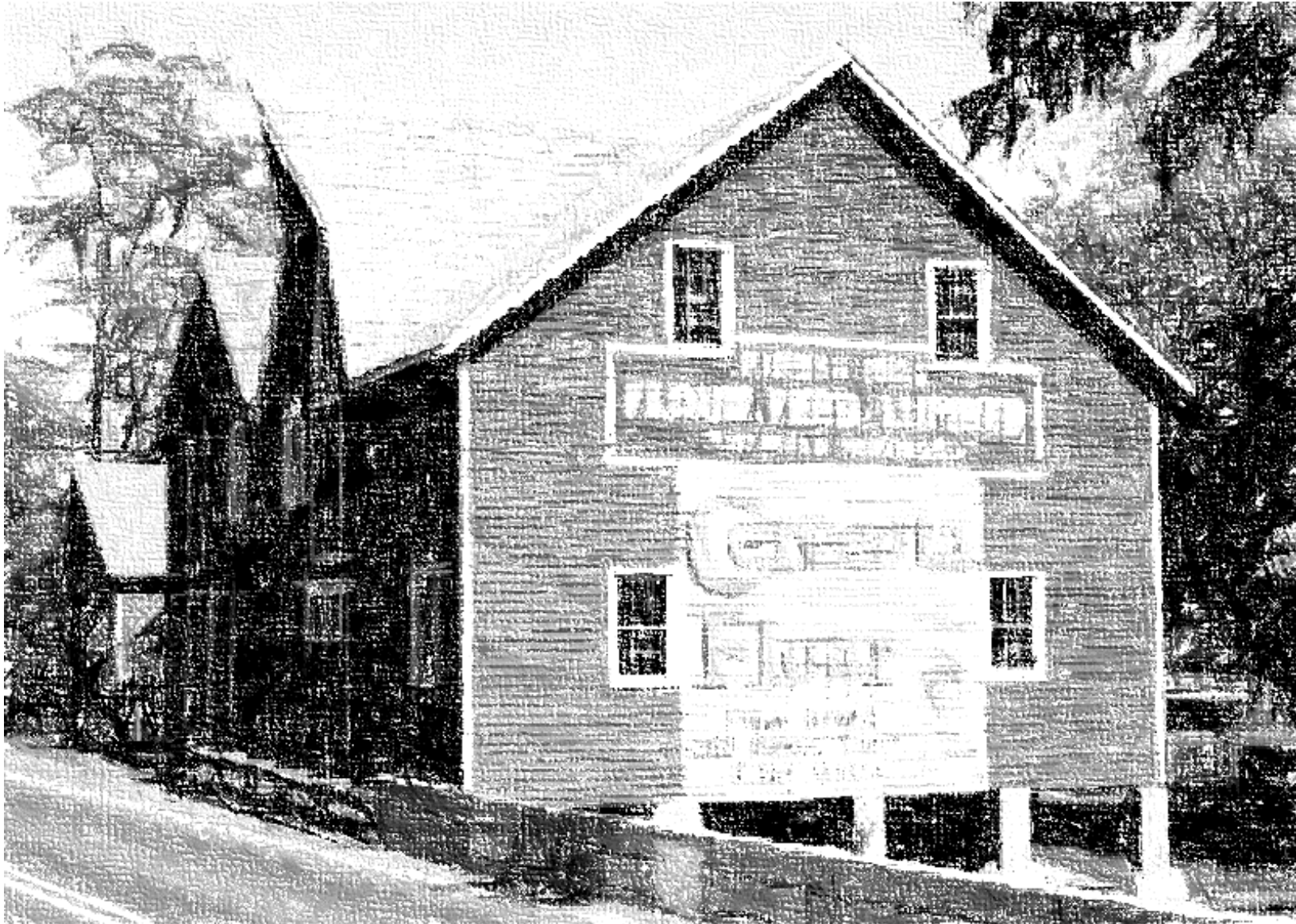


# **Master Plan Reexamination Report & PPE Zoning Districts**



## **Medford Township**

**Burlington County, New Jersey**

**December 18, 2017**

# Township of Medford

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Bradley Denn, Deputy Mayor  
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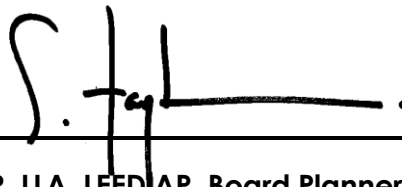
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# ***Master Plan Reexamination Report & PPE Zoning Districts***

Adopted December 18, 2017

## **Medford Township Planning Board**

Medford Township, Burlington County, New Jersey



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**Scott D. Taylor, AICP, PP, LLA, LEED AP, Board Planner/Landscape Architect**

NJ Professional Planner No. 5291

Master Plan Original Signed and Sealed  
in accordance with NJAC 13:41-1.3;  
and on file in the Medford Township Clerk's Office

Prepared By:



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Planning  
Landscape Architecture  
Streetscape Design  
Park Planning & Design  
Planning Board Consultation  
Economic Redevelopment

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## I. Introduction

The Municipal Land Use Law (MLUL) requires every municipality in New Jersey to reexamine the Master Plan and development regulations at least once every 10 years (N.J.S.A. 40:55D-89) to ensure periodic review of information and changing conditions in order to keep municipal planning efforts current. The Township has adopted Reexamination Report and Land Use Plan Amendments on September 12, 2008, and again on July 23, 2014 (amended Dec. 15, 2014) . The MLUL sets forth that the Reexamination Report addresses the following five specific areas:

1. Major problems and objectives relating to land development in the Municipality at the time of such adoption, last revision or re-examination, if any;
2. Extent to which such problems and objectives have been reduced or have increased subsequent to such date;
3. Extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for such plan or 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, and changes in State, County and Municipal policies and objectives;
4. Specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared; and
5. Recommendations of the Planning Board concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law, P.L. 1992, c. 79 (C.40A:12 A-1 *et al.*) 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.

## II. Process

The preparation of this Reexamination Report has been a transparent and open process in which the issues were initially discussed at Planning Board Meetings. A public input session was held on October 26, 2016 to solicit input about the PPE Park/ Public/ Education Zoning District. The Board then established a Subcommittee who met multiple times, followed by periodic updates to the Planning Board at its regularly scheduled meetings. The process was and is expected to proceed as follows:

1. The Planning Board Subcommittee met to refine the input and make recommendations for modifications to the Master Plan and potential Zoning Ordinance modifications.
2. The Planning Board will hold a public hearing on the Reexamination Report on November 29, 2017.
3. Implementation of recommendations requires the preparation and adoption of ordinances by the governing body, which could occur as early as December, 2017 and into 2018. All

ordinances must be referred to the Planning Board for review in accordance with the Municipal Land Use Law.

### **III. Major Problems & Objectives in the Last Reexamination Report**

A Reexamination Report is required to address major problems and objectives relating to land development from the last Reexamination Report. The 2008 Master Plan Reexamination Report reviewed fourteen (14) goals developed by previous Master Plan documents, and reaffirmed those goals. In 2014, the Planning Board determined that many of the previous goals are repetitive and not in plain language. The Planning Board sought to provide goals which are easily understood and reduced the number of broad goals to ten. The extent to which the objectives and problems outlined in the 2014 Reexamination Report have been reduced or increased is discussed below, with particular attention paid to the PPE Park/ Public/ Education District where appropriate. The revised and consolidated ten goals are as follows:

**1. Enhance and protect the prevailing quality of life existing in Medford Township, including security, education, recreation, housing, and employment.**

Agriculture, pasture, forested lands, crops, and surface water provide scenic vistas. Protection of those resources has always been a cornerstone of the Township's planning documents and land development ordinances since the McHarg (University of Pennsylvania) planning study of 1974 and subsequent ordinances. These physical attributes contribute significantly to the societal values placed upon security, education, recreation, housing and employment.

**2. Maintain Medford Township's existing character as a rural municipality of farms and large lot single-family residential units, while also providing for a balanced variety of uses and housing types to meet the needs of a variety of incomes, age groups, and lifestyles.**

The objectives to implement the goal will continue to be periodically examined by the Housing and Land Use Plans. On June 28, 2017, the Planning Board conducted a hearing and adopted the Medford Township Housing Element, which inventoried housing, provided projections for housing, analyzed demographic and employment characteristics, present and prospective fair share housing requirements, and determined appropriate lands for low and moderate-income housing development.

The predominant type of residential unit is single-family detached at 76.2%; and single-family attached (duplex and two-family) dwellings comprises 10.7%, with the remaining unit types of two (2) or more units in a single structure making up the remaining 13.1%. If the 2017 Housing Plan is implemented, it appears the types of housing provided, including single family, townhouse, and apartments, will satisfy the housing needs of a variety of incomes, age groups, and lifestyles.

The Township's land use plans have established varied residential zones, providing standards for residential growth and infill districts, based upon environmental constraints,

preservation of forested and agricultural lands, utility availability, and the built environment. The Growth Management Area North and Age Restricted are located outside the Pinelands Comprehensive Management Area; and the Growth Management South, Reserve Growth Districts, Rural Suburban Districts, and Village Residential are located within the Pinelands Comprehensive Management Area. Medford Village includes the Historic Village Residential and Residential Home Occupation Districts.

**3. Ensure that the density and intensity of development is consistent with the inherent capabilities and limitations of the physical characteristics of land avoiding floodplains, stream corridors, aquifers, and aquifer recharge areas.**

Beginning with the earliest Master Plan, Medford considered environmental constraints such as floodplains, wetlands, stream corridors, soils, aquifers, and aquifer recharge areas for all development. The Township ordinances consistently embrace current best practices for compact development, including cluster provisions, impervious coverage limitations, floodplain development restrictions, and stormwater management controls. The floodplain ordinance is currently undergoing updates pursuant to recommended changes by the Federal Emergency Management Agency (FEMA).

**4. Protect environmentally sensitive lands as well as key natural resources, such as watersheds, forests, grasslands, and habitats; and open space and agricultural lands.**

Medford consistently applies the adopted land use regulations, seeks to consider the open space requirements of the municipality, and acquire the development rights for contiguous areas of agriculture and forested lands. Since the time of the last reexamination report, no new or recent preservation efforts have been accomplished. The objectives of the evaluation of the PPE Zone include returning to the original intentions of the Planned Park/ Education District, removing quasi-public and institutional land uses which have been added inconsistently to the zone, such as some private camps and limited places of worship. Open space, monuments, municipal parking, facilities and buildings, public schools and grounds, passive and active parks, playgrounds, playing fields, cemeteries, and community greens are proposed to remain in the PPE District. Places of worship, cemeteries, residences, and private camps will be rezoned to the prior or adjacent zoning. Conditional use standards are proposed to be developed to mitigate the impacts of the land uses upon the sensitive environments and the surrounding neighborhood, consistent with the camps and places of worship which were never included in the PPE Zone District.

**5. Promote aesthetic improvement, public amenity, and economic vitality in commercial and industrial areas.**

Planning and zoning continue to promote this objective, seeking to enhance the built environment through design guidelines, proposed landscape standards, mixed-use development, complete streets, and community gathering places. Revised ordinance standards for updated land uses and appropriate standards reflecting existing uses and structures are pending for commercial areas along the state highway corridor. The planned revisions to the ordinance are intended to reduce nonconformity, encourage investment, and remove obstacles for development in targeted areas. Rehabilitation Areas were designated in the HVC Historic Village Commercial, PI Planned Industrial (in the Village), and portions of the RHO Residential Home Occupation Districts, which seek to remove barriers to investment and improvement. Modifications to the sign ordinance have resulted in improvements and upgrades to the existing signs in the community and, alternatively, resulted in unfortunate built outcomes. Further revisions to the sign ordinance are suggested to provide more desirable results.

**6. Promote sustainability in land use planning throughout the Township, which fosters Medford's distinct and attractive sense of place.**

Implementation of Complete Streets, residential clustering, and flood plain management are sustainable planning actions adopted by the community. The Township garage functions as a municipal collection point for standard recycling (collected by Burlington County) and electronic components, leaves and brush. The municipal website provides public information regarding the importance of recycling to save money and valuable landfill space, and reuse of recycled materials. Due to the volume of surface waters in the community, the website also characterizes the importance of preventing nonpoint source pollution; and provides guidance on proper disposal and application of litter, waste, fertilizers, pesticides, household products, used motor oil, vehicle washing, and unwanted medications. The Township may satisfy the requirements and seek certification by the Sustainable Jersey © Municipal Certification Program, which offers grants to communities for projects to improve the quality of life for residents.

**7. Provide adequate and appropriate community facilities and services in order to maintain the quality of life for existing and future Township residents.**

Community facilities, such as the municipal building and Pinelands Library are located in the Village, and contribute to the overall community's enjoyment of the Village. Other community facilities are located throughout the community, such as the public works, sanitary treatment, public water, and public safety. These facilities are less centralized with their location determined by program requirements. Recreation facilities, including active and passive areas, remain a priority due to Medford's location. Medford enjoys and supports its reputation as a community where outdoor pursuits and enjoyment are part of the community's identity and an inherent charm to residents and visitors alike.



**8. Encourage preservation of historic buildings and context sensitive design, rehabilitation and redevelopment in all districts.**

The community consists of the Village, lake communities, suburban residential, commercial and industrial development, agriculture, forested areas, surface water, and scenic vistas, and open space. The Township implemented historic district and community design standards, which seek to retain the community character while permitting development and redevelopment, including mandated affordable housing.

**9. Create a comprehensive, integrated, connected street and road network that accommodates travel by pedestrians, bicyclists, public transit, and motorized vehicles with passengers safely and efficiently, through the “Complete Streets” policy (Township of Medford Resolution 132-2012).**

Implementation of striped and signed crosswalks at pedestrian crossings on collector streets enhances public safety. Implementation of a bike lane and path is planned along the east side of Stokes Road, providing a connection from the Village to Himmelein Road, Branin Road, and Taunton Boulevard. The Medford Township ordinances require bikeways as part of new development, and sidewalks are required as part of the Residential Site Improvement Standards. Implementation of the bikeways requirement of the ordinance has proven to be problematic due to surface water, wetlands, streams, and ditches confining the roadway network. The 1985 Circulation Plan Element, 1994 Combined Recreation & Conservation Plan Elements, and the 2002 Bicycle Network Plan provide guidance for implementation, but due to lack of development and limited funding sources, the planned network remains incomplete. The prior plans should inform and guide evaluation of realistic priorities and parcel-specific mapping. Site maps illustrating wetlands, streams, ditches, surface water, and road widths, prioritizing planned connections, and identifying suggested improvements may further the implementation of an integrated “Complete Street” program.

**10. Ensure that the Township’s planning and zoning does not conflict with the planning of adjacent municipalities, the County, the Pinelands Comprehensive Management Plan and the State.**

The Township’s land use plans have remained largely static; and some zoning regulations of adjacent municipalities have shifted. Redevelopment Plans in response to the 2017 Housing Plan address adjacent impacts to surrounding municipalities. Burlington County generally provides regional planning services, none of which yet address Medford Township. Where approvals are required along County roads and near County facilities, the Planning Board supports the decisions of the County Planning Board as an outside agency. Medford is in a Pinelands Regional Growth Area and actively engages with the Pinelands Commission when implementing zoning and land use amendments. The only state highway in Medford is the John D. Rockefeller Memorial Highway (N.J.S.H. Route 70), access to which is regulated by the New Jersey Department of Transportation (NJDOT). Route 70 is a major east to west connection from Manasquan to Camden, and Medford is the most developed community along the route directly west of the Pinelands National Preserve. Growth in town is limited by the

presence of surface water, wetlands, agriculture, forested areas, and sewer capacity. Both wetlands and sanitary sewer are regulated by the New Jersey Department of Environmental Protection (NJDEP) and Pinelands Commission. The NJDOT and NJDEP both rely upon the State Development and Redevelopment Plan (SDRP) as a regulatory tool. The State has proposed a major revision to the SDRP, known as the New Jersey State Strategic Plan. The State Strategic Plan is less prescriptive than the SDRP and includes the following overall goals:

- Goal 1. Targeted Economic Growth: Enhance opportunities to attract and grow industries of statewide, regional, and international importance.
- Goal 2. Effective Regional Planning: Guide and inform regional planning to enable each region of the State to experience appropriate growth, preservation, and protection based upon its assets or desires.
- Goal 3. Preservation, Protection and Enhancement of Critical State Resources: Ensure that strategies for growth include preservation, protection and enhancement of our State's critical natural, agricultural, scenic, recreation, and historic resources, recognizing their role in economic growth and the quality of life for New Jersey residents.
- Goal 4. Tactical Alignment of Government: Prioritize effective resource allocation, coordination, cooperation and communication among entities that play a role in meeting the Plan's mission.

#### **IV. Master Plan Implementation Status 2008 through 2017**

The extent to which the problems and objectives have been reduced or increased from 2008 to 2017 is as follows:

1. In 2011, the State of New Jersey moved the Office of Smart Growth to the Department of State and renamed it the Office of Planning Advocacy. No imminent action is required.
2. Since 2014, all targeted acquisition of open space or agricultural lands has been accomplished. Further evaluation of potential sites utilizing open space and agricultural acquisition funds may be required.
3. Vigilance regarding development pressures in the Agricultural Retention District is ongoing.
4. The Housing Element and Fair Share Plan was adopted in July of 2017 and is currently in the implementation phase.
5. Medford Crossing Planned Development has not occurred but is the subject of a Redevelopment Plan.
6. The GMN-AR Overlay District has been established.
7. Land use and zoning designations are stable.
8. Development and growth is managed through ordinance updates for use and bulk standards in commercial and industrial zones along Route 70; affordable housing Redevelopment projects; and designation of a Rehabilitation Area in Medford's HVC Historic Village Commercial District and Medford Village's PI Planned Industrial District plus a portion of the RHO Residential Home Occupation District.

9. Evaluation of land use regulations for consistency with the Pineland Comprehensive Management Plan is ongoing.
10. Implementation of complete streets circulation planning, and bicycle and pedestrian networks plans are ongoing.
11. Consider completion of the DRAFT: Medford Township: 2012 Community Design and Sustainability Master Plan Element, dated December 6, 2011.
12. The provision of open space and recreational facilities is ongoing and focuses upon the development and improvement of the following:
  - a. Recreational facilities;
  - b. Neighborhood and community parks;
  - c. Accessory facilities such as restrooms, picnic areas, parking, lighting and storage facilities;
  - d. Shared municipal and school facilities;
  - e. On-road and off-road community linkages and corridors via a coordinated system of pedestrian trails, bike trails, and sidewalks connecting residential neighborhoods, commercial nodes, active and passive recreation, schools, and open space; and
  - f. Passive recreation opportunities.
13. Furthermore, identify standards and criteria for future preservation of open space lands through municipal acquisition, private donations, deed restriction, easements, and common open space. Support and plan for the following:
  - a. Public access corridors along non-vehicular rights-of-way; and
  - b. Agricultural preservation, forestry and woodland management.

## V. Zoning Examination: PPE Park/Public/Education Zone

The Medford Township Council has requested that the Planning Board undertake an examination related to the suitability of current PPE Park/ Public/ Education Zoning Regulations and make recommendations to Council for updates and modifications, with priority focused on uses, buffers, and setbacks. At the October 26, 2016 Planning Board meeting, the Board generated a list of initial goals for this report:

- The Planning Board hereby reexamines the land use planning and zoning in the ***PPE Park/Public/Education Zoning District*** to evaluate the permitted and accessory uses in the zone.
- Existing regulations for non-public land uses are perceived as vague or incomplete for the applicable land use(s). This Reexamination Report has been prepared to meet the statutory requirements as specified in the MLUL for the PPE zoning districts. Parks, open space, schools, and other public land areas have been and continue to play an important role in the

land use patterns in Medford, the character of the community, and overall quality of life, however, appropriate bulk and design standards are required.

## 1. PPE Zones in the Master Plan

The 1990 Land Use Plan Update dated August 15, 1990, by Coppola & Coppola characterizes the PPE zone as twenty-one (21) separate areas, does not recommend any amendments to the zone, and quotes the purpose of the zone as characterized by the 1982 Medford Township Master Plan, follows:

*“The purpose of the Park/Public/Education zoning district is to specifically recognize the current public and quasi-public character and land use of certain areas of in Medford Township and to promote the continuation of said activities.”*

*“Permitted uses in this district include educational and recreational activities, among them the operation of public and private elementary and secondary school facilities and quasi-public campgrounds.”*

The 2008 Master Plan Reexamination report further expanded the PPE zone to provide a “Community Service” overlay to further the Master Plan objective to share facilities for public use via public/private partnerships.

Medford is on the edge of the Pinelands National Reserve and in the midst of several metropolitan areas in the mid-Atlantic region. It is solidly located within the Philadelphia Metropolitan Area. The PPE Zoning District is scattered throughout the Township, with a major concentration of parcels in the Historic Village. (See “Recommendations Map” Included with this Plan.)

## 2. PPE Zone Overview and Uses

The PPE Park/ Public/ Education District generally includes all municipal parks, open space parcels, schools and public facilities, such as Town Hall, as it should. However, several non-public parcels including camps, cemeteries, some places of worship, and some residential land uses are located in the PPE Zone.

The Planning Board is concerned that the PPE zoning designation results in a perception by the Landowner, the Public, and even the Planning and Zoning Boards that any such parcel is a public use or facility.

Under the Municipal Land Use Law, private land development projects require Site Plan and/or Subdivision approval, as regulated by the Township’s zoning and land development regulations.

Public projects, carried out by a Public Agency such as a Municipal, County, or State government, School Board, etc., are not subject to the same formal Site Plan approval process

as a private project. These projects are referred to the Planning Board pursuant to NJAC 40:55D-31, for “review and recommendation” relative to the Municipal Master Plan.

The Planning Board believes that only those uses, which are actually public, should be permitted in the PPE Zone. Private parcels should be rezoned to their original prior zoning designation or, where appropriate, to a zoning designation reflecting the surrounding parcels and the site itself.

The applicable Zoning Districts should be amended to include these private land uses as principally or conditionally permitted in their use sections, with appropriate bulk requirements and design standards to mitigate the impact of the uses.

We offer the following comments regarding potential issues and recommendations pertaining to specific uses located within the PPE zones:

#### **A. Cemeteries**

Most of the cemeteries are owned by or associated with places of worship. Cemeteries present a very low potential for conversion to any other land use in the future, and do serve some public benefits as quasi-public open space, providing light, air, and open vistas. See places of worship recommendations below. Although not owned by a public entity, the Board suggests leaving the existing cemeteries located in PPE zone at the current time.

#### **B. Places of Worship**

##### **1) Issues:**

- a. Several places of worship in Medford Township are located within the PPE Zone, while many others are not, resulting in the application of different standards between various sites. Further, the PPE designation severely restricts the potential for any other future use of the parcels.
- b. Places of worship are not defined by the Medford Township Ordinance, and the ordinance requires updating to address current planning nomenclature and trends; and relevant case law.

The following definition is offered, adapted from Wall Township, NJ and several other municipal ordinances, as well as The Latest Book of Development Definitions by Harvey S. Moskowitz and Carl G. Lindbloom:

**Place of Worship:** *A building or group of buildings, used by congregations of an organized, recognized religious body, for the conduct of formal religious services on a regular basis, and shall include cathedrals, chapels, churches, meeting houses, mosques, synagogues, temples, and similarly used buildings and land, as well as accessory uses such as religious instruction, day care, social halls, parish houses, and related buildings and uses.*

- c. In the current ordinance, places of worship are ***principally*** permitted uses in the following Zone Districts:

- PPE (References “Church”; should be updated to “*Place of Worship*” to match the definition), and
  - Easttown Planned Development.
- d. In the current ordinance, places of worship are ***conditionally*** permitted uses in the following Zone Districts:
- GMN,
  - GMS,
  - RGD-1 and RGD-2,
  - RC and CC,
  - HM,
  - HC-1 and HC-2,
  - PI,
  - HVC, and
  - VRD.
- e. Places of worship are not permitted uses in the remaining Zone Districts, and specifically, the low density residential districts.

**2) Recommendations:**

- a. Rezone the following places of worship that are currently zoned PPE to their prior zoning designation, or other appropriate adjacent zoning district as follows:
- i. 60 Branch Street, currently the Liberty Tabernacle site, should be rezoned to the RHO Zone which would match the zoning of the parcels to the west and across Branch Street to the north. The adjacent lot to the east is the Methodist Cemetery, which is recommended to remain in the PPE Zone, because of the existing cemetery.
  - ii. 42 Bank Street, currently the First Baptist Church, should be rezoned to RHO, consistent with the adjacent parcels to the north, south, and west.
  - iii. 14 Union Street, currently the Medford Friends Meeting, should have the non-cemetery portion of the site rezoned to the HVC Zone, consistent with the parcels to the east and west of the site along Union Street, and connecting into the Main Street / HVC District corridor.
  - iv. 318 Stokes Rd., currently a Presbyterian Church, should be rezoned to RC consistent with the remaining private parcels along the southbound corridor of Stokes Rd. between Haines School and Himmelein Rd.
  - v. Rezone the entire PPE zone district located at the northwest corner of the Route 541 and Church Rd. intersection, currently the Fellowship Alliance Chapel parcels, to the prior AR Zone, with a portion along the Mount Holly Road/ Route 541 frontage rezoned to the CC zoning district.
  - vi. Rezone the entire PPE zone district located at the southwest corner of the Route 541 and Church Rd. intersection, currently the Fellowship Alliance Chapel

parcels, to the prior GMN zone with a portion along the Mount Holly Road/ Route 541 frontage rezoned to the CC zoning district.

- b. Places of worship should be added to the conditionally permitted uses in the following zones to avoid the creation of nonconformities the above rezoning:
  - i. AR, and
  - ii. RHO.
- c. Eliminate places of worship from list of conditionally permitted uses in the HC-1 and HC-2 Zones to facilitate commercial growth along the Route 70 Corridor.
- d. The conditional use standards are subjective in their presentation. Objective standards should be applied for compliance with the bulk standards of the applicable Zone Standards as well as the community design standards of the ordinance.
- e. Typically parking for places of worship is calculated at a ratio of one (1) space for every three (3) seats, but this language is generally only applied to the main sanctuary space(s), while other concurrent uses are typically not included in this calculation, potentially resulting in insufficient parking for combinations of uses. The Township should develop parking standards that quantify the required number of spaces based upon the anticipated total site occupancy and peak parking demand for all concurrent principal and accessory uses on the site.

### **C. Schools**

The Planning Board understands that school boards are exempt from formal Site Plan Approval under the Municipal Land Use Law. However, the Board recommends an addition to the ordinance language to encourage these entities to be cognizant of the character of the community, and suggest that projects be designed to be consistent with the intent of the Township's Master Plan and Community Design Standards.

### **D. Parks, Open Space & Public Facilities**

The Planning Board understands that public agencies and governments are exempt from formal Site Plan Approval under the Municipal Land Use Law. However, the Board recommends an addition to the ordinance language to encourage these entities to be cognizant of the character of the community, and suggest that projects be designed to be consistent with the intent of the Township's Master Plan and Community Design Standards.

### **E. Private Parcels**

- 1) 62 Branch Street and 66 Branch Street are privately owned residential lots located in the PPE Zone.
  - These parcels should be rezoned to the HVR Historic Village Residential Zone designation which surrounds these lots on 3 sides. The adjacent lot to the west is the Methodist Cemetery, which is recommended to remain in the PPE Zone.

- 2) 8 Jones Road is the Medford Senior Affordable Housing site located behind the Police Station, off Jones Road.
  - This site should be zoned to a modified Growth Management South district with Affordable Housing overlay, such as GMS-AH; with appropriate bulk standards to be developed.
- 3) 2 Jones Road, which is the Singer House property, is privately owned by the Salt & Light Co., a private, non-profit affordable and transitional housing developer. As a condition of the development of the Medford Township Public Safety Building, the Pinelands Commission required that the Singer House be preserved. The site was intended for use to provide affordable housing, pursuant to the 2006 Housing Plan, however, the 2017 Housing Plan does not include the site. The site owner has not initiated rehabilitation at the site.
  - This parcel generally conforms with the RHC Restricted Highway Commercial District standards and could be rezoned to the RHC Zone designation which exists to the west across Jones Road.

## F. Camps

### 1) *Introduction:*

The Board believes that the conflicting language and lack of current standards for private camp uses is problematic. The Board has further noted that the intensity at which camps operate has increased over the recent decades. Although operated by non-profit entities, camps have been expanding their facilities to increase usership and revenue. This includes extending the season of use, increasing rental opportunities, and enlarging physical improvements to their facilities to attract an expanded audience. Camps remain largely unregulated in Medford. See Appendix A for a characterization of the land based classification standards related to the individual camps operated in Medford.

- a. While youth day and overnight camps, generally use counselors to regulate quiet hours, there is potential for noise impact upon typically residential neighbors. Overnight and weekend group rentals are of greater concern, as they often become self-regulated with little or no oversight or on-site monitoring by the owner or operator. Sometimes activities, parties, noise, site lighting, etc., can extend well past midnight, disrupting quality of life for surrounding residential neighborhoods.
- b. To that end, it is suggested that conditional use standards be developed to regulate the frequency of overnight or outside group rentals. This could be limited to a certain number of weekends per month or by season.
- c. In addition, marching band camps or similar festivals have been reported to create a tremendously loud impact upon neighbors, sometimes occurring for days at a time. The Board believes it necessary to consider regulations regarding bands or amplified music outdoors. This could be an outright prohibition, or after a certain hour. The playing of musical instruments, amplified or not, should be regulated or prohibited, or permitted only when conducted inside of a building.



**2) Existing Medford Ordinance Definitions:**

- **“Camper”** is defined as a portable structure, which is self-propelled or mounted on or towed by another vehicle, and which is designed and used for temporary living for travel, recreation, vacation or other short-term uses. Camper does not include mobile homes or other dwellings.”

\*(Note)- Camper is defined but it is not used elsewhere in the ordinance.

- **“Campsite”** is defined as a place used or suitable for camping, on which temporary shelter such as a tent or camper may be placed and occupied on a temporary and seasonal basis.” (see more at PD Preservation District below)
- **“Quasi-public campground activities”** and **“campground”** are not defined by the Township Ordinance, but used in multiple locations throughout.
- **Camp** is not defined.
- **RV Campground** is not defined.

**Recommended Definition: Youth Camp:**

- **Camp, Youth:** Any land, building, structure, or programmed use thereon, used for any regular assembly of campers, under the age of 18, for programmed activities providing creative, recreational, or educational opportunities, utilizing trained leadership in the form of counselors, and the resources of the natural surroundings and area. A Youth Camp does not include campers or recreational vehicles.

**3) Zone Inventory of Permitted Uses and Locations:****a. PPE Zone: Permitted Uses #1**

*“Educational and Recreational Activities, including the operation of public and private elementary school facilities and **quasi-public campground activities**, as well as municipal buildings, churches, libraries, and open space, parks and parkland and municipal infrastructure.”*

**The following camps are located in the PPE Zone:**

- YMCA Camps Ockanickon/Matollionequay/Stockwell- aka “Ockanickon”
- JCC Camps at Medford
- Camp Kettle Run- Girl Scouts of America

For all three of the above parcels, the development rights have been purchased, and the land is deed restricted to prohibit any future land development, aside from a camp or open space uses pursuant to agreements with Medford Township and New Jersey Green Acres.

**b. FD Forest District Zone: Permitted Uses #10**

*“Campgrounds not to exceed one campsite per gross acre, provided that the campsites may be clustered at a net density not to exceed 10 campsites per acre and that site plan approval is obtained.”*

No camps or campgrounds are known to exist in the FD District.

**c. PD Preservation District Zone:**

*“The parcel will contain no more than one campsite per two acres, provided that the campsites shall not be clustered at a net density exceeding six campsites per acre.”*

There is a Recreational Vehicle campground known as “Lady’s Lake Campground” in the Preservation District along Jackson Road and near the Waterford (Atco) boundary.

There are parking standards for campgrounds listed in the accessory use section, similar to the FD; but the use is not specifically permitted.

**d. GMN Growth Management North Zone:**

Camps and campgrounds are not specifically listed as a permitted use in the GMN District.

- Camp Dark Waters is a privately-owned camp, and zoned GMN. Neither camps nor campgrounds are permitted in the GMN District.
- “Quasi-Public and Recreational Buildings” are conditionally permitted, but those descriptions are more well-suited to a Neighborhood Pool, Clubhouse or Colony Club building.
- Recent modifications to Camp Dark Waters were reviewed by the Planning Board using the standards at §602M. entitled Quasi-Public and Recreational Buildings, (attached), as it was the closest permitted category.

**4) Recommendations:**

The following characterizes suggested changes to the Township Development and Zoning Regulations to more comprehensively address the use of camps of all types in the community. The suggestions include rezoning, revising and adding definitions, generating conditional use standards, bulk requirements, and site plan requirements to mitigate the impacts of the uses upon the sites and the surrounding areas.

**a. Use and zoning recommendations:**

Rezone the following camp properties currently zoned PPE to their prior zoning designation, or other appropriate adjacent zoning district as follows:

- YMCA Camp Ockanickon/Matolionequay/Stockwell should be rezoned to the RGD-1 Zone which matches the zoning of the parcels surrounding the camp.
- JCC Camps at Medford should be rezoned to the RGD-1 Zone which matches the zoning of the parcels surrounding the camp.
- Camp Kettle Run should be rezoned to the RGD-2 Zone which matches the zoning of the parcels surrounding the camp.

- Camp Dark Waters should remain in the GMN zone.
  - Lady’s Lake Campground should remain in PD Zone. No changes are recommended to permit any expansion of campgrounds in the PD Zone.
- b. **Conditionally permit “Camps, Youth” as defined, in the following districts:**
- RGD-1: (Ockanickon/Matolionequay/Stockwell & JCC)
  - RGD-2: (Kettle Run)
  - GMN: (Dark Waters)
- c. **Develop Conditional Use requirements to address various potential nuisance issues associated with the use:**
- Noise and visual impacts from indoor and outdoor entertainment and recreation facilities such as pools, lakes, congregation areas, fields, and constructed play / recreation apparatus;
  - Dust;
  - Odors from cooking, recycling, refuse, rubbish and trash and the proper storage and timely pick-up of trash and recycling;
  - Buffer requirements;
  - Debris and materials;
  - Site lighting;
  - Mature vegetation disturbance and/or removal;
  - Shelter-in-place and evacuation plans for facilities;
  - Potable water and sanitary facilities;
  - Traffic, including pick-up, drop-off, interior circulation, emergency access, and driveways;
  - Parking, including location and quantities required for staff, campers, and busses, etc.;
  - Hours of operation and overnights; and
  - Recreation Vehicle parking prohibited at youth camps.

**5) *Recommended Potential standards:***

- a. The minimum lot size shall be 75 acres.
- b. No buildings, structures, accessory uses or structures, or active recreation facilities shall be located within 100 feet of a property zoned or used for residential purposes.
- c. Interior parking areas, driveways, roadways, and the like shall be at least 50 feet from any property line, except for ingress and egress driveways as necessary.
- d. All buildings, structures, or recreation facilities, outdoor recreation facilities, parking areas, drive aisles, vehicular circulation, and service drives shall be screened from view from adjacent residential properties to create a complete visual screen consistent with Township ordinances. This can be accomplished utilizing fences, dense evergreen tree plantings, or a combination thereof.

- e. Camps shall provide an adequate potable water supply; as well as on-site septic or public sanitary sewer.
- f. Camps shall provide adequate trash, refuse and recycling storage, collection, and disposal facilities pursuant to this ordinance. Deliveries and trash pick-up should be limited to between the hours of 7 am to 7 pm to minimize noise impacts to nearby residential neighborhoods.
- g. Lighting is generally discouraged, and should be limited to the minimum necessary for site safety and security. Where provided, fixtures should be “full cut-off” style fixtures (dark sky compliant), and activated only as necessary through the use of timers, and/or motion sensors. Lighting should utilize high pressure sodium or warm LED bulbs no greater than 3,500° K, to soften the appearance of the light.
- h. Adequate vehicular access, parking, pickup and drop-off areas shall be provided. On-site parking shall include at least one space for every two staff members, plus one space per 50 campers. In addition, the applicant must demonstrate that this calculation will provide sufficient on-site parking for employees, visitors, and staff based upon the peak on-site demand, considering all concurrent or overlapping uses, for passenger vehicles and busses.
- i. The development shall conform with all other bulk requirements of the zoning district, and the community design standards of the ordinance.
- j. Festivals, Music concerts, marching bands, the playing of more than 4 instruments, and the like may be subject to prohibitions or restrictions.
- k. Amplified music may be prohibited outside, during certain hours or within any building that is not fully enclosed.
- l. Overnight group rentals or events are permitted, but may not occur more frequently than 4 nights per any 30-day period, and on-site management shall be provided by the owner for the duration of the daily or overnight event. For Conference Centers in excess of 500 acres, it is recommended that the conditional use standards be modified such that any new buildings or use areas are at least 300 feet from the property boundary, increased from 150 feet, but with no limitation on the number of overnight events.
- m. The Township should consider the potential to require permits for overnight group rentals.
- n. For camps greater than 500 acres in size, accessory conference centers may be permitted subject further to the standards set forth in section 602.
- o. All activities should comply with applicable local and state noise regulations.

## VI. Recommendations Concerning the Incorporation of Redevelopment Plans

The Municipal Land Use Law requires that the Reexamination Report address the following:

- e. *The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the 'Local Redevelopment and Housing Law,' P.L. 1992, c. 79 (C. 40A:12A-1), into the land use element of the municipal master plan and recommend changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*

Since the adoption of the last reexamination report, several redevelopment plans have been adopted, however they are not located in any PPE Zones. No new redevelopment or rehabilitation plans are recommended within the PPE Zoning Districts. Redevelopment Plans have been prepared in accordance with the New Jersey Redevelopment and Housing Law (LRHL) N.J.S.A. 40A:12A et. seq. and will provide a mechanism for the orderly planning and redevelopment of the designated Redevelopment Area(s); and satisfy the Township's obligation to provide a realistic opportunity for the Township's regional share of affordable housing within Medford Township. Redevelopment Plans have been adopted consistent with the 2017 Medford Township Housing Element and they are as follows:

- Arc Wheeler, LLC, Block 401, Lot 9.02;
- Stokes Square, Block 2701.20, Lots 9.01, 9.02, 9.03, and 10.01; and
- Hartford Square, Block 401 Lot 14.01.

The following sites are also named as affordable housing opportunity sites by the 2017 Housing Element. Determination of Need Studies demonstrate that the criteria are met for Redevelopment Area(s), Without Condemnation; and Redevelopment Plans are being prepared, however, no Redevelopment Plans have been reviewed or adopted at this writing:

- Tofamo, Block 401, Lots 13.01 & Block 403, Lots 2 & 7; and
- Flying W, Block 303, Lots 1, 3 & 4, Block 301, Lot 5.01.

Lastly, two Rehabilitation Areas have been designated pursuant to the LRHL. The HVC Historic Village Commercial District as determined an Area in Need of Rehabilitation pursuant to a report dated December 6, 2012 which illustrates the designated area and lists the properties by block and lot, as well as address. The Tidswell Avenue Area with most parcels located in the PI Planned Industrial District and the RHO Residential Home Occupation District pursuant to a report dated December 11, 2012.

## VII. Appendix A: Technical

### Land Based Classification Standards, Agencies & Associations

The American Planning Association (APA) provides a model for classifying land uses based upon their characteristics of activity, function, structure, site and ownership. The individual camps located in Medford operate primarily as resident sleep away camps, special needs camps, and traditional summer camps offering a variety of activities, such as outdoor recreation, arts and crafts, and education and sport instruction.

The state of New Jersey regulates overnight camps consistent with N.J.A.C. 8:25, however day camps are not regulated by the statute. Furthermore, day camps are generally inspected by the County Board of Health and accredited by an independent association known as the American Camp Association (ACA). Day camps primarily serve school aged children during the summer months similar to a child care facility for pre-school aged children or for school after-care.

#### **Licensed under the New Jersey Youth Camp Safety Standards N.J.A.C. 8:25**

- YMCA Camps Ockanickon (boys 7-16) / Matolionequay (girls 7-16) (co-ed overnight);
- YMCA Camp Stockwell Day Camp (co-ed 3-15); and
- Camp Dark Waters (co-ed overnight).

#### **Accredited by the American Camp Association**

- JCC Camps at Medford Day Camp w/ occasional overnight; and
- Camp Kettle Run Private Girl Scouts of America use by “outside group” rate applies to non-scouting organization.

**VIII. Appendix B: Master Plan Document List (as of June 28, 2017)**

Year Published	Title of Document
2017	<u>Redevelopment Plan: Hartford Square</u> , Taylor Design Group, July 26, 2017.
2017	<u>Redevelopment Plan: Arc Wheeler</u> , Taylor Design Group, July 21, 2017.
2017	<u>Redevelopment Plan: Stokes Square</u> , Taylor Design Group, July 21, 2017.
2017	<u>Medford Township Housing Element</u> , Art Bernard and Associates, LLC, June 28, 2017.
2017	<u>Redevelopment Plan: Arc Wheeler</u> , Taylor Design Group, July 21, 2017.
2014	<u>Master Plan Reexamination Report: Route 70 Corridor</u> , Taylor Design Group, July 23, 2014, with revisions dated December 15, 2014.
2012	<u>Tidswell Avenue Rehabilitation Area Determination Report</u> , Taylor Design Group, December 11, 2012.
2012	<u>HVC Zone Rehabilitation Area Determination Report</u> , Taylor Design Group, December 6, 2012.
2012	<u>DRAFT: Medford Township: 2012 Community Design and Sustainability Master Plan Element</u> , December 6, 2011.
2011	<u>2011 Master Plan Reexamination Report Update</u> , Alaimo Group, October 26, 2011.
2010	<u>Medford Township: Open Space and Recreation Plan Master Plan Element</u> , Alaimo Group, 2010.
2008	<u>Medford Township 2008 Master Plan Reexamination Report and Land Use Plan Amendment</u> , Medford Township Planning Board, September 12, 2008.
2005	<u>Medford Township: Stormwater Pollution Prevention Plan and Municipal Stormwater Management Plan</u> , ERI, April 16, 2005
2004	<u>Housing Plan Element and Fair Share Plan Amendment</u> , Township of Medford Staff, November 24, 2004.
2004	<u>Land Use Plan Amendment</u> , Township of Medford Staff, November 24, 2004.
2003	<u>Township of Medford: Land Use Plan Amendment in Regard to Cherry Street in Medford Village Reclassification of a A HC-1 as RHO</u> , Medford Township Staff, September 24, 2003.
2002	<u>Master Plan Reexamination Report</u> , Alaimo Group, July 23, 2002.
2001	<u>Medford Township Master Plan: Community Design Element</u> , Alaimo Group, January 24, 2001.
2001	<u>Master Plan Land Use Plan Amendment: Highway Commercial - 1 and 2 Districts and Proposed Restricted Highway Commercial District</u> , Medford Township Staff, December 4, 2000.
1999	<u>Township of Medford Master Plan Farmland Preservation Plan Addendum to Conservation Plan Element</u> , Coppola & Coppola, August 1999.
1997	<u>Township of Medford Master Plan: Housing Element and Fair Share Plan</u> , Coppola & Coppola, April 1997.
1997	<u>Township of Medford: Data and Revisions Regarding the GMN Overlay Zone Housing Plan Element and Fair Share Plan</u> , Coppola & Coppola, September 1997.
1996	<u>Medford Township Master Plan: Land Use Plan Periodic Reexamination and Update Report</u> , Coppola & Coppola Associates July 22, 1996.
1995	<u>Township of Medford Master Plan: Traffic Circulation Plan Element</u> , Coppola & Coppola, March 1995.
1994	<u>Township of Medford Master Plan: Combined Recreation &amp; Conservation Plan Elements</u> , Coppola & Coppola, November 1994.
1992	<u>Township of Medford Fair Share Plan Supplement to Medford Township Housing Plan Element</u> , not credited, November 1992.

Year Published	Title of Document
1991	<u>Master Plan Housing Element</u> , Coppola & Coppola Associates, September 1991.
1990	<u>Medford Township Master Plan: Land Use Update</u> (without addendums I-IX & as Amended June 22, 1992 and August 23, 1993 with Related Resolutions and Memoranda), Coppola & Coppola Associates, 1990.
1989	<u>Re-examination of the Master Plan of Medford Township</u> , Ian McHarg and Jonathan Berer, Ph.D., University of Pennsylvania, 1989.
1985	<u>Circulation Plan Element for Medford Township</u> , Thomas J. Scangarello & Assoc., December 1985.
1982	<u>Medford Township Master Plan, Land Use Element</u> , Medford Township Department of Planning and Enforcement, 1982.
1975	<u>Medford Township Master Plan</u> , Thomas J. Scangarello and Medford Township Planning Board, 1975 - Series of Natural Resource Inventory, Commercial Facilities, Community Facilities,
1974	<u>Performance Requirements for the Maintenance of Social Values Represented by the Natural Environment of Medford Township</u> , NJ, Center for Ecological Research in Planning and Design, Department of Landscape Architecture and Regional Planning, University of Pennsylvania, Principal Investigator: Ian L. McHarg, Deputy Principal Investigator: Nasendra Juneja, 1974.
1974	<u>An Ecological Planning Study of Medford Township</u> , NJ Technical Reports Volumes I, II, III, and IV, Center for Ecological Research in Planning and Design, Department of Landscape Architecture and Regional Planning, University of Pennsylvania, Philadelphia, PA Principal Investigator: Ian L. McHarg, Deputy Principal Investigator: Nasendra Juneja, 1974.
1974	<u>A Legislative Program for Environmental Protection and Planning for Medford Township</u> , Arthur Palmer, Esq., and General E. Haughey, Esq., 1974.
1974	<u>Open Space Analysis for Medford Township</u> , Department of Landscape Architecture and Regional Planning, University of Pennsylvania, Philadelphia, PA, 1974.
1974	<u>Medford Open Space Analysis Part II: Growth Strategies for Open Space Acquisition</u> , Department of Landscape Architecture and Regional Planning, University of Pennsylvania, Philadelphia, 1974.
1973	<u>Economic Implications of Preserving Ecologically Valuable Land in Medford, New Jersey</u> , David Berry and Robert E. Coughlin, 1973.

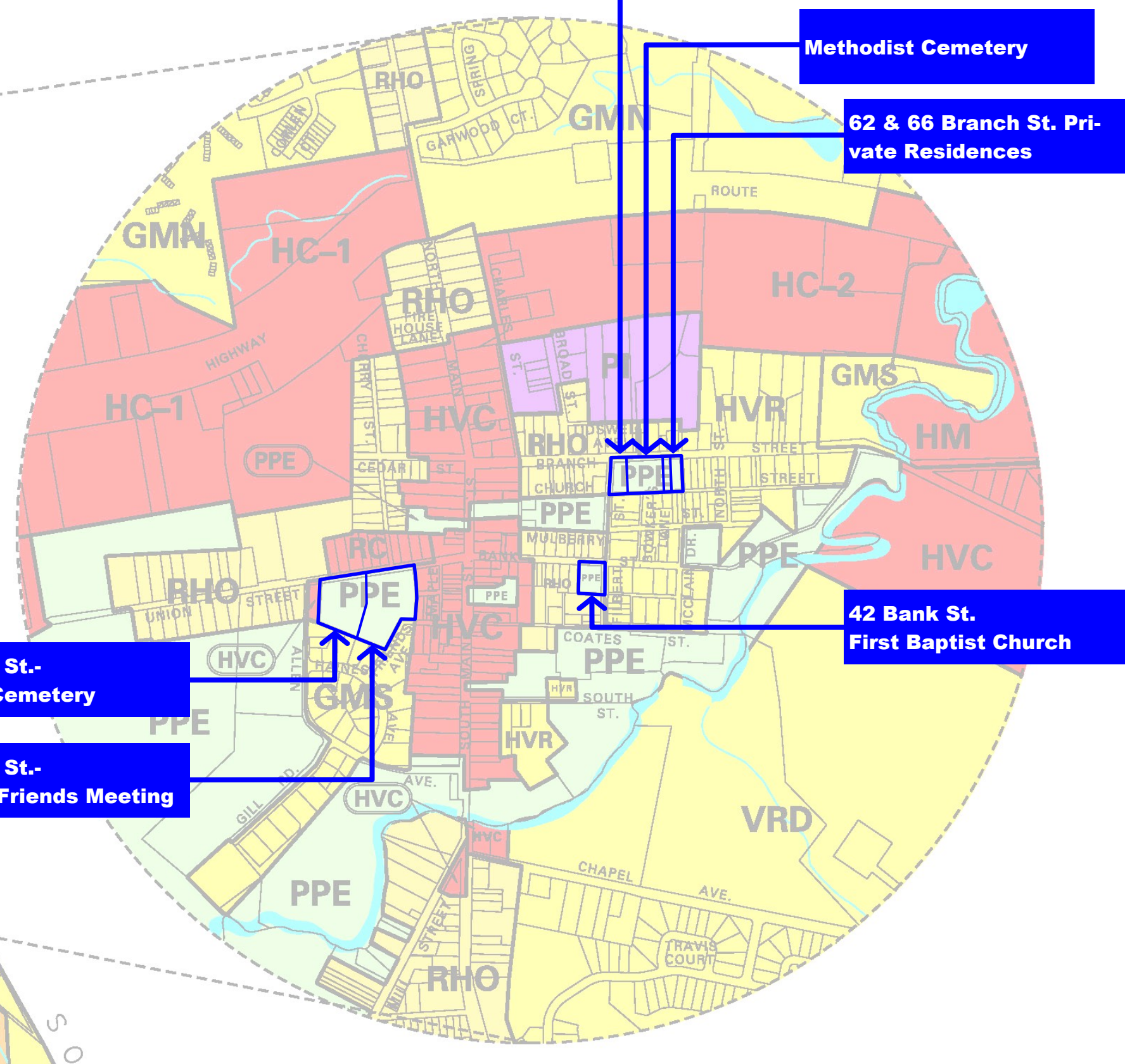
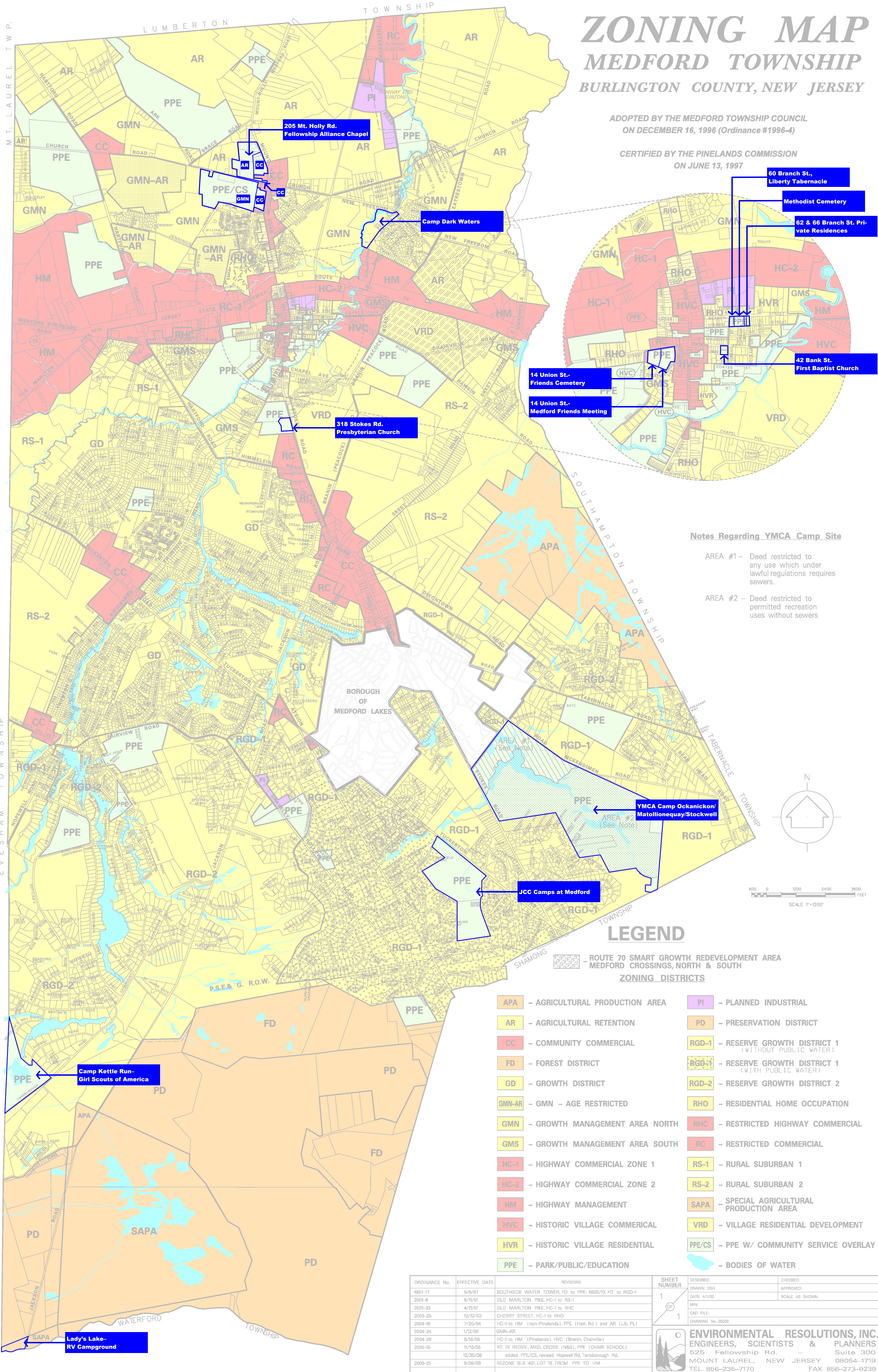
## IX. Appendix C: Recommendation Mapping (attached)



# ZONING MAP MEDFORD TOWNSHIP BURLINGTON COUNTY, NEW JERSEY

ADOPTED BY THE MEDFORD TOWNSHIP COUNCIL  
ON DECEMBER 16, 1996 (Ordinance #1996-4)

CERTIFIED BY THE PINELANDS COMMISSION  
ON JUNE 13, 1997



### Notes Regarding YMCA Camp Site

- AREA #1 - Deed restricted to any use which under lawful regulations requires sewers.
- AREA #2 - Deed restricted to permitted recreation uses without sewers.

### LEGEND

ROUTE 70 SMART GROWTH REDEVELOPMENT AREA  
MEDFORD CROSSINGS, NORTH & SOUTH

- ZONING DISTRICTS**
- APA - AGRICULTURAL PRODUCTION AREA
  - AR - AGRICULTURAL RETENTION
  - CC - COMMUNITY COMMERCIAL
  - FD - FOREST DISTRICT
  - GD - GROWTH DISTRICT
  - GMN-AR - GMN - AGE RESTRICTED
  - GMN - GROWTH MANAGEMENT AREA NORTH
  - GMS - GROWTH MANAGEMENT AREA SOUTH
  - HC-1 - HIGHWAY COMMERCIAL ZONE 1
  - HC-2 - HIGHWAY COMMERCIAL ZONE 2
  - HM - HIGHWAY MANAGEMENT
  - HVC - HISTORIC VILLAGE COMMERCIAL
  - HVR - HISTORIC VILLAGE RESIDENTIAL
  - PPE - PARK/PUBLIC/EDUCATION
  - PI - PLANNED INDUSTRIAL
  - PD - PRESERVATION DISTRICT
  - RGD-1 - RESERVE GROWTH DISTRICT 1 (WITHOUT PUBLIC WATER)
  - RGD-1 - RESERVE GROWTH DISTRICT 1 (WITH PUBLIC WATER)
  - RGD-2 - RESERVE GROWTH DISTRICT 2
  - RHO - RESIDENTIAL HOME OCCUPATION
  - RHC - RESTRICTED HIGHWAY COMMERCIAL
  - RC - RESTRICTED COMMERCIAL
  - RS-1 - RURAL SUBURBAN 1
  - RS-2 - RURAL SUBURBAN 2
  - SAPA - SPECIAL AGRICULTURAL PRODUCTION AREA
  - VRD - VILLAGE RESIDENTIAL DEVELOPMENT
  - PPE/CS - PPE W/ COMMUNITY SERVICE OVERLAY
  - BODIES OF WATER

ORDINANCE No.	EFFECTIVE DATE	REVISIONS	SHEET NUMBER	DESIGNED:	CHECKED:
1997-17	9/8/97	SOUTHSIDE WATER TOWER, FD to PPE; 6505/10, FD to RGD-1	1	DSH	
2001-8	6/1/01	OLD MARLTON PIKE, HC-1 to RS-1	1	DATE: 4/1/03	APPROVED:
2001-33	4/1/01	OLD MARLTON PIKE, HC-1 to RHC	1	DATE: 4/1/03	SCALE: AS SHOWN
2003-25	12/12/03	CHERRY STREET, HC-1 to RHO	1	VFN:	
2004-16	7/20/04	HC-1 to HM (non-Pinelands), PPE (Hart Rd.) and AR (Lib. Pl.)	1	CAD FILE:	
2004-24	1/12/05	GMN-AR	1	DRAWING No. 25000	
2004-26	6/14/05	HC-1 to HM (Pinelands), HVC (Brantin, Chaville)	1		
2005-15	11/10/05	RT. 70 REDEV., MED. CROSS (N&S), PPE (CHAIR SCHOOL)	1		
	12/30/05	added: PPE/CS, revised Hopwell Rd, Tansborough Rd.	1		
2009-21	8/09/09	REZONE BLK 401, LOT 16 FROM PPE TO HM	1		