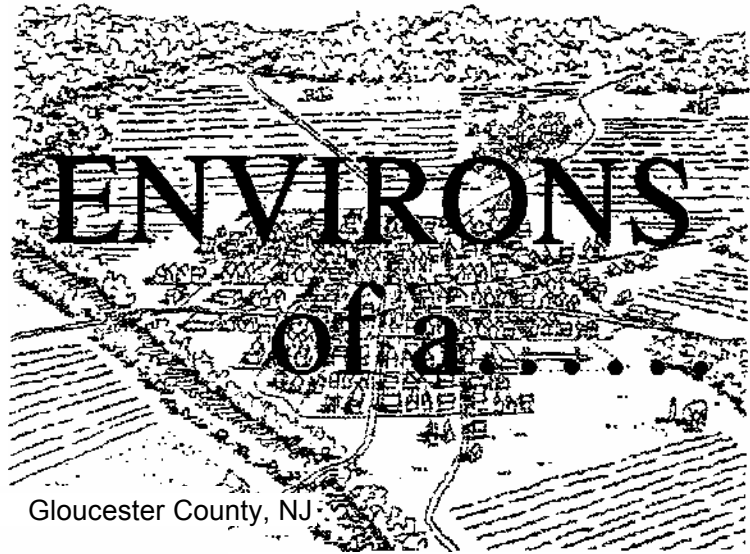


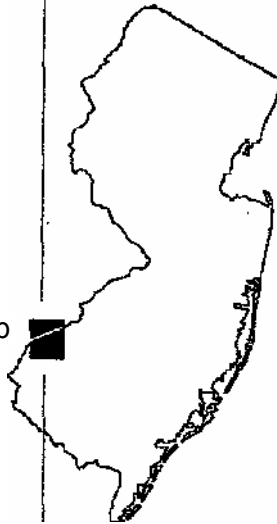
PLAN for the . center

Woolwich Township



Prepared for: Gloucester County, NJ

Woolwich Township



Prepared By: Brown & Keener Urban Design
Urban Partners Lehr &
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PLAN for the ENVIRONS of a center

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| Growing ? in the Garden State

Summary Findings

| Summary Findings and Recommendations

Handbook for Planning
in the Environs of a center

.principles, recommendations and strategies

...sustain viability of agriculture ...establish
incentives for landowners ...define nature of
roads and streets ...review/revise local
regulations 3 ...evaluate utility service
options ...define open space network
...create a "places" task force
...CONCLUSIONS

Workbook ...technical resources, maps, municipal plans

H .. .sustain viability of agriculture

3 ...establish incentives for landowners

$\frac{\text{E}}{\text{D}}$ M _____...define nature of roads and streets

r [ff] ...review/revise local regulations

3 ...evaluate utility service options

tm ...define open space network

U ...create a "places" task force

—Introduction

Growing ? in the Garden State!

NEW JERSEY, THE "GARDEN STATE", HAS LOST 40% OF ITS farmland to development in the last twenty years - with virtually no growth in population. This sprawling spread of buildings and highways is creating traffic congestion, is greatly increasing local municipal costs, is damaging to the state's environment, and is socially isolating and separating as it destroys existing communities without creating new ones. The Office of State Planning has a vision for New Jersey that is more economical, more humane, more efficient, and more respectful of the environment than this pattern; it is vividly expressed in "Communities of Place", The State Development and Redevelopment Plan. This vision calls for the creation and preservation of real communities. As a part of establishing and preserving compact communities, it also calls for the preservation of the state's farmlands and open spaces. New Jersey has many great towns and villages, and it is certainly the source of the some of the finest fruits and vegetables grown in this county. A vision which protects these places and resources is worth all the effort it takes to assure its realization.

Gloucester County sits astride areas of spreading growth and the large open farmlands of southern New Jersey, encompassing the problems and opportunities that the state faces regarding the intelligent use of its land and resources, and therefore is an appropriate location for the application of the goals of "Communities of Place". As a result, the County and the State asked Woolwich Township, which is a farming area that sits near the western edge of the County, to join with them in preparing a plan to guide land use decisions in rural areas faced with the opportunities and dilemmas of new development.

Woolwich Township has a population of about 1400 people, many of whom are farmers. It surrounds Swedesboro, which has an active, shopping core, but which is politically a separate borough. It includes Exit 2 of the New Jersey Turnpike and three points of access from 1-295, and is only ten minutes from 1-95 across the Commodore Barry Bridge. As a result, it is only 35 minutes from downtown Philadelphia, 20 minutes from the airport, and 30 minutes from Cherry Hill, and thus has astonishing connections not only to the region, but also to the nation. It adjoins Pureland, a flourishing 3,000 acre industrial office park in Logan Township. During the age of explosive suburban expansion, Woolwich was the site for a large planned (and not built) community that was to be similar in character, size, and population to Columbia, Maryland. These

Introduction

facts readily lead to the assumption that some amount - indeed, perhaps a significant amount - of development growth will take place here in the near future. Therefore the challenge: how to preserve the farms and open spaces, while at the same time accepting the growth that wishes to be here and that may be the farmer's only method of realizing the full value of their land?

In answering that question, this report takes two steps: it analyzes and identifies specific recommendations for Woolwich (*The WOOLWICH WORKBOOK*); it also establishes action precedents that can be used elsewhere in the County and the State (*The HANDBOOK for planning in the ENVIRONS of a center*).

A GREAT MAJORITY OF THE FARMERS OF WOOLWICH Township made it very clear that they wish to sell their farms, and to get out of farming; in addition, their children have already chosen other jobs and professions, and therefore choose not to carry on their parents' work. At the same time, they are proud of themselves as farmers and of their land, and do not wish their farms to disappear under the bulldozers of development.

As a first step, it was observed that the Master Plan and Zoning Ordinances of the township currently identifies three major areas of differing land use types: the first, and largest, is a large-lot single family residential lot area, which this report defines as the "Environs" of a developing center; the second is the "Center" area itself, which is currently owned by one large developer and in which is permitted a complete variety of housing types as well as retail; and the third includes all the industrial/retail (or non-residential) uses along the major east-west Route 322 "Corridor".

Because the farmers own nearly all of the "Environs" area, and because they have these apparently conflicting expectations, a summary market evaluation was made which concluded that the township could grow to almost 13,000 people (about ten times its current population) in the next 25 years. It also concluded that the township could also see the addition of as much as 3 million square feet of non-residential space, such as Pureland-type industry, offices, retail, and various kinds of educational and other institutions. In addition, the residential market was identified as including a rather wide variety of family types and therefore of dwelling types; this variation would affect both dwelling size and cost. This fact contradicted the existing township zoning code for the "Environs", which

requires one and one-and-a-half acre minimum lot sizes in virtually all of the developable farmland - a requirement which limits the farmers' selling ability to only the top 20% of the economic market. The market analysis also suggests that the area's long term share of regional growth is more modest than the projections that guided the initial planning for Beckett New Town; or the capacity anticipated by the current zoning ordinances; or the preliminary analysis presented in the preliminary Regional Center Designation Report.

Summary Findings, Recommendations

GIVEN THESE CONDITIONS, THE FOLLOWING recommendations have been made to Woolwich Township for actions regarding their Zoning Code, Master Plan, and Subdivision Ordinances:

A Rural Development Overlay

A "Rural Development Overlay" should be created which builds on the current zoning code. This Overlay would permit residential development on smaller lots, in the compact form of Villages and Hamlets, and would give a 15% to 30% bonus of additional building lots (above that permitted under the current code) to the developer who builds in this way. It would also permit a wider mix of uses so that neighborhood retail could be included within these small communities. The results of this pattern of development are that the farmers have increased opportunities to sell, developers have more options, real communities are created, and almost three fourths of the farmland and other open spaces will be preserved. The incentives provided within the RDO may also be quite attractive to developers of existing, approved subdivisions that are not yet built out.

Development Compacts

To further permit this type of development, it should be made possible for groups of neighboring farmers to create real estate consortiums, or development compacts, to share the development capacities of their individual farms (by sharing what can be identified as "density credits"), and therefore to deal with larger developers who wish to build larger villages with a wider mix of housing types and retail opportunities.

In order to assure that these developments meet the objectives of creating communities and preserve farmland, the zoning and other ordinances should include design and planning criteria that regulate and give guidance to the relationship between one building and the next, between a building and the street, between one use and the next in a mixed-use community, and between the pedestrian and the automobile (or, the sidewalk and the street).

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Summary Findings.....

Circulation Plan

Because this pattern of growth can also have a positive effect on traffic in the township, a Circulation Plan which identifies the differences between road types and the accessibility to each type should be established. Under such a plan, for instance, a Village or Hamlet would require far fewer access roads and curb cuts to the surrounding rural roads, a great change from the current pattern of multiple individual drive-ways.

Open Spaces

A wider variety of open spaces will be created in this type of development. As a result, they should be planned to be coordinated into one integrated system, where some are directly linked for recreational purposes, others protect the environment, and still others are part of the visual character of the township. In this plan, the wetlands and forests, the recreational lands, the village greens, the road side scenic easements, the farm edge buffers, and the farms themselves must all be thought of as part of one larger system.

Wastewater Treatment

Compact communities require different waste water treatment systems than single homes on large lots. As a result, coordination must take place between the township and the county regarding approvals for, and regulation of, package treatment plants, common drain fields, and sewers. In order for the proper regulatory structure to be assembled in concert with County, Township, and municipal utility authority preparations the NJDEP and the NJOSP should draft special pilot legislation to be adopted as soon as possible.

Places Task Force

Finally, in order to move this process forward, and in order to assist the formers in their intention to realize the value of their land by selling, a Places Task Force should be formed to work with the state and the county to obtain all the permits (especially for waste water treatment systems), to deal with regulations that could stand in the way of these developments, and to open doors for public funding sources. This Task Force, as an advisory body to the township government, can also assist in seeking the interest of sophisticated developers, in the formation of development compacts among landowners, and - perhaps most importantly - to work to have a project actually built, as a demonstration of the real possibility of this plan happening.

ALTHOUGH THE ENVIRONS IS THE PRIMARY FOCUS OF THIS REPORT, IT must also be recognized that it is only part of the township, and that it must be seen as integral with the Center which has been already identified and with the Rte.

...*Su m m a r y* Findings

322 Corridor. Therefore it is recommended that the township take these actions regarding those two areas, also:

Center Recommendations

The boundaries of the Center have been established. What remains is to establish more detailed zoning criteria that will help assure that a single compact walkable community, with appropriately located retail and institutional uses, is created out of the several separate developments that will occur there. In addition, studies must take place which recommend appropriate new access roadways, since the area is separated from Rte 322 and therefore has only the main street of Swedesboro and the interchange of 1-295 as its existing access.

Corridor Recommendations

The Corridor area is currently zoned to house almost 35 million of non-residential construction; since that is so much more than could ever occur in this region of New Jersey, the zoning areas should be changed to permit residential development, which has a greater chance of occurring. The actual development area should be focused on a moderately narrow band along Rte 322, and should permit both residential and non-residential uses to co-exist in real mixed-use developments. Site planning criteria should be established which guide this kind of development, and which is coordinated with the compact Hamlet/Village-type patterns of the Environs. The result will be greater opportunities for development to take place on the farmland, and yet will assure the preservation of a great majority of the farm areas themselves. The final step in making the Corridor be integral with the whole township is to have the state establish the highway as having open scenic landscaped (or farm) corridors on either side, that will essentially be part of the integrated open space system of the entire township.

IN ORDER FOR THE LESSONS LEARNED FROM WOOLWICH Township to be applied elsewhere in the county and the state, as is the second major purpose of this report, seven general action topics have been identified. Each is based on the general principles required to create compact communities, manage the environs of those communities, and preserve agricultural lands as open space and as a viable economic activity. Each also includes a list of specific actions that must be taken to realize these goals:

- Sustain the viability of agriculture, by establishing criteria for the contiguity of farmland and for creating new compact

Summary Findings.....

right-to-farm ordinances, and by supporting the creation of a county equity insurance/mortgage program.

Establish incentives for landowners and developers to build in a compact manner, through the use of a Rural Development Overlay District, the application of density credits, and encouraging a mix of uses when appropriate and feasible.

Define the nature of roads and street, by noting the important differences between rural roads, neighborhood streets, and arterial roads and highways, by establishing scenic easements along certain roads, by providing for other transportation types such as public buses, walking, and bicycling.

Review and revise the local regulations, such as the Master Plan, the Zoning Code, and the Subdivision Regulations, to permit and encourage the construction of compact communities that have a mix of uses and residences, and to preserve farmland and other open spaces.

Evaluate the various wastewater treatment options, and obtain approvals from state and local agencies to permit the community soil absorption drainfields and package treatment plants that are necessary and economical in building small communities which have no direct sewer access and which cannot include individual septic systems.

Define the open space network so that there are criteria for each individual development or preservation action to follow as they include various open space areas and types. In addition to the farmland itself, the network will include farmland buffers, preserved wetlands and forests, public recreational areas and playing fields, village greens, and the scenic corridors along roads and highways. This task must also include the identification of funds and agencies for the creation and maintenance of the open spaces.

Create a "Places Task Force", which is made up of local officials, county officials, and which has the necessary access to the various state funding and regulatory agencies. Its purpose is to assist the local government and landowners in making the proposed development patterns happen, by working to help obtain the approvals for the appropriate waste water treatment systems, by assisting the local government in having (local, county, and state) regulations support communities, by identifying the nature of farmland buffers,

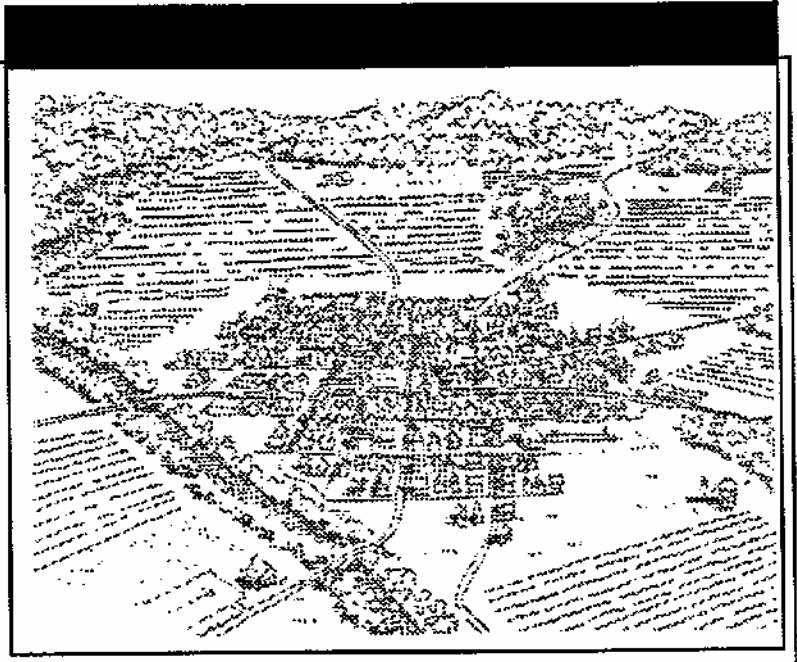
..,\$ u m m a r y Findings

by the purchase of development rights, by the application of the development objectives, by helping attract sophisticated developers, and in general by getting the first demonstration project designed, built, and successfully marketed.

IN ORDER TO Clearly EXPLAIN ALL THE CHARACTERISTICS of these recommendations, this report includes two chapters in addition to this Summary: the Handbook which details the actions that can be taken by other governments and municipalities, and a Workbook that covers all of the specific steps to be taken in Woolwich to realize the objectives of the State Plan, and at the same time fulfill the hopes of Woolwich residents, future home owners, and farmers.

County of Gloucester, New Jersey

HANDBOOK
for planning
in the
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of a
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| *County of Gloucester, New Jersey*

E N V I R O N S

Protect continuity of agricultural land

Enable/encourage development of new compact, mixed-use communities by d revised zoning and award of density credits for appropriate projects

Establish buffer at non-farm uses

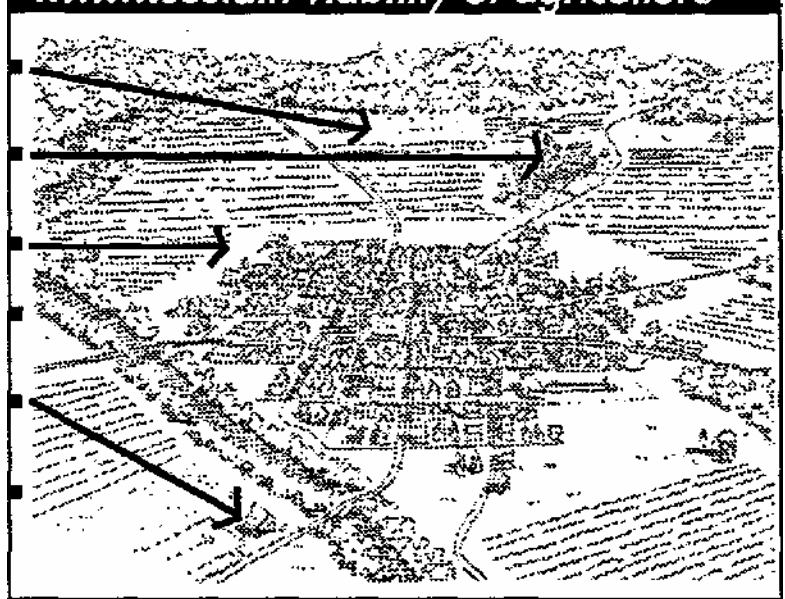
Farmland Preservation through voluntary purchase of land and development rights

Protect farm markets wirfi broad definition in Right-to-Farm Ordinance

Create equity insurance program to encourage young farmers to stay and expand operations

Contiguity of Agrkultural Land

sustain viability of agriculture



It is essential that the contiguous acreage of land under cultivation (and adjacent open space) be no less than 400 acres in any location. Subdivision and site plan regulations should include requirement for applicant to evaluate and map the impact of any proposed development on the contiguity of adjacent agricultural land. It may be that this requirement should be applied only in certain zoning districts where farming is prevalent. This should be indicated as a "rural development" zoning overlay in the municipality's Zoning Code. The "Rural Development Overlay Plan should be described in detail in the Land Use Element of the Municipal Master Plan. [see... Work book section A.01]

The Zoning Code and the Rural Development Overlay Plan

The Rural Development Overlay Plan should be described in the municipal Master Plan and supported by ordinance in the Zoning code. A specific area should be delineated as the Rural Development Overlay District. The zoning, land use and development regulations can be supportive of agriculture by encouraging new development that creates viable small communities. In part this will mean encouraging smaller residential lot sizes, narrower streets and smaller blocks than are typical in suburban residential projects. Land owners and developers in the Rural Development overlay District can build up to 30% more units than underlying zoning will allow and permanently reserve most of the property for agricultural production or recreation. The construction of new residences that are isolated on large lots should be discouraged. [see...Wort book section OA02]

Establish buffer or "transition area" at non-farm uses

Where roads, streams or existing hedgerows do no provide and effective buffer between land under cultivation and

Farmland Preservation through purchase of land and development rights

and planned new development, a broad planted buffer (a suburban image) or more traditional rural landscape element might include a transition area with hedgerow/ a fence and native understory plants should be required as a condition of approval for any new subdivision that is adjacent to farmland. This will minimize the potential for conflicts, [see...*Work book section A.03*] i

New Jersey's Purchase of Development Rights Program (PDR) has been responsible for the direct acquisition of thousands of acres throughout the state. However, because of limited funding and the high cost of land in New Jersey/ this voluntary program can have only a marginal impact on the annual conversion of land from agriculture. Since 1981 \$77 million has been expended and 22/000 acres have been permanently preserved. By way of comparison, it is estimated that it would require \$2.3 billion in 1990 dollars to acquire development rights on all of the state's remaining farmland, [see...*Work book sections A.04&5*] I

Protect farm markets with broad definition in Right-to-Farm Ordinance

The PDR program must be augmented by other actions to increase the economic viability of agriculture and to minimize conflict with other potential future land uses. New Jersey's Right-to-Farm Legislation and Municipality Right-to-Farm Ordinances is an essential tool to control additional burdens placed on formers by approaching suburbanization of nearby land. The township's ordinance should be amended to go beyond nuisance protection and to establish broad guidelines for direct marketing of farm-related commodities. This should also include criteria to establish a "bona fide relationship" between the farm's production and the products/ services and recreational events that the farmer wants to market, [see...*Workbook section A. 06*] I

Create equity insurance program to encourage young farmers to stay and expand operations

Another possibility that is currently being evaluated is the Equity Insurance Program. This would operate as follows: the state, county or municipality would establish an insurance program that would guarantee farmers payment of the current difference between the market value of their farmland and the value for agricultural use only. The difference would be paid: 1) when the farmer sells the land to another farmer, or 2) when the farmer dies, or 3) when the farmer retires, whichever comes first. The New Jersey Department of Agriculture has selected Gloucester County as a good case study where land values are currently low and where equity insurance/mortgage can go a long way in securing the land base. [see...*Work book section A.07*]

E N V I R O N S

Revise zoning to create Rural Development Overlay District and to change ordinances so that area of use districts reflect market projections

Incentives to encourage commercial development as part of residential development

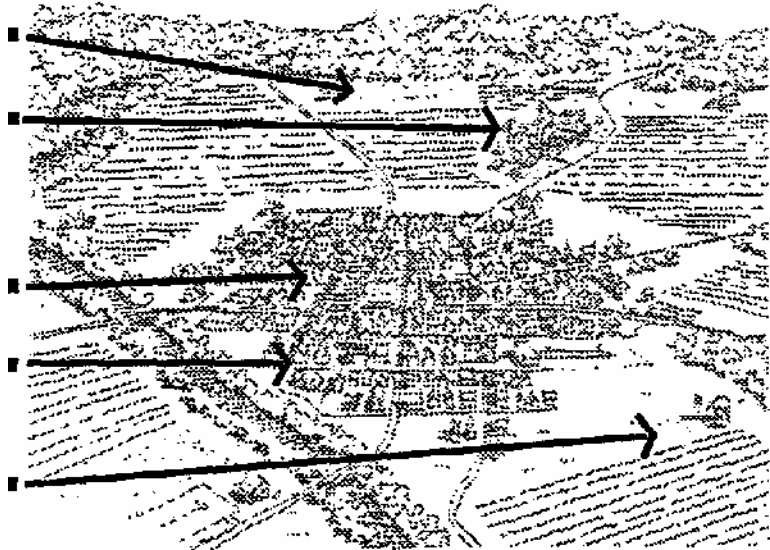
Award density credits for hamlet/village projects

Impact fees and site plan submission criteria that make rural hamlet/village development more attractive than dispersed tract houses

Encourage collaboration between landowners that create "development compacts", eligible for bonus density credits

Rural Development Overlay District Density credits

.....establish incentives for landowners



Zoning in the large-lot residential districts should be changed to encourage Hamlet and Village-type developments by application of new Rural Development Overlay provisions in the zoning code and subdivision ordinances. {see... Work book section B.01]

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Each property owner would receive an allocation of Density Credits based on the build-out analysis yield of the underlying plus incentive bonuses of 15% to 30%. The property owner could use these Density Credits to develop his or her property exactly the same way as now allowed under current base zoning or the property owner could exercise several of the options open to him or her under this approach. [see...Work book section B.02]

Impact fees. Site plan criteria •

Hamlet and Village development must comply with Hamlet/Village design requirements and must be served by community water and sewer facilities. The implementation of these criteria have the potential of discouraging hamlet and village development by encumbering the development process with procedural costs and delays. The permitting process that a landowner or developer must take to get a hamlet/village project started must be simple, and straightforward.

Once the number of density credits is determined for a property, the process for transferring these credits should be a simple registration. The process for determining density credits must involve no additional expense.

The Hamlet/Village Planned Development Site Plan

application must be clear-cut with a timely review procedure. Guidelines must be easily understood by developers, so that initial submissions can be as complete as possible. Since Hamlet/Village projects will require sewer service and since much of this requirement is likely to be met through either community soil absorption or "package treatment" systems, the approval of these systems must be a streamlined process. This will require commitments from the Municipal Utilities Authority to manage these facilities, as well as the streamlining of state permitting process for these facilities when they support compact development in a hamlet or village pattern. The bonuses provided for hamlet and village development will be insufficient to encourage the desired pattern unless sewer approval procedures are also simplified. [see... *Work book section B. 03*]

Development Compacts

The Rural Development Overlay District will encourage cooperation among property owners to create an orderly and compact development program. This level of cooperation will enable property owners to more easily attract developers with the capability of producing village development patterns. Cooperation will be encouraged through development compacts.

A Development Compact is a formal legal entity (partnership or corporation) voluntarily formed by adjacent landowners holding together a minimum of 115 density credits. Participating property owners would be able to transfer their density credits into the entity in exchange for proportionate ownership of the compact entity. These compacts will be encouraged through the allocation of a density credit bonus equal to 30% of the credits contributed by the participants.

Development within a development compact area must occur in one or more villages; density credits held by a development compact can only be used for village development within the compact area. Developers of these villages must secure density credits from the development compact. These developers must also purchase land from one or more owners on which to site the villages. [see...*Work book section B.04*]

ENVIRONS

.....define nature of roads and streets

Protect Character of Rural Roads

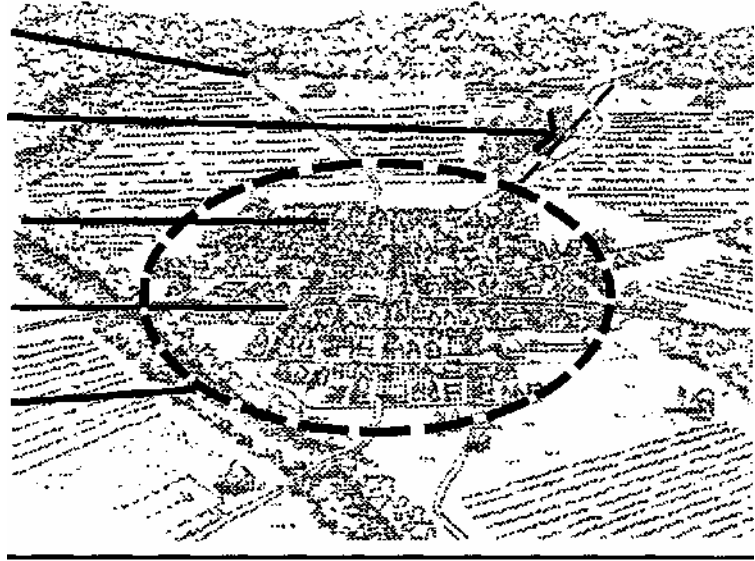
Access to arterial roads should be permitted only from public streets (except for farm vehicle access to fields and farm driveways)

Require rural scenic buffers along highways as new development occurs. Maintain country road design standards for rural roads

Provide appropriate street structure for hamlet/village development

Plan development and limits of growth so that internal trips are walkable

Provide opportunities for walkers and cyclists



Protect character of rural roads

The perception of the township formed by residents and visitors by traveling along the roads defines the identity and character of the place in the memory of the people who know it. If the township is to protect its rural character, the view of farmland and open highways needs to be preserved, [see...Workbook section C01]

Permit Access to arterial roads only from public streets

Access plans allow the township to work with landowners and the county and state to identify where access locations should be placed along a highway. Limiting access to public streets (rather than private driveways) helps to focus rural development into clusters and maintains rural character of the roads. Otherwise the highway gets "stripped". An access plan also helps to maintain a safe highway. Any subdivision of land must conform to the access plan. [see...Workbook section C.02]

Require scenic buffers or easements

When development occurs, require maintenance of a buffer to be kept in rural use, either as a as farmland or as succession to woodlands, [see...Workbook section C.03]

Establish appropriate street structure for hamlet/village development

i Hamlets should have a defined local street system based on low speed, low volume streets. Street widths as narrow as 13 feet are appropriate and traditional. Similarly narrow rights of way--33 feet are desirable for short, local streets in hamlets where residents will park their cars off the street. Narrow front yard set backs, fences shrubs, porches all help to create a friendly street wall. Hamlets should be so small that most residents will walk for internal travel. [see...Workbook section C.Q4]

define nature of roads and streets

Maintain country road design standards (or local roads "

Arterial and major collector streets have to be able to safely accommodate the high speed of traffic which occurs on uncongested rural highways. As a result, they require good roadway geometry and paved shoulders. Local roads and minor collector streets, however, can, and should be managed to encourage slower traffic speeds and provide a rural quality for driver. Narrow street widths (16 -20'), moderate design speed (25-40 M.P.H.) and relatively close vegetation help to sustain these values. "Improving" local country roads only encourages higher travel speeds. [see... Work book section C 01]

Provide opportunities for walkers and B

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Because of the relatively long travel distances between trip destinations, most walking and bicycle trips will be recreational in nature, or will be made by persons unable to drive. As a result, high densities of walkers and bicyclers should not be anticipated on most roads. However, any who are present should find that appropriate facilities have been provided. On arterials and major collector roads paved shoulders 3' to 8' in width provide a safe place for bicyclists and walkers. On some country lanes, vehicular traffic is so infrequent that bicyclists and pedestrians can safely walk in the main cartway—the occasional car or farm vehicle will simply go around. A grass border of 3-5 feet will provide walkers space to step away from traffic if necessary. These roads should be kept relatively narrow to maintain their country road appearance and to discourage fast traffic speeds, [see...Work book section COS]

Plan development and limits of growth _ so that internal trips are waikable

Planning for Hamlet/Village development should include provision for a specific Community Growth Boundary beyond which public infrastructure and development will be discouraged. The boundary should be established by natural edges and walking distances; so that, for the largest planned village, for example, the center of the community is not more than about 1500 feet from the furthest house. Beyond the Growth Boundary development will be discouraged by infrastructure controls, farmland contiguity criteria in the Subdivision Ordinances and Hamlet/Village location guidelines, [see... Work book section C.06]

ENVIRONS

.....review/revise local regulations

Revise Land Use Element of Am Master Plan to identify Rural Development Overlay District

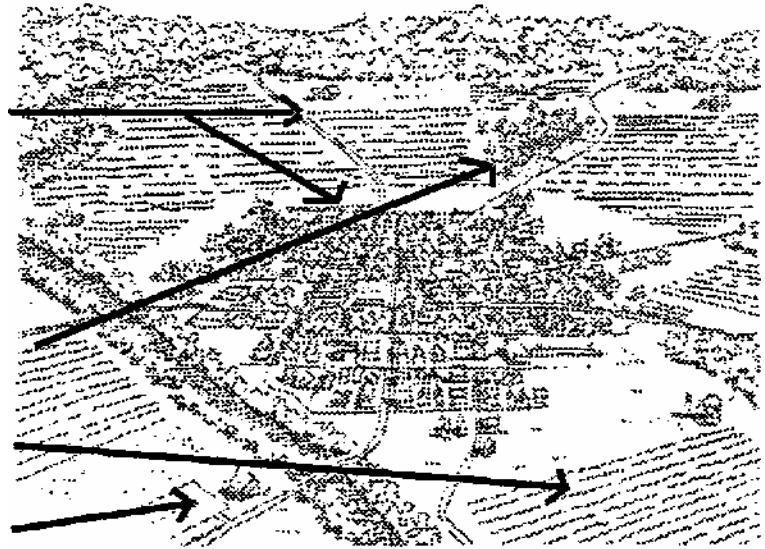
Revise Circulation Element of the Master Plan to reference design standards and access management policies for rural roads & community streets

Revise Utility Element of the Master Plan to include alternatives to centralized waste water treatment systems and individual septic systems

Revise Zoning Ordinances to refine area of each land use district uses to reflect market projections. Describe density credits for hamlet/village projects

Develop Subdivision Orel, to include compact communities & protect contiguity of ag. land

Revise Right-to-Farm Orel, on former's markets to protect farmer's right to sell agricultural products



Master Plan Land Use Element!

Amend or revise The Land Use Element of the Master Plan to include the delineation of the Rural Development Overlay (RDO). The Land Use Element can also describe the intentions of the RDO to encourage mixed use, smaller community-scale lots and streets. The purpose of the overlay is provide an equitable opportunity for landowners to realize economic benefit from their land while encouraging a sustainable development pattern and preserving land for agriculture and public Open space, [see... Workbook section D.01]

Master Plan Grculation Element

Amend or revise the Circulation Element of the Master Plan to reference design standards and access management policies for rural roads & community streets. Design standards and access policies are essential to create a circulation network that is conducive for both development and conservation. The circulation element should include a character assessment inventory of principal streets and roads in the township and document not only jurisdiction and functional classification (arterial, collector, or local road) but should also define a preferred future character of streets and roads in the township. Standards and guidelines for Hamlet/ Village development conducive to walking, bicycling and transit use should be established, [see Workbook section D.02]

Master Plan UHlity Element

Amend or revise the Utility Element of the Master Plan to include alternatives to centralized wastewater treatment systems and individual septic systems. Current methods for providing sewage collection and treatment for rural and suburban areas may not be compatible with development patterns anticipated in the RDO. [see... Workbook section D.03]

review/revise local regulations

Zoning Ordinances •

The existing zoning should be reviewed and amended to support the REX). The ordinances must be illustrated, and well-written so that they will be understandable to everyone in the township, not just planners and lawyers. The code should be specific in describing the intent of the governing body (township council) to encourage the preservation of rural character of the region, ensure the continued economic viability of agriculture and to encourage innovative, compact residential mixed-use development in the RDO district. It will be necessary to amend certain sections of the code so that the definitions, district regulations, accessory uses, road and street widths, block sizes, bulk requirements, densities, build-to-lines, design standards, and conceptual building footprints for buildings (civic, residential, and commercial) will provide a clear guide for future development. The section of the Zoning Code that describes the general requirements for Planned Development should be amended to guide the "Transfer of Density Credits" as described in the *"incentives for landowners"* section of this handbook, and to reflect changes in the NJ Municipal Land Use Law that provide for "clustering among non-contiguous lots". This provides further legal support for local governments to shape future development while protecting open space and agriculture, and clearly establishes the legal framework for the Transfer of Density Credits necessary to make the economic pro forma for development according to the RDO plan attractive to landowners and potential developers. [see., *Workbook section D.04*]

Revise Subdivision and •

Site Plan Ordinances The existing Subdivision and Site Plan Ordinances should be reviewed and amended to support the provisions of the RDO. Special provisions to guide the preparation of subdivision applications in the RDO will differ substantially from the current subdivision ordinances regarding: street widths and design standards, water supply, sewerage facilities, open space requirements, and required buffer for development adjacent to forms, [see... *Workbook section D.04*]

Revise Right to Farm Ordinances •

New Jersey's Right-to-Farm Legislation and Municipality Right-to-Farm Ordinances is an essential tool to control additional burdens placed on farmers by approaching suburbanization of nearby land. The township's ordinance should be amended to go beyond nuisance protection and to establish broad guidelines for direct marketing of farm-related commodities. A very specific list of activities, permitted by ordinance, should be included (include also criteria to establish a "bona fide relationship" between the farm's production and the products, services and recreational events the farmer wants to market). [see... *Workbook section D. 05*]

Develop site plan and subdivision review procedures to expedite service area applications community treatment facilities

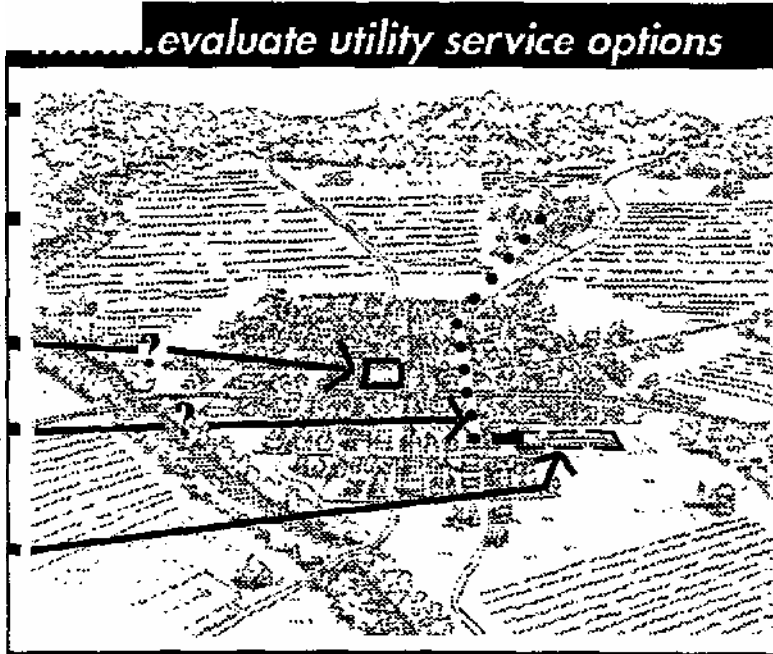
Work with local sewer service authorities to develop administrative procedures that are responsive to state guidelines

Evaluate technical and administrative feasibility of community soil absorption system (common area as drainfield?)

Consider potential for shared utilization of interconnected community treatment facilities

Evaluate technical and administrative feasibility of small community treatment "package units"

Amend Utilities Element of the Master Plan



Site Plan and Subdivision Review •

Design standards and application procedures should be referenced for community water supply and treatment options not described in the current ordinances. In order for the proper regulatory structure to be assembled in concert with County, Township, and municipal utility authority preparations, the NJDEP and the NJOSP should draft special pilot legislation and Rules for Water Quality Management that will support the design, administration and construction of smaller decentralized treatment facilities in Woolwich Township, [see... Work book section E..01]

Administrative Procedures and Oversight

^ commitment between the township and a franchised utility authority is necessary to establish administrative oversight and operational procedures for water supply and sanitary sewerage treatment on a project-by-project basis. This preliminary understanding must define an operational and contractual structure acceptable to NJDEP, to the township and also be attractive to potential developers. Provision for community soil absorption systems, and individual and/or interconnected community "package units" must be clearly documented well in advance, [see... Work book section E.02]

Community Soil Absorption System

The main benefit to community soil absorption systems is that it provides groundwater recharge. Permitting for Community Absorption Systems serving one to four residential units can be a relatively simple process involving local agencies and NJDEP. Systems for over 5 units will also require a NJDES permit with some on-going testing and maintenance. For larger systems a "package unit" may be required for primary and secondary treatment with groundwater recharge serving as tertiary treatment and discharge, [see Work book section E.03]

evaluate wastewater treatment options

Interconnected Community Treatment Facilities

In certain instances adjoining or nearby hamlets would best be served by interconnecting facilities. This would enable the community to have fewer facilities, thereby consolidating maintenance and administration costs. Also, existing treatment facilities in Logan Township and Swedesboro may be able to provide some service to nearby development.

Community Sewage Treatment and Collections Systems

Small community sewage treatment and collection systems, known as "package" plants may be an answer for development planned for areas of the township where centralized service is not desirable, or where distance, topography, management agreements, or volume will not enable connection to Logan or Swedesboro. (see...Workbook section E.02]

Potable Water

For planned development in rural areas that: 1) anticipate densities lower than 5 units per acre and 2) are not in designated "critical areas" (where drought is likely to cause saltwater intrusion/contamination of wells), individual wells will most likely be the best answer to servicing community needs for potable water. Note that where community wastewater treatment is planned, individual wells can be viable at higher densities than for development where individual septic systems are utilized.

.....define the open space network

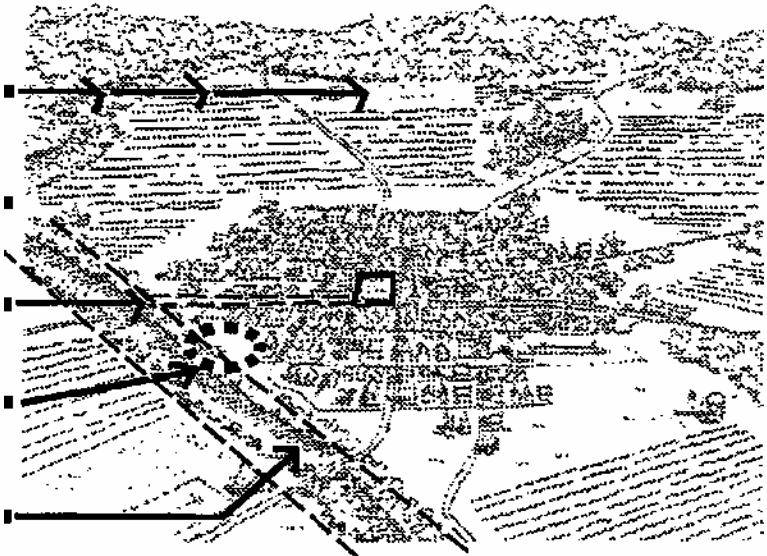
Coordinate County Open Space and Farmland Preservation Programs, resources from foundation grants and non-profit conservation programs with comprehensive rural development overlay plan

Calculate future open space and recreational land requirements (based on probable growth and balanced land use method)

Make connections from green spaces within the community to the regional open space network

Dedicate County preservation tax funds for purchases that will provide recreational opportunities for adjacent planned development

Inventory environmentally sensitive lands and map locations for new development to become interconnected by a planned open space network



Coordinate Conservation and Farmland Preservation actions with Rural Development Overlay Plan

The Open Space and Farmland Preservation Program may be supported by a special tax, approved by county voters. In order to implement this program, a county-wide plan must first be developed. The County Plan will prioritize what areas are most appropriate or are critical areas for preservation. Factors considered are: wildlife and farmland preservation, stream corridor protection, aquifer recharge area conservation, local recreation needs and development pressures. There is an emphasis on creating interconnected swaths of preserved lands or greenways. One purpose of the township's Rural Development Overlay Plan is that it is a tool for local implementation of the County Plan and priority consideration should be given to opportunities that meet the objectives of both the County Plan and a township Rural Development Overlay Plan. [§... Wbribboo/c section F.01]

Calculate Future Open Space Needs

The 1994 New Jersey Open Space and Outdoor Recreation Plan estimates the amount of open space required using the "Balanced Land Use Concept". This approach determines recreational open space requirements for the state, federal, county and municipal levels of government. The overall goals are based on the acreage of developed and developable land and are as follows: Municipal level + 3%, County level = 7%, State level = 10% and Federal level = 4% (of the area of the state). The "need figure" derived by the Balanced Use Method should be adjusted to consider the significance of agricultural lands (farms should receive additional consideration -beyond classifying farmland as "developed or developable land"). One of the first actions of the County Open Space

define the open space network.....

Plan process will be to calculate a recreation needs assessment for each municipality in the county, [see... *Woric book section F.02*]

Connect community green spaces and recreation sites with the regional Open Space Network

The recreational and public open spaces within planned and existing communities should be connected to the regional open space network. This may be a path that connects to the community street network or a greenway connection to a play ground or the central commons. The township's subdivision code should require that this recommendation is addressed in the initial concept submission. [see... *Workbook section F.03*]

Dedicate County preservation tax funds for purchases that provide recreational opportunities for planned development

The County Open Space Plan and a township Rural Development Overlay Plan should be considered in deciding how to use conservation funds and resources. Priority consideration should be given for conservation opportunities that meet the objectives of both. The County Open Space Plan should ideally direct available resources to:

- 1) create open space/greenway connections between existing and planned communities
- 2) create and preserve viable economic and recreational uses for lands between rural development communities (such as farming, eco-tourism, and active/passive recreation)
- 3) acquire density credits, and deed-restricted properties and identifying future uses and/or potential owners
- 4) contribute to the acquisition of land for active recreation that is adjacent to both conservation areas and existing or planned communities (i.e., playing fields, tennis courts)
- 5) include provision for the County Extension Office to act¹ as a clearing house for information on property transactions and other information that will be useful in planning for future rural development and public open space. [see... *Workbook section F.04*]

Inventory environmentally sensitive lands and new development interconnected by planned open space network

The County Open Space plan will include a county-wide

mapping of conservation areas such as stream corridors, wetlands, steep slopes, and other environmentally sensitive areas. The township's Rural Development Overlay Plan should map the same conservation areas and may indicate other areas that should not be considered for new development because of ground water levels, insufficient road capacity, prime agricultural soils, and deed restricted property. It would be useful to also include a general representation of the location of lands that are part of the County Plan for the regional open space network. This would enable the township to indicate to landowners and developers that the "value added" of the open space is an amenity that will be attractive to many potential home-buyers.

E N V I R O N S

Establish a Places Task Force that includes the Planning Board and representation from the county to draft a Resolution that evaluates and endorses the plan for the RDO district (the environs) and spearheads efforts to:

Amend municipal Master Plan, Zoning and Subdivision Ordinances for the RDO

Coordinate proposed amendments for Rural Development Overlay district with County Open Space and Farmland Preservation Programs

Work with County Office of Economic Development to interest sophisticated developers

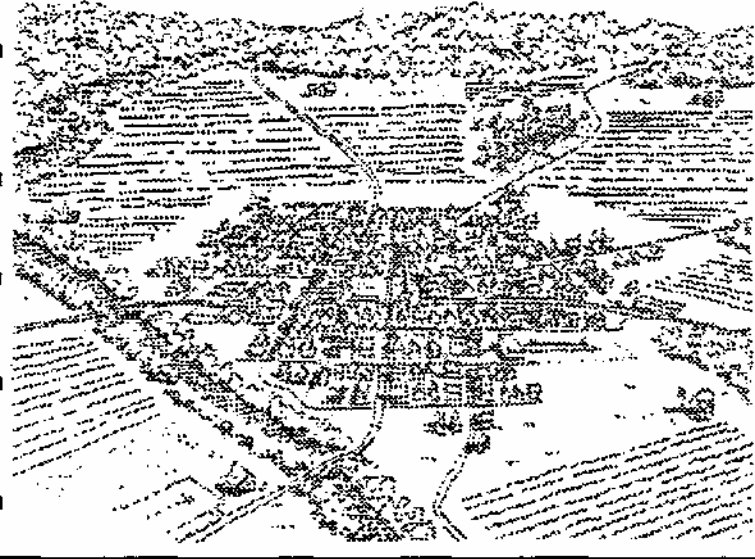
Establish liaison contacts with OSP, DEP and DOT and local utility authority to address regulatory and funding impediments to the provisions of the Rural Development Overlay

Establish a Places Task Force that will spearhead implementation efforts

Guide the amendment of municipal Master Plan, Zoning and Subdivision Ordinances

Coordinate proposed amendments with County Open Space and Farmland Preservation Programs

.....create a "places" task force



The Places Task Force may be the entire Township Planning Board or a smaller working group (probably more effective) that may carry out research and liaison assignments on behalf of the Board. It should include county planning staff representation and an assigned liaison contact at NJOSP. The mission of the Task Force is to focus the attention of the various agencies on the complex and sometimes difficult issues that will arise as it implements these recommendations and gets a first "demonstration project" in the ground.

[see...Workbook section G.01]

The first step will be to amend the Municipal Master Plan and relevant Ordinances (described in the "...revise *municipal regulations*" section of the HANDBOOK) so that they define the RDO. This is important to provide the legal framework and planning "roadmap" for all of the other actions that must be taken. The initial attachment of a "Re-examination Report" that describes that purpose of the forthcoming amendments may be enough to establish the groundwork on which to proceed, [see... Workbook section G.02]

The preparation of amended ordinances and revisions to the Master Plan must be done in concert with the preparation of the County Open Space Plan and the ongoing county-administered farmland preservation program. For example, the Places Task Force will: 1) identify opportunities for County Open Space Plan conservation and recreational open spaces to define and enhance future development; 2) update criteria for review of preservation PDR applications for correspondence with planning for the Rural Development Overlay District and the County Open Space Plan.

create a "places" task force.

Work with County Office of •

Economic Development to interest The Places Task Force should provide materials describing the general development goals of the township (as well as specific development opportunities) to sophisticated developers and to the County Office of Economic Development.

[see...Workbook section G.04]

Establish liason contacts with OSP,

DEP and DOT and local responsibility or the Places Task Force will probably be to vigilantly represent landowner's concerns to

DEP and local utility authorities regarding provisions to enable construction and operation of decentralized smaller wastewater treatment facilities; and to coordinate progress with revisions to the Utilities Element of the township Master

Plan. [see...Workbook section G.05]

Identity interested landowners and familiarize them with the Rural •

P ^ The first project in the Township to utilize the Rural Development Overlay incentives will go through a design, planning and approvals process that will appear a bit more complicated than for a conventional subdivision. The role of the Places Task Force will be to identify procedural impediments and to suggest ways of improving the process so that it is simpler, not more difficult, to develop residential and mixed-use communities in a more compact, land-friendly pattern.

Ultimately, the mission of the Places Task Force is to get a first "demonstration" project designed, approved, financed, built and successfully marketed to new neighbors and businesses.

One specific planning technique that the Places Task Force may want to evaluate is the "General Development Plan", which enables the municipality and the landowner to establish an understanding regarding the basic parameters of a major development proposal, without obliging anyone to develop full engineering details. The applicant is required to provide all information needed to relate the proposed General Development Plan to the various elements of the Township's Master Plan. The General Development Plan process creates a means for a developer to secure a long term conditional approval of his development intentions, protecting his investment in property, time and talent. In return the Municipality gains a comprehensive plan detailing the fiscal, social, public, and environmental implications of the project. The General Development Plan can be viewed as a method of privatizing municipal comprehensive costs related to a large project containing 100 or more acres. [see...Worldx3ok section C.06]

CONCLUSIONS

A FARMER CURRENTLY HAS TWO CHOICES SHOULD HE elect to realize value from his land by means other than agriculture: 1) sell to a developer who will build houses on individual lots of an acre or greater or 2) successfully apply to the State Farmland Preservation Program to sell property or development rights.

On the most fundamental level, the hoped-for outcome of adopting the recommendations proposed here is to offer two additional choices:—sell land to a developer who will build in the form of a small community on lots between one-sixth and one-half acre and/or —sell "density credits" to a developer who will build in the form of a small community on lots between one-sixth and one-half acre with a mix of uses at its center,

IN ADDITION, IF THE EQUITY INSURANCE/MORTGAGE Pilot program is initiated in Gloucester County the farmer may have another viable alternative:—sell land to another former and receive additional money from the sale through the New Jersey Equity/ Mortgage Insurance Program.

Farmers that would like to continue working their land should support the recommendations proposed here that address roadside marketing of farm products and the buffering and use of property adjacent to active farms.

TOGETHER, TOWNSHIP AND COUNTY GOVERNMENT will need to work to garner the support of residents and incrementally put in place the ordinances that will give landowners the option to build the sort of communities proposed here. Also, additional collaboration regarding the management of roadway access and comprehensive planning will be necessary to ensure that over time, planning for open space, environmental systems, and infrastructure supports a sustainable pattern of development.

VARIOUS STATE AGENCIES EACH WILL HAVE A KEY ROLE in revising planning policy to meet the special challenges involved in planning for the Environs of a Center. The continued commitment of The New Jersey Office of State Planning, The Department of Environmental Protection, and the Department of Agriculture is essential if equitable alternatives to sprawl and strip development are to become viable in urbanizing rural areas.

FINAL NOTES

PERHAPS THE MOST IMPORTANT GROUP OF PEOPLE IN this process are the prospective developers and new, future residents and businesses who will move to the township. Each will have their own reasons to invest and live in the environs—outside of the more populated centers. The recommendations proposed here add up to a strategy to protect those qualities that make the rural context so desirable to future home-buyers, employers and service providers.

IN A SENSE, THE NEW JERSEY STATE DEVELOPMENT AND Redevelopment Plan: Communities of Place and this document, Plan for the Environs of a center, both advocate a return to development patterns that were conventional and traditional before the ascendancy of the automobile and the suburban pattern of development. In the contemporary marketplace (and in the context of our democratic capitalist culture) it is not possible to legislate by dictum the specific location and character of community or the uses of open land.

That said, everyone involved in this project was at some point surprised that it appears to be rather difficult to provide builders, landowners, lenders, home-buyers and business owners *the option* to make "communities of place" rather than replicate strip/sprawl development. As we move forward to resolve this problem and grapple with related issues of local wastewater treatment, funding for planning, revising the necessary regulations and devising new ways to marry contemporary building types and programs to a more habitable model for community, we must keep in mind that even though the current financing and approvals process for new development is complicated and sometimes costly; most experienced developers, when faced with new (perhaps better) practices and regulations will observe: "the old way was bad, but at least we understood it!"

To that end it will be useful to keep in mind the advice of one participant, a farmer and a planning board member who spent several evenings at the table with the planning team on days that had began for him in the field before dawn:

"Keep it simple"

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