic Description** – This land use category is found adjacent to the Downtown Commercial area predominately between G Street and East Main Street (Route 49), between Sharp Street (CR 667) and Buck Street and directly across the Maurice River, between East Main Street (Route 49) and Cedar Street (CR 610).
- **Intent and Purpose (Vision)** – The desired development pattern in the High Density Residential Land Use category is a traditional neighborhood setting consisting of single-family attached and detached housing units on lots of at least 1/8 acre in size. The street grid pattern should encourage pedestrian circulation and access to parks, schools and other civic facilities.
- **Zoning and Land Use Regulation Recommendations** – Additional commercial uses should not be permitted in this district as it is served by the adjacent Downtown, Neighborhood and Highway Commercial land use categories. In order to minimize conversions and reduce code violations, it is recommended that the minimum permitted area of a dwelling unit be increased from 750 to 900 square feet and additional controls be put in place to assure that any new apartment units that result from conversion of existing residential buildings are modern, safe and not over-crowded. Zoning should allow for lot consolidation and the creation of multi-floor townhouses and garden apartments, with off-street parking in order to meet the need for a diversity of housing opportunities.

Medium Density Residential

- **Existing Conditions** – Areas of the City that are composed of single-family detached housing units on lots ranging from a ¼ acre to 1 acre in size are included within the Medium Density Residential Land Use Category. These suburban-style subdivisions have very similar development patterns and are almost entirely residential with a few exceptions such as a church or park. All of the development in this land use category is served by public water and sewer.
- **Geographic Description** – This land use category is found predominately along the perimeter of the Downtown and along arterial and collector roads. These neighborhoods are generally located in the following areas: 1) west of Sharp Street (CR 667); 2) along Wheaton Avenue (CR 555); along Hance Bridge Road; between Newcombtown Road (CR 684) and East Main Street (Route 49); east of South Route 47; along West Main Street (Route 49), Fairton-Millville Road (CR 698) and Cedarville Road (CR 610); and near the intersection of Cedarville (CR 610) and Buckshutem Roads (CR 670), which includes the recently constructed Four Seasons at Millville age-restricted community.
- **Intent and Purpose (Vision)** – The desired development pattern in the Medium Density Residential Land Use Category is single-family detached housing units on ¼ to ½ acre lots. This category may also contain parks and civic facilities, for use by local residents. These residential neighborhoods are located in areas that are beyond walking distance from the availability of goods and services. Future development should be geared primarily towards auto-dependent single family residences.



- **Zoning and Land Use Regulation Recommendations** – In an effort to simplify zoning districts and land use regulations, residential neighborhoods with comparable densities and similar uses should be merged into a single medium density residential zoning district. In addition to residential uses, parks, schools and other civic uses should be permitted. Commercial uses that are in character with surrounding development should only be permitted as a conditional use.

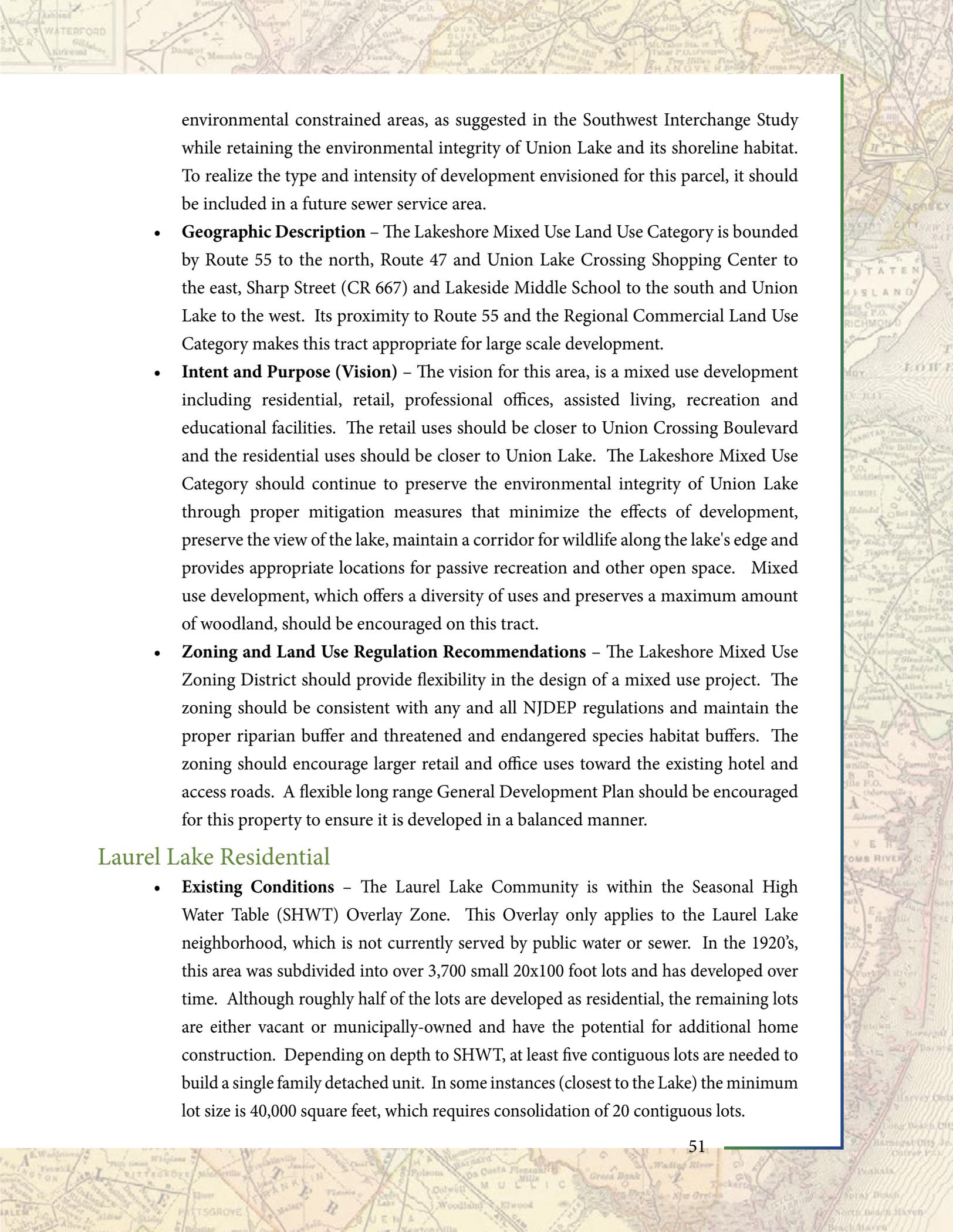
A background map of the region, showing various roads, towns, and geographical features. The map is partially obscured by a white box containing text.

Low Density Residential

- **Existing Conditions** – Parcels containing single-family detached housing units on lots ranging from 1 acre to 5 acres are found within the Low Density Residential Land Use Category. Development in this land use category is more rural in nature and dominated by long, narrow lots with homes along the road and deep, wooded backyards. The dominate land use is residential with single family detached units on lots that are approximately five acres in size with small farm-assessed properties interspersed. This lot pattern is especially common on Carmel Road (CR 608) and Route 49. The residents in this land use category rely on private wells and septic systems and are situated at least a five to ten minutes by car away from the closest retail services and employment centers.
- **Geographic Description** – The Low Density Residential Land Use Category is found mostly in the western half of the City along Carmel (CR 608), Fairton-Millville (CR 698), and Cedarville (CR 610) Roads and Route 49. Smaller pockets of low density residential can also be found east of Route 55, along South Route 47, immediately north of the Laurel Lake neighborhood and south of Buckshutem Road (CR 670).
- **Intent and Purpose (Vision)** –The purpose of this land use category is to maintain existing rural charcater, low density residences, farmland, agricultural related services and passive recreation uses. Subdivision of large properties into long, narrow lots is discouraged.
- **Zoning and Land Use Regulation Recommendations** – Areas included in a low density residential zoning district should maintain low residential densities sufficient to accommodate water quality standards. Sufficient road frontage should be required to avoid long narrow lots. This land use district is not intended to be included in any future sewer service area.

Lakeshore Mixed Use

- **Existing Conditions** – Also known as the Wawa Tract, this land use category was the focus of the Southwest Interchange Study. Currently, this single parcel is forested and undeveloped. There are ongoing discussions with the NJDEP concerning buffer requirements around threatened and endangered species habitat and a riparian buffer along the edge of Union Lake to protect runoff and water quality. The remaining portion of this property is uplands and is outside any required riparian and threatened and endangered species habitat buffer. The property is easily accessible from the Route 47 and 55 interchange and via Union Crossing Boulevard. The City should consider a mixed use development of this property outside of the



environmental constrained areas, as suggested in the Southwest Interchange Study while retaining the environmental integrity of Union Lake and its shoreline habitat. To realize the type and intensity of development envisioned for this parcel, it should be included in a future sewer service area.

- **Geographic Description** – The Lakeshore Mixed Use Land Use Category is bounded by Route 55 to the north, Route 47 and Union Lake Crossing Shopping Center to the east, Sharp Street (CR 667) and Lakeside Middle School to the south and Union Lake to the west. Its proximity to Route 55 and the Regional Commercial Land Use Category makes this tract appropriate for large scale development.
- **Intent and Purpose (Vision)** – The vision for this area, is a mixed use development including residential, retail, professional offices, assisted living, recreation and educational facilities. The retail uses should be closer to Union Crossing Boulevard and the residential uses should be closer to Union Lake. The Lakeshore Mixed Use Category should continue to preserve the environmental integrity of Union Lake through proper mitigation measures that minimize the effects of development, preserve the view of the lake, maintain a corridor for wildlife along the lake's edge and provides appropriate locations for passive recreation and other open space. Mixed use development, which offers a diversity of uses and preserves a maximum amount of woodland, should be encouraged on this tract.
- **Zoning and Land Use Regulation Recommendations** – The Lakeshore Mixed Use Zoning District should provide flexibility in the design of a mixed use project. The zoning should be consistent with any and all NJDEP regulations and maintain the proper riparian buffer and threatened and endangered species habitat buffers. The zoning should encourage larger retail and office uses toward the existing hotel and access roads. A flexible long range General Development Plan should be encouraged for this property to ensure it is developed in a balanced manner.

Laurel Lake Residential

- **Existing Conditions** – The Laurel Lake Community is within the Seasonal High Water Table (SHWT) Overlay Zone. This Overlay only applies to the Laurel Lake neighborhood, which is not currently served by public water or sewer. In the 1920's, this area was subdivided into over 3,700 small 20x100 foot lots and has developed over time. Although roughly half of the lots are developed as residential, the remaining lots are either vacant or municipally-owned and have the potential for additional home construction. Depending on depth to SHWT, at least five contiguous lots are needed to build a single family detached unit. In some instances (closest to the Lake) the minimum lot size is 40,000 square feet, which requires consolidation of 20 contiguous lots.

- **Geographic Description** – The Laurel Lake Community is located on Laurel Lake, in the southernmost section of Millville, south of Buckshutem Road (CR 670).
- **Intent and Purpose (Vision)** – The purpose of the Laurel Lake Residential Land Use Category is to avoid inappropriate densities within areas exhibiting or prone to exhibit poor environmental conditions for septic systems, specifically low depth to seasonal high water table and/or soils with poor drainage characteristics.
- **Zoning and Land Use Regulation Recommendations** – The uses in the Laurel Lake Residential Land Use Category should be similar to the Medium Density Residential Land Use Category. Bulk requirements should incorporate the method for determining the applicability of the Seasonal High Water Table Overlay Zone requirements. Lot consolidation should be encouraged wherever possible. Extending water and sewer service to this community should be a primary goal. Should future funding not be available to implement the extension of a centralized sewer system to the Laurel Lake community, the City should consider implementation of packaged wastewater treatment plant, if doing so would present a more affordable option.

Conservation

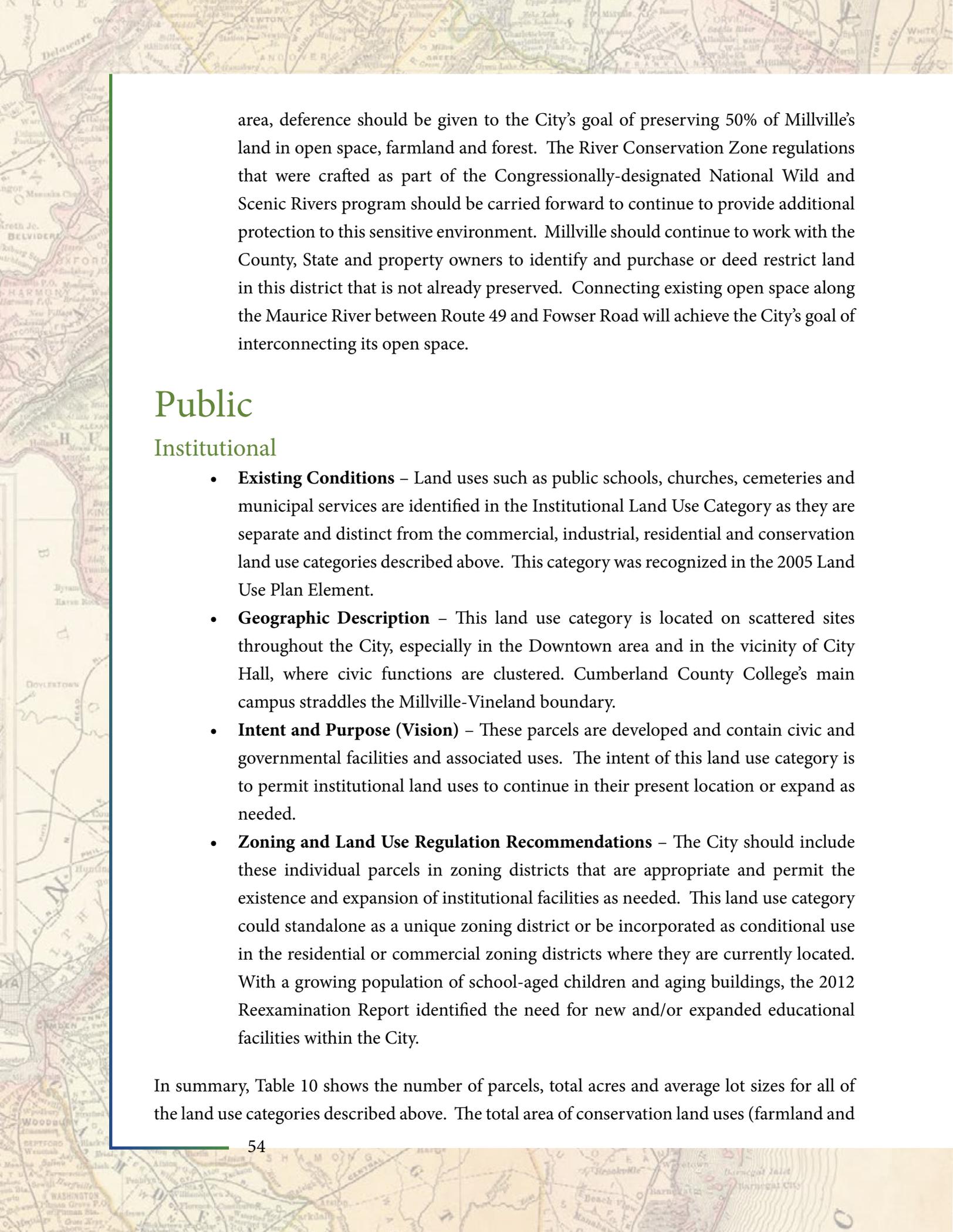
Farmland Production

- **Existing Conditions** – The Farmland Production Land Use Category primarily contains large lot properties that are or could be in agricultural production. This category encompasses parcels associated with agricultural uses such as cropland, pasture, orchards, vineyards, nurseries and livestock and poultry production. It also includes undeveloped parcels and farmsteads that are isolated from other residential development. Properties containing single-family detached housing units on lots that are five acres or more are currently within the Farmland Production Land Use Category. This land use is agrarian in nature and contains long, narrow lots with homes along the road and deep, wooded backyards. The agricultural areas and the residential lots in this land use category rely on private wells and septic systems.
- **Geographic Description** – This land use is found mostly in the western half of the City along Carmel Road (CR 608), Fairton-Millville Road (CR 698), Hogbin Road (CR 625), Nabb Avenue (CR 634) and Buckshutem Road (CR 670), in the south between Dividing Creek Road (CR 555), Buckshutem Road and Silver Run Road (CR 627) and the Holly Ridge Site.
- **Intent and Purpose (Vision)** – To preserve and enhance the economic viability and quality of existing agriculturally productive lands, farms, and agricultural homesteads as well as maintaining a rural, low density environment.

- **Zoning and Land Use Regulation Recommendations** – To discourage over-consumption of prime cropland, residential densities in the Farmland Production district should be a minimum of one unit per 10 acres. In addition, other regulatory techniques such as mandatory clustering should be required in order to avoid developing deep, narrow lots along existing roadways. To simplify zoning, the Agricultural and Land Conservation districts should be combined into one district, with the new density and regulatory technique noted above. With application of mandatory clustering, the village node concept is not necessary and should be removed in this district. When developing land use regulations and zoning for this area, deference should be given to the City’s goal of preserving 50% of Millville’s land in open space, farmland and forest.

Open Space

- **Existing Conditions** – Properties that are undeveloped, mostly forested, publicly-owned or owned by a non-profit and deed restricted from future development are designated within the Open Space Land Use Category. This land use category primarily encompasses the wildlife management areas in Millville, nearby preserved land and environmentally sensitive areas.
- **Geographic Description** – This land use is prevalent in the northwestern section of Millville around Union Lake (Union Lake Wildlife Management Area (WMA) between Route 55 and Carmel Road (CR 608), on its southern edge, below Buckshutem Road (CR 670) (Millville WMA), along the Maurice Riverfront south of the Downtown, and on its eastern edge around the Menantico Creek and Pond (Menantico WMA) between Route 55 and Route 49. In addition, the Buckshutem WMA, on the western edge of Millville, is also included in this land use category.
- **Intent and Purpose (Vision)** – The purpose of any future zoning for these areas is to safeguard the natural beauty of Millville, preserve significant environmental features and improve the quality of air and water in Millville by protecting steams, wetlands, flood plains, and important woodlands. The vision for the Open Space Land Use Category is to form a regional greenway by connecting existing open space and parklands. This land use category is the most restrictive in that the intent of it is to restrict future residential or commercial development.
- **Zoning and Land Use Regulation Recommendations** – Areas that are zoned in the Open Space district have the most restrictions on development and should prohibit new residential and commercial construction. Uses are to be limited to agriculture, active and passive recreation, conservation, habitat enhancement and stormwater management facilities. When developing land use regulations and zoning for this



area, deference should be given to the City's goal of preserving 50% of Millville's land in open space, farmland and forest. The River Conservation Zone regulations that were crafted as part of the Congressionally-designated National Wild and Scenic Rivers program should be carried forward to continue to provide additional protection to this sensitive environment. Millville should continue to work with the County, State and property owners to identify and purchase or deed restrict land in this district that is not already preserved. Connecting existing open space along the Maurice River between Route 49 and Fowser Road will achieve the City's goal of interconnecting its open space.

Public

Institutional

- **Existing Conditions** – Land uses such as public schools, churches, cemeteries and municipal services are identified in the Institutional Land Use Category as they are separate and distinct from the commercial, industrial, residential and conservation land use categories described above. This category was recognized in the 2005 Land Use Plan Element.
- **Geographic Description** – This land use category is located on scattered sites throughout the City, especially in the Downtown area and in the vicinity of City Hall, where civic functions are clustered. Cumberland County College's main campus straddles the Millville-Vineland boundary.
- **Intent and Purpose (Vision)** – These parcels are developed and contain civic and governmental facilities and associated uses. The intent of this land use category is to permit institutional land uses to continue in their present location or expand as needed.
- **Zoning and Land Use Regulation Recommendations** – The City should include these individual parcels in zoning districts that are appropriate and permit the existence and expansion of institutional facilities as needed. This land use category could standalone as a unique zoning district or be incorporated as conditional use in the residential or commercial zoning districts where they are currently located. With a growing population of school-aged children and aging buildings, the 2012 Reexamination Report identified the need for new and/or expanded educational facilities within the City.

In summary, Table 10 shows the number of parcels, total acres and average lot sizes for all of the land use categories described above. The total area of conservation land uses (farmland and

open space) equates to 53% of the total area of Millville. Commercial land uses account for 3% of the total area, Industrial land uses account for 15% of the total area, residential land uses account for 28% of the total area and public land uses account for 2% of the total area. In the residential land use categories, it is important to note that the average lot size is consistent with recommended zoning densities. The 2016 land use categories are consistent with current property classifications while allowing for future growth it targeted areas such as the Wawa Tract and the James R. Hurley Industrial Park. Table 11 shows the percentage of parcels by property class in each land use category. Red highlights indicate where the land use categories and property classifications are congruent.



Table 10 - 2016 Land Use Category Statistics

Land Use Category	Number of Parcels	Total Acres	Average Lot Size
Airport Enterprise	52	1,567.69	30.15
Business Enterprise	200	1,182.85	5.91
Downtown Commercial	412	66.71	0.16
Farmland Production	323	5,359.19	16.59
High Density Residential	3,028	446.33	0.15
Highway Commercial	133	202.48	1.52
Institutional	40	575.22	14.38
Lakeshore Mixed Use	1	397.98	397.98
Laurel Lake Residential	3,725	308.31	0.08
Low Density Residential	999	3,255.02	3.26
Medium Density Residential	4,442	2,753.80	0.62
Motorsports Enterprise	12	886.81	73.90
Multi-family Residential	45	363.48	8.08
Neighborhood Commercial	228	208.47	0.91
Open Space	182	8,687.26	47.73
Regional Commercial	49	255.97	5.22
Total	13,871	26,517.58	

* Totals do not include road right-of-ways

Source: State of New Jersey Department of Community Affairs, State of New Jersey Office of GIS

Table 11 - Percentage of Parcels by Property Classification in each Land Use Category

Land Use Category	Vacant	Residential	Farmland	Commercial	Industrial
Airport Enterprise	0.5%	0.1%	4.9%	1.8%	7.7%
Business Enterprise	4.5%	0.3%	0.0%	10.6%	78.5%
Downtown Commercial	3.6%	2.2%	0.0%	31.7%	0.0%
Farmland Production	3.6%	1.9%	59.0%	0.5%	4.6%
High Density Residential	14.0%	31.3%	0.0%	13.7%	3.1%
Highway Commercial	1.4%	0.4%	0.0%	17.2%	3.1%
Institutional	0.2%	0.0%	0.0%	0.0%	0.0%
Lakeshore Mixed Use	0.0%	0.0%	1.6%	0.0%	0.0%
Laurel Lake Residential	29.6%	3.5%	0.0%	0.3%	0.0%
Low Density Residential	11.7%	9.5%	24.6%	1.3%	0.0%
Medium Density Residential	23.4%	48.5%	3.3%	2.9%	0.0%
Motorsports Enterprise	0.7%	0.0%	0.0%	0.5%	0.0%
Multi-family Residential	0.1%	0.0%	0.0%	1.1%	0.0%
Neighborhood Commercial	2.5%	1.7%	0.0%	13.7%	3.1%
Open Space	3.3%	0.3%	4.9%	0.5%	0.0%
Regional Commercial	0.9%	0.1%	1.6%	4.2%	0.0%

Land Use Category	Apartment	Railroad	School Property	Public Property	Other Tax Exempt
Airport Enterprise	0.0%	0.0%	0.0%	3.5%	1.6%
Business Enterprise	0.0%	35.0%	4.5%	4.6%	1.1%
Downtown Commercial	12.9%	20.0%	0.0%	8.7%	8.9%
Farmland Production	0.0%	0.0%	0.0%	0.9%	1.6%
High Density Residential	45.2%	30.0%	0.0%	12.8%	18.9%
Highway Commercial	0.0%	10.0%	0.0%	0.9%	1.6%
Institutional	0.0%	0.0%	95.5%	2.0%	1.6%
Lakeshore Mixed Use	0.0%	0.0%	0.0%	0.0%	0.0%
Laurel Lake Residential	0.0%	0.0%	0.0%	37.8%	1.1%
Low Density Residential	0.0%	0.0%	0.0%	1.5%	13.2%
Medium Density Residential	0.0%	0.0%	0.0%	8.5%	31.6%
Motorsports Enterprise	0.0%	0.0%	0.0%	0.7%	0.0%
Multi-family Residential	32.3%	0.0%	0.0%	4.8%	1.6%
Neighborhood Commercial	0.0%	0.0%	0.0%	0.9%	1.6%
Open Space	0.0%	5.0%	0.0%	12.2%	15.3%
Regional Commercial	0.0%	0.0%	0.0%	0.7%	0.5%

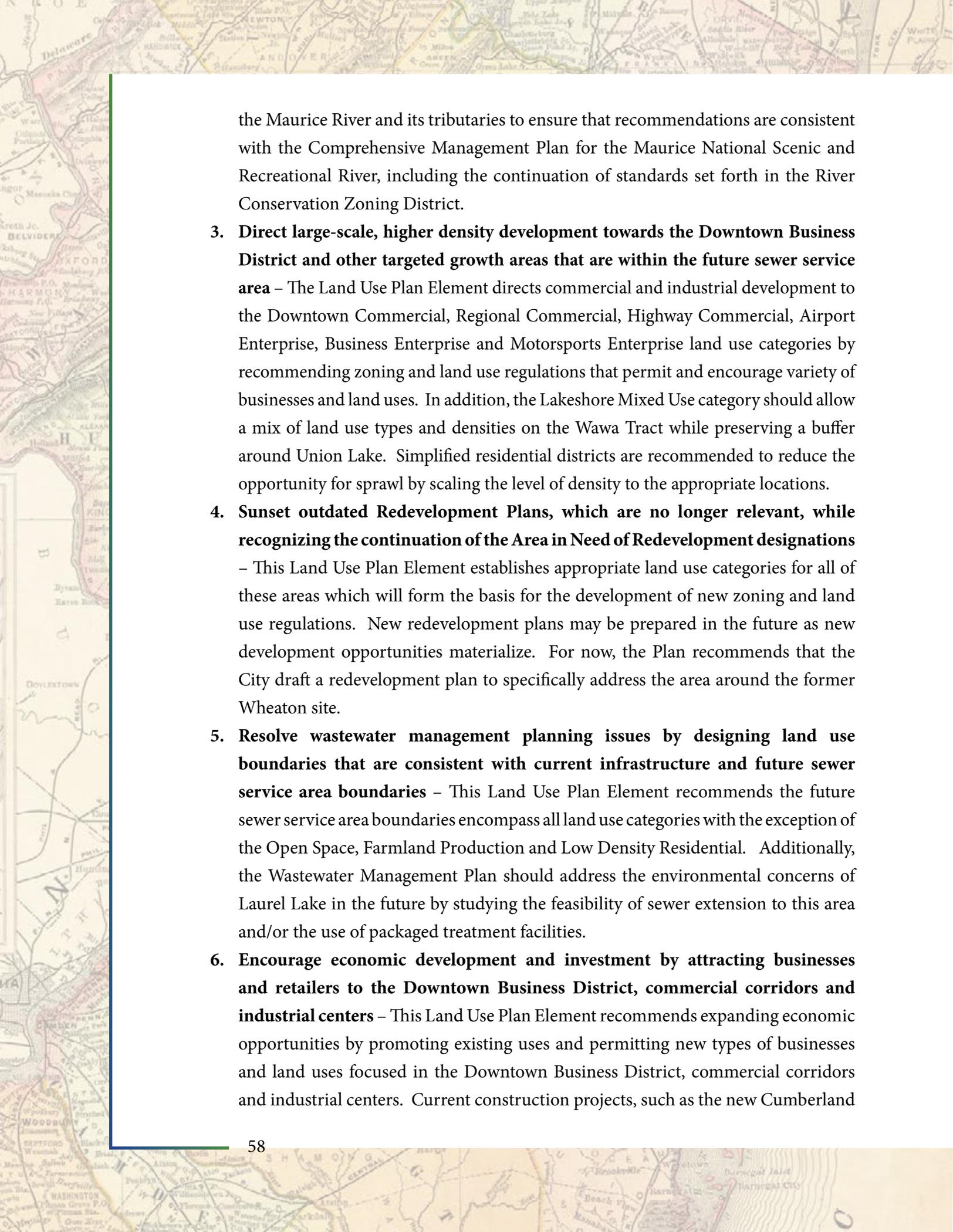
Source: State of New Jersey Department of the Treasury - Division of Taxation, State of New Jersey Office of GIS

Conclusion

It is imperative to the success of this Land Use Plan Element that the recommendations contained in this document are implemented. The recommendations are consistent with the City's current policies and the goals of the 2005 Master Plan and 2012 Reexamination Report. Once adopted by the Planning Board, continued collaboration between the City's elected officials and staff, local stakeholders and residents is key for implementation. To ensure consistency, the City should consider the goals and recommendations set forth in this Plan when adopting or amending other Elements of its Master Plan.

The 16 land use categories described in the previous section, present a blueprint for the City's Governing Body to adopt new zoning districts and land use regulations that will guide future development in an orderly process and with clear direction. The goals set forth in the beginning of this Land Use Plan Element were reflected in the creation of each land use category. Specifically, the Zoning and Land Use Regulation Recommendations provided in the land use category section address each goal as follows:

- 1. Provide a blueprint for the City to accommodate a variety of land uses and densities in the appropriate locations while maintaining a balance between development and land conservation** – The Land Use Plan Element sets forth 16 land use categories in five major categories: Residential; Commercial; Industrial; Conservation; and Public, which were designed based on current land uses and densities and future trends. These categories were carefully crafted to reinforce the vision of the City. Existing documents such as the City of Millville Master Plan, Master Plan Elements and Reexamination Report were reviewed and referenced to identify areas of the City that are suitable for new or more intense development and areas that are environmentally sensitive where development should be avoided.
- 2. Protect open space and critical habitats around the Maurice River and preserve the remaining active farmland by encouraging low densities or clustered development in rural areas** – The Land Use Plan Element recommends two Conservation Districts (Farm Production and Open Space), which together will protect 53% of the area in the City of Millville from development. The Farm Production District could have ten acre minimum zoning with mandatory clustering to protect existing farmland. The Holly Ridge Site, once slated for massive residential development, is now recommended for conservation. Special attention was given to



the Maurice River and its tributaries to ensure that recommendations are consistent with the Comprehensive Management Plan for the Maurice National Scenic and Recreational River, including the continuation of standards set forth in the River Conservation Zoning District.

3. **Direct large-scale, higher density development towards the Downtown Business District and other targeted growth areas that are within the future sewer service area** – The Land Use Plan Element directs commercial and industrial development to the Downtown Commercial, Regional Commercial, Highway Commercial, Airport Enterprise, Business Enterprise and Motorsports Enterprise land use categories by recommending zoning and land use regulations that permit and encourage variety of businesses and land uses. In addition, the Lakeshore Mixed Use category should allow a mix of land use types and densities on the Wawa Tract while preserving a buffer around Union Lake. Simplified residential districts are recommended to reduce the opportunity for sprawl by scaling the level of density to the appropriate locations.
4. **Sunset outdated Redevelopment Plans, which are no longer relevant, while recognizing the continuation of the Area in Need of Redevelopment designations** – This Land Use Plan Element establishes appropriate land use categories for all of these areas which will form the basis for the development of new zoning and land use regulations. New redevelopment plans may be prepared in the future as new development opportunities materialize. For now, the Plan recommends that the City draft a redevelopment plan to specifically address the area around the former Wheaton site.
5. **Resolve wastewater management planning issues by designing land use boundaries that are consistent with current infrastructure and future sewer service area boundaries** – This Land Use Plan Element recommends the future sewer service area boundaries encompass all land use categories with the exception of the Open Space, Farmland Production and Low Density Residential. Additionally, the Wastewater Management Plan should address the environmental concerns of Laurel Lake in the future by studying the feasibility of sewer extension to this area and/or the use of packaged treatment facilities.
6. **Encourage economic development and investment by attracting businesses and retailers to the Downtown Business District, commercial corridors and industrial centers** – This Land Use Plan Element recommends expanding economic opportunities by promoting existing uses and permitting new types of businesses and land uses focused in the Downtown Business District, commercial corridors and industrial centers. Current construction projects, such as the new Cumberland

County College facility and future development, such as the James R. Hurley Industrial Park, were considered and addressed in this analysis.

7. **Utilize data to create land use categories and boundaries that avoid potential use conflicts** – This Land Use Plan Element recommends zoning districts based upon a thorough analysis of current land use and environmental constraints as well as economic conditions and opportunities. The land use categories are aligned with the existing development pattern and densities in order to minimize the occurrence of potential conflicts.
8. **Reduce the number of land use categories in order to simplify zoning districts and limit overlay zones** – This Land Use Plan Element recommends fewer zoning districts than what currently exists as follows: 1) merge the Agricultural Conservation and Land Conservation districts into a single Farmland Production District; 2) merge the Tourism and Professional Service districts into the Highway Commercial District; 3) reduce the number of residential districts based on current lot sizes; and 4) eliminate all overlay zones (except the Airport Hazard Area) and incorporate the overlay zones regulations into regulations for each respective district.
9. **Present a clear purpose, intent and vision for each land use category** – This Land Use Plan Element recommends that each zoning district have descriptive text in the Land Use Regulations stating the City's Intent and Purpose (Vision). The Land Use Categories section of this report provides a statement describing the Intent and Purpose (Vision) for each proposed zoning district that will better inform developers and the general public.
10. **Encourage user-friendly zoning ordinances and land use regulations in order to reduce the need for reoccurring variances and code violations** – This Land Use Plan Element recommends zoning districts that reflect the reality of the land use patterns presently found in the City of Millville. Each land use category suggests changes to the zoning ordinances and land use regulations that will reduce the need for variances and code violations.



Appendix A – Focus Group Results

Airport / Motor Sports Park / Industrial Areas

Strengths

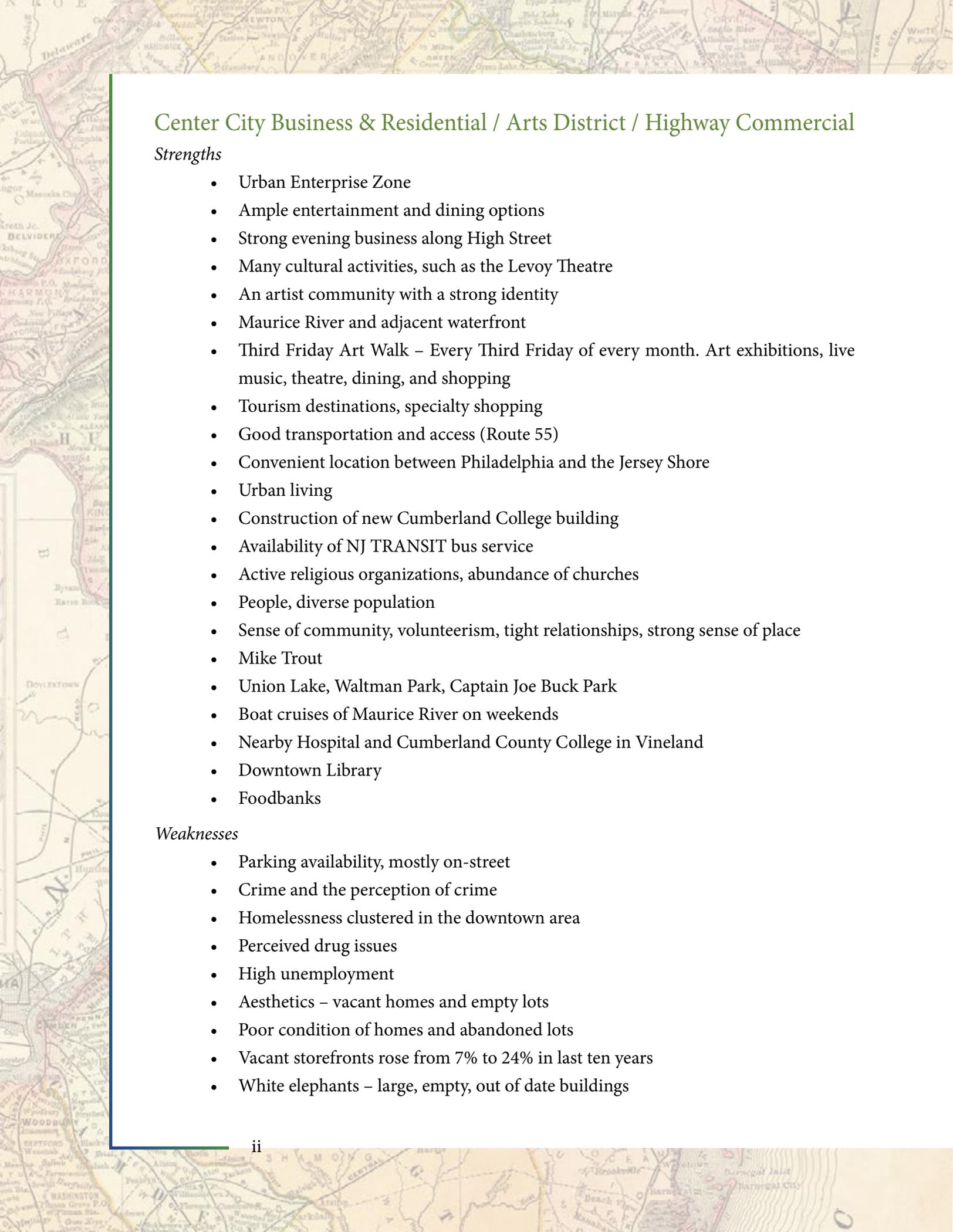
- Availability of utilities (water, sewer, electric, high speed internet)
- Rail access for shipping/receiving
- Easy access to Route 55
- Available, vacant buildings in place
- Existence of UEZ/Grow NJ/Empowerment Zone/Free Trade Zone
- Active economic development associations
- New vocational school
- Cumberland County College
- Public Transit (Bus)
- Expansion of existing businesses
- Local construction resources

Issues/Threats/Weaknesses

- Poor access to Airport, need Nabb Avenue extension
- Number of vacant, outdated buildings
- Large historic district with marginal buildings hamper development
- Number of vacant industrial parcels
- Lack of marketing resources available for undeveloped parcels
- Lack of an easy to find listing of available parcels
- Lack of child care centers in industrial zones (night shift availability)
- Loss of traditional manufacturing operations such as Wheaton Industries
- Environmental contamination and brownfields
- Human resources with the relevant job skills to meet current demand
- Multiple economic development groups need coordination
- Restrictive zoning
- Conflicts with surrounding residential districts

Opportunities

- Repurpose vacant industrial properties to uses in demand
- Allow broader business uses in appropriate areas
- Customize land uses to allow variety of businesses
- Allow local conveniences in industrial areas
- Rename/rebrand Industrial zones to business parks

A background map of the region, showing parts of Delaware, Pennsylvania, and New Jersey. The map is detailed, with various towns, roads, and geographical features labeled. The text is overlaid on a white rectangular area on the right side of the map.

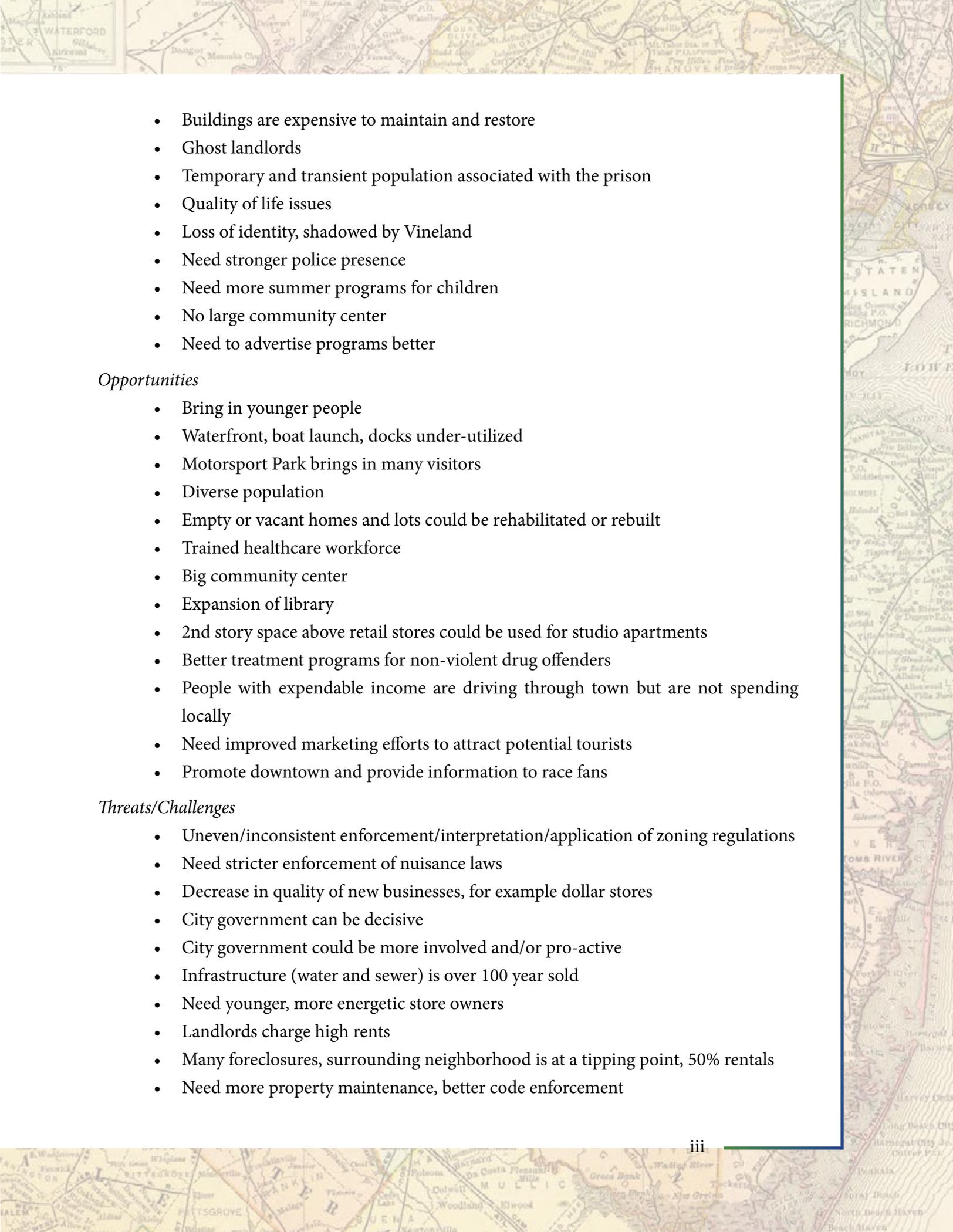
Center City Business & Residential / Arts District / Highway Commercial

Strengths

- Urban Enterprise Zone
- Ample entertainment and dining options
- Strong evening business along High Street
- Many cultural activities, such as the Levoy Theatre
- An artist community with a strong identity
- Maurice River and adjacent waterfront
- Third Friday Art Walk – Every Third Friday of every month. Art exhibitions, live music, theatre, dining, and shopping
- Tourism destinations, specialty shopping
- Good transportation and access (Route 55)
- Convenient location between Philadelphia and the Jersey Shore
- Urban living
- Construction of new Cumberland College building
- Availability of NJ TRANSIT bus service
- Active religious organizations, abundance of churches
- People, diverse population
- Sense of community, volunteerism, tight relationships, strong sense of place
- Mike Trout
- Union Lake, Waltman Park, Captain Joe Buck Park
- Boat cruises of Maurice River on weekends
- Nearby Hospital and Cumberland County College in Vineland
- Downtown Library
- Foodbanks

Weaknesses

- Parking availability, mostly on-street
- Crime and the perception of crime
- Homelessness clustered in the downtown area
- Perceived drug issues
- High unemployment
- Aesthetics – vacant homes and empty lots
- Poor condition of homes and abandoned lots
- Vacant storefronts rose from 7% to 24% in last ten years
- White elephants – large, empty, out of date buildings

- 
- Buildings are expensive to maintain and restore
 - Ghost landlords
 - Temporary and transient population associated with the prison
 - Quality of life issues
 - Loss of identity, shadowed by Vineland
 - Need stronger police presence
 - Need more summer programs for children
 - No large community center
 - Need to advertise programs better

Opportunities

- Bring in younger people
- Waterfront, boat launch, docks under-utilized
- Motorsport Park brings in many visitors
- Diverse population
- Empty or vacant homes and lots could be rehabilitated or rebuilt
- Trained healthcare workforce
- Big community center
- Expansion of library
- 2nd story space above retail stores could be used for studio apartments
- Better treatment programs for non-violent drug offenders
- People with expendable income are driving through town but are not spending locally
- Need improved marketing efforts to attract potential tourists
- Promote downtown and provide information to race fans

Threats/Challenges

- Uneven/inconsistent enforcement/interpretation/application of zoning regulations
- Need stricter enforcement of nuisance laws
- Decrease in quality of new businesses, for example dollar stores
- City government can be decisive
- City government could be more involved and/or pro-active
- Infrastructure (water and sewer) is over 100 year sold
- Need younger, more energetic store owners
- Landlords charge high rents
- Many foreclosures, surrounding neighborhood is at a tipping point, 50% rentals
- Need more property maintenance, better code enforcement

Agricultural and Land Conservation / Holly Ridge Site / Wawa Tract

Strengths

- Abundant recreational areas (i.e. Laurel Lake, Union Lake, Maurice River Waterfront, Wildlife Management Areas)
- Strong community association cohesiveness/pride (i.e. Laurel Lake Community Association)
- 5-acre Agricultural Zoning
- Abundant/valuable open space
- Plan for Wawa Tract – reasonable development/kept value for property owner
- Route 55 Interchange businesses are an economic resource

Weaknesses

- Lack of sewer at Laurel Lake
- Vacant/abandoned homes
- Consolidated lots – lots not buildable
- 5 acres – not big enough in AC zone because need 6 acres for farmland assessment and because it's too much grass to maintain
- Definition of infill needs clarification
- UEZ in Agricultural Conservation area
- High accident incidence area at the Route 55 interchange because of weaving and configuration
- Land around Fairfield Inn is not attracting development because of limited access and configuration of Route 55 interchange

Opportunities

- Create land use with redesigned Route 55 interchange
- Connect greenways and forests with existing WMAs to create opportunity for eco-tourism
- Opportunity for branding Millville as a last stop hub to attract Jersey Shore travelers
- Opportunity to do a fiscal impact study on the impact of open space

Threats/Challenges

- How to take advantage of the natural resources, lakes, rivers and wildlife preserves
- Depressed economic development – need to be more flexible
- Route 55 interchange to Wawa Tract – need to overcome political hurdles to build a new interchange
- Lack of job opportunities
- Millennials are leaving and not returning after college

Appendix B - Large Size Maps

Map 2
Public and Non-Profit Owned Land

Map 5
2012 Land Use/Land Cover

Map 6
2012 Urban Land Use

Map 7
2012 Vegetative Cover

Map 8
2012 Wetlands and Water Bodies

Map 9
Property Classifications

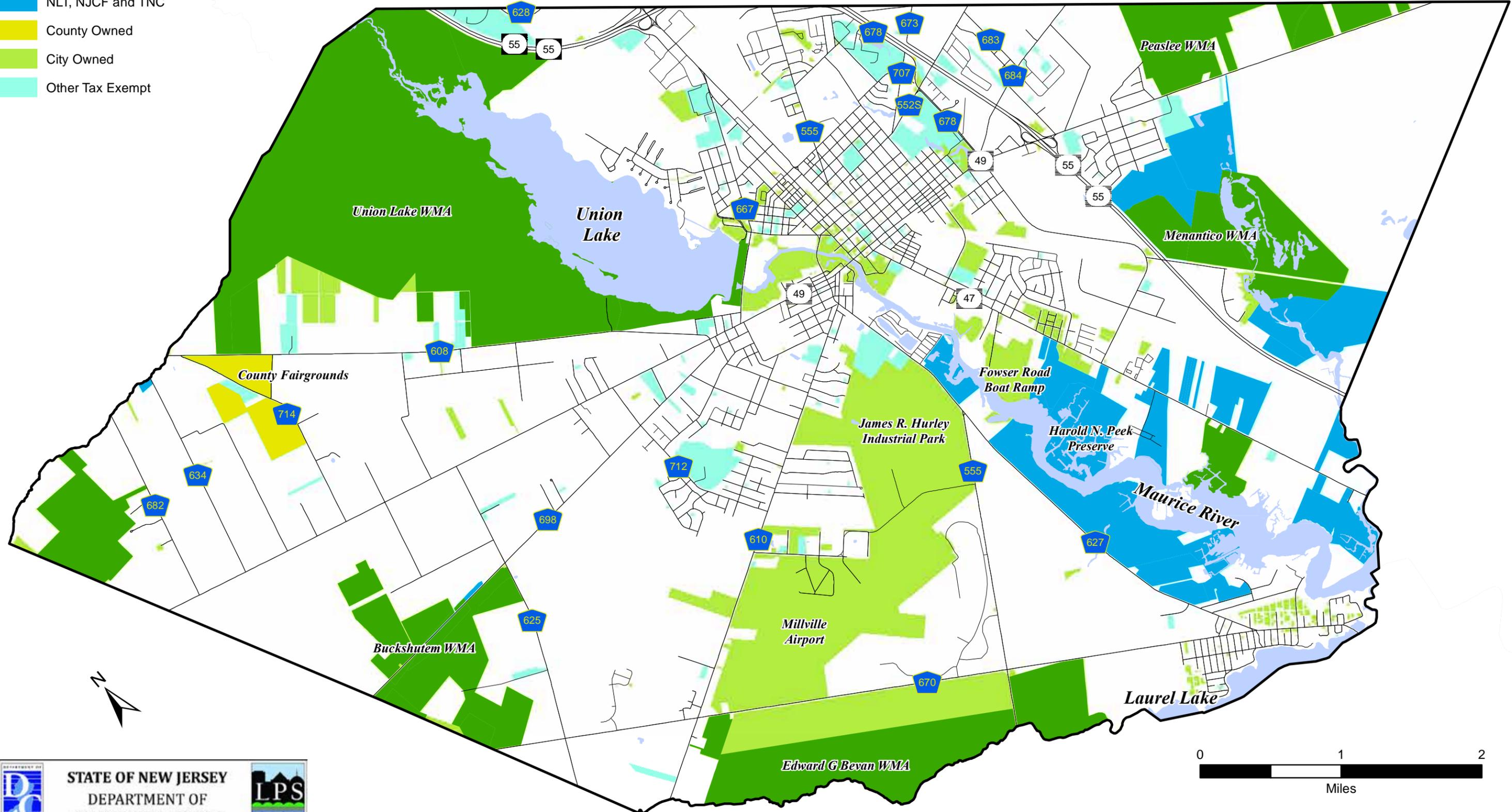
Map 11
Existing Zoning Districts

Map 12
2016 Land Use Plan Map

Map 2 Public and Non-Profit Owned Land

Public and Non-Profit Owned Land

- State Owned
- NLT, NJCF and TNC
- County Owned
- City Owned
- Other Tax Exempt




STATE OF NEW JERSEY
 DEPARTMENT OF
 COMMUNITY AFFAIRS
 LOCAL PLANNING SERVICES

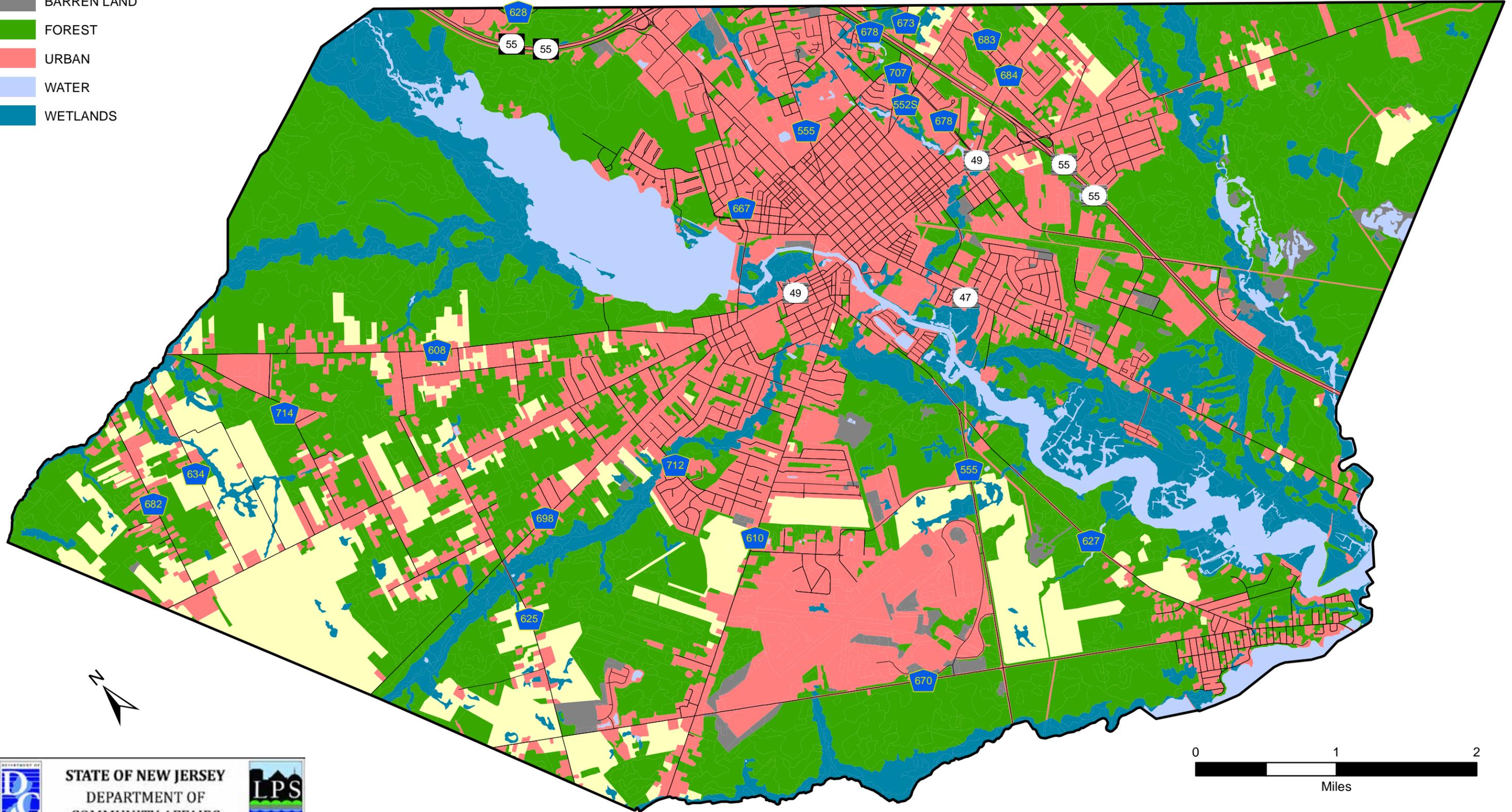

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Date Prepared: January 2017
 Data Sources: NJ-OGIS, NJDEP, City of Millville

Map 5 2012 Land Use/Land Cover

2012 Land Use/Land Cover

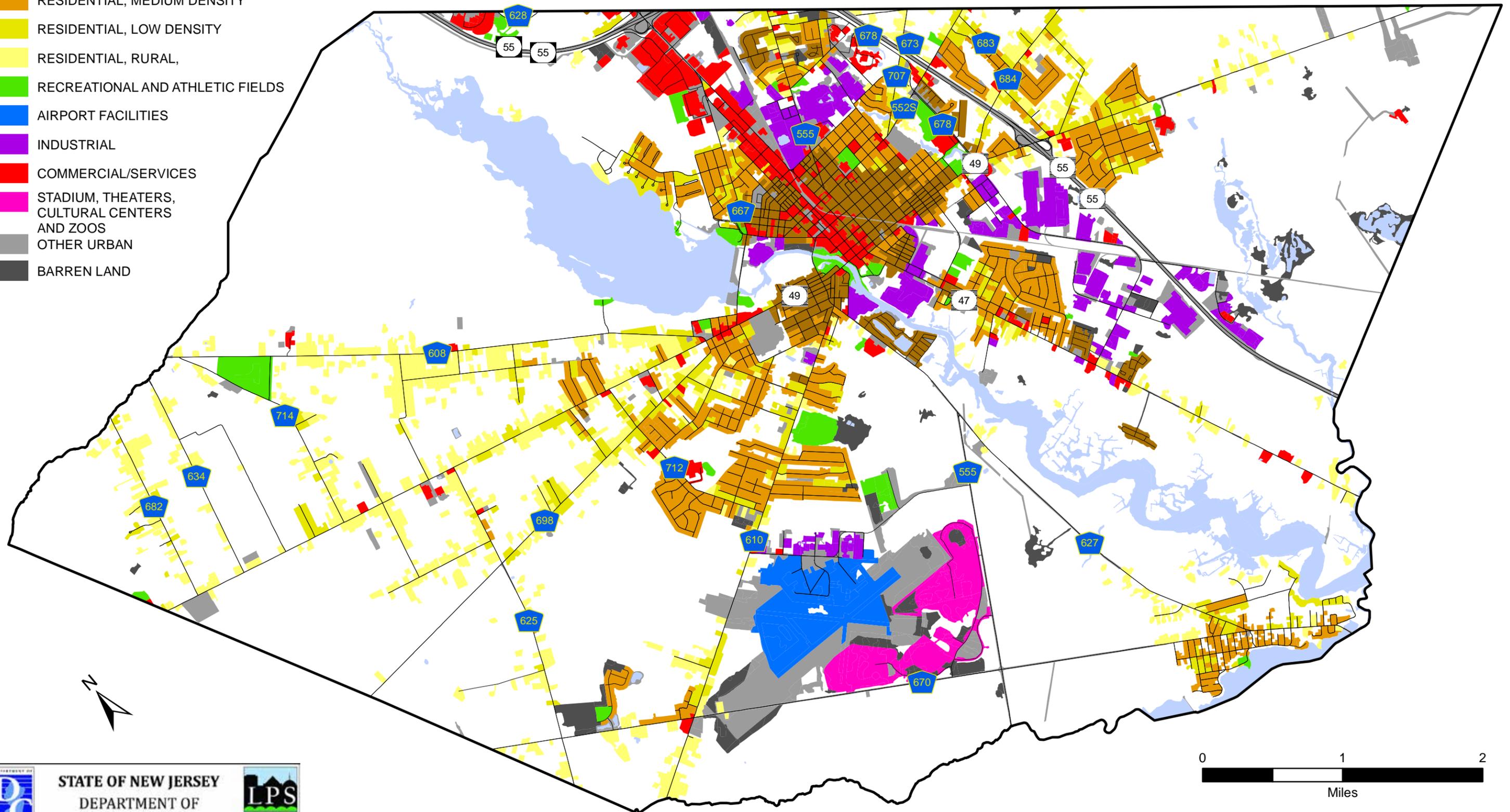
- AGRICULTURE
- BARREN LAND
- FOREST
- URBAN
- WATER
- WETLANDS



Map 6 2012 Urban Land Use

2012 Urban Land Use

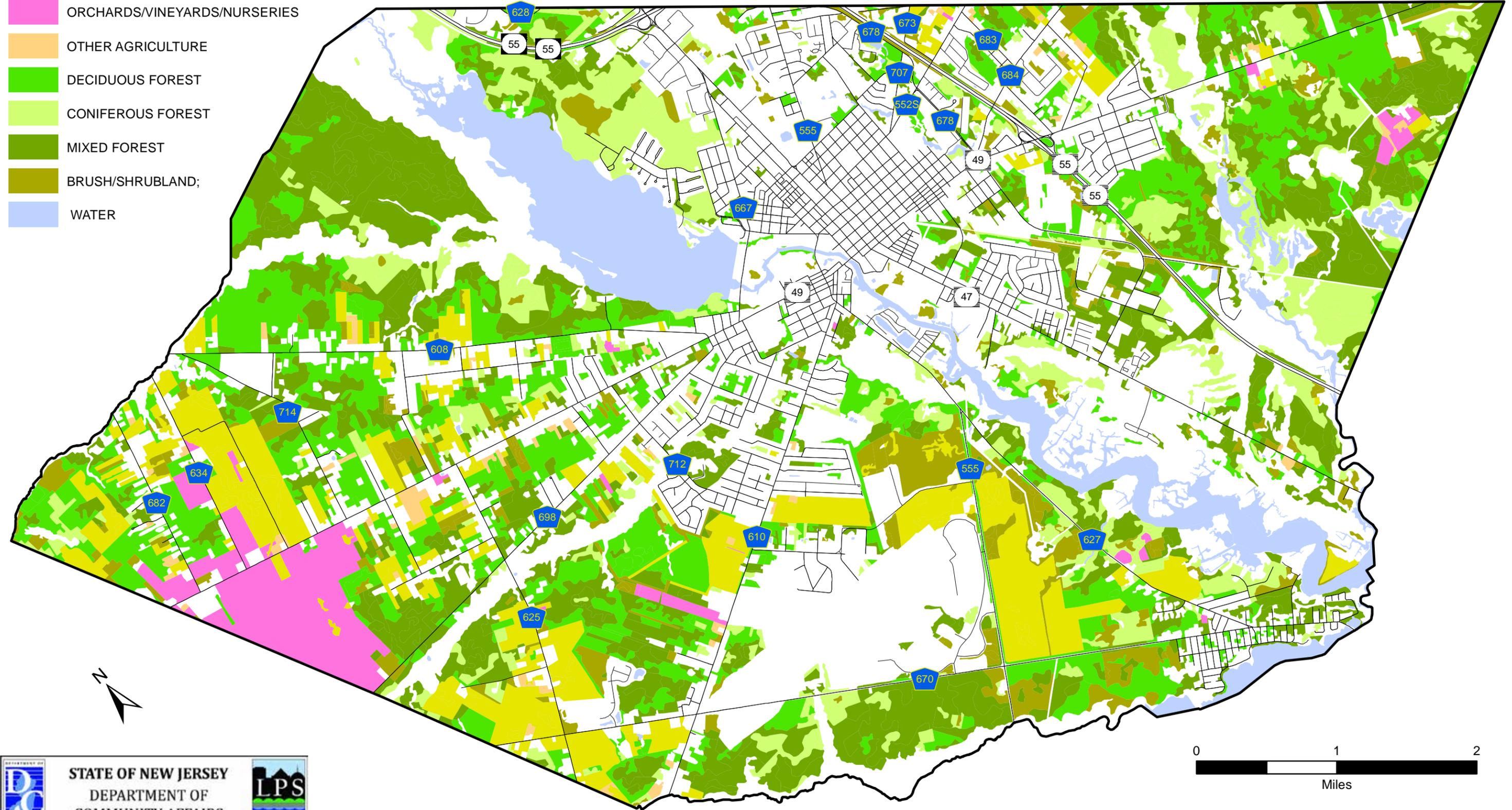
-  RESIDENTIAL, HIGH DENSITY
-  RESIDENTIAL, MEDIUM DENSITY
-  RESIDENTIAL, LOW DENSITY
-  RESIDENTIAL, RURAL,
-  RECREATIONAL AND ATHLETIC FIELDS
-  AIRPORT FACILITIES
-  INDUSTRIAL
-  COMMERCIAL/SERVICES
-  STADIUM, THEATERS,
CULTURAL CENTERS
AND ZOOS
-  OTHER URBAN
-  BARREN LAND



Map 7 2012 Vegetative Cover

2012 Vegetative Cover

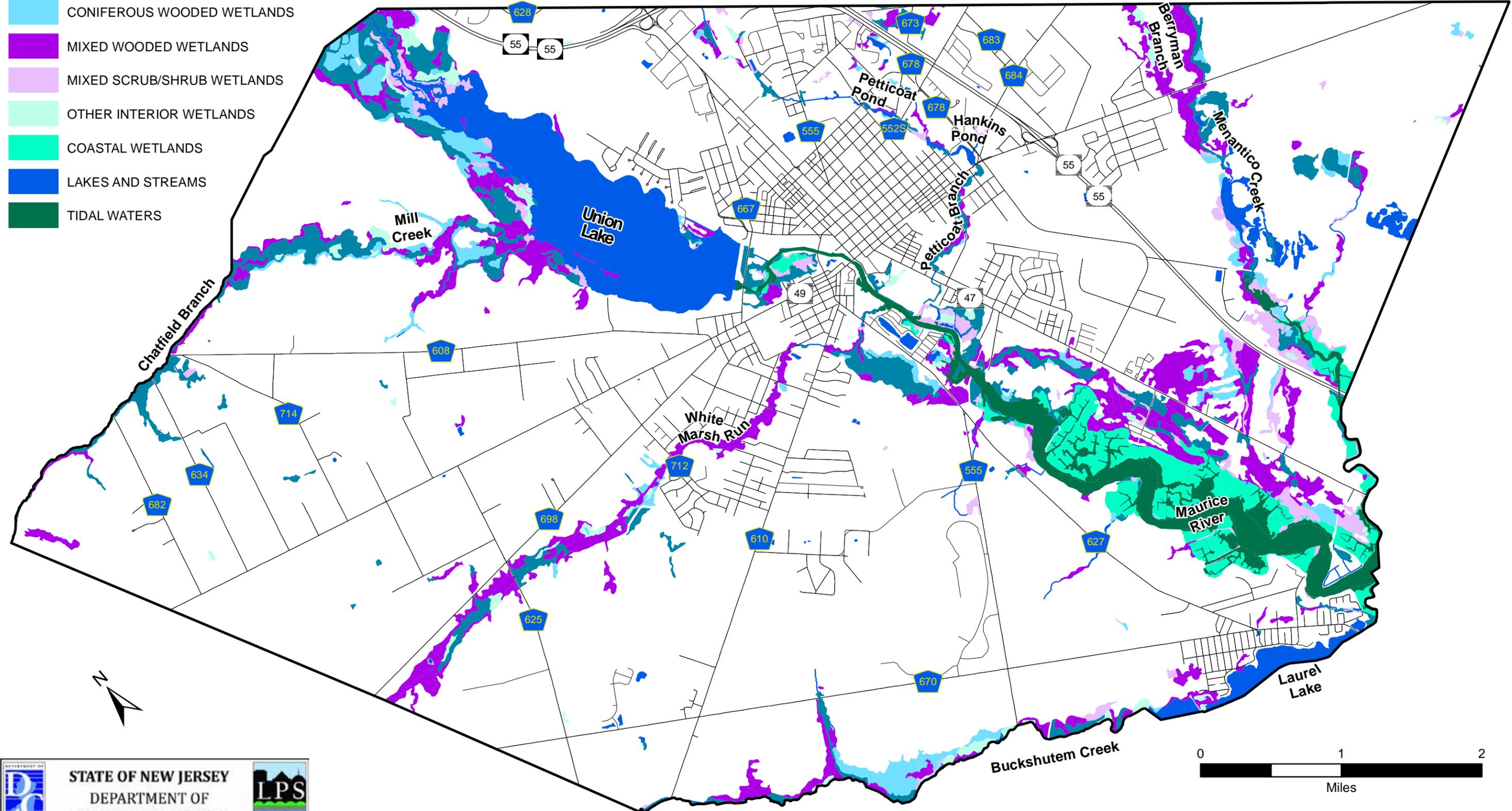
-  CROPLAND
-  ORCHARDS/VINEYARDS/NURSERIES
-  OTHER AGRICULTURE
-  DECIDUOUS FOREST
-  CONIFEROUS FOREST
-  MIXED FOREST
-  BRUSH/SHRUBLAND;
-  WATER



Map 8 2012 Wetlands and Water Bodies

2012 Wetlands and Water Bodies

- DECIDUOUS WOODED WETLANDS
- CONIFEROUS WOODED WETLANDS
- MIXED WOODED WETLANDS
- MIXED SCRUB/SHRUB WETLANDS
- OTHER INTERIOR WETLANDS
- COASTAL WETLANDS
- LAKES AND STREAMS
- TIDAL WATERS




STATE OF NEW JERSEY
 DEPARTMENT OF
 COMMUNITY AFFAIRS
LOCAL PLANNING SERVICES

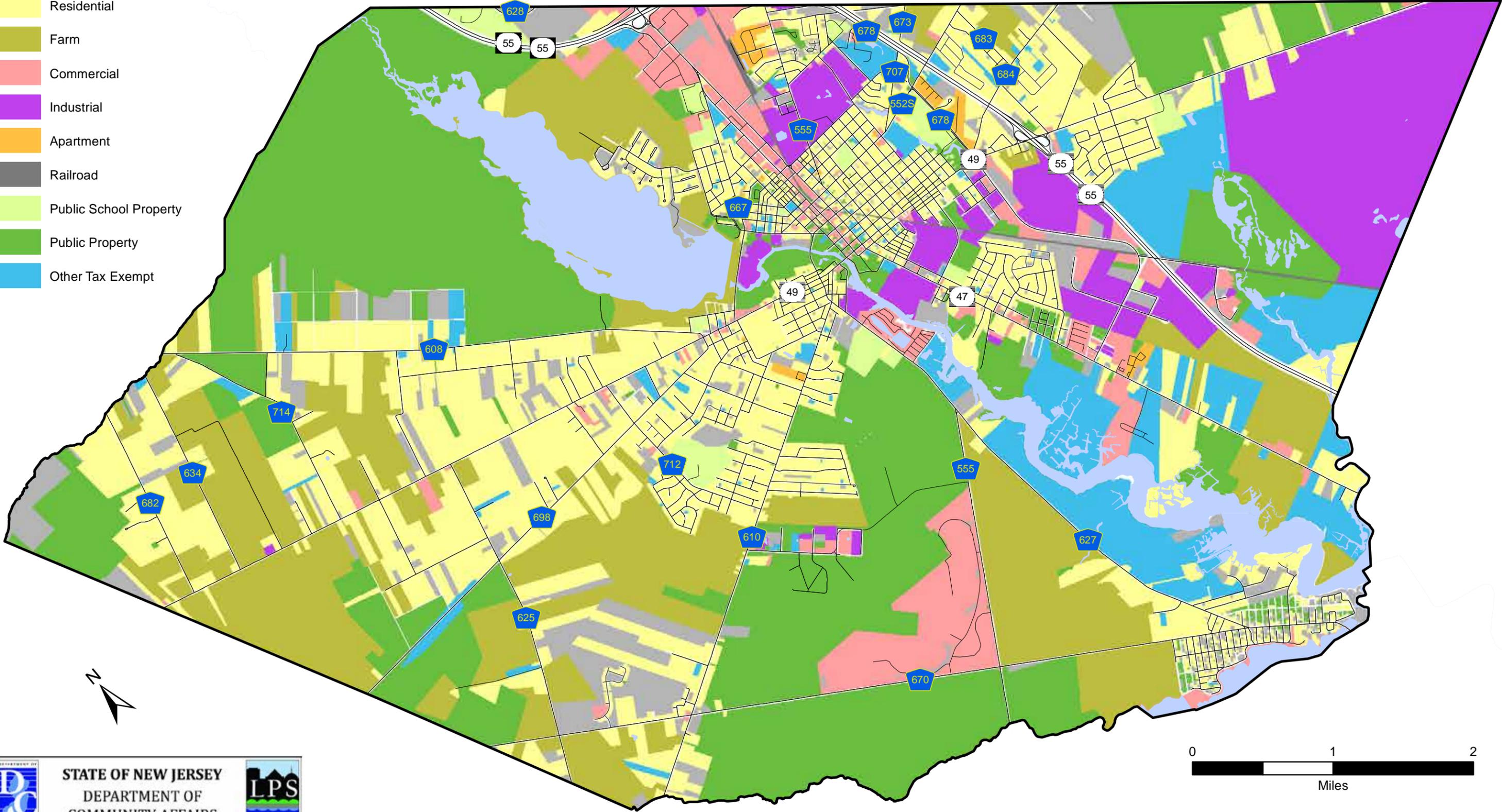

LPS
 LOCAL
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Date Prepared: January 2017
 Data Sources: NJ-OGIS, NJDEP

Map 9 Property Classifications

Property Classifications

- Vacant
- Residential
- Farm
- Commercial
- Industrial
- Apartment
- Railroad
- Public School Property
- Public Property
- Other Tax Exempt



Map 11 Existing Zoning Districts

Zoning Districts

- Agricultural Conservation
- Lakeshore Conservation
- Land Conservation
- Public Open Space
- River Conservation
- Riverfront Mixed-Use
- Air Park Industry
- General Industry
- Interchange Mixed-Use
- Central Business
- General Business
- Neighborhood Business
- Professional Service
- Tourism Services
- Office Residential

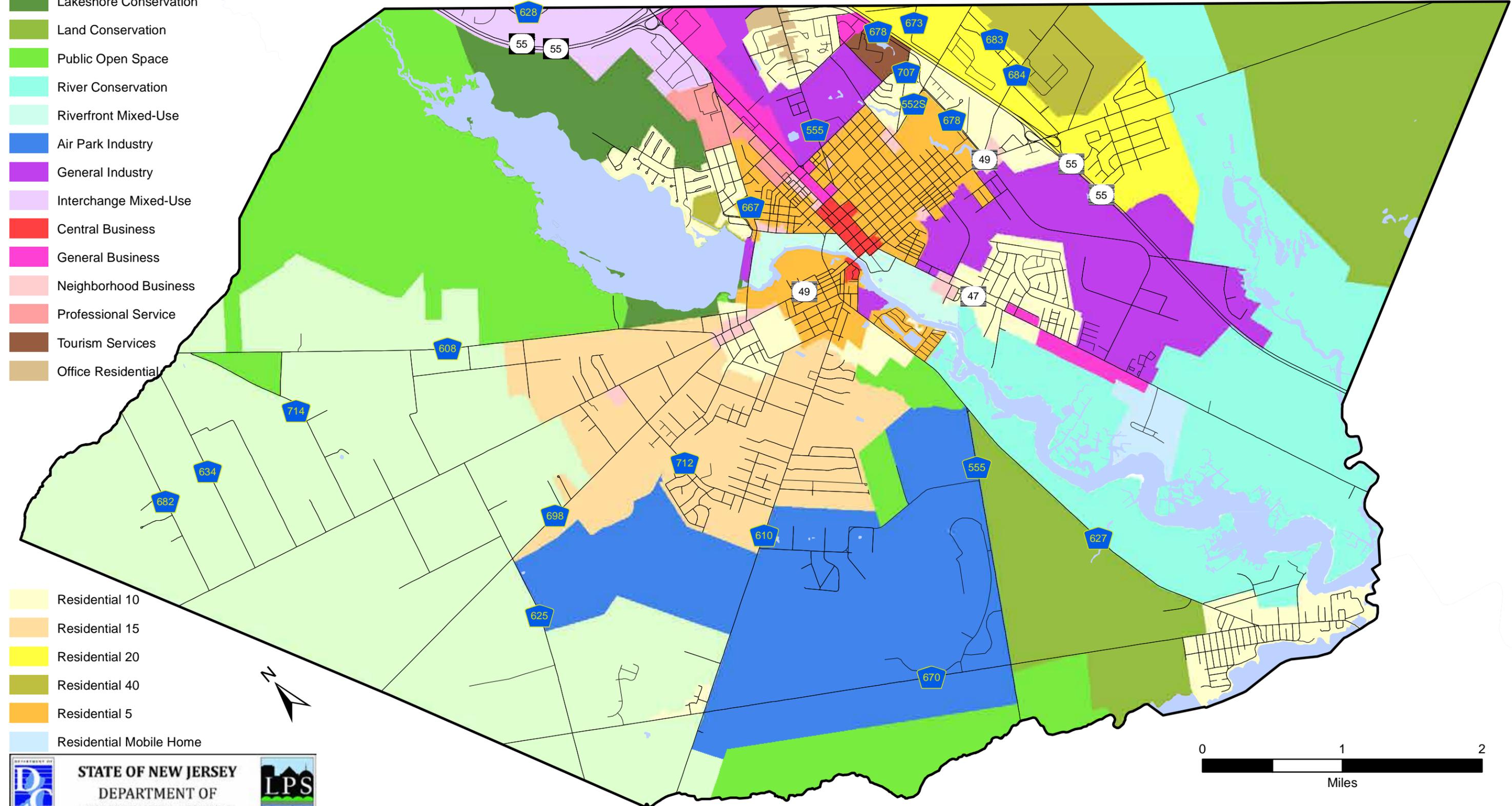
- Residential 10
- Residential 15
- Residential 20
- Residential 40
- Residential 5
- Residential Mobile Home



STATE OF NEW JERSEY
DEPARTMENT OF
COMMUNITY AFFAIRS
LOCAL PLANNING SERVICES



LPS
LOCAL
PLANNING
SERVICES



Date Prepared: January 2017
Data Sources: NJ-OGIS, NJDCA, City of Millville

Map12 2016 Land Use Plan Map

Land Use Categories

- Downtown Commercial
- Neighborhood Commercial
- Highway Commercial
- Regional Commercial
- Airport Enterprise
- Business Enterprise
- Motorsports Enterprise
- Multi-family Residential
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Lakeshore Mixed Use
- Laurel Lake Residential
- Farmland Production
- Open Space
- Institutional

