MASTER PLAN REEXAMINATION REPORT

TOWNSHIP OF UPPER DEERFIELD

AUGUST 2010

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has been signed and sealed as required by NJSA 45:14A-12

Individuals identified by an asterisk are members of the
Planning Board's Master Plan Subcommittee – Blake Maloney is also on this Subcommittee

This Master Plan Reexamination Report was adopted by the
Upper Deerfield Township Planning Board at a public hearing on August 9, 2010

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Introduction

A community's comprehensive Master Plan is a guide for public and private development decisions. It is a flexible tool that addresses land use, transportation and streets, economic development, recreation, community facilities, housing, and natural features. The master plan is crafted with the general purpose of guiding and accomplishing the coordinated development of the community in accordance with existing and future needs. The general purpose of the master plan is to guide the community's development so that it occurs in a coordinated, efficient, and effective manner. The master plan and planning process are intended to determine community needs and preferences, anticipated problems and propose solutions, balance competing interests, and define and defend common goals. The underlying theme of the master plan is the promotion of the general health, safety and welfare of Upper Deerfield Township and her citizenry. It is based on a desired future condition of the community, and directed by analysis of existing conditions, use of available information, and prediction of future events based on educated assumptions.

The qualities that make a community a desirable place to live, work and play are as varied as the individuals who choose to inhabit it. Some individuals are in search of good schools, safe neighborhoods, cultural variety or abundant shopping. Others look for proximity to work, public transport opportunities or affordable housing. Still others search for a peaceful environment away from the bustling congestion of densely developed areas. It is a unique and rare environment that offers all of these attributes. Upper Deerfield Township has the potential to exemplify this ideal.

Upper Deerfield Township is perhaps best characterized as a rural-developing community. It is a community that anticipates change and acts accordingly. Upper Deerfield continues to see itself as a rural community intent on the preservation of agricultural and environmentally sensitive lands. The Township must continue to balance growth opportunities with preservation goals in order to maintain the "quality of life" that residents have come to appreciate.

Local development decisions affect quality of life in many ways, including: a healthy environment, clean and plentiful water, safe roadways, compatible land uses, adequate public facilities, and impacts to property values and taxes. A Master Plan is the blueprint for a municipality that depicts current land uses, and guides decisions for both growth and conservation. A Master Plan can provide a cohesive focus by outlining development goals and objectives for a community. This Reexamination Report, while not a complete Master Plan, provides various strategies to guide the future growth of Upper Deerfield Township and a broad range of recommendations addressing zoning, and other municipal planning issues.

This Master Plan Reexamination Report references the 1988 Master Plan that was prepared by Harry Dare, PP, AICP and, where noted, utilizes information and content from that Plan. A Master Plan is an evolving document; "a document for change; itself a changing document." The Master Plan can change communities and as communities change, the Master Plan evolves. The recommendations noted in this report are based on planning and land use issues that have become apparent within the community since the adoption of the 2003 Master Plan Reexamination Report.

Overview of Upper Deerfield Township

Upper Deerfield Township is a rural community located directly north of the City of Bridgeton in the northwest corner of Cumberland County. According to the United States Census Bureau, the Township has a total area of 31.2 square miles, of which 31.1 square miles is land and 0.1 square miles is water. Upper Deerfield Township was incorporated as a township by an Act of the New Jersey Legislature on February 23, 1922, from portions of Deerfield Township. It is part of the Vineland-Millville-Bridgeton Primary Metropolitan Statistical Area for statistical purposes.

As of the 2000 US Census, there were 2,881 housing units and 7,556 people residing in the Township. Population growth in the Township although small has been faster than in Cumberland County as a whole. Between the 1990 and 2000 censuses, population grew at an average annual rate of 0.9% while the County grew at 0.6%.

The population density was 242.9 people per square mile in 2000. The racial makeup of the Township was 75.77% White, 16.41% African American, 0.81% Native American, 3.06% Asian, 0.01% Pacific Islander, 1.83% other races, and 2.12% from two or more races. Hispanic or Latino of any race was 4.54% of the population. Additional details regarding the Township's demographic and housing characteristics are provided in the following exhibits.

Upper Deerfield Township has seen growth in residential housing in recent years primarily in the more forested southwestern section of the Township where sewer and water are available. The Census indicates that of the 2,881 total housing units, 40% were in rural as opposed to urban areas and 46 were farmhouses. The Census also indicates that over 95% of these housing units were occupied, over 75% of by their respective owners. The number of building permits issued in the Township between 2005 and 2007 is amongst the highest in Cumberland County due in large part to an aggressive housing rehabilitation program that upgraded housing conditions in Countryside Village. As funds become available from the NJDCA Small Cities Home

Rehabilitation program and the USDA the Township assists qualified homeowners in repairing their homes.

The 1978 Master Plan noted the ownership of large tracts of land by a single corporation. These land holdings have been subdivided resulting in strip residential development along the Township's road network. From a planning perspective this pattern of development degrades the circulation system and frustrates efforts to implement a comprehensive plan for development where design plans for larger tracts are the norm. The 1988 Plan observes that Upper Deerfield Township has become more of a bedroom community than was originally anticipated. Non-residential growth has generally not kept pace with new residences resulting in a commuting pattern where most residents find employment outside of the Township.

Finally, the 1978 Master Plan made a strong plea for siting development where the land was most capable of accommodating it. Soil characteristics and natural conditions of a given site were recommended as the elemental basis to be used in making land use decisions. This remains a valid means of evaluating new development especially as the competition for development of prime sites becomes more intense.

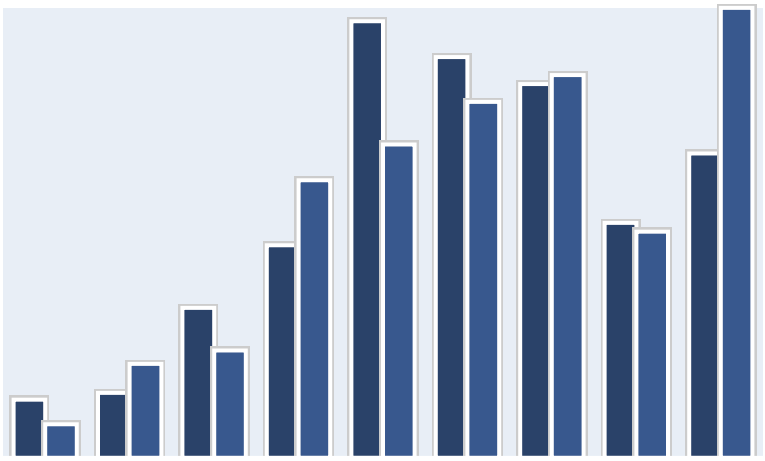
The importance of agriculture in the Township cannot be overstated. Agriculture remains the dominant land use in the Township. In 2007, 68% of the Township's land was under Farmland Assessment. According to the Draft Farmland Preservation Plan[1] the amount of farmland in Upper Deerfield remained relatively stable at approximately 13,000 acres over the past two decades. The Farmland Preservation Plan addresses the ways in which the Township will protect and preserve agricultural resources and businesses in the community.

Upper Deerfield is rich in natural resources. According to the Open Space Plan, "in 2002, just over 60 percent of Upper Deerfield's acreage was cleared agricultural land, 15 percent was developed land, 18.6 percent was forest, and 5.5 percent was wetlands."[2] The Township also contains 3,511 acres of preserved land (17% of the total area). The Open Space Plan recommends that important waterways and wetlands be included within a system of greenways. Three lakes in Upper Deerfield have been formed from the Cohansey River – Bostwick Lake, Seeley Lake and Sunset Lake. Silver Lake was also formed by damming and is located along Loper Run, a tributary to the Cohansey. The Township's Environmental Resource Inventory (ERI) provides information and shows the location of eight vernal pools that are recognized as a valuable natural resource worthy of protection. In addition to identifying the importance of the Township's natural resources, the ERI provides recommendations for resource protection measures.

[1] Draft Farmland Preservation Plan, DVRPC, 2008, page 5.
[2] Open Space and Recreation Plan, DVRPC, 2007, page 2.

The number of new dwelling units and the conversion of farmland or woodland to residential use are generally seen as key indicators of growth in a rural community. Although the amount of farmland has actually increased between 1984 and 2007, the acreage of woodland has decreased. For the 10-year period (1999-2009) permits for an additional 314 housing units were issued in the Township. During the same period 107 demolition permits were issued, thus resulting in a net unit increase of 207 units. The following bar graph illustrates housing construction in Upper Deerfield Township and New Jersey.

Year House Built



- 1999 to March 2000: 76
- 1995 to 1998: 84
- 1990 to 1994: 193
- 1980 to 1989: 273
- 1970 to 1979: 563
- 1960 to 1969: 517
- 1950 to 1959: 481
- 1940 to 1949: 303
- 1939 or earlier: 391

Upper Deerfield Township New Jersey Average

Existing Land Use –

The last detailed land use inventory was completed in 1974. A generalized update including a map was prepared in 1985 and is included as Figure 7 in the Master Plan. Table 8 – "Land Use 1974" provides a comparison of land use in 1974 with 1964 data generated by the Cumberland County Planning Board. Review of this data indicates that the amount of developed acreage increased by 100% during the 10-year period 1964-1974. Agricultural lands and undeveloped woodlands were each reduced by over 1,300 acres during this period.

The 1988 Master Plan recognized the value and the need to prepare a detailed (parcel-specific) land use inventory. Comparison of current land use data with information related to the natural resources and infrastructure provides a rational basis for the Planning Board to make specific goals, objectives, and recommendations regarding future land use.

NJDEP land cover data from 1995 is based on digital GIS imagery. This data indicates that agricultural land is the predominant land use at approximately 60%. The following table provides information from the NJDEP for all land coverage types. The use of this data for planning purposes is limited by the level of detail and the fact that it is fifteen years old.

Table 1
Distribution of Land Use/Cover Types

Land Cover Type	Acreage	Percent of Total
Agricultural	12,035.8	60.3
Barren Land	88.5	0.4
Forest: Deciduous	2,772.0	13.9
Forest: Coniferous	222.5	1.1
Forest: Mixed Scrub/Shrub	722.4	3.6
Open Waters	114.9	0.6
Residential/Urban	2,977.0	14.9
Wetlands	1,018.1	5.1
Total	**19,951.3**	**100**

Source: NJDEP

In conjunction with development of the 2007 Open Space and Recreation Plan, a survey was distributed to residents. Based on the results of this survey Township residents are most concerned with the effects of development on the Township's rural character and open space areas. Protection of environmental resources was the number one concern, while economic growth and preservation of the town's history tied for second. Continued planning efforts will enable the Township to provide for balanced growth that prioritizes protection of natural resources. The following Reexamination Report intends to provide the framework for these objectives to be realized.

Previous Plans and Studies

The Township adopted its current Master Plan, prepared by Harry Dare, PP, AICP in January 1988. The Master Plan has been reexamined as noted above and has been amended or supplemented by the following documents:

- Water and Sewer Master Plan, Killam Associates, May 1991
- Master Traffic Plan, Orth-Rodgers & Associates, October 1992
- Master Plan Reexamination Report, 1994
- Master Plan Reexamination Report, Louis C. Joyce, PP, June 17, 2002
- Master Plan Reexamination Report, Louis C. Joyce, PP, September 8, 2003
- Redevelopment Plan, Karabashian Eddington Planning Group, November 2005
- Environmental Resource Inventory, Amy S. Greene Environmental Consultants, Inc. May 18, 2006
- Open Space and Recreation Plan, Delaware Valley Regional Planning Commission, 2007
- Farmland Preservation Plan, Delaware Valley Regional Planning Commission, 2008

New Jersey Development and Redevelopment Plan -

The *New Jersey State Development and Redevelopment Plan* (the State Plan) is a policy guide to be used by state, regional, and local agencies to increase the consistency of planning efforts. Municipal, county, and regional plans may be reviewed by the State Planning Commission to evaluate consistency with the State Plan. If the Commission finds a plan to be consistent, then the plan will be eligible for priority assistance and incentives. According to the State Plan, there are seven planning areas (excluding water) in Cumberland County in addition to four Pinelands Management Areas.

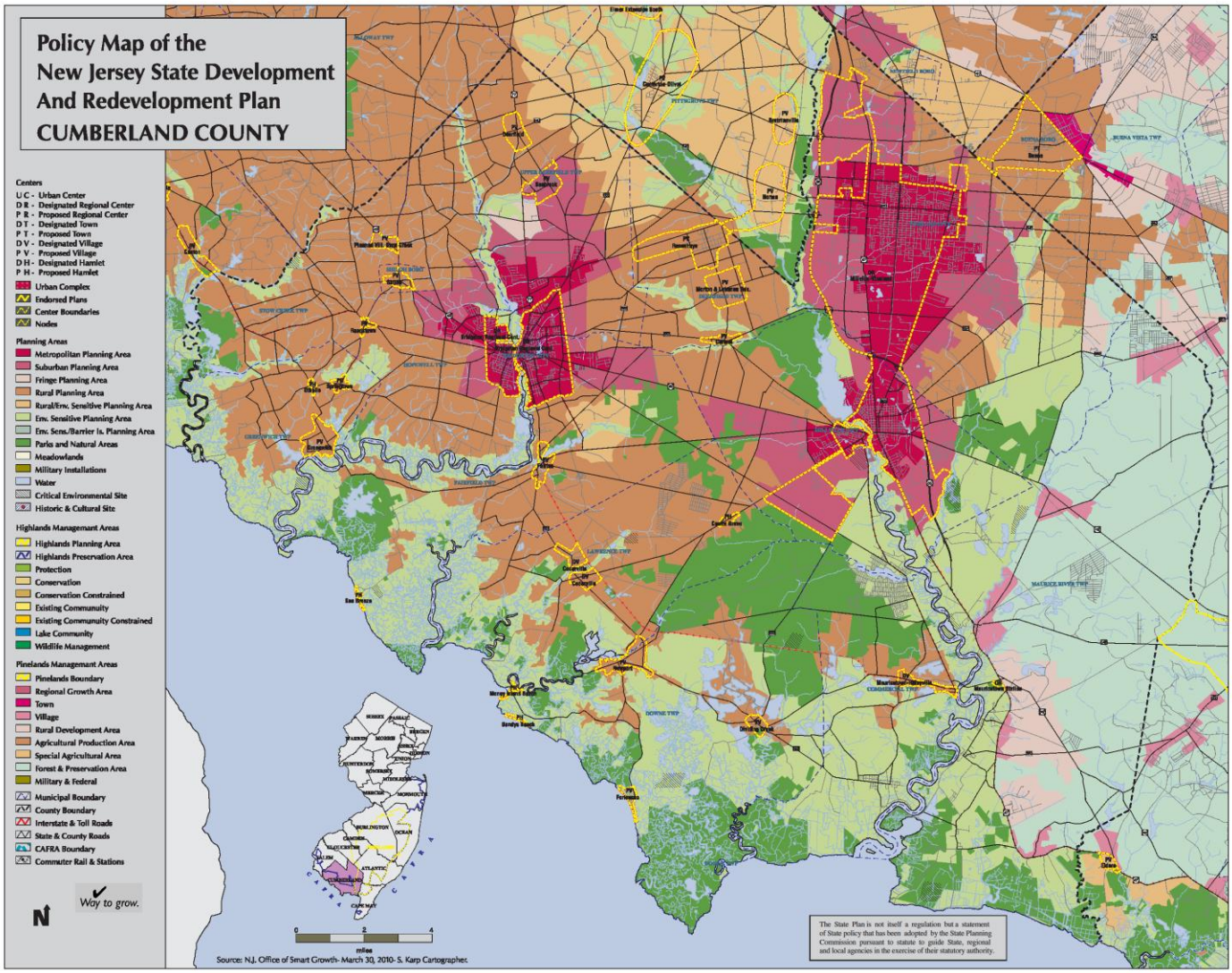
A major goal of the State Plan (noted below) is environmental protection and centers-based growth. This goal is closely aligned with and is supported by the primary goals of the Township Master Plan.

- *Conserve the state's natural resources and systems as capital assets of the public by promoting ecologically sound development and redevelopment in the Metropolitan and Suburban Planning Areas, accommodating environmentally designed development and redevelopment in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the development and redevelopment of Centers and the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.*

Upper Deerfield Township contains six of the seven planning areas of the State Plan, excluding Parks. The part of the township that is within the Agricultural Development Area is designated as either Rural Planning Area (PA4) or Rural Environmentally Sensitive (PA4B). Along stream corridors, the land is designated as within the Environmentally Sensitive Planning Area (PA5). The area of the township that is also an approved sewer service area has three designations but

most of it is in the Suburban Planning Area (PA2). Those areas that border on the City of Bridgeton are designated as Metropolitan (PA1). The area surrounding the intersection of Routes 606 and 617 is within the Fringe Planning Area (PA3). **Map 1** illustrates these planning areas.

Map 1
<u>SDRP – Cumberland County</u>



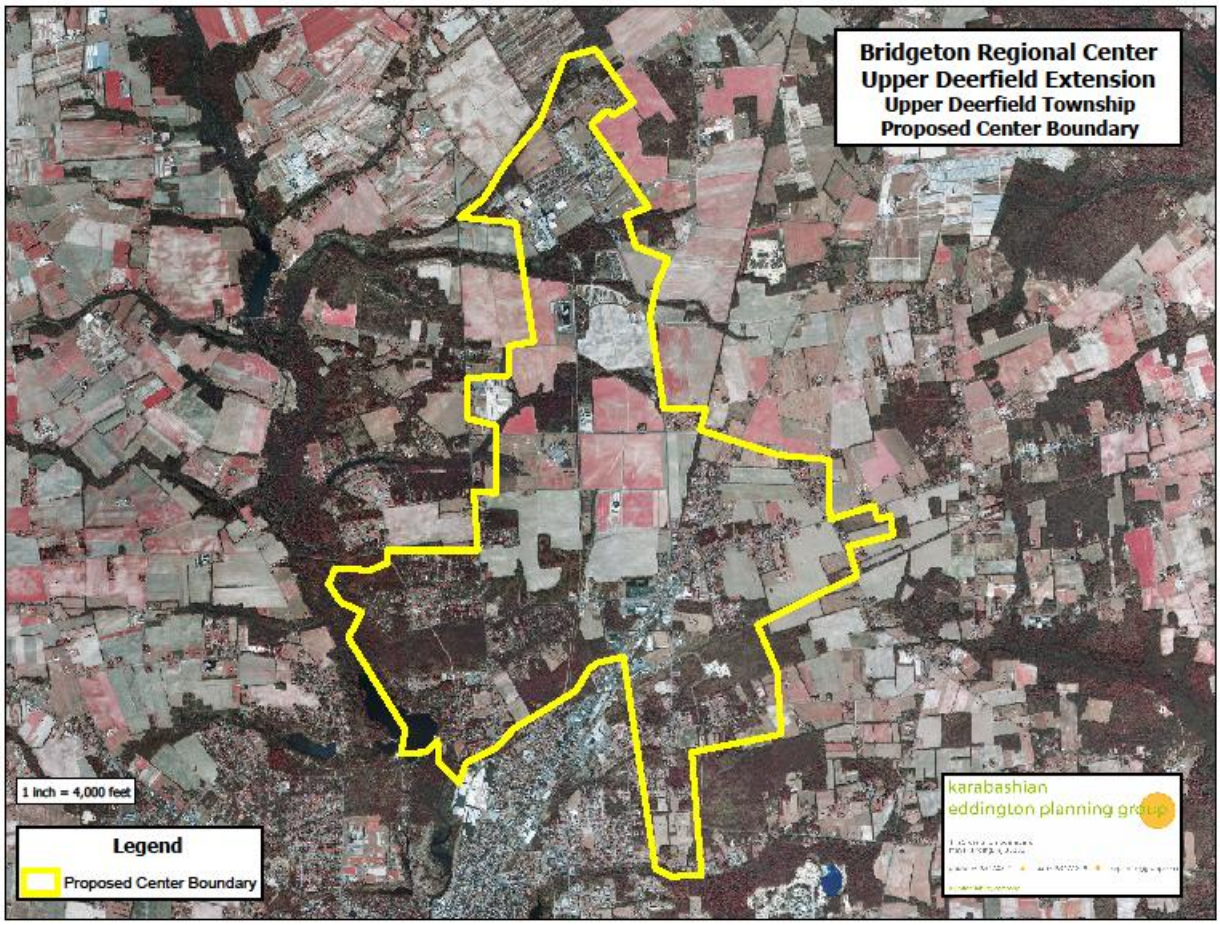
Western/Southern Cumberland Region Strategic Plan –

The *Western/Southern Cumberland Region Strategic Plan* is a Smart Growth Plan funded by the New Jersey Department of Community Affairs. Its goal is to address the balance between needed economic development and environmental protection for each community in the county except the urbanized centers of Millville and Vineland. It recommends strategies for focusing

future residential and commercial growth in existing centers, such as the Bridgeton Regional Center, which includes part of Upper Deerfield Township. It promotes intermunicipal agreements on implementing strategies to protect natural and historic/cultural resources, maintain agriculture, strengthen economic viability, and improve transportation, housing, and community facilities and services. The plan also addresses municipal revenue sharing and the prospects for a sub-regional TDR program. The WSCRSP initially released as a draft in 2005 has recently been completed and will be forwarded to the State Office of Smart Growth with a request for plan endorsement. The following map illustrates Upper Deerfield's proposal to extend the Bridgeton Regional Center which is seen as an integral component to the Township's overall growth strategy.

Map 2

Bridgeton Regional Center



Source: Western Southern Cumberland Region Strategic Plan

Planning Board Mission Statement

The Upper Deerfield Township Planning Board seeks to enhance the quality of life in the Township, to implement the goals and recommendations of the Master Plan through its review of development applications, and to recommend the adoption of ordinances to further these goals. The Planning Board aims to encourage and to promote citizen, business and Township cooperation in the development and planning process with attention to present detail and an eye to the future.

As Upper Deerfield works on planning its neighborhoods, complex development issues emerge. They range from concerns over balancing development with environmental integrity, smart growth management, providing affordable housing opportunities, encouraging uses that will allow Upper Deerfield to stay competitive in the marketplace, and maintaining the unique physical attributes that contribute to the quality of life and a sense of place in the Township.

In order to achieve this mission, the Upper Deerfield Planning Board identifies the following responsibilities:

- Judge land use applications in accordance with state and local regulations and strive to ensure that all permitted development is designed to make the most of the land's attributes and to enhance surrounding land uses in conformance with the zone plan.
- Make recommendations to the Township Committee regarding revisions to land use ordinances in response to new demands for housing, commercial, and industrial uses and demands for open land and farm preservation while adhering to the goals and objectives of the Master Plan.
- Promote discussion with municipal advisory groups and citizens regarding the needs and concerns of individual neighborhoods and the community-at-large.
- Engage in ongoing dialogue to monitor the number of zoning requests that may indicate a need for a change in zoning or a land use regulation.
- Engage in ongoing dialogue with adjacent municipalities, as well as county and state government on issues that affect the well-being of Upper Deerfield Township.

The Master Plan Process

The development of a master plan is typically a collaborative process involving municipal staff, Planning Board members, the public and the master plan consultant. In order to address all issues within the community equitably, the Planning Board generally holds a series of public meetings to discuss each element of the plan and to identify assets, issues, and opportunities, and to formulate a vision for the future of the Township. Participants work collaboratively to identify necessary pedestrian and roadway improvements, community facilities, appropriate types and locations of land uses, and how residential and commercial areas can be designed to improve the overall function and appearance of the community.

The Master Plan outlines a strategy that responds to the challenging issues facing the Township. It is a guide that re-establishes and refines planning and developmental policies set in motion by previous plans. The plan relates to the development and interrelationship of future land uses, housing, circulation, recreation, open space, community facilities and services. It consists of a narrative document and a series of photographs, tables and maps. The narrative document addresses the history and character of the community as they pertain to land use, zoning, circulation, open space and recreation, farmland preservation, recycling and utilities, community facilities, economic development and community design.

The plan must be periodically re-examined to address changes in the conditions affecting its basic underlying assumptions. Its strength, however, is predicated on the interaction of all components. The acceptance of each element must include the consideration of its impact on the other elements. Only in this manner can modifications be made without undermining the integrity of the plan as-a-whole.

The plan is a guide for the future development and redevelopment of Upper Deerfield Township and can serve as a reference document to which regional, state, county, and other public or private agencies can relate their respective planning and development discussions. The master plan reflects the Planning Board's forethought regarding each of the master plan elements.

The Master Plan Defined

The Municipal Land Use Law (Chapter 291, Laws of NJ 1975, amended; NJSA 40:55D-1 et seq.) provides for the adoption of a master plan by the Planning Board. The master plan is comprised of a statement of land use, maps and various elements. The Upper Deerfield Master

Plan is a comprehensive plan that includes all the elements as defined in the Municipal Land Use Law. The plan presents Upper Deerfield's planning principles, objectives, and policies for the physical, social, and economic development of the community. The master plan contains the following elements: goals and objectives, land use, circulation, recreation, open space and conservation, farmland preservation, housing and population, community facilities, utilities, recycling, economic, and historic preservation.

The first master plan for Upper Deerfield Township was prepared in 1979. A comprehensive master plan was completed in 1988. The 1988 Master Plan provides a thorough analysis of the Township and included all mandatory and discretionary elements identified in the Municipal Land Use Law. The 1988 plan was heavily focused on land use, development capacity and the effects of growth. The Master Plan was reexamined in 1994, 2002 and 2003.

The 1988 Master Plan contains the following elements:

- Chapter 1 – Planning Assumptions and Future Goals
- Chapter 2 – The Natural Setting
- Chapter 3 – Agriculture
- Chapter 4 – Existing Land Use and Development Capability
- Chapter 5 – Circulation Plan
- Chapter 6 – Housing Plan
- Chapter 7 – Community Facilities
- Chapter 8 – Utilities Plan
- Chapter 9 – Conservation and Open Space Plan
- Chapter 10 – Recreation Plan
- Chapter 11 – Population
- Chapter 12 – Energy Conservation
- Chapters 13 and 14 - Reserved
- Chapter 15 – Future Land Use Plan

COAH - In 1997, the Planning Board prepared a new Housing Element in accordance with the Fair Housing Act and submitted this plan element to the Council on Affordable Housing for certification. That same year an exclusionary zoning lawsuit was filed by "Hollyview" and the housing plan was remanded to superior court. As of this writing, the Township continues to work with the court-appointed housing master to resolve this matter and submit a revised Housing Element and Fair Share Plan to COAH for certification.

Master Plan Goals, Objectives, & Principles

The Municipal Land Use Law requires that the master plan provide a statement of goals, objectives, assumptions, policies and standards upon which the constituent proposals for the physical, economic, and social development of the municipality are based. (NJS 40:55D-28). The goal-setting phase of the master plan process is the foundation upon which the remainder of the master plan is based. In establishing goals and objectives, we are laying the foundation for the future of Upper Deerfield Township. The overall vision is reflected in each of the elements of the master plan. The goals are general and are intended to provide a framework for directing development and preservation, while the objectives provide a more specific way to implement the stated goals.

In order to guide the development strategy for Upper Deerfield Township, specific goals are recommended in the Master Plan. They are based upon the various master plan proposals for the physical, economic and social development of the Township. These goals have been organized into broad categories that correspond to the major elements of the master plan.

Goals and Objectives

The Township's 1979 Master Plan set out three major goals. These goals were acknowledged and carried forward by the 1988 Master Plan, and have been reviewed and re-validated as part of this reexamination process. These three goals are the foundation for more specific goals, objectives, principles and recommendations found in the Master Plan.

1. The preservation of the Township's character and the physical features, both natural and man-made, from which it [the community's character] emanates and is derived.
2. Enhancement of the quality of life for all the community's residents through the improvement of the Township's ability to deal with development.
3. Innovation in and continual evaluation of the approaches and methods used for resolving the conflicts, problems and pressures in the community's evolution.

Within the context of these goal statements, the Township seeks to maintain a well-balanced community in which to live, work and recreate in a clean and safe environment. This includes housing, business, industrial, recreation, and open space opportunities to meet the diverse needs of the citizenry's dissimilar ages, ethnic groups, and income levels. In addition, the Planning

Board and the governing body seek to enhance the historical, environmental, and cultural resources of the community. Preservation of these resources is integral to maintaining the character and quality of life that is identified with the community.

Objectives provide specific means to ensure that future development will be compatible with the Township's planning goals. In order to achieve the stated goals, objectives need to address several conditions including community highways, facilities and services, natural features, existing development characteristics and available land. By organizing these objectives into the various plan elements, a clear understanding of the many considerations addressed within the master plan is presented.

The goals and objectives found in each of the elements that comprise the master plan are described within the context of the individual plan elements below.

AGRICULTURE

A farmland preservation plan element, which shall include: an inventory of farm properties and a map illustrating significant areas of agricultural land; a statement showing that municipal ordinances support and promote agriculture as a business; and a plan for preserving as much farmland as possible in the short term by leveraging moneys made available by P.L.1999, c.152 (C.13:8C-1 et al.) through a variety of mechanisms including, but not limited to, utilizing option agreements, installment purchases, and encouraging donations of permanent development easements. (NJS 40:55D-28b(13)

Source: DVRPC

An entire chapter of the Master Plan dedicated to agriculture indicates the importance of this activity to the community-at-large. "It was the Planning Board's intent that agriculture be given primary consideration in the formation and development of the master plan update."[3] Chapter III of the Master Plan provides a full discussion of agriculture in the Township. It describes general characteristics, soil suitability, potential threats and preservation techniques.

There is little doubt that Upper Deerfield Township's soils are a natural asset with high fertility and that agriculture still thrives upon them. It is also clear that agriculture is still vitally important to the area's character and social and economic make-up. Thus, the preservation of agriculture must still be considered a primary goal although there is concern and disagreement over the methodologies best suited to attain such a goal. The following recommendations appear appropriate and useful in that pursuit.

1. Prime agricultural soils should be preserved wherever agriculture remains viable. Limits to development's spread should be set based on these two factors.
2. Agriculture should be recognized as a primary industry deserving of protection and regulations should seek only to control its improper activities which create environmental, health or safety problems or risks.
3. Township policy should be directed to enhancing the continued viability of farming in the area by encouraging the expansion of markets for farm products and promoting diversity in the local economy which will reduce the effects of cyclical trends in agriculture.

The plan also includes a list of specific objectives that should be pursued to achieve the above goals. These include minimum lot sizes; rural residence considerations; public information regarding the County's Agriculture Development Area programs; zoning of prime lands that are being actively farmed; notification regarding soil conservation plans; inclusion of agriculture in economic development planning; continue to evaluate and implement farmland preservation measures.

The 1988 Agriculture plan underwent a major update via a Farmland Preservation Plan in 2008.[4] This plan has been adopted as an amendment to the Master Plan, and it addresses the ways in which the Township will increase protection and preservation of agricultural resources and related businesses in the community. This document conforms to the State Agriculture Development Committee's (SADC) requirements for municipal farmland preservation plans, thereby providing the Township with the requisite plan to apply for SADC Planning Incentive Grant funds.

[3] Master Plan, January 1988, page III-1
[4] Farmland Preservation Plan, Delaware Valley Regional Planning Commission, 2008.

The 2008 farmland plan is an integral component of the Township's comprehensive strategy to retain agriculture. Farmers and non-farming residents place great value in the open space associated with agriculture. This plan will assist the Township in its continuing efforts to balance the demands of agriculture and development on the community's finite natural resources.

In its discussion of the municipal Master Plan and development, the farmland plan recommends the following:

> Goal #1: The Planning Board should specifically review regulations aimed at preserving and protecting farming and farmland to see that they remain valid and fair to all.
>
> Actions for Conservation and Open Spaces:
> • The Planning Board should begin analyzing the effect of its zoning on landowners, farming, and residential land uses generally….
> The objective should be reworded to read: To discourage residential uses and preclude land use conflicts within agriculturally productive areas and maximize agricultural uses and techniques that will promote and foster continued farming of prime agricultural soils through creative planning.

The plan also alludes to the need to revise zoning. Agricultural zoning covers all areas of the county ADA, with the exception of the Deerfield Village area, where an R-1 zone on the western side of the village extends into the ADA. There are also two small areas along the eastern boundary with Deerfield Township that are zoned R-1 and R-2, and they encompass small amounts of acreage within the ADA. A small R-1 district extending north along Center Road (Route 663) from its intersection with Friesburg and Beal's Mill roads is also ADA land.

The following innovative planning techniques are included for consideration as additional means to maintain a balance between farming and growth.

Non-contiguous Cluster Zoning -
Non-contiguous cluster zoning allows a parcel to be preserved by transferring its development potential to a non-contiguous parcel. This technique, first authorized in 1996 by the New Jersey Municipal Land Use Law, allows a "sending area" parcel to be preserved as open space or farmland, and the "receiving area" parcel is allowed to be developed at a higher density than would otherwise be permitted. This technique is much simpler to administer than conventional TDR programs since it can involve as little as two parcels.

Lot Size Averaging-
Lot size averaging is a way to allow flexibility in lot sizes on relatively smaller parcels (about 10-20 acres) that are slated for subdivision and development. Like cluster zoning, flexible lot sizes can situate development to allow for the greatest conservation of resources. Stow Creek is the only municipality in Cumberland County to have adopted lot size averaging.

CIRCULATION

A circulation plan element showing the location and types of facilities for all modes of transportation required for the efficient movement of people and goods into, about, and through the municipality, taking into account the functional highway classification system of the Federal Highway Administration and the types, locations, conditions and availability of existing and proposed transportation facilities, including air, water, road and rail. (NJS 40:55D-28b(4)

Chapter V of the Master Plan addresses the Township's plan for transportation. The 1988 Plan noted the need for new connectors to improve traffic moving from Bridgeton along Burlington Road to Carll's Corner, and for traffic moving from west to east across Park Drive to Carll's Corner. It also included a proposal for traffic between Landis Avenue west to connect to Big Oak Road to the Seeley-Finley Road. Two new roads - one to connect Laurel Heights Drive from Cornwell Drive north along the Deerfield Running Track to the Big Oak Road extension where it would intersect with Seeley-Finley Road; and the second to provide an alternative outlet for Birdsall Drive southwest to Burlington Road.

This element of the Master Plan was updated by the 1992 Traffic Master Plan. The Circulation Plan is comprised of a series of maps and exhibits that illustrate traffic volumes, levels of service, and a traffic improvement program. The proposed traffic improvement program (illustrated as Figure 29) has three major components:

- Upgrading of selected road segments;
- New roadway links; and
- Improvements of selected intersections

The Circulation Plan recommends improvements involving roadway segments, new linkages, and nineteen intersection improvements. Each improvement is accompanied by an illustration and cost estimate. The plan also includes access management guidelines to improve public safety and facilitate the efficient movement of goods that should be implemented during the development review process.

The 1988 Master Plan identified two major goals regarding the Township's Circulation Plan.

1. The first is safe and efficient movement of traffic into, around and out of the community.

2. The second is to encourage good street design and preserve the integrity of the Township's street and roadway system.

Emphasis is placed on vehicular traffic recognizing that it represents the primary and predominant means of transportation to and from the Township for people as well as goods.

Specific objectives to meet these goals and help provide a transportation system that is safe and efficient include:

1. Establishment of specific standards for street and road improvements which can be adjusted to meet need and conditions.
2. Encourage developers to use innovative design techniques when laying out new projects.
3. Set minimum standards for access to properties adjacent to arterial and major collector roads.
4. Promote and preserve both rail and air service to the Township as a vital inducement to economic development.
5. Require the provision of pedestrian and bike traffic in development design and construction.
6. Evaluate new development in term of transportation on the basis of its effect on the existing system and how it can be accommodated with the least detriment or ill effects.
7. Address all issue of roadway design including signs, lighting and furniture in both regulation and development review with the aim of economic and maintenance by the municipality.

HOUSING

A housing plan element pursuant to section 10 of P.L.1985, c.222 (C.52:27D-310), including, but not limited to, residential standards and proposals for the construction and improvement of housing (NJS 40:55D-28b(3)

The Master Plan was amended in August 1988 by the preparation and adoption of a Housing Plan element. Consistent with the requirements of the Municipal Land Use Law, this plan includes a thorough discussion of the Township's demographics, housing, and employment profiles. Selected highlights from this plan are that within the Township:

- Over 96% of the housing is single-family
- 20% was built prior to 1940; 42% was built from 1940-1949; and 14% was built from 1960-1969
- 67% of housing was owner-occupied
- 84.7% of the population were white, and 8.7% were black

- 29% of the population were employed in Technical Sales and Administration, 21% in both Managerial/Professional and Household Services, and 16% in Production and Crafts

The Fair Housing Act of 1985 established a comprehensive planning and implementation process for municipalities to address their affordable housing obligations. This act also established the Council on Affordable Housing (COAH) with the responsibility to define housing regions and estimate housing need. In order to respond to the COAH guidelines, municipalities are required to prepare a Housing Plan Element and Fair Share Plan. Municipalities who obtain substantive certification of their housing plan from COAH will gain a presumption of having met their affordable housing obligation for a 6-year period. The implementation strategy included in the Township's 1988 housing plan was predicated upon an affordable housing obligation of 159 units. The Zoning and Development Code was amended in accord with Appendix A of the Fair Share Plan to require inclusionary development in all residential districts.

According to COAH's Third Round Rules and municipal affordable housing obligations issued October 20, 2008 Upper Deerfield has a housing obligation of 352 units. This housing obligation does not account for the affordable housing credits or other adjustments that may result from settlement of the "Hollyview" lawsuit.

COMMUNITY FACILITIES

A community facilities plan element showing the existing and proposed location and type of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations and other related facilities, including their relation to the surrounding areas. (NJS 40:55D-28b(6)

Source: DVRPC- Upper Deerfield Municipal Building

Chapter VII of the Master Plan shows the existing and proposed location and type of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations, and other related facilities, including their relation to the surrounding areas.

The Community Facilities Plan Map shown as Figure 14 denotes the location of these "community facilities." Not all of these facilities are publicly owned or operated, however, since they all have value to the community they are recognized in the plan. In addition to describing the existing facilities, this chapter of the Master Plan includes recommendations for new facilities and proposals for the enhancement and improved utilization of existing sites.

UTILITIES

A utility service plan element analyzing the need for and showing the future general location of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal and provision for other related utilities, and including any storm water management plan required pursuant to the provisions of P.L.1981, c.32 (C.40:55D-93 et al.). If a municipality prepares a utility service plan element as a condition for adopting a development transfer ordinance pursuant to subsection c. of section 4 of P.L.2004, c.2 (C.40:55D-140), the plan element shall address the provision of utilities in the receiving zone as provided thereunder. (NJS 40:55D-28b(5)

The utility service plan is embodied as Chapter VIII of the Master Plan. This plan analyzes the need for the future general location of facilities for water supply and distribution, sewerage and waste treatment, solid waste disposal and stormwater management. The primary goal of the utilities plan section of the Master Plan is the effective and efficient provision of sanitary sewer, potable water supply, storm water and solid waste management. Such provision must address the need for these utilities by existing development and plan for them in connection with new development.

Specific objectives deemed necessary to achieve this goal include:

- Development of plans that address community needs and provide a strategy for meeting them
- Adoption and enforcement of regulations that assure new development contributes its fair share to needed utility improvements
- Educate the public to participate in planning for and monitoring utilities and their performance
- Continue the Township's role in assuring the public health and safety regarding the provision of utility services
- Coordinate the provision of public utilities with the Township's vision for future growth

The utility service plan was supplemented and updated in 1991 by the Water and Sewer Master Plan[5]. In keeping with the practice of anticipating and planning for growth, the Township completed this long-term plan for water and sewer facilities in May 1991. This master plan component considers the impacts of state and regional plans, and local criteria including zoning, natural resources, proposed development, the Master Plan and existing water and sewer infrastructure. This plan provides estimates of projected growth and associated water needs and wastewater generation, future buildout and contains water and sewer maps illustrating existing service areas and locations for future facilities. A buildout population of 20,000 people is used as the basis for the water and sewer facility improvements recommended by the plan.

The Water and Sewer Master Plan in conjunction with the Master Plan and zoning ordinance provide important information and guidance to the Township to direct future growth. This plan should also be used by the Township to inform developers of needed infrastructure improvements to serve their developments. The goals of this master plan element are identical to the three major goals found in the Master Plan. Developers should be required to construct on-site water and sewer utilities according to the master plan. Consistent with the provisions of the

[5] Water and Sewer Master Plan, Killam Associates Consulting Engineers, May 1991

"Municipal Land Use Law" (NJS 40:55D-42) developers should be required to contribute their pro-rata share of the cost associated with off-tract water and sewer improvements.

The Upper Deerfield Sewer and Water Department provides service to the developed areas in the central and southern portions of the township. The approved sewer service area is located south of Northville Road adjacent to Route 77 and in all developed areas adjacent to Bridgeton and Route 56 to Deerfield Township. A sewage treatment plant operated by the Cumberland County Utility Authority is located on Water Street in Bridgeton, which discharges to the Cohansey River. Residents in predominantly agricultural areas of Upper Deerfield rely on private wells and septic systems.

The Upper Deerfield Water Department draws water from the Kirkwood-Cohansey Aquifer. Water from the aquifer is described as generally slightly mineralized and soft. After iron and manganese removal and pH adjustments, the water is of excellent quality. The Water Department draws from two public wells. Accordingly, there are two public wellhead protection areas in the township. They are located along Route 77, in the central and southern portions of the township respectively. There are also has seven additional non-community wells serving institutional and private facilities.

Upper Deerfield continues to invest in its infrastructure and has recently made significant improvements to its water supply system. In conjunction with the state mandate to purchase the Seabrook Water Corporation in 2007, the Township is adding radionuclide treatment to both the Seabrook system and the Love Lane facility. Both of these projects have been made possible with grant and loan funding from the USDA. NJDCA Small Cities Facilities grants are being used to replace water lines in Seabrook Village.

CONSERVATION AND OPEN SPACE

A conservation plan element providing for the preservation, conservation, and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species wildlife and other resources, and which systemically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources (NJS 40:55D-28b(8)

The Conservation and Open Space element is the ninth chapter of the Master Plan. At the time this plan was being prepared the Township had taken notice of the conversion of woodlands and other open space to new housing. Bracing itself for continued development, this chapter attempts to identify those areas or features in the community that deserve protection and conservation. This plan also offers methods to accomplish protection and conservation of these resources seen as critical to a desirable living environment. The overall intent of this plan is to concentrate development within the most appropriate areas. In this context, the most appropriate areas are those where the impacts of development on prime farmland and woodlands are minimized.

This plan provides compelling perspectives regarding the value of Upper Deerfield's natural resources. It includes thorough justification and strategies for the preservation and conservation of these resources. Farmlands and woodlands are identified as the two most important natural assets in the Township.

The Plan's goal is the preservation of valuable natural resources and obtaining maximum benefit from their existence through the careful, purposeful use of their economic, aesthetic and recreational attributes. The objectives related to achieving this goal are:

- To concentrate development and avoid its intrusion into prime agricultural soils

- To discourage residential uses within agriculturally productive areas,
- To maximize agricultural uses and techniques through zoning regulations that will promote continued farming on prime agricultural soils
- To develop a policy of economic development that will genuinely consider agriculture as a business and industry that should be preserved, protected and enhanced
- To change the outlook of the public on farming and its value to the community beyond economics, i.e., its value regarding open space and the municipality's rural character
- To consider new approaches to farmland preservation when appropriate such as the transfer of development rights, and to participate in regional and statewide efforts to preserve farming

"Conservation is a group effort which relies on individual concern. Recognition of the value and purpose of conservation is a first step and will do much to promote it. The commitment to preserve, protect, and maintain open spaces and natural areas is everyone's responsibility."[6]

Upper Deerfield's governing body allocates $50,000 annually from the Township budget to the Open Space and Farmland Preservation Trust Fund. This funding has been made available since 2007 to leverage funding from other sources and to provide an additional incentive for preservation of open space and farmland.

RECREATION

A recreation plan element showing a comprehensive system of areas and public sites for recreation (NJS 40:55D-28b(7)

The Recreation Plan included as Chapter X of the Master Plan builds on the discussion regarding open space contained in Chapter IX – Conservation and Open Space Plan. The recreation plan notes the importance of cooperation between the Township and Board of Education in terms of providing and maintaining recreational facilities. The plan strongly recommends that new recreational facilities be developed as growth occurs preferably via private actions. Figure 17 of the plan shows areas proposed for open space which have recreational potential, existing recreation facilities, and areas recommended for recreational development in the future.

[6] Township of Upper Deerfield Master Plan, January 1988, page IX-12.

Source: Caroline Owens – Sunset Lake

The major goal of the Recreation Plan is the provision of open space and recreational areas and facilities sufficient to meet the needs of the residents and the community's share of the regional recreational need. A secondary goal is to coordinate conservation and open space planning with recreational planning and relate it to overall density control as determined by land use policies.

The recreation plan recommends that the Recreation Commission develop a detailed plan for all Township owned lands to guide actions and investments for future recreational improvements. Recognizing the open space value of agriculture, the plan also recommends that the Township initiate actions when necessary to preserve important farmlands.

The Recreation Plan element of the 1988 Master Plan was updated in 2007 by the Open Space and Recreation Plan[7]. This plan discusses community resources, provides an inventory of open space, assesses the need for recreation and open space, and makes recommendations for land preservation and implementation.

According to the 2007 plan, Upper Deerfield Township owns a total of 418 acres of land contained in 41 parcels. Several township-owned parcels are being used for conservation and recreation purposes. This includes the Irving Avenue woods in the southeast section of the township and several large parcels along the Cohansey River. These latter holdings include sizeable parcels next to Bostwick Lake, below Finley Lake, and at the end of Acorn Drive where Cornwell Run drains into the Cohansey River. A very large township parcel is located at the end of Silver Lake Road. The Recreational Complex encompasses a total of 105 acres located on

[7] Open Space and Recreation Plan, Delaware Valley Regional Planning Commission, 2007

Hoover Road between Route 77 and Old Burlington Road, including the recently acquired Munyon property consisting of 24 acres on Old Burlington Road that will provide room for additional active recreation fields.

The township municipal complex is part of the 105-acre Recreational Complex and connected to it. It includes the municipal building and the senior citizens center. Other township-owned parcels include 2.6 acres on Northville Road across from the Rutgers Research Center, and 20 acres on Woodruff Road which is the old landfill.

Table 2
Upper Deerfield Township Recreation and Open Space Inventory June 2007

Description	Block	Lot	Area in Acres
Recreation Complex	803	9	74.6
Recreation Complex addition	803	1 & 10	24
Municipal Complex	803	3	6.4
Irving Avenue Woods	2701	41	110
Bostwick Lake	302	15	19
Finley Road	1101	2	13
Silver Lake Road	1401	2	96
Acorn Drive	1501	1	37
Total			**380.0**

Source: Cumberland County parcel data,

The Upper Deerfield Township Open Space Committee has outlined the following **Open Space Goals** for the Township. These goals and policies will guide the recommendations of the Open Space and Recreation Plan:

- Promote protection through public and private action of open space, important habitats, and environmentally sensitive areas such as stream corridors, wetlands, forests and fields, in order to maintain Upper Deerfield Township's biodiversity
- Link various areas of the township through a system of greenways, made available to the public through either acquisition or conservation easements
- Support passive recreational opportunities at key locations throughout the community
- Encourage the provision of trails and bikeways during the subdivision and site plan review process

- Protect surface water and drinking water quality
- Identify and protect historical resources
- Ensure that open space protection is an important focus in any planning for growth or development in Upper Deerfield Township
- Encourage farmland owners to preserve their lands in the permanent farmland preservation programs
- Explore the need for and plan the expansion of needed active recreational opportunities in the township
- Educate and inform the community about the need for open space protection and good stewardship.

Of the Township's total land area (20,352 acres) 3,511 acres, or 17.3 percent, is "open space" that is preserved either through farmland preservation or municipal ownership. These protected lands are summarized as follows:

Township-owned open space	418 acres
Permanently preserved farmland	3,093 acres
Total Preserved Lands:	**3,511 acres**

Of the 20,352 acres in Upper Deerfield Township, 11,406 are included in the inventory of available open space. This is 56 percent of the township that is potentially available for open space preservation. Over 79 percent of this land is farm-assessed property.

The Open Space and Recreation Plan recommends a system of greenway to protect the Township's waterways and wetlands. Greenways have multiple benefits including buffering streams from development and stormwater runoff, and providing wildlife corridors. A system of trails within some of the greenways is envisioned that would provide access to and connect parks throughout the Township. The Action Program outlines a 5-year plan for achieving the plan's goals.

ENERGY CONSERVATION

The "Municipal Land Use Law" does not specifically address the criteria for development of an energy conservation component of the master plan. It does, however, provide for the following master plan element.

> *A green buildings and environmental sustainability plan element, which shall provide for, encourage, and promote the efficient use of natural resources and the installation and usage of renewable energy systems; consider the impact of buildings on the local, regional and global environment; allow ecosystems to function naturally; conserve and reuse water; treat storm water on-site; and optimize climatic conditions through site orientation and design.* NJS 40:55D-28b(16)

It is the goal of this Chapter of the Master Plan to encourage energy conservation through land use policies, the entire comprehensive planning process and development regulations. Specific goals include:

- Encourage clustered development and orderly growth.
- Encouragement of energy conservation through flexible design standards enabling maximum use of renewable energy resources such as the sun and wind.
- Planning traffic patterns and movements which decrease use of the automobile or when necessary make its use as efficient as possible.
- Support "recycling" of materials, structures and facilities which have a considerable energy value in them.
- Encourage and promote citizen awareness of energy conservation.

Considering the continued importance and inter-relationship between efficient land use and energy conservation, the Township should consider amendments to the Master Plan and development regulations that encourage building and development alternatives that address the objectives noted above.

FUTURE LAND USE

A land use plan element (a) taking into account and stating its relationship to the statement provided for in paragraph (1) hereof, and other master plan elements provided for in paragraphs (3) through (14) hereof and natural conditions, including, but not necessarily limited to, topography, soil conditions, water supply, drainage, flood plain areas, marshes, and woodlands; (b) showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance; and (c) showing the existing and proposed location of any airports and the boundaries of any airport safety zones delineated pursuant to the "Air Safety and Zoning Act of 1983," P.L.1983, c.260 (C.6:1-80 et seq.); and (d) including a statement of the standards of population density and development intensity recommended for the municipality. (NJS 40:55D-28b(2)

Chapter XV of the Master Plan is the Future Land Use Plan. This plan element represents a composite of the Master Plan goals and objectives, and all constituent plan components as noted above. The preservation of agriculture and the concentration of development are the prevailing theme and dominant goal of this land use plan. Three categories of land use are described in the plan: special lands, residential areas, and commercial/industrial development.

Special Lands refers to natural resources, conservation and public service areas. The Residential category identifies where residential growth is appropriate. The Residential areas and the densities recommended are directly related to the development capacity of the land, proximity to supportive infrastructure and land use. These considerations were used to establish the three density classifications – low, medium and high. Since commercial and industrial uses are considered the most intense in terms of their impact on the community, the environment and services, these areas are generally separated from residential and agricultural uses. Sub-classes within this use category include: commercial-professional, business-retail, and industrial. The plan advocates buffers and other design measures to minimize adverse effects associated with commercial and industrial uses.

In summary, the goals of the land use plan are:

1. The preservation of agriculture and the character of the community which derives from it.
2. To provide for a variety of development in appropriate areas
3. To address development based on the entire Master Plan, and encourage vigilance in the community to continually monitor and adjust for the effects of growth relative to the plan's goals and objectives.

Master Plan Reexamination

Because of the importance of the master plan, NJS 40:55D-89 requires its periodic reexamination. A reexamination shall be completed at least once every six years from the previous reexamination. The report must state:

a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.

b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.

c. 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.

d. 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.

e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law, NJS 40A:12A-1 et seq., 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.

A re-examination report may reach the conclusion that no changes are necessary to the existing Master Plan, in which event no further action is required. If, however, specific changes are recommended in the re-examination report, then the Master Plan should be amended following the procedures set forth in Section 40-3[8] which requires that public notice be given. If the recommendations set forth in the reexamination report are themselves substantially in such form as might or could be set forth as an amendment or addendum to the Master Plan, then the re-examination report, if adopted in accordance with the procedures discussed in Section 40-3, may be considered to be an amendment to the Master Plan. The statutory requirement for the giving of personal notice to property owners within a district of a zoning ordinance amendment proposing a change to the classification or boundaries of a zoning district, is not applicable to changes made as a result of a master plan reexamination. See NJS 40:55D-62.1 and 40:55D-63.

The above statutory requirements for a master plan reexamination are addressed below.

A. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.

The last reexamination report was completed in September 2003. The 2003 report cites the Master Plan's three main goals as the major problems and objectives relating to land development. The three goals are:

1. The preservation of the Township's character and the physical features, both natural and man-made, from which it [the community's character] emanates and is derived.
2. Enhancement of the quality of life for all the community's residents through the improvement of the Township's ability to deal with development.

[8] New Jersey Zoning and Land Use Administration (2010 Edition), William Cox, page 939.

3. Innovation in and continual evaluation of the approaches and methods used for resolving the conflicts, problems and pressures in the community's evolution.

Shortly after completion of the 2003 Reexamination Report the Township authorized a Redevelopment Plan, Environmental Resources Inventory, Open Space and Recreation Plan, and Farmland Preservation Plan. With the exception of the Farmland Preservation Plan, these documents have all been completed and adopted as an amendment of supplement to the Master Plan. During this period the Township was also actively involved in the Western Southern Cumberland Region Strategic Plan.

A recurring theme in all of these documents is the Township's strong ties to the land and an emphasis on natural resource protection. The official recognition afforded these documents via their formal adoption as amendments to the Master Plan demonstrates and reinforces the Township's commitment to maintaining the community's character.

B. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.

The purpose in determining ***the extent to which such problems and objectives have been reduced or have increased subsequent to 2003*** is to provide information indicating the need for amendments to the master plan and/or development regulations.

The ability to determine the extent of change is most easily accomplished when the attribute can be quantified and is measurable. However, when evaluating the components that comprise a *community's character or quality of life* a quantitative measurement is not usually available. Change has occurred in Upper Deerfield since the 2003 reexam. For instance the population increased from 7,668 to 8,282 persons (7.5%) between 2003 and 2008. In terms of development, approximately 240 housing units were authorized for construction between 2004 and 2010. Over seventy percent of these units were permitted between 2005 and 2007. Of these 175 units, 18% were for structures containing 3-/4-units, 14% were for structures containing five or more units. These multi-unit structures signal a diversification of the Township's traditional single-family housing stock. In a community where the 2000 Census indicates 84% of the housing is single-family, the mix of housing types will result in a range of affordability and housing choices for future residents.

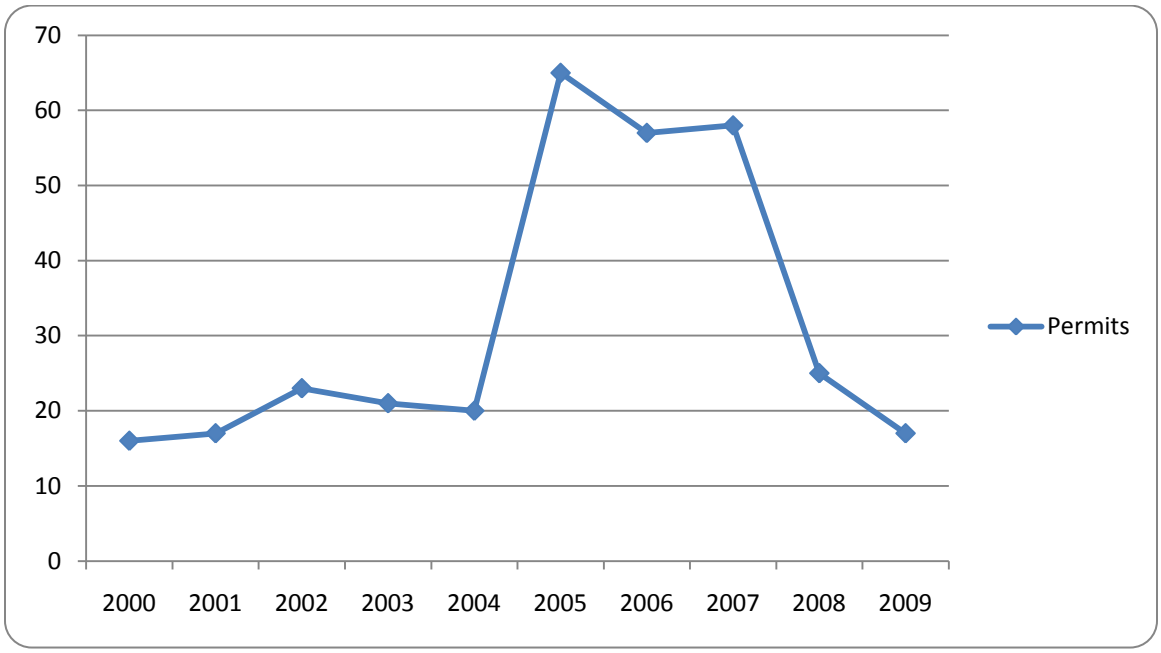
Table 3
Recent Growth 2003-2008

Year	Building Permits	Demolition Permits	Population	Office Space	Retail Space	Other Nonresidential
2003	21	4	7,668	61,832	0	59,475
2004	20	22	7,761	18,847	0	0
2005	60	9	7,820	9,937	146,779	193,711
2006	57	8	7,947	12,570	0	93,121
2007	58	24	8,057	0	0	99,647
2008	25	22	8,282	0	0	0
Total:	241	89		103,186	146,779	445,954

Sources: NJ Construction Reporter, US Census

The ongoing economic downturn has served to abate, at least temporarily, municipal concerns related to land development. The building permit data illustrated in the following graph indicates that development activity and the issues normally associated with such activity such as loss of farmland and open space, peaked in the mid-2000. As noted above, the aberration in permits for the years 2005-2007 is due primarily to extensive housing rehabilitation program.

Building Permits



Source: NJ Construction Reporter

Upper Deerfield Township remains committed to the protection of natural resources recognizing them as finite assets that once lost will never be recovered. As part of its progressive planning program the Township is prepared, via three supplemental documents, to address development-related problems. The *Environmental Resource Inventory, Open Space and Recreation Plan,* and *Farmland Preservation Plan* all acknowledge threats to the Township's natural resources and unique qualities poised by development. Relevant recommendations contained in these three planning documents addressing these concerns are included in subsection "D" below.

C. 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.

What are assumptions, policies and objectives?
Assumptions are "something that is believed to be true without proof."
Policies are "a program of actions adopted by a person, group, or government, or the set of principles on which they are based."
Objectives are "synonymous with goals."

The assumptions, policies and objectives are contained in Chapter I of the Township's 1988 Master Plan. According to the 1988 Master Plan, Township planners in 1978 "saw the community poised on the verge of a major expansion of development."[9] At that time it seemed as if the only impediment to growth was the lack of public utilities. There was an assumption that the Township was about to experience significant development. However, the energy crises and resultant downturn in the economy conspired to stifle the expected development boom. In 1988, the Township was again "on the brink" of major development activity. Conditions had changed: public sewers were available, housing demand was up, land and financing were available.

Upper Deerfield still contains the characteristics identified in the 1988 Master Plan that attract development. The major factors limiting development at this time are the weak housing market and general economic conditions. Development should be expected as economic conditions improve. The Township must remain vigilant in its quest to retain those characteristics most valued by residents and minimize the adverse effects associated with development.

[9] Upper Deerfield Township Master Plan, January 1988, page I-1.

There have been no significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with regard to the density and distribution of population and land uses, housing conditions, circulation, collection, disposition, and recycling of designated recyclable materials, and changes in county and municipal policies and objectives.

From Upper Deerfield's perspective, there have been significant changes in terms of State policies and objectives regarding conservation of natural resources and energy conservation. In response to recent changes in the law, the Township amended its Ordinances to address renewable energy facilities. These amendments differentiate between renewable energy facilities as accessory and principal uses, and contain provisions to assimilate them into the surrounding community. As an accessory use, these facilities are permitted throughout the Township. The Township encourages commercial renewable energy facilities in the General Industry zone where they are most appropriate. The Township's ordinances provide predictable and reasonable controls to accommodate renewable energy facilities while simultaneously addressing potential land use concerns associated with these facilities.

D. 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.

As indicated above, the primary goals of the Township master plan have remained intact for over thirty years. The goals set forth in 1979 were declared valid by the Planning Board in 2003 and remain valid today. By way of this reexamination report, these three goals are extended forward as the basis to assure that Upper Deerfield continues into the future as a planned community.

In addition to the three primary goals, the 1988 Master Plan contains goals and objectives defining and giving purpose to each of the Plan's constituent components. These elements provide greater detail and specificity thereby enabling the drafting of regulations needed to achieve the plan goals and objectives.

Certain aspects of the Master Plan have been updated over the past five years. The focus of these amendments to the plan has been on the Township's natural resources. These plan amendments include the Environmental Resource Inventory (ERI) in 2006, the Open Space and Recreation Plan in 2007, and the Farmland Preservation Plan (draft) 2008.

The purpose of the Environmental Resource Inventory (ERI) is to objectively identify and describe the natural resources, cultural conditions and environmental features within the Township. The ERI provides both visual depictions of natural resources, in the form

of mapping information, and text that describes these resources, their sensitivities and limitations for development and suggested measures for protection of sensitive resources. The text has been gathered from existing resources such as the Upper Deerfield Township Master Plan, and reports and studies provided by County, State and Federal Agencies and organizations.

Existing map sources provided the basis for establishing the location of natural resources presented in this ERI. Since the maps were not field verified, the resource mapping presented is intended for general planning purposes and should not substitute for site-specific surveys.

Although Cumberland County is one of New Jersey's slower growing counties and growth increases within the municipality have been slow over the last 20 years, the Upper Deerfield Township Planning Board Master Plan Reexamination Report (adopted September 8, 2003) notes concern with increasing growth pressures associated with residential and commercial development. The use of environmental data through an ERI is important for executing environmentally and culturally responsible land use planning with regard to future development. The ERI is designed as a planning tool for identifying, protecting and preserving the Township's environmentally sensitive resources and maintaining its rural setting. In this context, the ERI will assist Upper Deerfield fulfill Goal #1 of the Master Plan: "*The preservation of the Township's character and physical features, both natural and manmade, from which it (the community's character) is derived.*"

In 2006, both an Open Space Committee and an Agricultural Advisory Committee were established to oversee the development of an *Open Space & Recreation Plan* and of a *Farmland Preservation Plan*, respectively, which will focus local efforts to preserve additional lands. The *Open Space & Recreation Plan (2007)* recommends a system of greenways to protect Upper Deerfield Township's waterways and wetlands. Greenways will buffer the streams from encroaching development and stormwater runoff. Greenways will also provide wildlife corridors, which will allow for movement of wildlife across a fragmented landscape. A system of multi-use trails may fit within some of these greenways and would serve as a means to connect established and future parks throughout the township, connecting people to the land resources. These trails would link residential areas to recreation facilities and important habitats. Further, they would facilitate movement between recreational and school sites, and residential areas.

Specific Greenway recommendations are described in the Land Preservation Recommendations chapter of the plan, which includes an inventory of all larger properties within each greenway or greenway connector. The recommendations are mapped on the *Proposed Greenways* map.

An inventory of all existing and preserved open space, comprised of vacant properties, farmland-assessed properties, tax-exempt properties, preserved farmland, and developed properties greater than five acres, is located in the Plan's Appendices. These properties are depicted on the *Existing Open Space Map*.

A key feature of the Plan is the Action Program that describes the next steps towards implementing the *Open Space and Recreation Plan*. Now that the Plan has been adopted as part of the Township's Master Plan, the next step for the Open Space Committee is to prioritize the greenways themselves and to identify specific property priorities based on the objectives and goals outlined in the Plan.

The Farmland Preservation Plan has been prepared as an amendment to the Upper Deerfield Township Master Plan. It addresses the ways in which the Township will increase protection and preservation of agricultural resources and businesses in the community. The document conforms to the guidelines of the State Agricultural Development Committee (SADC) for municipal Farmland Preservation Plans. It includes the required plan components and maps, along with information about farmland preservation in the township, the farming industry in the township and county, and various actions that the municipality will take to enhance and support the local agricultural industry. Once approved by the SADC this plan will be adopted as an amendment to the Master Plan.

This Farmland Preservation Plan is part of that comprehensive strategy. The plan lays out various methods for protecting farmland, including application to the SADC for a Farmland Planning Incentive Grant (PIG). Such a grant would provide Upper Deerfield with funding to preserve farmland through municipal purchase of development easements or fee-simple purchase, as an addition to Cumberland County's efforts.

In 2006 Upper Deerfield Township established its Agricultural Advisory Committee (AAC). In this Plan, the AAC has delineated a municipal Project Area, where unpreserved farms of 20 acres or larger are depicted and listed as "Target Farms." Nearly all the target farms in the Project Area are contiguous to or in close proximity to preserved farmland. Establishing the Project Area potentially qualifies the township for a Farmland PIG. The inclusion of target farms "pre-approves" those farms for preservation utilizing that PIG funding, should owners wish to pursue sale of easements. Total acreage of the Project Area target farms is 3,958 acres, and the total estimated cost for preserving 75 percent of this land over a 10-year period is $17,834,748. The Plan describes how Upper Deerfield could fund its 20 percent matching share, in conjunction with county and state funding.

The balance of the Plan consists of information gathered from a wide variety of sources about programs, opportunities, and business services that assist farmers, enhance the farming industry,

or are available to protect resources on farms. This is essentially a menu of options for use at the municipal level, as well as a source of information for farmers.

The annual reports prepared by the Zoning Board of Adjustment have been reviewed. These reports provide a mechanism for the zoning board to advise the planning board and the governing body regarding particular provisions of the zoning ordinance that have created problems for the zoning board. Consideration of these annual reports will help insure that the Township's master plan and zoning ordinance reflect contemporary needs and conditions, and that the governing body is kept apprised of zoning provisions that generate variance requests.

A review of the annual reports for the years 2003 through 2009 inclusive suggests the need for modification to the Township's Zoning and Development Code as described in Recommendation 8, below. During this period a total of 108 cases were heard by the Zoning Board. Thirty-two of these cases involved setback and/or lot coverage variances for accessory structures. These accessory structures include sheds, swimming pools, cabanas, detached garages and pole barns. Approvals were granted for 30 of the 32 cases heard. Twenty-five variances were granted for accessory structure setbacks.

Ordinance 618 adopted in December 2008 increased the lot coverage permitted in the R-1 and R-2 residential districts from two (2) percent to three and one-half (3.5) percent for accessory residential uses including garages and swimming pools. Two of the three accessory structure variances heard in 2009 involved coverage and setback variances; the third case was for rear setback only.

Specific changes recommended to the master plan and/or development regulations are as follows:

1. Prepare an update to the Master Plan consisting of the following elements:
    a. Land Use
    b. Housing and Fair Share
    c. Utility Services
    d. Economics
    e. Historic (and archaeological) Preservation
    f. Recycling
    g. Educational Facilities
    h. Green Buildings and Environmental Sustainability
    i. A specific policy statement indicating the relationship of the proposed development of the municipality, as developed in the master plan to:
        i. The master plans of contiguous municipalities
        ii. The master plan of the county
        iii. The State Development and Redevelopment Plan

iv. The district solid waste management plan

2. Develop and adopt a Sustainable Energy Ordinance

3. Develop and adopt a Municipal Access Code consistent with the statute (RS 40:67-1)

4. Air Hazard Safety – Revise/update Section 98-14.3 of the Township Code to comport with the 1992 amendments to NJS 6:1-80 et seq.

5. Develop and adopt an off-tract improvements ordinance to enable the Township to require in conjunction with development, water, sewage, drainage and street improvements (NJS 40:55D-39, NJS 40:55D-42)

6. As recommended in the Farmland Preservation Plan –
   a. Rezone a portion of the area on the northwest side of Deerfield Village between Friesburg Road and West Deerfield Road from R-1 Zone to Agriculture Zone (refer to Map 3).
   b. Rezone an area adjacent to the eastern boundary with Deerfield Township north of Richard's Road from R-1 to Agriculture (refer to Map 4).

7. As recommended in the Open Space and Recreation Plan –
   a. Enact critical area ordinances to protect stream corridors, surveyed vernal pools, floodplains, and high groundwater recharge lands.
   b. Consider revising the township's cluster ordinance, using a conservation design model such as "Growing Greener" to provide greater protection and better design of the open space/farmland on a site. Require that the conserved open space or farmland be linked to greenways or to contiguous farmland and especially to permanently protected farms whenever possible.
   c. Develop a multiple use trail plan that links new and existing parklands.
   d. Pursue the identification and listing of Upper Deerfield Township historic sites and place unlisted sites on the state and federal registers.

8. Residential Accessory Structures. On existing residentially-zoned lots that do not conform to the applicable minimum zoning requirements for Area and Width, permit accessory structures subject to the following requirements:
   a. Maximum Building Height = 15 feet
   b. Minimum Side Yard = 10 feet
   c. Minimum Rear Yard = 10 feet
   d. Maximum Lot Coverage – as specified in the Schedule of District Regulations

9. Fences, Walls and Hedges (98-17) – add provisions that limit fence height and specify design relative to front yard, and require maintenance access

10. Signs (98-23) – amend sign code to prohibit rooftop signs, and develop/adopt regulations to regulate light emitting diode (LED), changeable copy and other sign types

11. Cluster Development (98-27) – mandate preparation and submission of a Yield Plan to enable the Planning Board to evaluate the design/layout in conceptual form.

12. Stream Corridor Protection - develop and adopt an ordinance to protect stream corridors that complements the agricultural buffer, riparian and tree protection ordinances

13. Environmental Impact Statement – expand requirements to specifically include the affect of habitat disturbance on indigenous wildlife, and to address archaeological resources when warranted

14. Community Impact – add standards applicable to major residential development requiring an impact statement addressing the development's fiscal impact on schools and community services

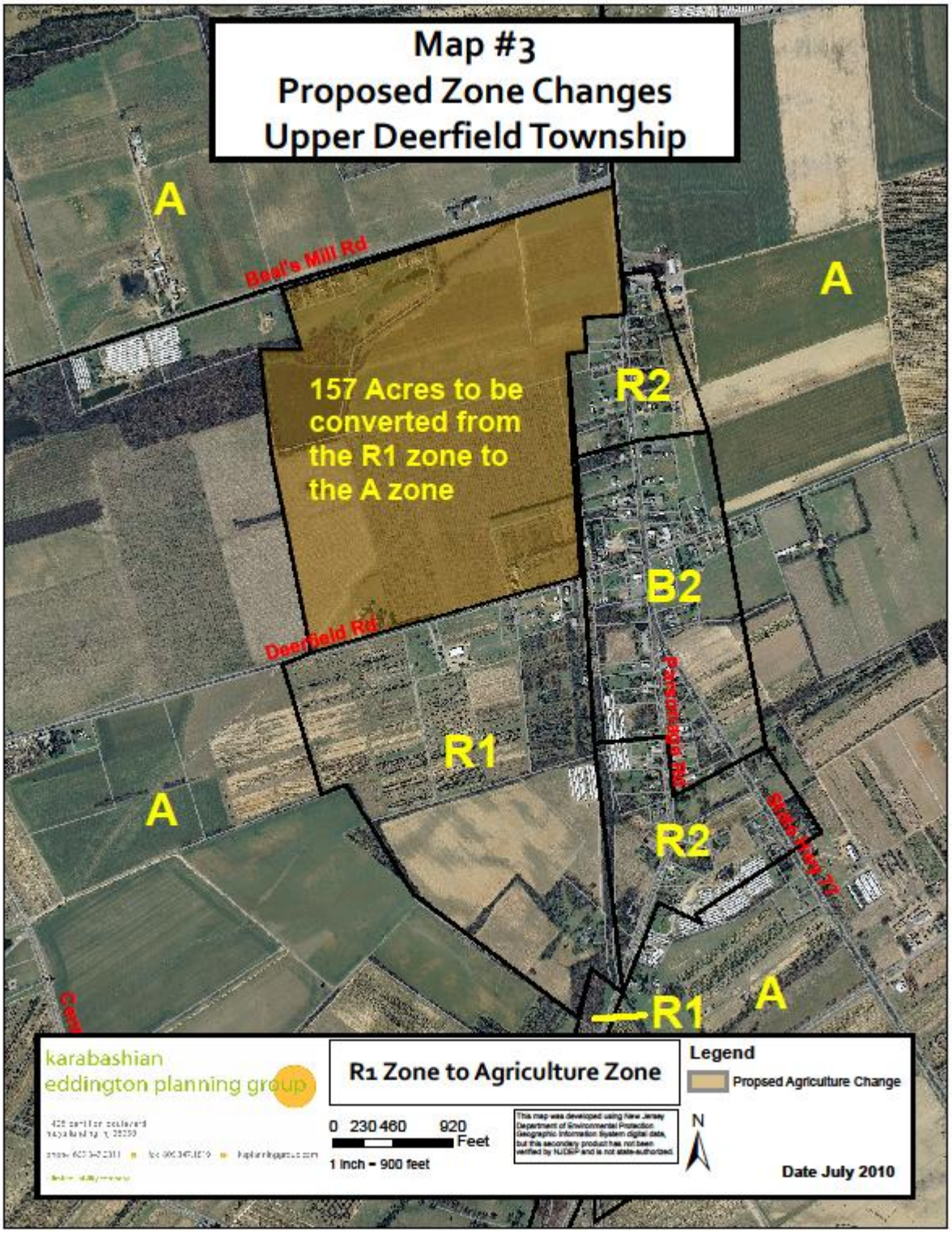
15. Schedule of District Regulations (R1 and R2 zones) – specify parking area requirement within the Cluster Development provisions to require adequate space for two stacked vehicles on driveway (parking area) to prevent encroachment into public ROW or sidewalk.

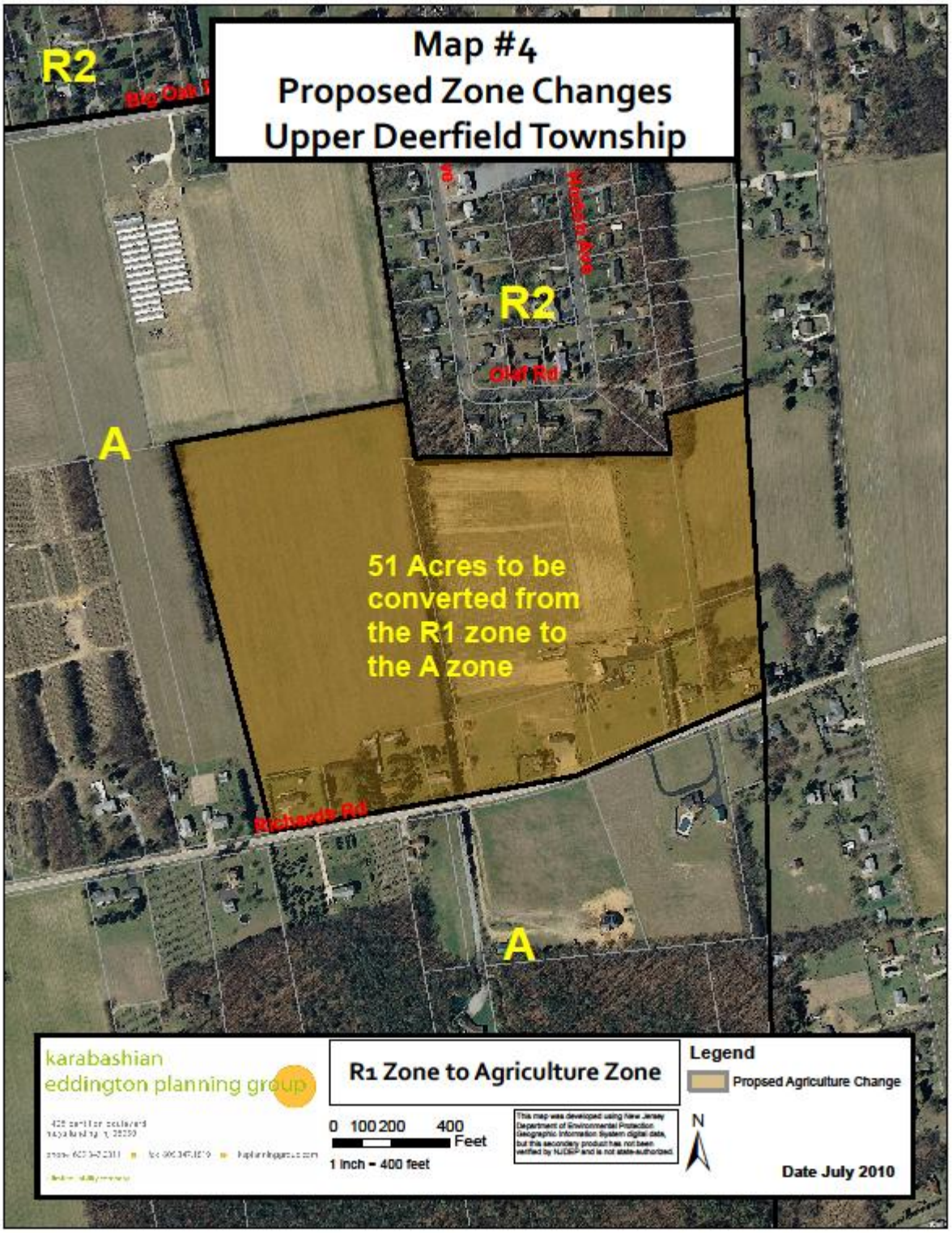
16. Dubois Road - re-classify as a Local Road based on analysis and findings pursuant to FHA Functional Classification criteria

17. Industrial Park – describe and promote within Master Plan Land Use and Economic Development elements; identify on Zoning Map; revise standards contained in 98-30 as appropriate

18. Residential Site Improvement Standards (RSIS) – add or reference applicable RSIS standards within the Zoning and Development Code

19. Develop and adopt an administrative site plan ordinance to enable the Planning Board's professional staff to review and approve minor changes to approved site plans


Map #3
Proposed Zone Changes
Upper Deerfield Township
A
Beal's Mill Rd
A
157 Acres to be converted from the R1 zone to the A zone
R2
B2
Deerfield Rd
Parsonburg Rd
R1
A
R2
State Hwy 77
R1
A
karabashian eddington planning group
R1 Zone to Agriculture Zone
Legend
Propsed Agriculture Change
0 230 460 920
Feet
1 inch = 900 feet
N
Date July 2010


Map #4
Proposed Zone Changes
Upper Deerfield Township
R2
Big Oak
R2
Old Rd
A
51 Acres to be converted from the R1 zone to the A zone
Richards Rd
A
karabashian eddington planning group
R1 Zone to Agriculture Zone
Legend
Propsed Agriculture Change
0 100 200 400 Feet
1 inch = 400 feet
N
Date July 2010

E. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law, NJS 40A:12A-1 et seq., 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.

A redevelopment plan was adopted by Upper Deerfield Township in November 2005. This plan targets an area of approximately 1,000 acres in the south-central part of the Township adjacent NJSH 77 between the Village of Seabrook and Carls Corner. This redevelopment area contains few development constraints, abundant vacant land and infrastructure capacity capable of supporting the anticipated commercial and industrial development. In addition to ready access to the State Highway system this area also benefits by its proximity to the Seabrook Branch of the Winchester-Western Railroad. In terms of the State Development and Redevelopment Plan, the Redevelopment Area is located primarily within the Metropolitan and Suburban Planning Areas. During preparation of the Redevelopment Plan a Walmart store was constructed within the subject area just north of Carls Corner. Walmart is included in the Plan as part of the comprehensive development envisioned for this area.

The Redevelopment Area is an important component of the Township's comprehensive development plan. As noted above, Township planners are keenly aware of the need for balanced growth. While maintaining the rural character is paramount, opportunities to enjoy other human pursuits should also be available. Proximity to educational, cultural and recreational facilities is critical to the wellness of residents. The Redevelopment Area, as an extension of the commercial node at Carls Corner, provides an opportunity for controlled commercial development. The Redevelopment Plan envisions a diverse mixture of uses within its Town Center, Office Park, Neighborhood Commercial, Eco-Industrial and Eco-Agricultural zones. An Entertainment Overlay and a Main Street concept provide additional interest within the Town Center. As adopted in 2005, the Redevelopment Plan's zones function as an overlay to the Township's zone plan (refer to Chapter 98 of the Township Code). In addition to traditional zoning controls, the Plan also includes a set of design guidelines to assure that new development is consistent in terms of scale and appearance with the Township's expectations for this area.

Recognizing the need to update certain provisions of the development regulations applied to the Redevelopment Area, the Township adopted revisions to the zoning ordinance and Redevelopment Plan in November 2009. These revisions improved consistency between these two sets of regulations, reduced the size of the industrial zones, differentiated between the agriculture and industrial zones, and modified certain bulk requirements. The Township's redevelopment activities in conjunction with its policy of encouraging development in the most appropriate locations while preserving agriculture and open

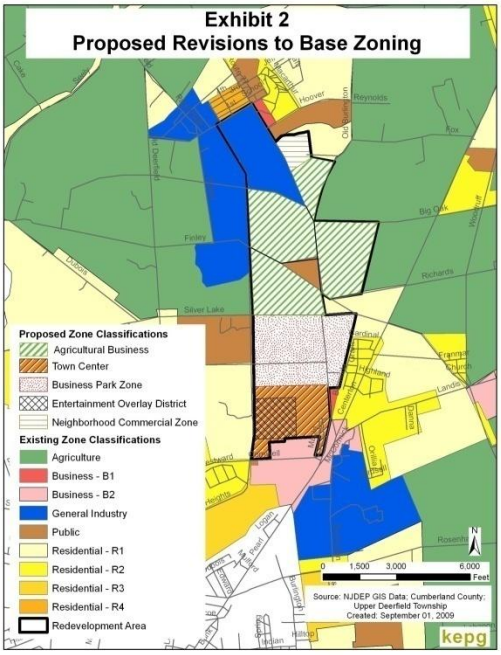
space are consistent with Smart Growth Principles. These Principles as noted below are encouraged by the NJDCA as a way of implementing the State Development and Redevelopment Plan.

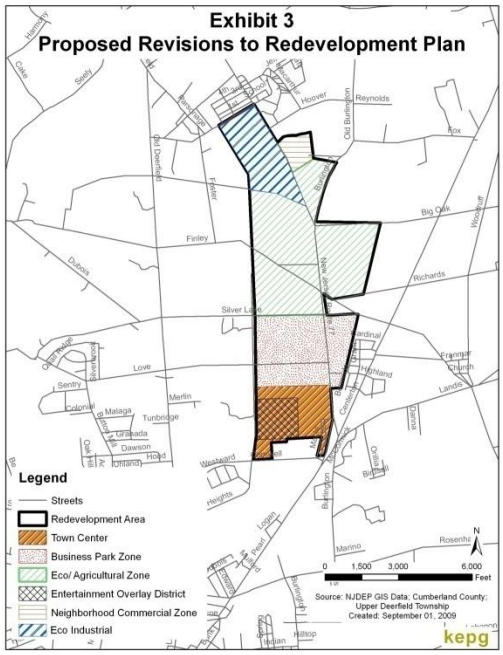
Smart Growth Principles

1. Mix Land Uses
2. Take Advantage of Compact Building Design
3. Create a Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with a Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide a Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, and Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

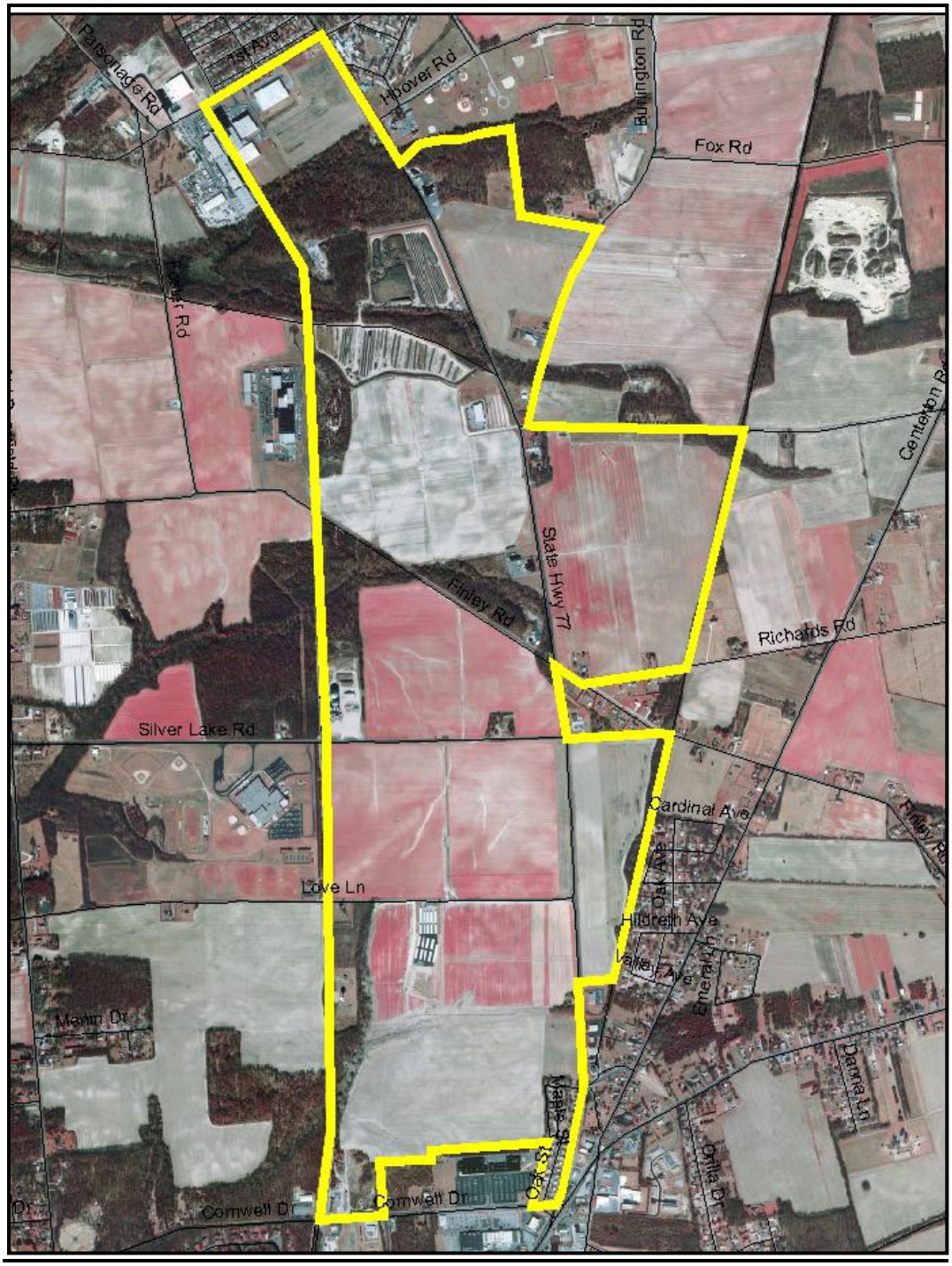
Redevelopment Area – Zoning Amendments

Adopted November 2009





Redevelopment Area
Upper Deerfield Township



Appendix A
The Master Plan according to the "Municipal Land Use Law"

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

b. The master plan shall generally comprise a report or statement and land use and development proposals, with maps, diagrams and text, presenting, at least the following elements (1) and (2) and, where appropriate, the following elements (3) through (16):

(1) A statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based;

(2) A land use plan element (a) taking into account and stating its relationship to the statement provided for in paragraph (1) hereof, and other master plan elements provided for in paragraphs (3) through (14) hereof and natural conditions, including, but not necessarily limited to, topography, soil conditions, water supply, drainage, flood plain areas, marshes, and woodlands; (b) showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance; and (c) showing the existing and proposed location of any airports and the boundaries of any airport safety zones delineated pursuant to the "Air Safety and Zoning Act of 1983," P.L.1983, c.260 (C.6:1-80 et seq.); and (d) including a statement of the standards of population density and development intensity recommended for the municipality;

(3) A housing plan element pursuant to section 10 of P.L.1985, c.222 (C.52:27D-310), including, but not limited to, residential standards and proposals for the construction and improvement of housing;

(4) A circulation plan element showing the location and types of facilities for all modes of transportation required for the efficient movement of people and goods into, about, and through the municipality, taking into account the functional highway classification system of the Federal Highway Administration and the types, locations, conditions and availability of existing and proposed transportation facilities, including air, water, road and rail;

(5) A utility service plan element analyzing the need for and showing the future general location of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal and provision for other related utilities, and including any storm water management plan required pursuant to the provisions of P.L.1981, c.32 (C.40:55D-93 et al.). If a municipality prepares a utility service plan element as a condition for adopting a development transfer ordinance pursuant to subsection c. of section 4 of P.L.2004, c.2 (C.40:55D-140), the plan element shall address the provision of utilities in the receiving zone as provided thereunder;

(6) A community facilities plan element showing the existing and proposed location and type of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations and other related facilities, including their relation to the surrounding areas;

(7) A recreation plan element showing a comprehensive system of areas and public sites for recreation;

(8) A conservation plan element providing for the preservation, conservation, and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species wildlife and other resources, and which systemically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources;

(9) An economic plan element considering all aspects of economic development and sustained economic vitality, including (a) a comparison of the types of employment expected to be provided by the economic development to be promoted with the characteristics of the labor pool resident in the municipality and nearby areas and (b) an analysis of the stability and diversity of the economic development to be promoted;

(10) An historic preservation plan element: (a) indicating the location and significance of historic sites and historic districts; (b) identifying the standards used to assess worthiness for historic site or district identification; and (c) analyzing the impact of each component and element of the master plan on the preservation of historic sites and districts;

(11) Appendices or separate reports containing the technical foundation for the master plan and its constituent elements;

(12) A recycling plan element which incorporates the State Recycling Plan goals, including provisions for the collection, disposition and recycling of recyclable materials designated in the municipal recycling ordinance, and for the collection, disposition and recycling of recyclable materials within any development proposal for the construction of 50 or more units of single-family residential housing or 25 or more units of multi-family residential housing and any commercial or industrial development proposal for the utilization of 1,000 square feet or more of land;

(13) A farmland preservation plan element, which shall include: an inventory of farm properties and a map illustrating significant areas of agricultural land; a statement showing that municipal ordinances support and promote agriculture as a business; and a plan for preserving as much farmland as possible in the short term by leveraging moneys made available by P.L.1999, c.152 (C.13:8C-1 et al.) through a variety of mechanisms including, but not limited to, utilizing option agreements, installment purchases, and encouraging donations of permanent development easements;

(14) A development transfer plan element which sets forth the public purposes, the locations of sending and receiving zones and the technical details of a development transfer program based on the provisions of section 5 of P.L.2004, c.2 (C.40:55D-141);

(15) An educational facilities plan element which incorporates the purposes and goals of the "long-range facilities plan" required to be submitted to the Commissioner of Education by a school district pursuant to section 4 of P.L.2000, c.72 (C.18A:7G-4); and

(16) A green buildings and environmental sustainability plan element, which shall provide for, encourage, and promote the efficient use of natural resources and the installation and usage of renewable energy systems; consider the impact of buildings on the local, regional and global environment; allow ecosystems to function naturally; conserve and reuse water; treat storm water on-site; and optimize climatic conditions through site orientation and design.

c. The master plan and its plan elements may be divided into subplans and subplan elements projected according to periods of time or staging sequences.

d. The master plan shall include a specific policy statement indicating the relationship of the proposed development of the municipality, as developed in the master plan to (1) the master plans of contiguous municipalities, (2) the master plan of the county in which the municipality is located, (3) the State Development and Redevelopment Plan adopted pursuant to the "State Planning Act," sections 1 through 12 of P.L.1985, c.398 (C.52:18A-196 et seq.) and (4) the district solid waste management plan required pursuant to the provisions of the "Solid Waste Management Act," P.L.1970, c.39 (C.13:1E-1 et seq.) of the county in which the municipality is located.