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Introduction

The Reexamination Report focuses on the planning activities of the current Master Plan and prior reexamination report in accordance with the governing statute. The current Master Plan was adopted in May 2005 by the Millville Planning Board for guiding the development and redevelopment of the City. This document was the culmination of a planning effort starting in 2002 and continuing with the adoption of the April 14, 2003 Reexamination Report. The 2003 Reexamination Report contains an analysis of the 1990 Master Plan as well as the 1997 Reexamination Report.

Since May 2005, the Master Plan has been amended three times. The first effort was the adoption of a new housing element in December 2008. The housing element, along with various other documents collectively called the “fair share plan” were submitted for certification by the New Jersey Council on Affordable Housing (COAH) as having met the state standard for providing affordable housing. This approval was granted by COAH on May 14, 2009.

Secondly, the Planning Board adopted an Environmental Sustainability Plan Element on June 30, 2009. The element functions as a green buildings and environmental sustainability plan element expressly authorized under *N.J.S.A. 40:55D-28b.16*. Millville was among the first handful of New Jersey municipalities to adopt an element of this type and it is indicative of the long history of pro-active planning that characterizes the municipal government. The element encourages the City and its citizens to become more environmentally responsible and offers a plan of actions to implement the steps necessary to fulfill the goals of the plan.

The third revision occurred with an amendment to the Land Use Plan Element and the Circulation Element on April 11, 2011. The amendment is a specific area study of the land use and circulation problems and concerns in the part of Millville south and west of the Rt. 55 and Rt. 47 interchange. This revision occurred as a result of a large proposed planned residential development considered by the Planning Board that was eventually withdrawn in the face of the economic downturn of the Great Recession. A different type of planned unit development is envisioned that is more non-residential and includes more open space to complement the existing Union Lake Wildlife Management Area and its bald eagle nesting habitat.

While the 2005 Master Plan and its amendments are significant, it is also useful to place this planning effort in the context of other local and regional plans that the City has undertaken or participated in over many decades. A brief discussion of these other plans will follow in a later section. First, the statutory requirements of the reexamination report process are described.



Contents of the Reexamination Report

The Reexamination Report is a review of the adopted Master Plan, its amendments, and their associated development regulations which often serves as a catalyst for changes in the Master Plan and zoning ordinance. These will provide guidance for public and private purposes by embodying a vision of Millville's future through development, redevelopment and open space. Whether implicit or explicit, the Master Plan incorporates a vision for the future which is revised over time in anticipation of, or in response to, changing circumstances – whether by economic events, the creation of new land uses, development pressure or changing social trends. The Reexamination Report provides the analysis necessary to determine if new policies and objectives are necessary for the Master Plan and in what specific areas. Though the governing statute (*N.J.S.A. 40:55D-89*) speaks to the issues and challenges arising from the previous reexamination report, it is the Master Plan that addresses these challenges as they relate to land use, development, redevelopment and conservation.

By statute, the Reexamination Report is required to cover five specific areas. They include:

- 1) The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report;
- 2) The extent to which such problems and objectives have been reduced or have increased subsequent to such date;
- 3) The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives;
- 4) The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared; and
- 5) The recommendations of the Planning Board concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

The reexamination report is required to be adopted at least every ten years, but may be undertaken as often as the Planning Board deems necessary¹.

This document will be primarily focused on the policies and recommendations of the Master Plan. The City's zoning and other land development regulations, codified as Chapter 30, Land Use and Development, was extensively reorganized in 2003 at the time of the 2003 Reexamination Report. Further, the implementation of the Master Plan through amendments to Chapter 30 has been extensive, affecting planned development, conventional zoning districts such as the establishment of the R-40 zone, and performance standards, such as signage and landscaping.

Other Planning Initiatives

The City of Millville has progressively sought to plan ahead in its land use and economic development policies over the past three decades. A brief description of the City's major initiatives in planning follow below:

MAURICE RIVER SCENIC DESIGNATION

In 1986, non-governmental agencies and ordinary citizens plus the five municipalities of Millville, Vineland, Commercial, Maurice River and Buena Vista in Atlantic County, along with Cumberland County, started a planning process to determine if the Maurice River met eligibility requirements for federal designation under the National Wild and Scenic Rivers program. This took a long effort on the part of a considerable number of people and the strong support of former Senator Bill Bradley to finally list the Maurice River as a Scenic River on December 1, 1993. The Scenic designation was applied to the river beginning at the Millville sewage treatment plant to the Delaware Bay. The City also created new zoning districts that followed from the 1990 Master Plan written during this time period in anticipation of the designation, such as the River Conservation District.

URBAN ENTERPRISE ZONE (UEZ) AND FOREIGN TRADE ZONE (FTZ) DESIGNATIONS

Urban Enterprise Zones (UEZ) allowed the local capture of taxes generated by sales to create a revenue stream to be invested back into the designated area. The revenue was used for job creation, business establishment, infrastructure development and similar types of economic development. The sales tax rate was half of the regular rate in a UEZ which created an incentive for consumers, particularly when it came to durable goods purchases with high price tags. Additional benefits arise for businesses that are located in a UEZ. The UEZ designation could be applied to up to 30% of the land area in a municipality. Millville was part of the second wave of

¹ - P.L. 2011, Ch. 65 extended the time frame for the reexamination from six to ten years.

designated municipalities when it was put together with Vineland in a joint UEZ. This became effective in October 1985. Three expansions of the zone were completed, the last in September 2001. This program was wound down by the state in 2011.

The City also achieved Foreign Trade Zone status in 1987 in conjunction with the Port of Salem. This permits certain goods and activities being exempted from cross-border taxation. The FTZ is centered on the airport.

MASTER PLANNING

Millville has adopted three major Master Plans, in 1966, 1990 and 2005. The 1990 Master Plan focused on the creation of incentives to spur economic development, preserve land associated with the Maurice River corridor, and employed creative clustering and planned unit development techniques for residential development. The 2005 Master Plan is part of the focus of this Reexamination Report.

Also significant is the City's housing plan, one of the "elements" of a Master Plan that charts the efforts of Millville to develop affordable housing under the so-called Mt. Laurel decisions that mandate a constitutional obligation to provide for the shelter needs of persons with low and moderate income. As noted, Millville's housing plan was adopted in December 2008 and certified by the NJ Council on Affordable Housing in May 2009.

REDEVELOPMENT PLANS

After the reform of the state's redevelopment laws in 1991, the City established a redevelopment area in 1995 centered on the southern end of High Street. This area is consistent with the area of focus by the Millville Development Corporation and the Glasstown Arts District. This redevelopment area was superseded by the creation of the Center City Redevelopment Area in October 2003 that greatly expanded the geographic boundaries of the original plan. This was undertaken in conjunction with the creation of the Airport Redevelopment Area in July 2003. The Center City Redevelopment Area became the area of concentration for the creation of a Revenue Allocation District (see below). The Revenue Allocation District is coterminous with the Center City Redevelopment Area.

The redevelopment plans established for the airport and central city are general plans that set out guidelines for the overall redevelopment of the two areas. These plans do not supersede the City's zoning regulations. The City intends for there to be more specific redevelopment plans for portions of the declared areas. The most comprehensive of these is the redevelopment plan entitled, "Maurice Riverfront Development Plan" that was adopted in December 2006 and generally encompasses the area of Millville defined from Union Lake south to Garfield Street and from the river east to Second Street (Rt. 47) or Columbia Avenue north of Vine Street. This

plan has a strong urban design element and specific targets for land uses and densities. The City has used this plan as a guideline in discussions with redevelopers and in the review of site plans. This has resulted in the construction of publicly accessible amenities, such as the extension of the pedestrian walkway north of Joe Buck Park on the Maurice River.

REVENUE ALLOCATION DISTRICT

In 2002, the state enacted two significant financing tools for redevelopment areas: redevelopment area bonding authority and revenue allocation districts. Redevelopment authorities, which may be independent agencies or the governing body of a municipality, were given enhanced authority to issue bonds to finance infrastructure projects and other aspects of public redevelopment. Bonds purchased by investors are repaid with interest through the higher revenues generated by the redevelopment. The redeveloper typically enters into a Payment in Lieu of Taxes (PILOT) agreement with the municipality that sets out the timing and payments according to formulas in the statute. This is a form of tax increment financing. A revenue allocation district permits the use of PILOT revenues in other eligible redevelopment districts and not solely in the district or to benefit the entity that is making payments to the municipality.

PLAN ENDORSEMENT

The State Planning Commission created a process where the land development policies of the municipality are compared to the State Development and Redevelopment Plan, last adopted in March 2001. This comparison is intended to bring local and state land development policy into congruence. By undergoing this process and being granted plan endorsement status, the municipality hypothetically is eligible for grants and loans from a series of state programs. This designation also aids the municipality in its discussion with the New Jersey Department of Environmental Protection on the geographic area where public water and sewer may be extended. Millville submitted a draft "Self-Assessment Report" dated March 2008 to the Office of Smart Growth (now the Office of Planning Advocacy). However, the state is intending to eliminate the plan endorsement process as the focus of the Office of Planning Advocacy undertakes a new role in business development.

Regional and Demographic Data

The timing of this report places it within the release of basic data from the 2010 U.S. Census. More detailed information will be released by the U.S. Census Bureau of the coming months and within the year, most available statistics will be issued. Though many traditional cities in New Jersey and throughout the northeastern part of the United States have lost population, Millville's population continues to grow, as illustrated in the following table.

Table 1. Population Change 1970-2010

Year	Population	Change	% Change
1970	21,336	-	-
1980	24,815	3,479	16.3%
1990	25,992	1,177	4.7%
2000	26,847	855	3.3%
2010	28,400	1,553	5.8%

Source: U.S. Decennial Censuses

Millville had the largest population growth since the 1970's in the past decade, both in percentage and absolute terms. This is attributed to strong growth in the new housing offsetting the decline in household size. This may be placed in the context of growth in other municipalities in Cumberland County as indicated in Table 2, Comparison of Growth among Cumberland Municipalities, 1990-2010, below:

Table 2. Comparison of Growth among Cumberland Municipalities, 1990-2010

Municipality	Population			Population Change			
	1990	2000	2010	No.	%	No.	%
Bridgeton	18,942	22,771	25,349	3,829	20.2%	2,578	11.3%
Commercial	5,026	5,259	5,178	233	4.6%	-81	-1.5%
Deerfield	2,933	2,927	3,119	-6	-0.2%	192	6.6%
Downe	1,702	1,631	1,585	-71	-4.2%	-46	-2.8%
Fairfield	5,699	6,283	6,295	584	10.2%	12	0.2%
Greenwich	911	847	804	-64	-7.0%	-43	-5.1%
Hopewell	4,215	4,434	4,571	219	5.2%	137	3.1%
Lawrence	2,433	2,721	3,290	288	11.8%	569	20.9%
Maurice River	6,648	6,928	7,976	280	4.2%	1,048	15.1%
MILLVILLE	25,992	26,847	28,400	855	3.3%	1,553	5.8%
Shiloh	408	534	516	126	30.9%	-18	-3.4%
Stow Creek	1,437	1,429	1,431	-8	-.06%	2	0.1%
Upper Deerfield	6,927	7,556	7,660	629	9.1%	104	1.4%
Vineland	54,780	56,271	60,724	1,491	2.7%	4,453	7.9%
Cumberland County	140,043	148,438	158,908	8,395	6.0%	10,470	7.1%

Source: U.S. Decennial Censuses

Though Millville had its best decade of growth in the 2000s, it was outstripped by population growth in Vineland (7.9%) and Bridgeton (11.3%) the largest and third largest of Cumberland County's municipalities. Much of the growth in population anticipated in Millville, based on the approved residential developments in the 2000s, failed to materialize as the housing market dropped precipitously.

Though much of the detailed demographic information for Millville has yet to be released from the 2010 U.S. Census, periodic surveys of the population have been undertaken to supplement the information gained each decade. The surveys have replaced the “long form” decennial census. The additional information below is part of the American Community Survey series for Millville that looks at the racial and income background of Millville residents in comparison to Vineland and Bridgeton as well as the state as a whole.

Table 3. Comparison of Racial Characteristics, Major Cumberland Municipalities and New Jersey

Population	Millville		Vineland		Bridgeton		New Jersey	
	28,400	%	60,724	%	25,349	%	8,751,894	%
White	19,608	69.0%	40,703	67.0%	8,274	32.6%	6,029,248	68.6%
Black or African American	5,631	19.8%	8,600	14.2%	8,996	35.5%	1,204,826	13.7%
American Indian and Alaska Native	266	0.9%	406	0.7%	350	1.4%	29,026	0.3%
Asian	338	1.2%	1,036	1.7%	153	0.6%	725,726	8.3%
Hawaiian and Other Pacific Islander	18	0.1%	24	0.04%	12	0.05%	3,043	0.03%
Some other race	1,488	5.2%	7,841	12.9%	6,518	25.7%	559,722	6.4%
Two or more races	1,051	3.7%	2,114	3.5%	1,046	4.1%	240,303	2.7%

Source: U.S. Census Bureau, 2010 Decennial Census, Table DP-1.

Except for a low percentage of Asian persons, Millville and Vineland have characteristics that are similar to the state as a whole. Bridgeton, however, has a “majority minority” demographic distribution where no one racial group is a majority of the total population.

Table 4. Household Income Characteristics

	Millville	Vineland	Bridgeton	New Jersey
Total No. of Households	10,385	20,019	6,439	3,152,877
Household Income				
Less than \$10,000	9.00%	6.30%	16.40%	5.40%
\$10,000 to \$14,999	8.80%	7.80%	8.60%	4.00%
\$15,000 to \$24,999	11.40%	10.10%	15.50%	7.90%
\$25,000 to \$34,999	0.00%	9.60%	13.30%	7.90%
\$35,000 to \$49,999	11.30%	13.90%	14.20%	11.30%
\$50,000 to \$74,999	20.00%	19.10%	15.70%	13.70%
\$75,000 to \$99,999	12.90%	13.60%	8.90%	17.30%
\$100,000 to \$149,999	10.20%	13.10%	4.20%	7.50%
\$150,000 to \$199,999	3.50%	4.00%	2.50%	7.50%
\$200,000 or more	1.60%	2.40%	0.60%	7.90%
Median household income	\$47,244	\$52,422	\$32,464	\$68,981

Source: U.S. Census Bureau, 2005-2009 American Community Survey

Millville's number of the working poor and below poverty level is higher than Vineland and the state as a whole, but is considerably better than Bridgeton. Given the U.S. Census income categories, a household income of less than \$25,000 per year is the closest benchmark for being considered poor. The poverty level for 2011 is \$22,350 (total yearly income) for a family of four² and with New Jersey's higher cost of living, \$25,000 for all household sizes is a reasonable substitute. Using this limit, 29.2% of the City's households are poor. Vineland's comparable level is 24.2% and Bridgeton's is a daunting 40.5%. These are all higher than the state level of 17.3%. These figures highlight relatively low wage levels in the southern counties compared to more metropolitan areas and the higher unemployment rates noted in Table 5.

The City's achievements are all the more remarkable given the relatively low spending power available from its population. Future economic successes will continue to rely on drawing higher income individuals to spend money in the City. The development of high quality housing along the riverfront will also attract wealthier new residents to Millville.

² - <http://aspe.hhs.gov/poverty/11poverty.shtml>, accessed September 20, 2011.

Major Problems and Policies Identified in the 2003 Reexamination Report and 2005 Master Plan

ECONOMIC DEVELOPMENT

As may be understood from the recitation of past planning initiatives in the prior section, Millville has made a strong effort over decades to promote economic development for its residents and businesses. Millville has had a reliance on manufacturing for jobs, deriving its very name from the water driven mills made possible by the creation of Union Lake. However, this sector of the economy in New Jersey has supplied fewer and fewer jobs over the past several decades both in absolute numbers and as a percentage of total employment. Millville is not immune to this trend. Manufacturing employment is following the type of reduction in jobs as agriculture once did before it as capital replaces labor.

Despite the City's economic development efforts, unemployment in Millville has consistently been higher than the state average – sometimes significantly so. The following table indicates Millville's unemployment rate in comparison to New Jersey for the past decade.

Table 5. Unemployment Rates for Millville, 2001-2010³, Not Seasonally Adjusted

Year	Labor Force	Employed Population	Unemployed Population	Unemployment Rate	
				Millville	NJ ⁴
2001	13,122	12,173	949	7.2%	4.1%
2002	13,457	12,331	1,126	8.4%	5.9%
2003	13,541	12,359	1,182	8.7%	6.2%
2004	13,905	12,882	1,023	7.4%	5.1%
2005	13,973	12,852	1,121	8.0%	4.3%
2006	14,020	12,837	1,183	8.4%	4.8%
2007	13,642	12,743	899	6.6%	4.2%
2008	13,864	12,761	1,103	8.0%	5.2%
2009	14,244	12,377	1,867	13.1%	9.3%
2010	14,241	12,298	1,943	13.6%	9.4%

³ - NJ Dept. of Labor and Workforce Development, accessed August 24, 2011, http://lwd.dol.state.nj.us/labor/lpa/employ/uirate/lfest_index.html, latest figures available

⁴ - NJ Dept. of Labor and Workforce Development, accessed August 24, 2011, <http://lwd.dol.state.nj.us/labor/lpa/pub/emppress/pressrelease/njun.xls> as of the month of June

As of June 2011, the unemployment rate for the Vineland, Bridgeton and Millville metropolitan statistical area was 13.5% compared to a state-wide unemployment rate of 9.5%. Along with a similar rate for 2010, these are the largest percentage differences between the state rate and Millville's that have affected the municipality over the past decade. Though Millville has done an exceptional job of capturing dwindling employment in the manufacturing sector with the development of its industrial parks and the Millville Airport, the fact remains that it is difficult to overcome the economic forces against manufacturing in New Jersey.

Economic development to produce jobs for City residents is one of the key challenges identified by the Reexamination Report.

GROWTH MANAGEMENT

While at first glance, the emphasis on promotion of economic development noted in the previous section suggests a lack of building, a significant change occurred between 2003 and 2005 when the City was discovered by large residential developers. The City's developable land, public water and sewer capacity and its location within commuting distance of Atlantic City were the three main factors accounting for the sudden surge in building plans. Plans and approvals of the larger developments (as initially presented) included:

- Four Seasons at Millville – 614 dwellings
- Holly Ridge – 950 dwellings
- Union Lake (Wawa Tract) – 712 dwellings
- Newcombtown Estates – 126 dwellings
- Villages at Millville – 501 dwellings
- Crystal Village – 1,530 dwellings; 350,000 sf. of non-residential buildings

These nearly 4,400 dwellings, plus numerous smaller residential developments, pushed the total number of contemplated houses to more than 5,000 units in just a few short years. To put this in perspective, in the mid-2000s, the City had approximately 10,500 housing units.

While the City had excess capacity in its public sewer and water systems, the construction of this number of units would have used all of these services and required additional capacity since it was not designed to handle a 50% increase in the number of housing units. Further, the City needed to reserve capacity for its potential non-residential development. As events have occurred, however, only the Four Seasons at Millville and Newcombtown Estates have advanced to construction.

Aside from water and sanitary sewer services, the capacity of the road system was also identified as a concern. Millville is limited to three crossings of the Maurice River; Sharp Street, Brandriff Avenue and Main Street. Consequently, east/west travel has an inherent limitation not experienced for north/south travel. Of the three river crossings, Brandriff Avenue has the lowest volume. The reexamination report and the Circulation Element indicate that increased use of Brandriff Avenue would lessen traffic impacts on the other crossings, particularly Main Street (NJ Route 49). See additional discussion below.

Management of growth also arose because of the gradual, and later in the 2000s, more rapid, development of farmland particularly in western Millville. Millville has distinct edges, except for the Rt. 47 corridor, and farmland is a typical component of rural landscapes. Preservation of farmland was addressed in the 2005 Master Plan, albeit not as an active pursuit by the City government.

COMMUNITY FACILITIES: EDUCATIONAL

Millville continues to be one of the 30 special needs “Abbott” school districts that have been eligible for significant state aid in both their educational programming and physical plant. The school districts that make up this category were identified by the NJ Supreme Court based on their socio-economic characteristics, educational achievement via test scores, poverty rates and other factors as needing special state attention in improving their academic results.

From a master plan perspective, the focus is on accommodating the need for new or expanded educational facilities in the community. Since determining the need for educational facilities is one of the functions of the Board of Education and one that they can exercise independently of the municipal government, working cooperatively will achieve the best outcomes.

The Millville Board of Education noted the need to expand the Lakeside Middle School to house the 8th grade in their facility report in 2002. The purpose of the expansion was to free up space in Memorial High School to address anticipated increases in enrollment. The Board of Education also anticipated expanding the Millville High School (10-12 grades) for more classroom space, library and auxiliary gymnasium. Two other alternatives were also on the table for addressing space and program needs at the high school: a new athletic complex which would allow the high school to be rebuilt on the site; or, a new high school complex at a new site.

By 2005 when the Master Plan was adopted, the school district also foresaw that additional elementary school classrooms would likely be necessary to address all of the new residential growth that had been approved by the municipality. Already being addressed at the time was the need for an early childhood center for pre-school 3 and 4 year olds. Pre-school facilities were identified as a high priority by the state Department of Education for Abbott school districts.

COMMUNITY FACILITIES: MUNICIPAL

The 2005 Master Plan identified the need for the fire department to plan for an expected increase in the population of the City from new residential development. As noted in the growth management section, in excess of 5,000 housing units were approved in some form during the 2000s though only a small fraction of these have been built. The fire department is dependent on a single fire station on Buck Street. Like most municipal fire departments, the personnel in Millville are a mixture of paid firefighters and volunteers. Increasing the number of volunteers would be necessary in order to develop a new fire station.

REDEVELOPMENT OF BLIGHTED AREAS

Millville has areas of concentrated poverty as well as unused former industrial land that meet the statutory criteria for being blighted. Except for a small area centered at the south end of High Street, the City had not designated any redevelopment areas which would permit the use of the development tools designed to arrest blight or other unproductive uses of the land. In addition to areas that have physically blighted premises, state law also permits the inclusion of other land based on various eligibility criteria – such as land owned by a governmental agency. This criterion, for example, was a main factor in designating the Millville Airport as an area in need of redevelopment. In 2003 and 2005 the City viewed development of the airport and its adjacent property as the best location for achieving its economic development goals.

ENVIRONMENTAL POLICY

One of the biggest challenges for the municipality has been reconciling its vision for the future of Millville with various state agency planning proposals. Actions by the State of New Jersey have influenced past development patterns in Millville and promise to affect it in the future. State actions portend differing views of land use in Millville affecting the assumptions underpinning the policies of the Master Plan.

It is precisely because Millville has all of the development attributes of urban, suburban, rural and conservation lands that this has been a challenge. This pattern of development differs from most municipalities in the state where one land use pattern is dominant. Consequently, policies designed to meet urban needs or rural needs fit poorly with a municipality that exhibits such a wide diversity of land use as Millville.

For example, the New Jersey Department of Environmental Protection (NJDEP) created a state-wide policy map called the “Big Map” that purported to depict land areas in the state where development should occur, should proceed with caution or should not occur at all. The Big Map was intended as a state planning document solely based on environmental criteria without undertaking the balanced land use approach of the official State Plan for Development and Redevelopment. Applying

the Big Map ideas to Millville would have resulted in no additional airport development and a much more limited development of the retail center at the Rt. 55/Rt. 47 interchange.

Secondly, inherent conflict occurred because of the application of large regional environmental data through the NJDEP's Landscape Project to relatively small areas within Millville. The large scale data by its nature could not address the finer level of detail represented by local development policy. For example, Millville sought to preserve the Maurice River corridor to the degree possible through its land development regulations, but also sought to allow development between Silver Run Road and the airport for the NJ Motorsports Park and industrial development. State land use programs, however, identified all of this land for conservation purposes.

The Master Plan identified a need to establish review standards in land development applications for identifying and protecting important habitats. The Master Plan set a policy for habitat protection in the Conservation Element as the City's response to the Big Map and other state environmental initiatives.

There was a notable rise in new programs created by the state government and non-profit organizations to improve the environmental stewardship of local government. This is reflected in an amendment to the Municipal Land Use Law (*N.J.S.A. 40:55D-1 et seq.*) passed by the state legislature and signed into law by Governor Corzine establishing a type of optional element to the Master Plan called the Green Buildings and Environmental Sustainability Plan Element. The City, thinking along the same lines, had authorized the drafting of an element of the master plan prior to the enactment of the law and subsequently adopted an element in June 2009. The plan identifies numerous actions to be considered or undertaken, including participation in a number of energy and sustainability groups such as the Cool Cities Initiative, using fuel efficient vehicles in the City's fleet, creating a farmer's market, extending bicycle trails to encourage this mode of transportation, and fostering an educational program within the school district.

UTILITIES

Environmental policy is also the prime factor behind the feasibility of constructing utility infrastructure that supports growth. State policy leads to administrative lawmaking that sets the rules for extending sanitary sewer and potable water. Without access to public infrastructure and the ability to expand treatment capacities, economic development at even suburban densities is not feasible. In 2003, the entire City was located within the area where both water and sanitary sewer could be extended as needed. But beginning with the Big Map and later the cross-acceptance process for the third state plan⁵, the state has sought to use these large scale planning

⁵ - Cross-acceptance is a comparison of local, county and regional plans with the State Development and Redevelopment Plan and is intended to identify areas of conflicting objectives and resolve them.

studies to develop new rules that limit the geographic extent of potential public infrastructure in Millville.

AIRPORT USE CONFLICTS

With the Millville Airport envisioned as embodying the greatest potential for economic development, the Reexamination Report notes that increased use will also create increased conflicts over noise and vibration. The Airport Redevelopment Area is intended to encompass all of the land west of Silver Run Road (County Route 627), the airport itself and significant land on the north side of Cedar Street (County Route 610). Its purpose is to ensure that the airport can be expanded in the future, that the NJ Motorsports Park could be constructed and that additional industrial development could occur. Industrial development, in addition to taking advantage of air freight service, is also the land use least affected by the noise associated by aircraft takeoffs and landings (discounting vacant land). As it presently stands, the racing complex has generated greater noise complaints than the airport use.

CIRCULATION

Transportation systems in and through Millville are crucially important in meeting the economic development goals and objectives of the Master Plan. Without effective transportation routes, economic development objectives will not be met and new opportunities will be missed. For the purpose of this analysis, circulation can be divided into two parts: motor vehicles and pedestrians (including bicyclists).

The Reexamination Report determined that access to the airport from the highway network was substandard. The western approach to the interchange of Sherman Avenue and Rt. 55 requires the use of two lane rural roads, notwithstanding the fact that some are county roads intended for intermunicipal travel. The eastern approach requires travel through the densely settled part of the City using one of the three bridge crossings over the Maurice River. Better access to the airport was deemed necessary to meet Millville's goals for economic development. The Master Plan proposes the construction of a fourth crossing of the river north of the federal Scenic River designation to connect the airport with the South Millville Industrial Park and Rt. 55. The Planning Board acknowledged the difficulty of this task in the Master Plan, but felt it important to reinstate this goal in 2005 that originated with the 1966 Master Plan.

A second challenge was winning approval and state support for a new interchange with Rt. 55, at least northbound, for the South Millville and Gorton Road industrial parks at the Winchester & Western Railroad crossing. This location would also be the

The cross-acceptance process for the third state plan was completed in 2004; however, the plan remains incomplete.

preferred highway access point for the new bridge proposed for the Maurice River. Unfortunately, municipal officials have been told informally by the state transportation department that the project would not be eligible for funding.

The third challenge for motorized traffic is that of the three bridges crossing the Maurice River, the Brandriff Avenue Bridge is the least used. If the intersections were altered on the east side of the river, this route may become more attractive to motorists going to Rt. 49, C.R. 610 (Cedarville Road) or south towards Laurel Lake, consequently lessening congestion on the other two bridges.

The Master Plan contains a common thread through several elements to encourage the creation of open space corridors along streams with bicycle and pedestrian paths that connect to the downtown. NJDEP's general permits allow the construction of paths even in areas where wetlands are present, such as the boardwalk that was constructed in the Stewart Estate tract next to Waltman Park.

In one particular area, the Report noted a need for sidewalks or a bicycle path on Sharp Street due to the increased use of Sharp Street Park; this has been completed. Secondly, the Report described the challenges present in continuing the Buck Street esplanade along the Maurice River north from the public plaza at Main Street, eventually to Sharp Street.

HISTORIC PRESERVATION

The Master Plan described historic sites in the City and two potential historic districts – one in the downtown and the other at Columbia Avenue. The City, like many local governments, has weighed whether to use historic preservation guidelines for work on historic buildings for guidance or to create regulations to require property owners to adhere to these design standards. Traditionally, Millville has the use of the guidelines without making them mandatory. The Master Plan recommends in the Downtown District to make them mandatory for the façade improvement program operated by the Millville Development Corporation.

FARMLAND PRESERVATION

The main recommendation from the Master Plan on the retention of farmland in Millville was to develop flexible zoning tools as a means of achieving preservation. These typically include clustering techniques and transfer of development credits or rights.

These constitute the major challenges faced by the City in the Reexamination Report and Master Plan.

Change in the Status of the Major Problems and Policies of Previous Plans

ECONOMIC DEVELOPMENT

The New Jersey Motorsports Park is the most significant of the City's economic development efforts, located to the east and south of the airport proper on a tract in excess of 700 acres. It includes several phases: the development of the 4.1-mile Thunderbolt race track and ancillary facilities, concession services, a clubhouse and garages for members, go-kart track and a ¾ mile oval track in Phase I. Phase I also has residential uses called track side villas, which are townhouses with a view of the track. Eight of these have been constructed but sales are very slow. The remainder of the work on the first phase has been largely completed and the racetrack has been open since June 2008. A second phase includes a driver training school, 570 motel and hotel rooms, three restaurant pads and a 400,000± sf. industrial center devoted to racing technology. The third phase would include an off-road course/training facility, a 200-room hotel, and a college preparatory school geared towards automotive engineering and other related subjects. The expectation is that the facility will employ 1,500 full and part time persons during race days when security and crowd control employment is highest. The City expects that the racetrack's economic stimulus will have further positive effects. Already, the Fairfield Inn hotel on Bluebird Lane next to Rt. 55 has opened that will provide nearby rooms for events and a second one is approved in the same location. The connector road from Bluebird to Union Lake Boulevard has been completed as part of the hotel construction.

Since 2003, the City has created a fourth industrial park on the east side of the airport that complements the Millville Airport. The other two City developed industrial parks are the South Millville Industrial Park and the Gorton Road Industrial Park. The newest park is the northern part of the land purchased from Better Materials Corporation on the west side of Dividing Creek Road (County Route 555) to the edge of the airport. The central and southern areas were sold to create the New Jersey Motorsports Park. The park has been developed though an extension of Bogden Boulevard that now connects Cedarville Road (County Route 610) through the Millville Airpark to Dividing Creek Road. Utility infrastructure has been brought to the park that piggybacked onto the infrastructure necessary for the development of the Motorsports Park. The infrastructure for the park was completed in 2010. Though ready for individual site development, the park has not yet attracted any users, but given the economic climate over the past several years this should not be surprising.

During the time period under review, Dallas Airmotive closed its operations in Millville with the loss of 325 jobs⁶. Though employing only a small proportion of

⁶ - City of Millville bond sale documents, *Largest Private Employers*, January 2003.

these jobs, Boeing Corporation established a refurbishment and upgrading center in April 2010 for Chinook helicopters at the airport.

In 2003, the interchange area where Rt. 55 and Rt. 47 meet was largely undeveloped on its western side. The eastern side had previously been developed in 1972 when the interchange was completed. Since that time, the frontage of Rt. 47 from the exit ramps to Lakeside Middle School has been developed into a retail shopping area. In 2006 a Lowes home improvement store and Acme supermarket opened on the northerly portion and in 2007 the Union Lake Shopping Center (with Target and Kohl's as anchor tenants). These two retail shopping centers equal approximately 750,000 sf. of retail space. Combined with the Cumberland Mall and its secondary development in Vineland on the north side of the interchange, a retail node in excess of 2.5 million square feet of retail space has been created. This development created more shopping opportunities to address the increase in population in Millville and Vineland. From an economic development standpoint, it created many jobs, albeit at a lower wage rate than the factory jobs that had been prevalent.

GROWTH MANAGEMENT

The December 2007 to July 2009 Great Recession, when the United States had its largest economic contraction since the Great Depression, has profoundly affected the housing market. New construction starts for all housing in the United States have been fluctuating within a range of 555,000 to 630,000 dwellings on an annual basis this year and last, compared to an excess of 2 million units at the peak of the housing boom in 2005 and 2006⁷. Since most of the housing proposed in Millville did not receive approval until after this date, the expected housing boom did not materialize. Consequently, the concerns with managing services and capacities for residential development have not risen to the level expected in the mid-2000s. Nonetheless, the City has sought to alleviate certain traffic congestion problems that have increased as the result of non-residential development (see Circulation, below).

The concept of village nodes was developed in the Master Plan to accommodate the expected residential development in Millville. These nodes are geographically placed at the intersection of Rt. 49 and Nabb Avenue in the west, in the interchange area of Rt. 55/Rt. 47 (commonly called the Wawa Tract) and in the east at the former holly horticultural farm also on Rt. 49. The purpose of the three nodes in the Master Plan was to provide a concentration of population that would satisfy the demand for housing without pushing out in to the City's farmbelt, which is the dominant post-World War II pattern in western Millville. Subsequently, the Planning Board also designated the Four Seasons at Millville on Buckshetum Road as a fourth village node. These land use concepts were implemented in the land development

⁷ - <http://www.census.gov/const/www/newresconstindex.html>, accessed August 30, 2011.

regulations by planned unit development options in the Agricultural Conservation and Lakeshore Conservation districts.

The Master Plan also recommended the lowering of density in areas poorly served by the road network. The area most affected by lack of adequate road access is east of Rt. 55 and north of Rt. 49. The construction of Rt. 55, the existing street network of narrow roads and the Peaslee Wildlife Management Area limit the ability to create new road connections. Clustering and planned unit development options were removed and lot sizes increased in this area to reduce development potential.

Since the last examination, the City has adopted an ordinance⁸ that places the burden for new water capacity on the developer seeking approval, with a “recapture” ordinance for subsequent developers to reimburse the original applicant for the added capacity created.

These actions are all growth management techniques that have proven useful to other governments in mitigating the impacts of development. If residential growth returns to Millville, and it is likely given its land and infrastructure resources that can be used for growth, then the experience that the City had with the Union Lake Planned Unit Development (PUD) is instructive because it led to an amended land use plan element for the Master Plan.

When first discussed with City staff, the Union Lake PUD was proposed for more than 1,200 housing units. After it was determined that the applicant was using the wrong density calculation, the number of dwellings was revised to 712 units that consisted of a mixture of single family detached houses and townhouses. However, the traffic impact created by this level of development when coupled with the Union Lake Shopping Center threatened to use all of the available capacity of Rt. 47 south of Rt. 55 to Sharp Street, even with improvements of widening and signalization undertaken by the state and the shopping center developer. Though the applicant reduced the number of dwellings and proposed a major collector to Sharp Street, the Planning Board was never convinced that the level of service at the intersections would be sustainable. The application was denied, litigation ensued, and a settlement reached with the adoption of a new zoning ordinance. However, the application was withdrawn at the end of 2008 after the extent of the housing downturn became obvious. The City decided to take the time to revisit the land use plan and circulation element in this part of Millville to address the traffic impact of developing the land, which involves new road capacity and different land uses.

The Union Lake planned development application constitutes one of the four village nodes in the land use plan element of the Master Plan. The village nodes were designed to accommodate much of the residential demand that Millville faced by concentrating new residents where they could be served by existing infrastructure or

⁸ - Ordinance No. 8-2006, adopted March 7, 2006.

reasonable expansions of services and capacity. This would lessen the effects of sprawl and reduce development pressure on sensitive natural lands and farmland.

This experience suggests that the village node for eastern Millville at the former holly farm should be revisited in the Master Plan because of its isolation from the center of the City, the expense and regulatory difficulty of extending sewer and water, and reducing congestion effects on Rt. 49. In western Millville, where the Crystal Village development has an approved general development plan, the potential effects have been mitigated by an extension of the county road network, its connected street system for residential access, and its park system.

COMMUNITY FACILITIES: EDUCATIONAL

The school district's current Long-Range Facilities Plan was accepted by the NJ Department of Education in 2007 and is due to be updated by September 2012⁹. The Facilities Plan indicates the following physical needs in the district:

- 1) A new high school on the same site as the present site.
- 2) Conversion of the existing high school to a 5th and 6th grade school.
- 3) Conversion of the Mt. Pleasant Elementary School to an alternative high school.
- 4) Replacement of Bacon Elementary with a new school on the same site.
- 5) Conversion of Memorial High School to an elementary school.
- 6) Additions to the Early Childhood Development Center and Rieck Elementary.
- 7) Various mechanical system and site upgrades.

As an Abbott school district, Millville's system is eligible for full payment of all of the capital projects under the order of the NJ Supreme Court. Starting in 2000 when the state started to implement construction for Abbott districts, a 60,000 sf. addition to the middle school was completed (2005) as well as the Early Childhood Development Center (a conversion of the AARP Insurance Company office) also in 2005. Additionally, the state has funded a number of so-called "health and safety" projects such as roofing and electrical systems. The state originally established the NJ Schools Construction Corporation to fund, manage and build the capital projects. While many projects were completed, the sheer volume of construction needed to address decades of underfunded capital programs, the very low square foot estimates of the cost of construction, difficult site acquisition often involving brownfields

⁹ - Long-Range Facilities Plan Final Determination, September 12, 2007, NJ Dept. of Education.

remediation in urban areas, poor decision making and alleged corruption of officials torpedoed the majority of projects, including those in Millville. The Schools Construction Corporation was wound down and replaced by the Schools Development Authority which established new rules and procedures. The state's fiscal crisis, however, has led to only to relatively minor funding of capital projects, none of which are in Millville.

If the capital funding problem is solved as the state's budget picture improves, there will remain the need to replace the high school athletic fields. The high school fields are presently divided between the football stadium and track that are located at the old high school, Memorial and the baseball, soccer and lacrosse fields at Millville High School. The existing high school site is constrained on three sides by roads and one side by streams and ponds. A new high school would have to be built on the existing athletic fields to remain on the same site. The site selection process should be undertaken in collaboration with the City in order to ensure compatibility of the Master Plan's economic development goals.

The first charter school has been established in the City. If the charter school movement gains more pupils, it will affect not only the operating budget of the Board of Education, but the school district's facility needs. The Board of Education's new long range facilities plan should address the impact of charter schools for new buildings.

COMMUNITY FACILITIES: MUNICIPAL

The fire department continues to operate out of its single facility on Buck Street. According to International Organization for Standardization (ISO) requirements, the City should have at a minimum two firehouses and ideally three. The fire department applied in 2009 for a federal grant from the Federal Emergency Management Agency (FEMA) in the amount of \$2.5 million to construct a new 9,600 sf. firehouse near the airport entrance. The City would provide an additional amount of \$58,000. To date the City has not received an approval or a rejection of the application, but the need for an additional firehouse has been demonstrated by the fire department.

The Millville Public Library, also on Buck Street, is located in an area intended for redevelopment along the Maurice River. In 2009, the Library Board commissioned a focus group study and space needs analysis of the existing facility¹⁰. While the survey and focus groups gave the library good marks, the space needs analysis indicates that the size of the library is less than half of what it should have based on current and projected population. This number also includes the basement space being used for General Educational Development (GED) high school equivalency degree workshops.

¹⁰ - *Voices of Millville: A Summary of Comments from Millville Residents about the Millville Public Library*, Library Development Solutions, May 2009

The study also used a projected population of 30,897 people in 2030, which is probably low considering that approved but un-built residential development is still in excess of 2,000 units in Millville¹¹. The study recommends an expansion of the existing library or new a library that would have approximately 31,000 sf. This includes retaining space in the library for the GED program.

The City has moved forward with its plans to redevelop the eastern side of the Maurice River waterfront in the downtown area (which also incorporates the Glasstown Arts District, the City's cultural center). Millville is creating a development parcel that packages the library site together with the former EMS Squad site and the American Legion Post to create a larger land parcel. The City intends to enter into a redevelopment agreement with a hotel developer to incorporate a new library facility into the redevelopment. *See* Redevelopment of Blighted Areas for additional description.

The City found that its existing public works facility was inadequate and embarked on constructing two new buildings and a yard at 416 S. Fifteenth Street. The public works department occupied the complex in 2010.

AFFORDABLE HOUSING

Millville is one of a minority of local governments to obtain a housing plan certification from the NJ Council on Affordable Housing for the "third" round. The City and the Millville Housing Authority have persistently developed affordable housing. Millville also has the benefit of non-profit groups working to provide affordable housing.

Coming from the state level, there is tremendous uncertainty for municipalities and their obligation to provide the opportunity for affordable housing to be constructed. The third round rules under which the City received its third round approval were partially invalidated in key areas by the Appellate Court in October 2010. Subsequently, on March 31, 2011, the NJ Supreme Court granted the petitions and cross-petitions to the various challenges to the Appellate Division's decision – in other words the Court would hear the arguments and make a decision. Perhaps in the fall of 2011 the Court will hear oral argument but no decision is expected until 2012.

In 2010, the NJ Legislature introduced a number of pieces of affordable housing reform legislation that culminated in S-1/A-3447 that passed both chambers on January 10, 2011. However, Governor Christie conditionally vetoed the bill on

¹¹ - Based on the average 2010 household size of 2.65 persons, 2,000 housing units would increase the population by 5,300 persons. Though more than 5,000 housing units were pending in plans in the mid-2000s, some plans were withdrawn and others have been rendered impractical.

January 24, 2011 stating that he was looking for a bill similar to the recommendations contained in his administration's March 19, 2010 report of the Housing Opportunity Task Force.

The latest change is that the governor filed a Reorganization Plan (No. 001-2011) on June 29, 2011 which by statute becomes effective 60 days later (August 29, 2011 in this instance) provided the NJ Legislature does not act to reject the plan. The Legislature took no action on the Plan. The Plan effectively abolished COAH and transferred its responsibilities to the Department of Community Affairs (DCA). DCA has established the office of local planning services to handle any administrative matters arising from the remaining third round rules.

Though legal challenges to the third round affordable housing rules have occupied the public sphere over the past seven years, they should be resolved within the next ten-year period prior to the requirement for a new reexamination report or master plan. At the present time, Millville enjoys the presumption of validity of its housing plan for low and moderate income households granted by the third round substantive certification even though the agency that approved it no longer exists.

REDEVELOPMENT OF BLIGHTED AREAS

The major redevelopment effort during the past six years has been the construction of the first phases of the NJ Motorsports Park as has been previously described. The schedule for future phases has been stretched out due to the protracted recession and slow economic recovery but over the next decade should be completed. One portion of the initially proposed development that is potentially problematic pertains to the land on the south side of Buckshetum Road. This land, in between Buckshetum Road and the Edward G. Bevan Fish and Wildlife Management Area, is proposed to remain in the sanitary sewer service area by Millville, but be removed by the NJ Department of Environmental Protection. Development of tracks and spectator area may still be feasible if no buildings are constructed on the south side of Buckshetum if NJDEP prevails.

The Union Lake Shopping Center was constructed both on undeveloped land and on land that was occupied by six small business uses and vacant buildings located on Rt. 47 in the Center City Redevelopment Area. The uses, such as a veterinarian's office and Goodwill thrift shop, were purchased either outright or moved to new facilities. This allowed for the frontage of Rt. 47 to be improved and integrated fully into the design of the shopping center.

Millville Gardens, also in the Center City Redevelopment Area, was a blighted 102-unit privately owned apartment complex constructed in the 1950's. Over the years, the City had issued hundreds of property code violations that went unheeded as well

as generating hundreds of police calls per year¹². Millville acquired the apartment complex in 2008 for \$2.7 million and spent the next year resettling residents in other scattered housing. In October 2009 the apartments were demolished. The City has approved a plan by the selected redeveloper to build 36 single family houses on the resultant block, six of which will be below market with the remainder market-rate housing. The subdivision has been approved by the Planning Board. The redeveloper is waiting for the real estate market to improve and requires some policy adjustments from the governmental agency supplying funding before starting construction.

The Levoy Theater has been a symbol of the City's redevelopment efforts in the downtown. A former vaudeville theater, the Levoy was undergoing an interior demolition to create a new performing arts space attached to the original façade when it collapsed in January 2011. The City forged ahead to rebuild the theater with a replica façade and the theater should be completed by summer 2012.

Redevelopment has also occurred on land that was almost entirely vacant along the Maurice River just north of Brandriff Avenue in the Center City Redevelopment Area. Called the Riverfront Condominiums it consists of 120 units in five 5-story buildings. Originally age-restricted for households with at least one person 55 years old or older, the limitation was lifted by the Zoning Board in January 2008. Though the foundation of the first building has been poured, the project awaits a better housing market.

As noted briefly above, Millville is developing a specific redevelopment plan for the Maurice River waterfront just on the other side of Brandriff Avenue from the Riverfront Condominiums project. Named the Overlook, the City will create a unified land development parcel and work with a hotel developer to construct an 110± room limited service hotel, a library of at least 15,000 sf. – preferably somewhat larger, a destination restaurant and a two-level parking deck. The parking deck will serve the hotel, library and the Levoy Theatre.

Both the Riverfront Condominiums and the Overlook are consistent with the Maurice Riverfront Development Plan adopted in December 2006¹³.

ENVIRONMENTAL POLICY

The Master Plan sets a goal of preserving 50% of Millville's land in open space, farmland and forest. Nothing that has occurred in the past six years suggests that it is an impossible goal. The other side of the coin, however, is the ability to develop the

¹² - http://www.pressofatlanticcity.com/news/press/cumberland/article_b4d2367f-8518-59do-8ef4-453c54a72d26.html, accessed September 30, 2011.

¹³ - *Glasstown River Renaissance: Maurice Riverfront Development Plan*, EDSA, Inc, and RKG Associates, Inc., December 2006

other half of the City in order to fulfill other key goals of the Master Plan for economic development purposes.

The City has been in what is essentially a tug-of-war with NJDEP over the area that will be permitted in the sanitary sewer service area. Obviously, those lands that are in state wildlife management areas, or owned by a number of non-profit organizations and land trusts should not be in the sanitary sewer service area. The Master Plan already identifies those areas on the Land Use Plan for open space purposes, which in this context primarily means lands for conservation and passive recreation purposes.

While the “Big Map” is long gone, the state’s storm water management rules and the ongoing efforts to reduce the sanitary sewer service areas based on NJDEP’s “landscape project” are having a similar effect. As proposed by NJDEP, the City would go from having 100% of its land area in the sanitary sewer service area to approximately 35%. Much of the reduction is sensible, removing the designation from the wildlife management areas or remote locations on the periphery of the municipality. Others, such as the removal of the designation from parts of the Wawa Tract, are less rational. For example, NJDEP indicates that they have received “reports” that the tract has threatened and endangered species. It has been known locally and by NJDEP that there is a bald eagle nesting site on the other side of Union Lake and that the birds forage for food up and down the Maurice River corridor. That is why a 300-foot wide buffer was established along the Union Lake shoreline in accordance with state requirements. As part of the Union Lake PRD application, a habitat study was submitted, indicating no threatened and endangered species sightings or signs of habitation. NJDEP has this report. Aside from a short ravine in the northwest corner, the tract has no environmental constraints such as wetlands or steep slopes. The Interchange Southwest study – a special area study adopted by the Planning Board – carefully considered all of these variables and set a sensible policy of limited recreational development and possibly eco-tourism hotel for the area within 1,000 feet of the shoreline and developing the remainder in commercial and residential uses where there is access to public sewer and water and appropriate streets.

In February 2004, the NJDEP published two sets of new stormwater rules. The first set of rules is the Phase II New Jersey Pollutant Discharge Elimination System Stormwater Regulation Program Rules (*N.J.A.C. 7:14A*), which addressed the reduction of pollutants associated with existing stormwater runoff. The second set of rules, known as the Stormwater Management Rules (*N.J.A.C. 7:8*), sets forth the required components of regional and municipal stormwater management plans and established the stormwater management design and performance standards for new (proposed) development. Together the two sets of rules establish a comprehensive framework for addressing water quality impacts associated with existing and future stormwater discharges.

As required under the new stormwater management rules, the City prepared a Municipal Stormwater Management Plan (MSWMP) which was adopted on March 1, 2005 as Ordinance 9-2005. The goals of the MSWMP include reducing flood damage, minimizing increases in stormwater runoff from new development, reducing soil erosion, assuring the adequacy of culverts and bridges, maintaining groundwater recharge, preventing an increase in nonpoint source pollution, maintaining the integrity of stream channels, minimizing pollutants in stormwater runoff, and protecting public safety through proper design and operation of stormwater basins. To achieve these goals, the plan outlined specific stormwater design and performance standards for new development and proposes stormwater management controls to address impacts from existing development. As the second set of rules came into effect, additional amendments to the MSWMP were made and adopted by the City Commissioners on September 1, 2009 (Ordinance 32-2009).

The Environmental Sustainability Plan Element contains a good set of prescriptive measures that the municipality and board of education can implement over time through the normal capital budgeting process and by incorporating sustainable concepts into educational programs. As local government looks for cost savings, sustainable practices will provide them at differing payback rates. At the present time the City cannot afford an initial higher price that some of the recommendations make, even though it will pay off in the long run. But other action items are low cost and can be implemented in the normal course of business. The more expensive items, such as creating a hybrid vehicle fleet, will need to wait until better economic times.

One result from the Sustainability Plan Element is the drafting of standards for solar and wind production for both net metering applications and industrial production. This should help streamline approvals by providing clear requirements.

The balancing of environmental and economic development goals are a hallmark of the existing Master Plan. The balance is critical to ensuring the health of citizens and their economic well-being today and in the future.

UTILITIES: WATER SUPPLY

Though the City has a relatively well-developed public water and sewer infrastructure, adding 50% more residences and nearly a million square feet of retail development would use all available capacity and require more. The City government responded with this unprecedented development pressure by commissioning engineering studies for water and sewer expansion. In 2006, the Commissioners adopted an ordinance¹⁴ requiring developers needing additional capacity to apply as the primary applicant to NJDEP for permission to extract more groundwater or expand the

¹⁴ - Ordinance 8-2006 adopted March 27, 2006

sewage treatment plant as needed. The City took a secondary role in supporting the applications. The ordinance established a mechanism for sharing costs with later developers if excess capacity was created and recapturing those costs for the lead developer. The abandonment of many plans for houses gave Millville some breathing room to take the studies and comprehensively evaluate each system segment and determine problems and their solution. The plan that resulted, the Millville Sewer and Water Utility Overview, was completed by the City Engineer, Water Utility Superintendent and Sewer Utility Superintendent in April 2008. The document effectively functions as a technical appendix to the Utility Element but has not been officially adopted by the Planning Board.

Water is supplied by municipal wells drilled into the Kirkwood/Cohansey Aquifer. At the time of the adoption of the 2005 Master Plan, the City had nine operational wells with a capacity of 7,300 gallons per minute (gpm). Together, the City has a daily pumping capacity of 9.92 million gallons per day and an ability to treat this water for consumption of 9.32 million gallons per day. As a safety margin, the state discounts the largest source of water treatment to arrive at a water supply firm capacity number of 7.828 million gallons per day. This allows for that treatment process to be off-line – whether for maintenance, repair or upgrade – yet still maintain safe drinking water to meet demand.

The City's monthly limit set by their water allocation permit is 0.20 billion gallons and the yearly limit is 1.65 billion gallons. Peak monthly usage, occurring in the summer, is about .165 billion gallons and for the peak yearly use, about 1.4 billion gallons. The City has no identified water supply deficits in its water system¹⁵. Analysis of the NJDEP approved water supply to new development in the 2008 study showed only 490,000 gallons per day (gpd) of unused capacity left. If all of the Planning Board approved development were to seek water allocation, all of the firm capacity would be used plus a 560,000 gpd deficit would result. Including all of the NJDEP approved, Planning Board approved, the large planned unit developments of Crystal Village, Union Lake and Holly Ridge, plus other potential development leads to a significant deficit in the firm capacity water supply of 5.84 million gallons per day. Similar deficits in the allowed monthly pumping (86.02 million gallons) and yearly pumping (688.6 million gallons) were calculated.

The City is in the process of constructing an additional well at the location of the Geissinger Avenue storage tank with a minimum expected capacity of 1,000 gpm. Additional treatment capacity would also be developed at this location. The Geissinger Avenue storage tank is by far the largest in the system, with a capacity of 5 million gallons. A booster pump to increase water pressure is part of the improvements to be constructed that will allow for more efficient use of the tank.

¹⁵ -<http://www.state.nj.us/cgi-bin/dep/watersupply/pwsdetail.pl?id=610001>, accessed September 30, 2011

Completion is expected in 2012. The 2008 plan indicates the need for at least one more municipal well.

Water storage capacity increased by 750,000 gallons with the construction of the Airport Tank associated with the Buckshetum Road well. Total water storage capacity is 6.95 million gallons. The completion of the Airport tank should assist the water department in maintaining more equal pressure across Millville.

At some point, the national and state economies will rebalance and more robust growth will return. In order to capture its share, Millville will need to ensure that it has sufficient water capacity for development. There is a limited ability on the part of the City government to build infrastructure in advance of development, so by necessity, Millville will need to rely on private developers to fund it.

UTILITIES: SANITARY SEWER

The analysis of the City's sanitary sewer service area is located under the Environmental Policies section of the Reexamination Report. In this Utility section, the analysis examines the capacities of sanitary conveyance and treatment. The City operates a single waste water treatment plant on the east bank of the Maurice River. The plant has a permitted treatment capacity of 5 million gallons per day. Average daily treatment in 2008 was 2.44 million gallons per day. The collection system in Millville has approximately 95 miles of sewer mains and interceptors and 20 pump stations to move the effluent to the plant for treatment.

Though the City has an operating capacity of 5 million gallons per day, NJDEP rules require that 20% be held in reserve capacity to address unusual flows such as water infiltration into the collection system and other factors to ensure that all effluent is treated to required standards before release into the Maurice River. As with the water supply, treatment capacity is allocated to different development projects. NJDEP has a formula used to calculate the added demand for treatment capacity from different building types. The formula also has a built in safety margin, assuming for example, that each single family house will require 300 gallons per day of treatment capacity.

The 2008 study includes projected demand from the development at different stages of approval. Added to the base treatment flow of 2.44 million gallons per day (mgd) are the demand for NJDEP approved projects of .464 mgd, .016 mgd from projects with pending state approval, 1.495 mgd from development with planning or zoning board approvals and estimated demand from known potential projects of .306 mgd. Adding these together results in a total of 4.717 mgd of needed treatment capacity based on potential demand. This is 717,000 gallons over the limit.

The 2008 study also found several problems with the waste water treatment plant from aging equipment to inefficient layout and recommended a three phase improvement. The plant is in the midst of construction of the first phase of the recommended improvements of what was outlined in the report with the exception of

a new secondary clarifier. The City received federal American Recovery and Reinvestment Act funds for Phase I plan that were passed through the NJ Environmental Infrastructure Trust and the secondary clarifier was considered a plant expansion and consequently was not eligible for funding under the regulations.

The 2008 study also identified the need to improve the collection system. This included upgrading of three pumping stations located at Millville High School, the West Side station scheduled for replacement and the South Second Street station. The work at the three pumping stations has been bid and work has commenced on the West Side station building and force main. In addition to the pumping stations improvements, the City embarked on an extension of the 15th Street line to serve a pocket of houses and portions of the South Millville Industrial Park that did not have access to public sewer as well as serving the new public works facility. The extension was completed in early 2010.

AIRPORT USE CONFLICTS

Much of the potential land use conflict arises from the development of the Four Seasons project located to the west of the airport at the intersection of Cedar Street and Hogbin Road. This age-restricted development was projected to contain over 600 dwellings with the construction of Phase II of the project. However, the landowner received approval for a use variance in July 2011 to abandon the second phase of development and construct a solar power generating facility with photovoltaic cells. This use, if constructed, or remaining in vacant land would ease the potential land use conflicts since no additional residents would be affected. The Air Park Industry zoning, which as its name suggests is for industrial land uses, remains in place in key areas around the airport and the northwest side of Cedar Street.

The Delaware River and Bay Authority has also included additional land acquisition at the Airport for safety purposes in its 2009-2013 Five-Year Capital budget. Additional land acquisition will also serve to reduce conflicts from the use of the airport.

CIRCULATION

Additional planning and study has been completed or is forthcoming to address some of the circulation problems that were identified in the Reexamination Report and Master Plan. The Circulation Element was modified in the specific area study encompassing the Rt. 47 and Rt. 55 interchange. Recognizing that the Rt. 47 construction project, while creating additional capacity, also created a greater lane weaving problem southbound where motorists on Rt. 47 commingled with the exiting Rt. 55 traffic. This is most severe where motorists heading towards the Cumberland Plaza with a Wal-Mart anchor store from Rt. 55 cross motorists from Rt. 47 seek to enter the Union Lake and Lowe's shopping centers. As this is expected to

worsen and the capacity gained to be used with the additional development of the southwest quadrant, the City has laid plans with the New Jersey Department of Transportation (NJDOT) for the relocation of the exit ramp from Rt. 55. This ramp would lead to both the major arterial planned to Sharp Street (to be constructed with the additional development) and Union Lake Boulevard, effectively creating a secondary means of bypassing Rt. 47 for traffic headed to Sharp Street.

In this area, additional roadway improvements are under NJDOT bond¹⁶ for Sharp Street to connect with Rt. 47 farther south than its present location. At its intersection with High Street, the road would turn to head due east to Rt. 47. High Street would connect north to Bluebird Lane, which runs through the shopping center and Sharp Street will cease to exist between High Street and Rt. 47. While some of these improvements were depicted on the Circulation Plan for the City in 2005, the fact that the improvements are funded is a significant change in the intervening period.

The City has applied for a local planning assistance grant from NJDOT to study four important circulation problems previous identified in the City's planning documents:

- 1) Improving east/west travel through the central city.
- 2) Improving pedestrian and bicycle access from residential neighborhoods and open space to the central business district.
- 3) Better integrating public transportation with land use planning objectives for redevelopment along the waterfront.
- 4) Conceptually design circulation and parking for promoting Millville's first major redevelopment project along the Maurice River waterfront – a hotel complex.

NJDOT has accepted the City's application and has determined funding for the project. The resulting study will aid the City in local construction funding from the state, assist it in developing the capital improvement program, and coordinate Millville's redevelopment efforts with circulation planning. It is anticipated that the study will serve as the basis for amendments to the Circulation Plan and Land Use Plan Elements of the Master Plan. Eventually, as the recommendations in the study are implemented, circulation for motorists, bicyclists and pedestrians should improve.

¹⁶. Meaning that a guarantee of construction financing is held by the state to ensure that the improvements can be publicly constructed should the developer of the Union Lake Shopping Center fail to construct them.

HISTORIC PRESERVATION

The one major change in historic preservation is the collapse of the Levoy Theatre in January 2011 that mostly reduced it to rubble. The theater was being reconstructed on the inside while preserving the façade. The theater is now being rebuilt to its previous appearance. Work on the rebuilding commenced with the insertion of sheet piling and the pouring of the foundation in mid-September 2011¹⁷.

VILLAGE NODES

The Master Plan introduced the concept of village nodes into the future land use plan of the City. Village nodes are concentrations of population intended to supply demand for housing that would otherwise be destined in a sprawl configuration. Demand for new housing, however, is about one-third of the number that was being constructed in the mid-2000s. The effects can be seen just in the stalled housing developments in Millville, such as the remade Millville Gardens and Riverfront Condominiums or the abandoned second phase of Four Seasons, now with an approval for a solar farm.

With demand so slack, the City may be better served by emphasizing farmland preservation, including woodland management, as a means of keeping the western Millville greenbelt or eastern forest and reemphasizing infill development closer to downtown as a means of addressing growth when it returns.

Recommendations for Goals, Master Plan and Land Development Regulations

The analysis preceding this section focused on the major changes to situations, laws and economics that affect Millville's Master Plan and land development regulations and provides the basis for the recommendations that follow.

MASTER PLAN

The issues and problems identified in this report may be characterized as only affecting minor portions of the Master Plan. These several areas should be addressed through revisions to the appropriate Master Plan element and include:

¹⁷ - http://www.nj.com/cumberland/index.ssf/2011/09/levoy_theater_foundation_and_w.html, accessed October 1, 2011

Goals and Objectives

The goals and objectives should be amended to support any revisions to the Master Plan and land development regulations recommended in this report.

Community Facilities

- Work more proactively with the Board of Education in determining the best outcome for improving antiquated high school facilities.
- Revise the Community Facilities Element concerning the library study.
- Revise the Community Facilities Element concerning an additional fire house for the City.

Utility Service Plan Element

- Complete negotiations with NJDEP on the sanitary sewer service areas of Millville and amend the Utility Service Plan Element as necessary. Areas where service will be provided should be depicted on a map, with phasing if warranted.
- Update the Element to indicate the infrastructure improvements made since the Master Plan was adopted.

Circulation Plan Element

- Incorporate the study recommendations from the NJDOT-funded study into the Master Plan when completed.
- Revise the Circulation Plan map as necessary.
- Continue the process of creating a north/south street from Rt. 55 to Sharp Street and create the new intersection of Sharp Street and Rt. 47.
- Create a tie-in to the Recreation Element on the proposed trail and bicycle path system.
- Review means to improve bicycle and pedestrian safety throughout Millville.
- Ensure the retention of an appropriate right-of-way for the extension of Nabb Avenue in the event that Crystal Village does not proceed to development.
- Add a fair share funding discussion for traffic improvements to the Circulation Element.

Recreation Plan Element

- Update the Element to include new municipal facilities and any governmental or non-profit land acquisitions, and known easements. Revise any descriptions to reflect current conditions.

- Create a combined Recreational and Community Facilities Map suitable for web-based viewing.
- Create a tie-in to the Circulation Element on the proposed trail and bicycle path system.

Farmland Preservation

- Develop a new farmland preservation plan meeting the planning incentive grant requirements of the State Agricultural Development Committee should the Village Node concept be modified or eliminated.

Land Use Plan Element

- Review the continued use of the Village Node concept in light of the sanitary sewer service 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.

LAND USE AND DEVELOPMENT REGULATIONS

The following recommendations are made for changes and revisions to the municipality's land development regulations:

- Create an overlay zoning map that delineates 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 Development 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.

Incorporation of Redevelopment Plans into the Master Plan and Ordinances

The Center City Redevelopment Plan and the Airport Redevelopment Plan are almost entirely consistent with the Land Use Plan Element of the Master Plan. The Maurice Riverfront Development Plan proposes redevelopment on the east side of Rt. 47 in a manner consistent with the Waterfront Development land use classification of the Master Plan but in the Land Use Plan Element is classified as Industrial. This part of the City, between Railroad Avenue and Kates Boulevard east of Rt. 47, the Riverfront Plan envisions as a mixture of commercial, residential and civic uses stopping at Third Street. The Riverfront Plan also depicts a new park east of Third Street presently occupied by a warehouse.

The Airport Redevelopment Plan is consistent with the Land Use Plan Element for the portion south and east of Cedar Street. On the opposite side of Cedar Street to the north and west, however, the redevelopment plan extends into areas designated for Agricultural Retention and Residential – 2-3 units per acre that has been applied to the Four Seasons at Millville development. The Land Use Plan Element classified the land in this manner in order to prevent conflicts between new residents and the development of the airport. However, since the redevelopment plan for the airport does not have specific standards for this area, the prevailing zoning, which is based on the Land Use Plan, will continue.

Millville's two redevelopment areas were adopted by the City Commissioners with specific provisions leaving the zoning regulations in place. As noted in the sections, Redevelopment of Blighted Areas, the redevelopment plans of the municipality take a general approach by providing goals and guidance for redevelopment projects. It is the City's intention that these general redevelopment plans will be superseded in specific areas as circumstances warrant. For example, the Maurice Riverfront Development Plan functions as a more specific plan for part, albeit a significant part, of the Center City Redevelopment Area. However, even with this document, the zoning regulations were not replaced.

In one instance, the Land Use and Development Regulations' Ordinance was amended to implement some of the design goals inherent in the Waterfront Plan. In July 2009, the City Commissioners adopted the Traditional Neighborhood Overlay Zone¹⁸ that applies to any property within the Center City Redevelopment Area. The ordinance is intended to promote the development and redevelopment of property consistent with the pre-zoning neighborhoods of Millville. However, as applied, the uses allowed in the district can be placed in any location within the redevelopment area regardless of its existing characteristics. The Center City Redevelopment Area, which covers over 800 acres, contains a wide variety of uses from heavy industrial to

¹⁸ - Ordinance No. 21-2009, July 7, 2009.

highway commercial to the traditional neighborhood blocks that are the focus of the ordinance. The ordinance should be amended to create eligibility requirements for the use of the overlay in order to prevent, for example, commercial uses in wholly residential blocks. A more detailed application of the uses is indicated.

Based on these findings, several recommendations are proposed for action as they relate to the redevelopment areas of the municipality. These are as follows:

- 1) In the Land Use Plan Element, extend the Waterfront Development District from Second Street to Third Street between Railroad Avenue and Kates Boulevard. Make other adjustments in the Land Use Plan Element as necessary to incorporate the recommendations of the *Glasstown River Renaissance: Maurice Riverfront Development Plan*.
- 2) Clarify the intent of the Airport Redevelopment Plan in the area north and west of Cedar Street.
- 3) Create eligibility and other standards for the applicability of the Traditional Neighborhood Overlay District in the Center City Redevelopment Area.

The changes and revisions noted in this Reexamination Report would occur through the required Master Plan and ordinance adoption notice and hearing protocols established by law.

