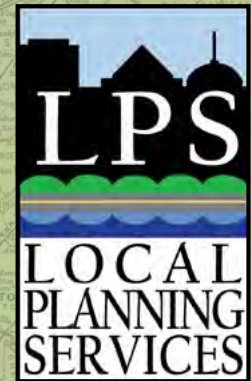




Borough of Woodbine - Master Plan



OCTOBER
2019

Prepared for
the Borough
of Woodbine
Cape May County,
New Jersey

Planning and Zoning
Board Public Hearing/
and Adoption:
October 9, 2019

Prepared by the
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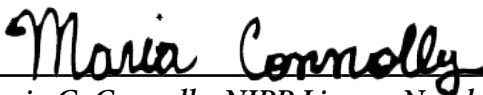
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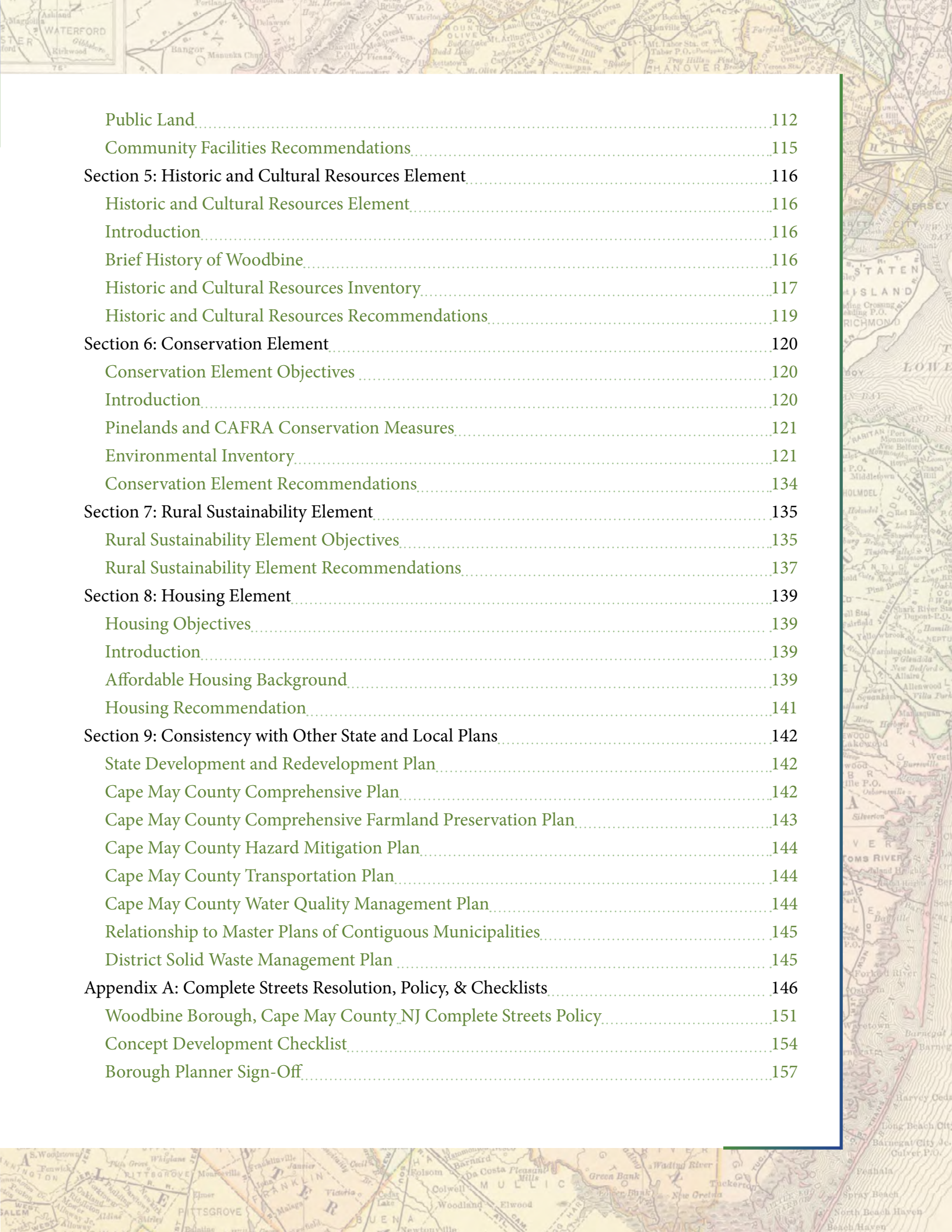
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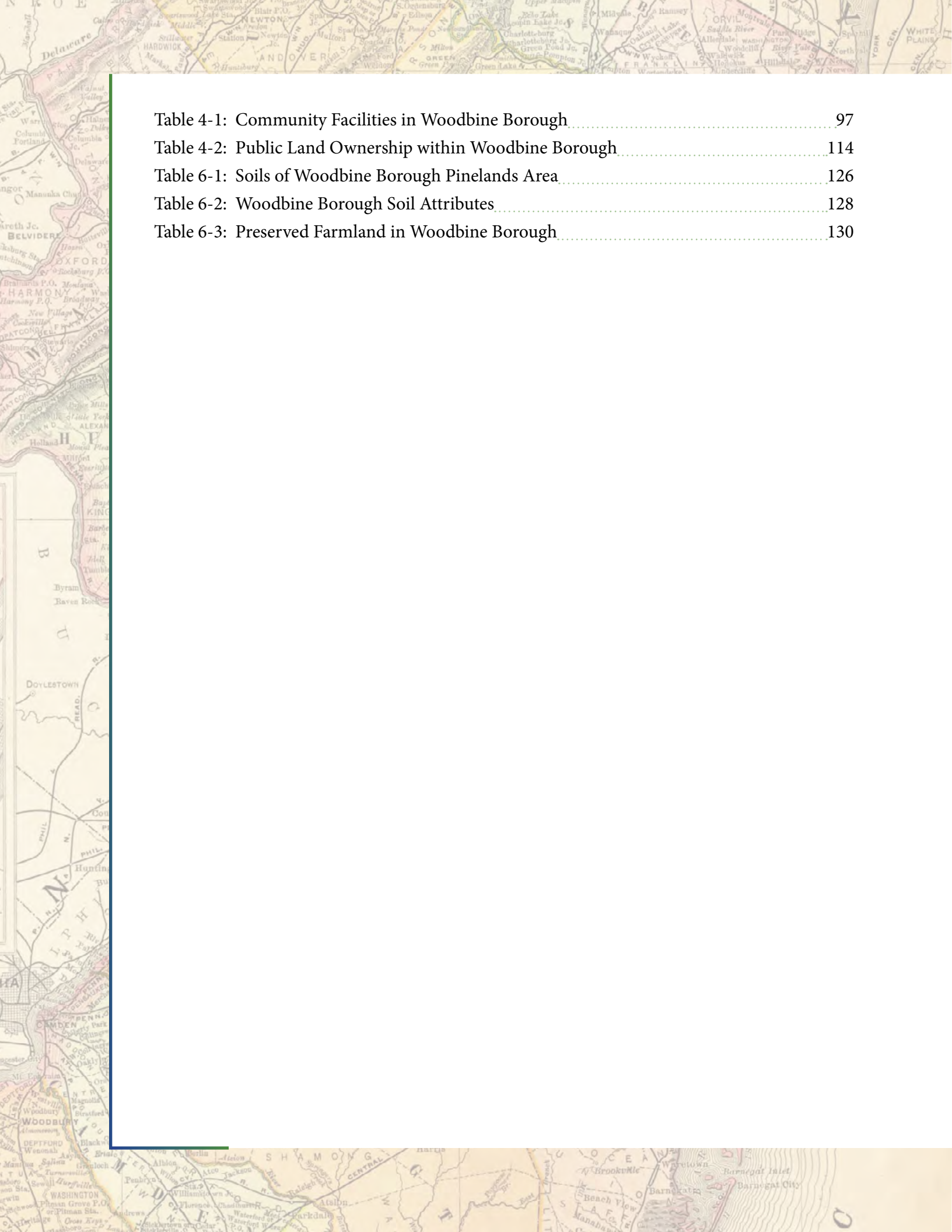


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Introduction

Master Plan Purpose

The Municipal Land Use Law (MLUL) requires that the planning board “prepare and, after a public hearing, adopt or amend a master plan or component parts thereof, to guide the use of lands within the municipality in a manner that protects public health and safety and promotes the general welfare” (N.J.S.A. 40:55D-28). The MLUL also requires municipalities to conduct a general reexamination of its Master Plan and development regulations at least once every ten years and prepare and adopt by resolution a report on the findings in order to determine the need for updates and revisions (N.J.S.A. 40:55D-89). Woodbine Borough’s most recent Master Plan was prepared on April 11, 1996, and a subsequent reexamination has not been prepared to date.

Municipal master plans incorporate a variety of goals, objectives, and policies into long-term planning for land use, development patterns, growth, and achieving community visions. The master plan is intended to serve as the blueprint for the development and growth of the municipality going forward. It sets the foundation for land use regulations such as zoning and design standards, as well as provides a basis for other efforts in the municipality. The MLUL requires that zoning ordinances be compatible with and based upon a duly adopted master plan, specifically the land use element and housing element of the master plan (N.J.S.A. 40:55D-62). As such, the municipal master plan is one of the most important tools available to local governments.

Traditionally, master plans have been primarily focused on land use and physical development, but over time they have grown to encompass other factors, such as economic development, sustainability, housing and social concerns, and historic preservation as well. A land use element and housing element are required in all master plans, as well as any other element deemed to be relevant to the municipality. This Master Plan includes the following eight elements:

1. Land Use
2. Population and Economics
3. Transportation and Circulation
4. Community Facilities
5. Historic and Cultural Resources
6. Conservation
7. Rural Sustainability
8. Housing

In addition, this Master Plan evaluates and summarizes the many previous planning efforts that have been undertaken in the Borough over the years and provides a comprehensive plan that synthesizes all the previous plans and their visions, while also addressing new issues and circumstances.

Planning Process

The Borough of Woodbine submitted an application to the New Jersey Department of Community Affairs (NJDCA), Office of Local Planning Services (LPS) on July 27, 2017, requesting assistance in the development of a Master Plan Reexamination Report. After an initial site visit and meeting with municipal officials to discuss the project requirements, the Borough Council passed Resolution 4-41-2018 on April 19, 2018, formally authorizing the retention of planning services from LPS and approving the project scope of services that LPS prepared. The scope of services detailed project tasks for the Borough, namely to appoint a contact person and establish a Working Committee to provide local knowledge and assistance to LPS.

The Borough hosted a kick-off meeting between the LPS project team and the Working Committee on June 6, 2018. This was the first of eight meetings held with the Working Committee. The LPS project team additionally conducted multiple site visits to assess the existing conditions and characteristics of the municipality and reviewed all relevant planning documents to further refine the goals and objectives set forth in the Master



Historic Postcard

Source: <http://www.thesam.org>

Plan. A demographic and land use analysis, which includes population, housing, and employment data, was conducted to support and provide a basis for discussions with the municipality.

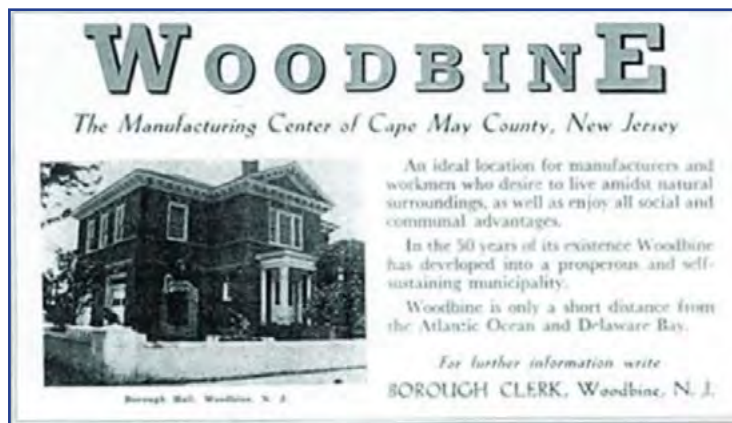
During the process of preparing the Master Plan Reexamination Report, it became evident to the LPS project team that the Borough's 1996 Master Plan was obsolescent and deficient in data and guidance. LPS and the Working Committee agreed that the Borough would be better served with an entirely new Master Plan. This new Master Plan addresses the statutory requirement of N.J.S.A. 40:55D-89. Because LPS offers planning services free of charge to qualified municipalities, LPS was able to expand the scope of the project to include the creation of a new Master Plan while maintaining no additional cost to the Borough.

LPS presented a final draft Master Plan to the municipality and Working Committee in August 2019, after which a final Master Plan was prepared and submitted to the Woodbine joint Planning and Zoning Board for review, public hearing, and adoption.

Background

Woodbine Borough is an inland municipality within Cape May County, the southernmost county in New Jersey (see Map I-1). This rural community with a population of roughly 2,500 has a land area of 8.0 square miles and is surrounded by Upper Township to the north and Dennis Township to the south. Woodbine is approximately 60 miles from Philadelphia, 30 miles from Atlantic City, and 20 miles from Millville.

Woodbine is located on the southern edge of the federal Pinelands National Reserve (PNR), with 95% of the Borough (7.6 square miles) falling within the State-designated Pinelands Management Area (PMA) that is overseen by the New Jersey Pinelands Commission. Three PMA

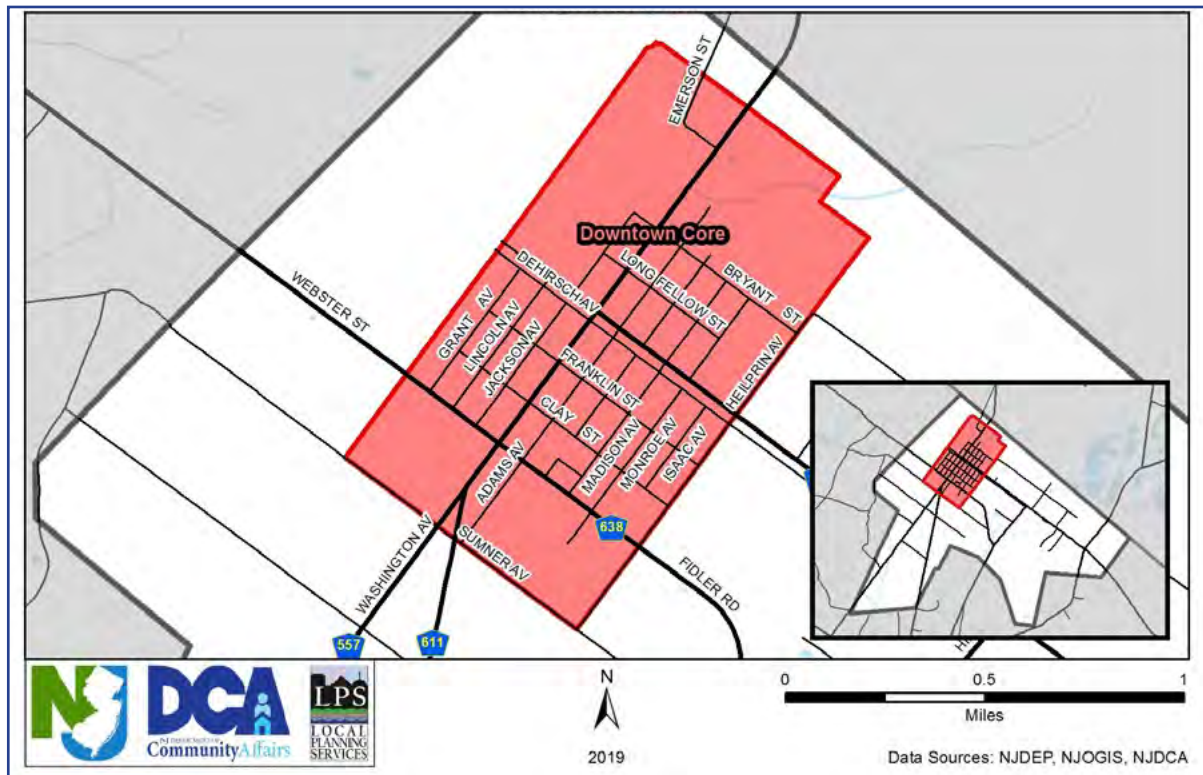


Historic Advertisement for Woodbine Borough

Source: <http://www.thesam.org>

designations are found within the Borough: Forest Area (1.0 square miles); Rural Development Area (0.3 square miles); and Pinelands Town (6.3 square miles) pursuant to the Pinelands Comprehensive Management Plan (Pinelands CMP). Development in these Areas is regulated by the New Jersey Pinelands Commission. The remaining 5% (0.4 square miles) of the Borough that is outside the PMA but within the PNR, is subject to Coastal Area Facility Review Act (CAFRA) jurisdiction. CAFRA controls development densities and the amount of impervious cover permitted within certain distances of the coast by permits issued by the New Jersey Department of Environmental Protection (NJDEP). Pinelands and CAFRA are further discussed in the [Land Use Element](#) and [Conservation Element](#) of this Master Plan.

Map I-2. Woodbine Borough Downtown Core



Woodbine Station once provided the Borough with rail access along the West Jersey and Seashore Railroad and its successor lines. However, these railroad tracks, which are currently owned by New Jersey Transit and privately leased, are no longer in operation and the station no longer exists. Public transportation connecting the Borough with surrounding areas is limited to bus services. New Jersey Transit runs a bus between Cape May and Philadelphia that stops in Woodbine. Additionally, Cape May County offers a fare-free bus route that connects Woodbine to Cape May Court House and Rio Grande. The Woodbine Municipal Airport (the Airport), one of 42 general aviation airports in New Jersey, covers an area of roughly 700 acres in the southeastern part of the Borough. The Airport has two runways that primarily serve private aviation and sky advertising, as well as providing a base for some of the Mid-Atlantic MedEvac helicopters. The [Transportation and Circulation Element](#) describes the travel conditions for vehicles, buses, rail, air, pedestrian, bicyclists, and horses.

As described in greater detail in the [Population and Economics Element](#), although Woodbine was once a robust agricultural and manufacturing community, the Borough's economy has struggled in recent decades. The median household income of roughly \$40,000 is lower than the County and State. Additionally, the unemployment rate (9.4%) and percentage of families living

below the poverty line (16.8%) is higher than the County and State. The size of the Borough population has also remained relatively stable, a contrast to the drastic changes experienced by many of the other municipalities in Cape May County (both growth and contractions).

The *Community Facilities Element* categorizes a variety of major assets for the Borough. The largest employer in both the Borough and Cape May County is the Woodbine Developmental Center (WDC), located on 250 acres of land on DeHirsch Avenue adjacent to the Airport. The WDC is a year-round facility for mentally and physically disabled men. As of March 2017, the WDC had a census of 281 residents, but it is no longer accepting new residents as the State transitions from developmental centers to group home care. Some of the facilities that are no longer required to support WDC operations have been leased to private and governmental entities for a variety of uses.

Woodbine contains three camping resorts with semi-permanent condominium-style dwellings and on-site amenities. Two of the campgrounds are open all year and the other is open from April 1 to November 1. There are several other camping resorts in nearby municipalities.



Semi-permanent condominium-style dwellings at Ocean World Camper's Resort

Belleplain State Forest comprises 21,320-acres in northern Cape May County and eastern Cumberland County. Roughly 300 acres of the Forest's southeastern edge fall within the Borough's boundaries. Lake Nummy, a popular attraction within the Forest that contains nature trails, a lake for swimming and canoeing, recreational fields, picnic areas, and children's playgrounds, is accessible from County Route 550 just beyond Woodbine's western border. Woodbine also borders the Cape May National Wildlife Refuge, a habitat to a wide variety of migratory birds and other wildlife and provides recreational activities such as fishing, hunting, environmental education, interpretation, wildlife viewing, and photography. There are floodplains and wetlands habitats around the periphery of the Borough. There are two municipal parks located in Woodbine, as well as the County-owned Eco-Park that is leased and managed by the Borough. The DeHirsch Avenue Shared Use Path passes through the entire Borough to connect Dennis



De Hirsch Hall

Source: <http://www.thesam.org>

for the Cape May County Municipal Utilities Authority (CMCMUA) facility, which consists of an operating sanitary landfill, compost area, and recycling facility that totals nearly 500 acres spread roughly evenly between Woodbine and Upper Township.

Overall, despite the challenges the Borough has faced, Woodbine retains its unique character and possesses many positive attributes. The Borough has been proactive in exploring ways to build upon its potential to create a better future.

Borough both to the northwest and southeast, most prominently along the DeHirsch Avenue Greenway that extends southeast from the Downtown Core.

Woodbine contains an inactive landfill that the Borough is considering ways to develop. The Borough is currently pursuing an agreement to install a solar array on the landfill through the Community Solar Energy Pilot Program. The Borough is also a host community

Master Plan Goal and Objectives:

The goal for the Master Plan is to guide future development and enhance the quality of life for the Borough. The Master Plan takes into account the social, economic, and physical aspects of life in the Borough and is a guide for reasonable zoning and planning regulations. The specific objectives for each Element are listed below:

Land Use Objectives:

1. To develop land uses that will reinforce the Borough economy, and that are consistent with the Pinelands Protection Act and the Pinelands Comprehensive Management Plan.
2. To accommodate a variety of land uses in appropriate locations while maintaining a balance between development and land conservation.
3. To encourage adaptation and productive reuse of land and/or facilities at prominent Borough locations, namely the Woodbine Municipal Airport, the Woodbine Developmental Center, and the former Woodbine Landfill.
4. To proactively prepare for land use changes resulting from the forecasted connection to the Cape May County Municipal Utilities Authority wastewater treatment system.

Population and Economics Objectives:

1. To ensure that public services adequately respond to and adapt to changes in the population.
2. To promote a sound recreational, commercial, industrial, and governmental economy for the Borough, with a specific focus on eco-tourism and developing a regional market niche.
3. To encourage responsible and sustainable economic growth, particularly if the Borough gains sewer access.

Transportation and Circulation Objectives:

1. To promote safe and efficient travel by accommodating both local and pass through traffic.
2. To provide easy and clear access to commercial, residential, and industrial properties.
3. To maximize the use of the existing road system by upgrading and improving conditions.
4. To increase accessibility and expand recreation opportunities for pedestrians and bicyclists by maintaining the existing and developing new infrastructure.
5. To encourage cooperation between the Borough, New Jersey Transit, and Cape May County to increase public transportation options.



Community Facilities Objectives:

1. To promote the health, safety, and welfare of Borough residents.
2. To provide centrally-located community facilities for all residents of the Borough.
3. To maximize the use of existing publicly-owned property.
4. To expand and connect Woodbine's existing open space and recreation network, such as the Eco-Park and bicycle network, by applying for grants from the State, County, and other agencies.
5. To coordinate conservation, open space, and recreational efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.
6. To encourage a centralized wastewater treatment option to accommodate the needs of the community.

Historic and Cultural Resources Objectives:

1. To promote awareness, education, and appreciation of the Borough's historic and cultural resources.
2. To promote the development and redevelopment of the Downtown Core in a manner that recognizes the Borough's historic character.
3. To coordinate historic and cultural resource efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.

Conservation Objectives:

1. To provide for an aesthetic and healthful environment for present and future generations.
2. To encourage new construction and building rehabilitation that has a reduced impact on the land where it is located and the environment at a local, regional, and global scale.
3. To establish a site plan review checklist to be used in the site plan and subdivision approval process that incorporates conservation and sustainable measures.
4. To promote the appropriate recreational use of conserved land.
5. To coordinate conservation, open space, and recreational efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.



Rural Sustainability Objectives:

(Goals from Woodbine's Rural Sustainability Plan)

1. Bring a new and green perspective to growth and development in the Borough.
2. Enhance connectivity.
3. Improve energy efficiency and use of alternative energy sources.
4. Promote education and the distribution of information that encourage a sustainable Woodbine.
5. Conserve open spaces and promote design alternatives that provide for growth while maintaining the Pinelands character of the community.

Housing Objectives:

1. To comply with the New Jersey Fair Housing Act of 1985 by seeking a Judgement of Repose and Compliance in the Superior Court.
2. To preserve and promote a variety of housing types offering a range of affordability to meet the diverse needs and preferences of the Borough's different age groups, income levels, and lifestyles.
3. To ensure that new housing development is in character with existing historic land use patterns and with land use patterns recommended in the Land Use Element.
4. To promote infill housing and rehabilitation of existing housing in the Downtown Core.
5. To promote the clustering of housing on sites with environmentally-sensitive areas and on sites lacking public infrastructure to retain open space, farmland, and the natural environment to the greatest extent feasible.

Section 1: Land Use Element

Land Use Objectives:

1. To develop land uses that will reinforce the Borough economy, and that are consistent with the Pinelands Protection Act and the Pinelands Comprehensive Management Plan.
2. To accommodate a variety of land uses in appropriate locations while maintaining a balance between development and land conservation.
3. To encourage adaptation and productive reuse of land and/or facilities at prominent Borough locations, namely the Woodbine Municipal Airport, the Woodbine Developmental Center, and the former Woodbine Landfill.
4. To proactively prepare for land use changes resulting from the forecasted connection to the Cape May County Municipal Utilities Authority wastewater treatment system.

Background

Woodbine was founded in 1891 on 5,300 acres of land then located in Dennis Township, Cape May County. It was purchased for a place of settlement by the Baron de Hirsch Fund and originally established as a model agricultural colony for Jewish immigrants. The Baron de Hirsch Agricultural School was founded in 1894 to educate the settlers and their sons. The school was highly successful until rising expenses and decreased enrollment brought on by World War I forced it to close. The Board of Trustees of Woodbine offered the school site to the State of New Jersey for charitable use. The Woodbine Developmental Center (WDC) was created in 1921 as a State residential training school for the mentally disabled.



Woodbine Developmental Center aerial view

Source: <http://www.thesam.org>



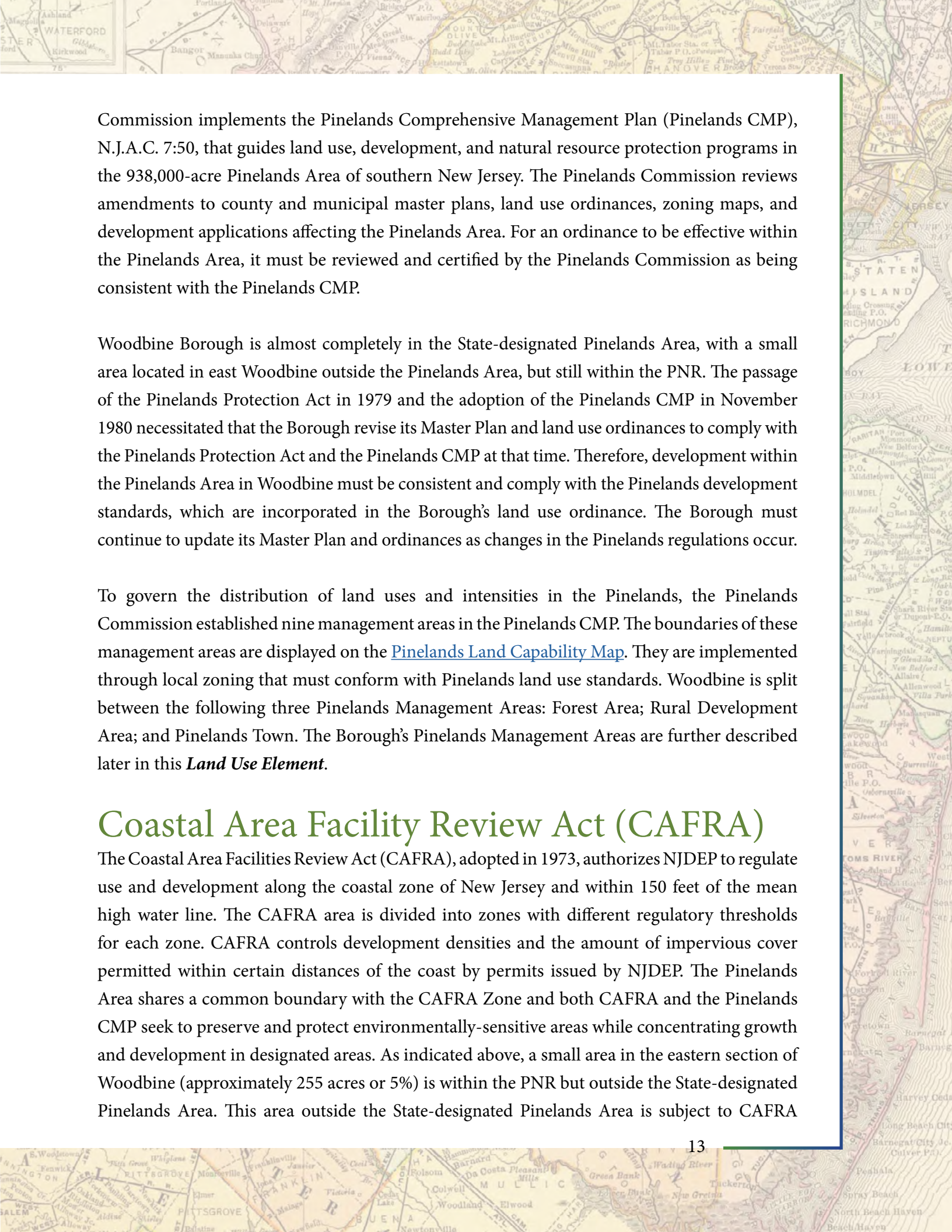
According to the original plan of the settlement, eight hundred acres were set aside for town lots in the central part of Woodbine. Surrounding the town site were fifteen-acre farm plots. Pasture land lay beyond the fifteen-acre farm plots. The entire town came under the management of the Board of Trustees of the Woodbine Land and Development Company before it was incorporated as a Borough in 1903.

Land use in the Borough has remained essentially the same in the last sixty years, with some exceptions. Since the 1950's, two blocks between DeHirsch, Washington, Franklin, and Jefferson Streets have diminished business use despite the original plan for a business area in that location. The manufacturing core area, which existed during that time between Washington and Lincoln Park on DeHirsch Avenue, no longer has any manufacturing facilities. With the exception of the development of the Cape May County Municipal Utilities Authority (CMCMUA) landfill, new residential and commercial development has been limited by the rural nature of the region, market conditions, and a lack of sewer infrastructure. Additionally, the Borough is subject to the Coastal Area Facilities Review Act (CAFRA) and the Pinelands Protection Act, both of which have restrictions on development. As described later in this chapter, land use patterns have changed very little between 1995 and 2012.

Pinelands Comprehensive Management Plan

In 1978, Congress enacted section 502 of the National Parks and Recreation Act of 1978 (16 U.S.C.§471i), which designated 1.1 million acres in New Jersey as the Pinelands National Reserve (PNR). The reserve occupies 22% of New Jersey's land area and it is the largest body of open space on the Mid-Atlantic seaboard between Richmond and Boston. The New Jersey "Pinelands Protection Act," P.L.1979, c.111 (C.13:18A-1 et seq.) was enacted in 1979 to implement the federal act. The boundaries of the PNR and the Pinelands Area, as defined by the state Pinelands Protection Act, differ somewhat. The PNR, totaling 1.1 million acres, includes land east of the Garden State Parkway and to the south bordering Delaware Bay, which is omitted from the 938,000-acre state Pinelands Area. The PNR covers all or parts of 56 municipalities (the Pinelands Area covers 53) spread across seven counties: Atlantic, Burlington, Camden, Cape May, Cumberland, Gloucester, and Ocean. Most of the land in the PNR but outside the State-designated Pinelands Area was intended to be regulated by the New Jersey Department of Environmental Protection (NJDEP) under the statutory jurisdiction of the "Coastal Area Facility Review Act," P.L.1973, c.185 (C.13:19-1 et seq.) (CAFRA).

The Pinelands Protection Act created the Pinelands Commission whose mission is to “preserve, protect, and enhance the natural and cultural resources of the PNR, and to encourage compatible economic and other human activities consistent with that purpose.” To accomplish this, the



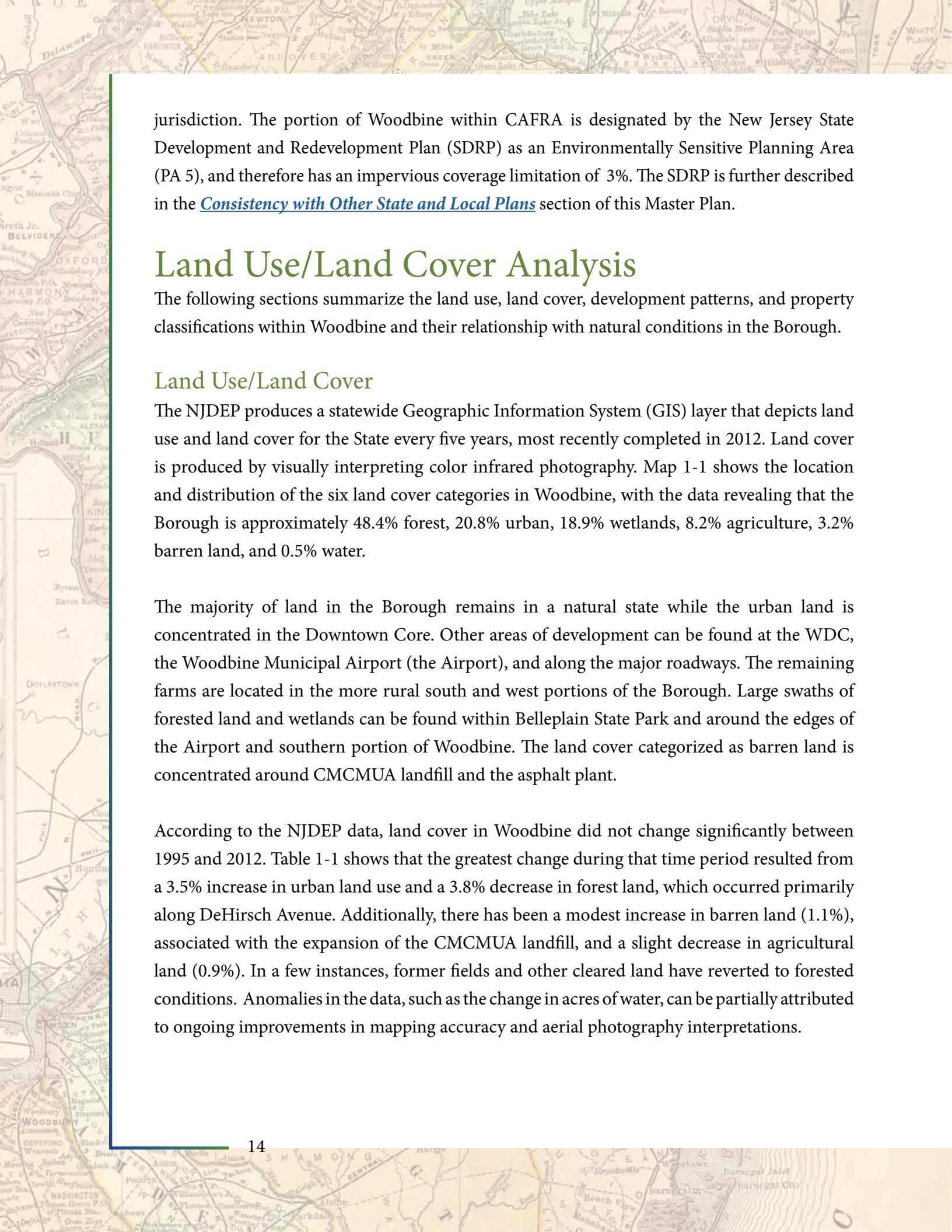
Commission implements the Pinelands Comprehensive Management Plan (Pinelands CMP), N.J.A.C. 7:50, that guides land use, development, and natural resource protection programs in the 938,000-acre Pinelands Area of southern New Jersey. The Pinelands Commission reviews amendments to county and municipal master plans, land use ordinances, zoning maps, and development applications affecting the Pinelands Area. For an ordinance to be effective within the Pinelands Area, it must be reviewed and certified by the Pinelands Commission as being consistent with the Pinelands CMP.

Woodbine Borough is almost completely in the State-designated Pinelands Area, with a small area located in east Woodbine outside the Pinelands Area, but still within the PNR. The passage of the Pinelands Protection Act in 1979 and the adoption of the Pinelands CMP in November 1980 necessitated that the Borough revise its Master Plan and land use ordinances to comply with the Pinelands Protection Act and the Pinelands CMP at that time. Therefore, development within the Pinelands Area in Woodbine must be consistent and comply with the Pinelands development standards, which are incorporated in the Borough's land use ordinance. The Borough must continue to update its Master Plan and ordinances as changes in the Pinelands regulations occur.

To govern the distribution of land uses and intensities in the Pinelands, the Pinelands Commission established nine management areas in the Pinelands CMP. The boundaries of these management areas are displayed on the [Pinelands Land Capability Map](#). They are implemented through local zoning that must conform with Pinelands land use standards. Woodbine is split between the following three Pinelands Management Areas: Forest Area; Rural Development Area; and Pinelands Town. The Borough's Pinelands Management Areas are further described later in this *Land Use Element*.

Coastal Area Facility Review Act (CAFRA)

The Coastal Area Facilities Review Act (CAFRA), adopted in 1973, authorizes NJDEP to regulate use and development along the coastal zone of New Jersey and within 150 feet of the mean high water line. The CAFRA area is divided into zones with different regulatory thresholds for each zone. CAFRA controls development densities and the amount of impervious cover permitted within certain distances of the coast by permits issued by NJDEP. The Pinelands Area shares a common boundary with the CAFRA Zone and both CAFRA and the Pinelands CMP seek to preserve and protect environmentally-sensitive areas while concentrating growth and development in designated areas. As indicated above, a small area in the eastern section of Woodbine (approximately 255 acres or 5%) is within the PNR but outside the State-designated Pinelands Area. This area outside the State-designated Pinelands Area is subject to CAFRA



jurisdiction. The portion of Woodbine within CAFRA is designated by the New Jersey State Development and Redevelopment Plan (SDRP) as an Environmentally Sensitive Planning Area (PA 5), and therefore has an impervious coverage limitation of 3%. The SDRP is further described in the [Consistency with Other State and Local Plans](#) section of this Master Plan.

Land Use/Land Cover Analysis

The following sections summarize the land use, land cover, development patterns, and property classifications within Woodbine and their relationship with natural conditions in the Borough.

Land Use/Land Cover

The NJDEP produces a statewide Geographic Information System (GIS) layer that depicts land use and land cover for the State every five years, most recently completed in 2012. Land cover is produced by visually interpreting color infrared photography. Map 1-1 shows the location and distribution of the six land cover categories in Woodbine, with the data revealing that the Borough is approximately 48.4% forest, 20.8% urban, 18.9% wetlands, 8.2% agriculture, 3.2% barren land, and 0.5% water.

The majority of land in the Borough remains in a natural state while the urban land is concentrated in the Downtown Core. Other areas of development can be found at the WDC, the Woodbine Municipal Airport (the Airport), and along the major roadways. The remaining farms are located in the more rural south and west portions of the Borough. Large swaths of forested land and wetlands can be found within Belleplain State Park and around the edges of the Airport and southern portion of Woodbine. The land cover categorized as barren land is concentrated around CMCMUA landfill and the asphalt plant.

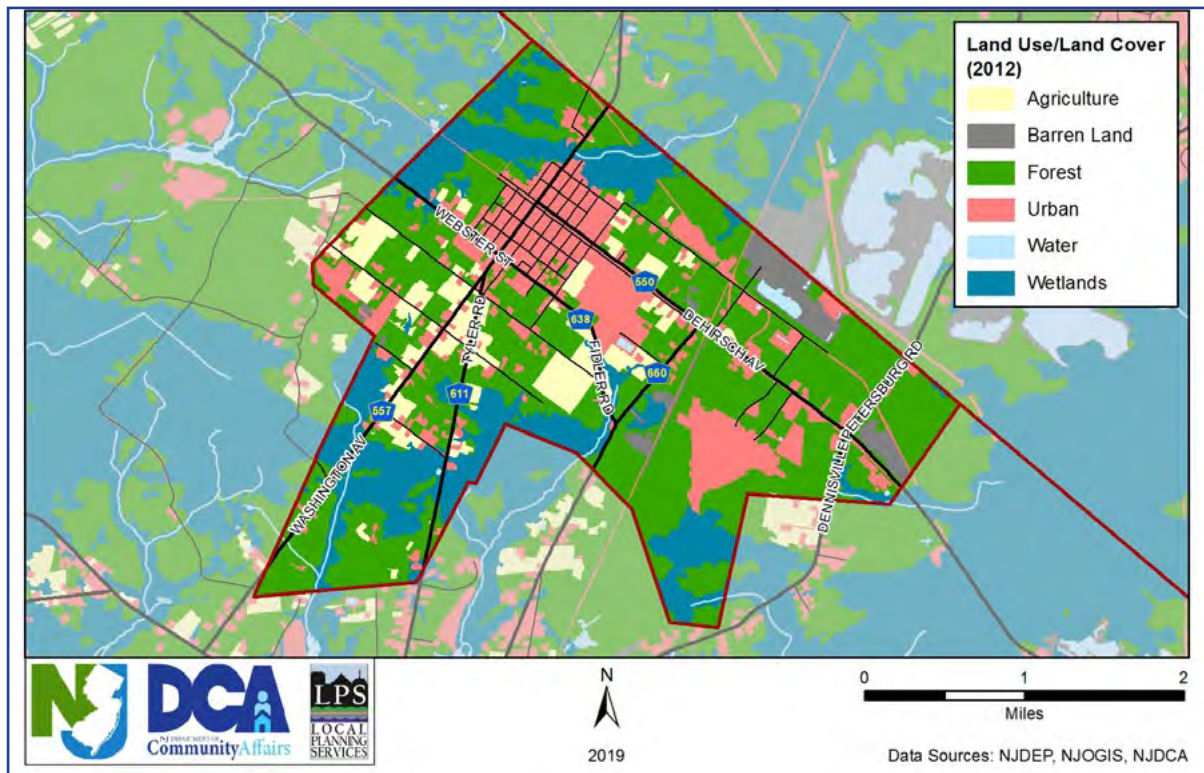
According to the NJDEP data, land cover in Woodbine did not change significantly between 1995 and 2012. Table 1-1 shows that the greatest change during that time period resulted from a 3.5% increase in urban land use and a 3.8% decrease in forest land, which occurred primarily along DeHirsch Avenue. Additionally, there has been a modest increase in barren land (1.1%), associated with the expansion of the CMCMUA landfill, and a slight decrease in agricultural land (0.9%). In a few instances, former fields and other cleared land have reverted to forested conditions. Anomalies in the data, such as the change in acres of water, can be partially attributed to ongoing improvements in mapping accuracy and aerial photography interpretations.

Table 1-1: Change in Land Cover 1995 to 2012

TYPE	Percent 2012	Percent 2007	Percent 2002	Percent 1995
AGRICULTURE	8.2%	8.6%	9.0%	9.1%
BARREN LAND	3.2%	3.2%	2.8%	2.1%
FOREST	48.4%	48.6%	50.5%	52.2%
URBAN	20.8%	20.1%	18.5%	17.3%
WATER	0.5%	0.5%	0.1%	0.2%
WETLANDS	18.9%	19.0%	19.1%	19.1%
TOTAL	100.0%	100.0%	100.0%	100.0%

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

Map 1-1. Woodbine Borough Land Use/Land Cover (2012)



Urban Land Use

Each of the six land cover types described above can be further refined into more detailed land use categories. A further investigation of the urban land use type, which comprises roughly a fifth of the Borough’s land, shows several distinctive subcategories in Woodbine. Residential land uses are the most common subcategory of urban land in the Borough, comprising almost 45% of the total urban land area as shown in Table 1-2. Residential land uses are further classified by density into the following four categories:

- **High Density or Multiple Dwelling** – housing units on 1/8 to 1/5-acre lots with typical impervious surface coverage that can reach 65%
- **Medium Density** – housing units on 1/8 to 1/4-acre lots with typical impervious surface coverage of 30-35%
- **Low Density** – housing units on 1/4 to 1-acre lots with impervious surface coverage of 20-25%
- **Rural** – housing units on 1 to 2-acre lots with typical impervious surface coverage as low as 5%

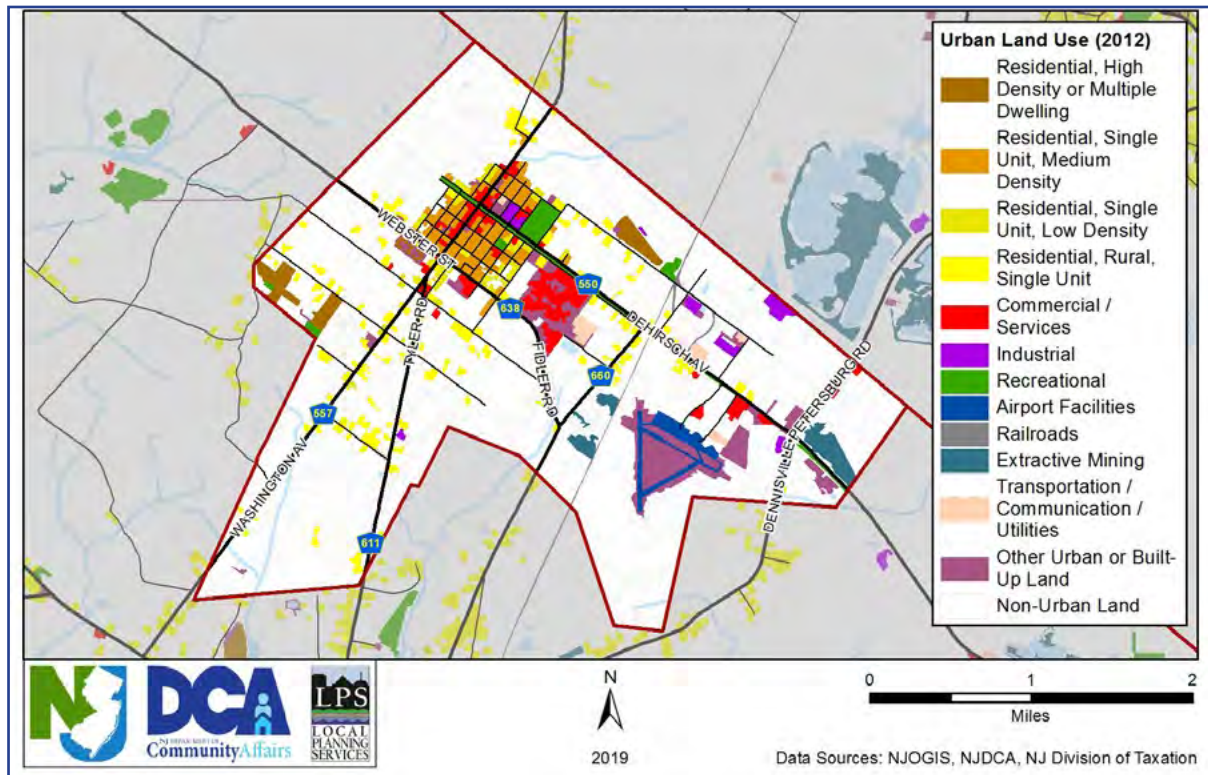
This detailed breakdown of urban land uses can be a useful tool for determining the prominent land uses in each zoning district. Map 1-2 shows medium density residential development (comprising 13.4% of urban land uses) concentrated in the Downtown Core, with low (5.3%) and rural (19.6%) residential densities radiating outward along the road network toward the perimeter of the Borough. The pockets of high density residential development (5.8%) represent the Woodbine Manor Apartments and the Carol Lynn Resorts, Carol Lynn Resorts East, and Ocean World Camper’s Resort developments. Commercial/Services (12.4%) are primarily found along Washington Avenue in the Downtown Core, at the WDC, and along DeHirsch Avenue. Industrial, Airport Facilities, Railroads, and Transportation/Communication/Utilities consume a total of 12% of the area for all urban land uses and are found in the eastern portion of the Borough. Recreational Land, defined as areas open to the public and developed specifically for recreational activities, is approximately 7.4% of the total urban land. The Other Urban Land category consists of uses such as stormwater basins, lawns, and cleared areas, which can be found in and around the Airport.

Table 1-2: Urban Land Uses in Woodbine Borough, 2012

Land Use	Acres	Percent of Urban Land	Percent of Borough Land
Residential, High Density or Multiple Dwelling	62.4	5.8%	1.2%
Residential, Single Unit, Medium Density	143.7	13.4%	2.8%
Residential, Single Unit, Low Density	56.8	5.3%	1.1%
Residential, Rural, Single Unit	209.9	19.6%	4.1%
Commercial/Services	132.8	12.4%	2.6%
Industrial	35.7	3.3%	0.7%
Recreational Land	78.8	7.4%	1.5%
Airport Facilities	50.6	4.7%	1.0%
Railroads	15.0	1.4%	0.3%
Transportation/Communication/Utilities	32.5	3.0%	0.6%
Residential, High Density or Multiple Dwelling	251.2	23.5%	4.9%
Total	1,069.2	100.0%	20.8%

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

Map 1-2. Woodbine Borough Urban Land Use (2012)



Natural Conditions

The 1996 Borough of Woodbine Master Plan provides a detailed assessment of the natural environment, its relationship to the built environment, and identifies areas of environmental concern. A detailed analysis and mapping of the natural conditions in Woodbine are available in the [Conservation Element](#) and are based on the above land use and land cover information, as well as data from the United States Geological Survey (USGS), Natural Resources Conservation Service (NRCS), and Federal Emergency Management Agency (FEMA). A brief summary of the natural conditions as they affect land use in Woodbine are presented below:

- **Vegetative Cover** – As described earlier in this chapter, Woodbine largely remains in a natural state as forested land dominates the land cover. The forested and agricultural areas, or vegetative cover, can be further broken down into the following categories: 38.5% Mixed Forest, 27.6% Deciduous Forest, 10.2% Coniferous Forest, 14.6% Cropland/Agricultural/Horticultural, and 9.2% Brush/Shrubland.
- **Wetlands** – Similarly, wetlands and water features are broken down into the following categories: 66.6% Mixed Wetlands, 15.9% Deciduous Wetlands, 7.6% Coniferous Wetlands, 5.3% Modified Wetlands, 2.4% Water, and 2.2% White Cedar Wetlands. These wetlands are primarily associated with Dennis Creek to the south and the headwaters area in the northern portion of the Borough.

- **Soils** – Woodbine contains mostly Group A Soils, which are primarily sandy with low runoff potential and high infiltration rates and Group B, which are loamy with moderate runoff potential and moderate infiltration rates. Clayey soils can be found by the streams.
- **Topography** – Compared to the rest of Cape May County, Woodbine’s elevation is relatively high, with most of the Borough 20 feet above sea level. The highest elevations (above 40 feet) are in the Borough’s western portion. Woodbine’s topography is generally flat.
- **Flood Zones** – Woodbine Borough is the only municipality in Cape May County without a coastal boundary. As a result, there are few flood zones in Woodbine with the exception of the narrow riparian areas immediately adjacent to the streams. These areas have a 1% annual chance of flooding.

Property Classification

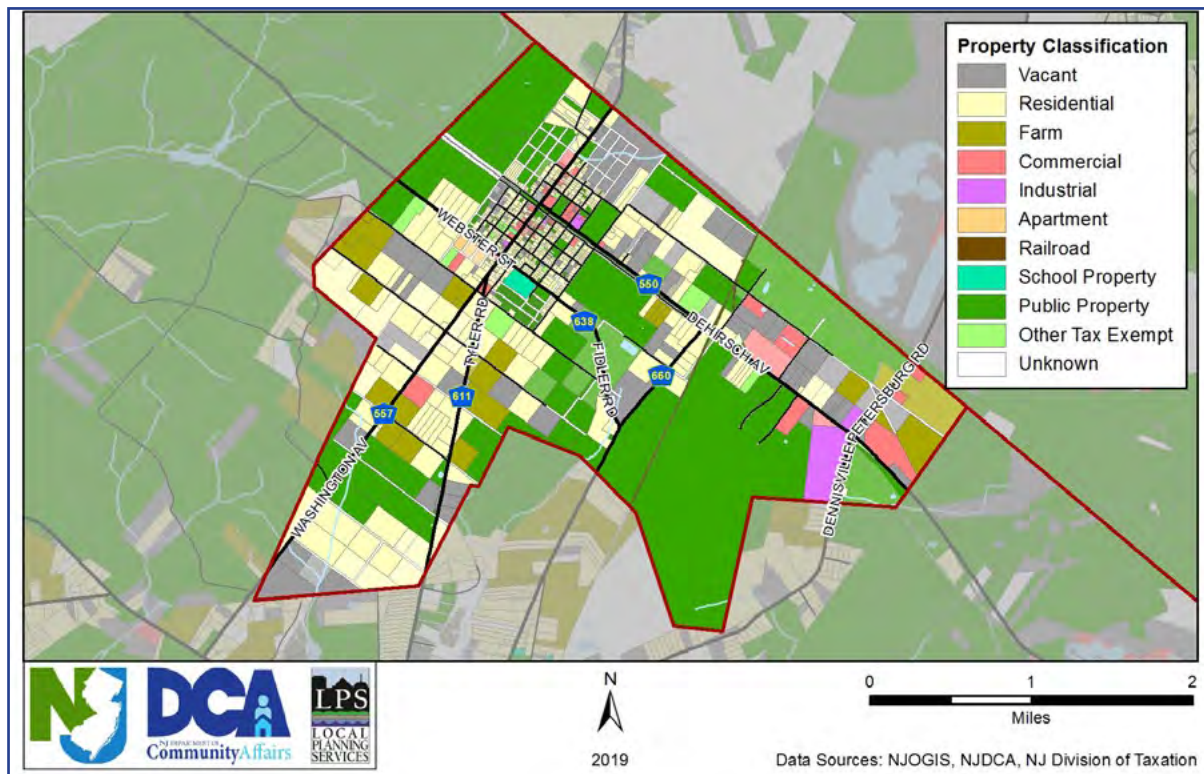
The New Jersey Division of Taxation maintains and updates the New Jersey Property Tax System (MOD-IV) data tables, which are based upon individual parcel records collected by local tax assessors. This data set was matched to a GIS parcel layer for further examination. Each block and lot record contains a property classification code for taxable real property (1 through 4C), railroad property (5A), and exempt property (15A-15F) as shown in Map 1-3. Each record (parcel) is assigned only one property classification. Below is a description of property classifications in Woodbine Borough:

- **Vacant Land** (13.5% of Borough) – Vacant properties are dispersed throughout the Borough. However, multiple contiguous tracts can be found on the periphery of the Downtown Core, where paper streets have not been improved. There are also vacant properties along County Route 550 and in the industrial area north of the Airport. If the proposed sewer collection system is realized, these vacant parcels could have greater development potential.
- **Residential** (25.7%) – Smaller lot residential properties are densely concentrated in the Downtown Core along neighborhood streets. Larger residential properties can be found scattered along County routes where densities are lower and land for septic dilution is necessary. Several campground communities, such as the Carol Lynn Resorts and Ocean World Camper’s Resort, contain clusters of residential housing units.
- **Farm** (7.5%) – Agricultural properties are found primarily in the Rural Development Area, in the southern portion of Woodbine. However, other farm assessed properties exist in the eastern portion of the Borough but are not currently in active agricultural production. There are three preserved farms in Woodbine, but there are several other farms that would be good candidates for preservation.
- **Commercial** (3.4%) – Commercial development in Woodbine is sparse and is focused

mostly in the Downtown Core along Washington Avenue and DeHirsch Avenue. Outside the Downtown Core, there are a few commercial establishments along County Route 550, such as car dealerships, a liquor store, and a restaurant, can also be found in the vicinity of the Airport.

- **Industrial** (1.7%) – Very few industrial properties are found in Woodbine and are limited to the area near the Airport and the light industrial zone in the Downtown Core.
- **Apartment** (0.2%) – Woodbine Manor Apartments are garden style apartments, located off Grant Avenue and Webster Street, and is the only apartment complex in Woodbine Borough.
- **Railroad** (0.3%) – The Cape May Seashore Line leases a spur of the former West Jersey and Seashore Railroad Line, which is owned by New Jersey Transit and runs north to south through the Borough.
- **Public Land** (47.6%) – The Borough of Woodbine is the largest property owner and owns almost 58% of the total publicly-owned land. The CMCMUA owns land associated with the county landfill. The State of New Jersey’s land holdings include Belleplain State Forest and the WDC. In addition to state and locally owned land, tax-exempt properties also include churches, cemeteries, schools, and non-profit social clubs. Woodbine Elementary School is the only school in the Borough, and there are a few churches and temples scattered throughout.

Map 1-3. Woodbine Borough Property Classification





Pinelands Management Areas

As indicated previously, to govern the distribution of land uses and intensities in the Pinelands, the Pinelands Commission established nine management areas in the Pinelands CMP. The boundaries of these management areas are displayed on the [Pinelands Land Capability Map](#). Woodbine is split between the following three Pinelands Management Areas: Forest Area; Rural Development Area; and Pinelands Town (see Map 1-4). Local zoning district boundaries and regulations, implemented by the Borough, must conform with the Pinelands Management Areas and related land use standards. Below is a summary of the minimum standards found in the Pinelands CMP (N.J.A.C 7:50-5.11 to 5.29):

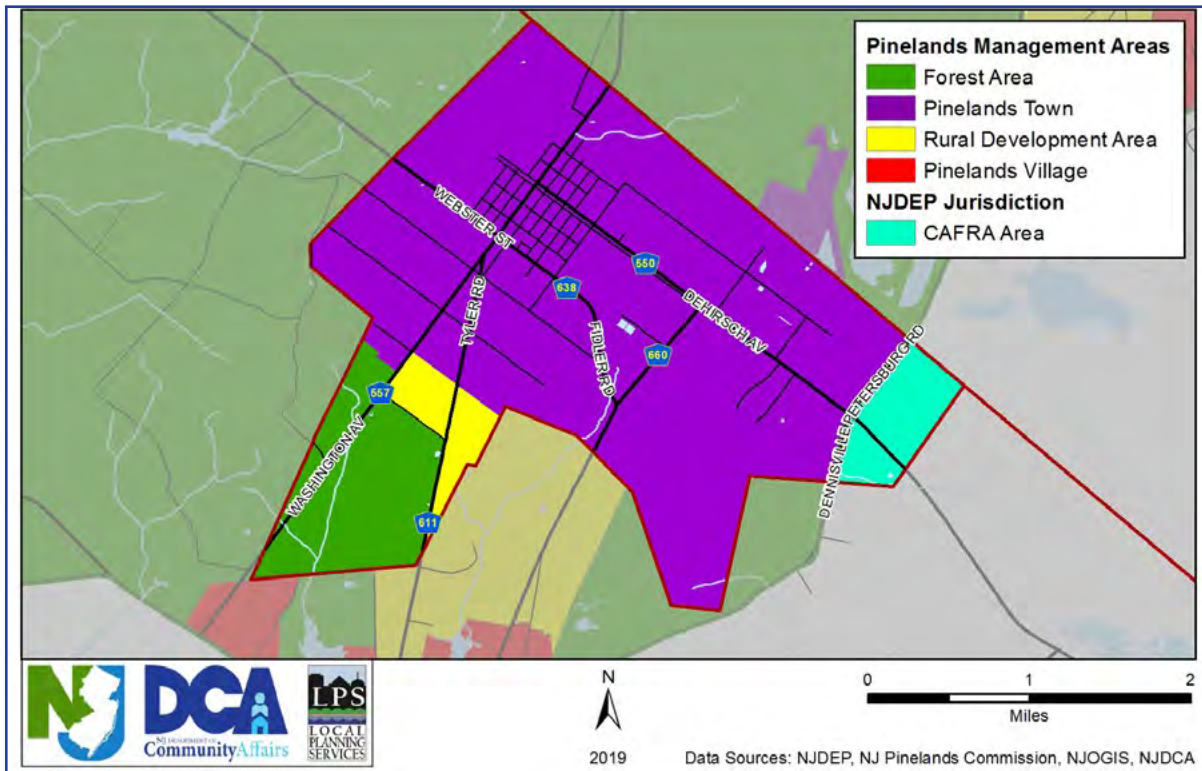
- 1. Forest Area (12.9%)** – The Forest Area permits cultural housing, low density residential, agriculture, forestry, and low intensity recreational uses. New residential subdivisions must be clustered on one acre lots. Municipalities also may permit other low intensity uses with defined conditions. One such use is roadside retail sales and service establishments. These commercial uses must have roadway frontage of at least 50 feet, be located no more than 300 feet from a pre-existing roadside retail sales or service establishment structure, and not unduly burden public services.
- 2. Rural Development Area (3.8%)** – The Rural Development Area permits residential dwelling units at a density that does not exceed one unit per 3.2 acres of vacant upland. New residential subdivisions must be clustered on one acre lots. Municipalities may permit any use which is compatible with the essential character of the Pinelands environment including roadside retail and sales establishments, resource extraction, institutional uses, community commercial uses, and agricultural uses.
- 3. Town Area (83.3%)** – The Pinelands Town Area permits any use as long there is the public infrastructure necessary to support it, the character and magnitude is compatible with existing uses and structures, and the uses meets the minimum environmental standards set forth in N.J.A.C 7:50-6. Residential dwelling units and nonresidential uses shall be located on at least one acre lots unless served by a centralized wastewater treatment plant or a community on-site wastewater treatment system.

Table 1-3: Pinelands Management Areas in Woodbine

Management Area (MA)	Total Acres	% of total acres in Pinelands MA	% of total acres in all of Woodbine
Forest Area	629.25	12.9%	-
Pinelands Town	4,061.63	83.3%	-
Rural Development Area	185.87	3.8%	-
Total Inside Pinelands MA	4,876.75	100.0%	95.0%
Total Outside Pinelands MA (CAFRA)	255.25	-	5.0%
Total Woodbine Borough	5,131.99	-	100.0%

Source: Pinelands Commission

Map 1-4. Woodbine Borough Pinelands Management Areas and CAFRA Area



Zoning Districts

The most recent Borough Zoning Map was published on September 4, 2007 (see Map 1-5). However, the zones included in the current Borough Zoning Code, which describes the permitted uses and restrictions of each zone, do not accurately correspond with the 2007 Zoning Map even though the Zoning Code explicitly states that “the boundaries of these districts are hereby established on the map entitled ‘Zoning Map,’ dated September 4, 2007.”

The discrepancies between the two official documents create confusion and leaves the Borough vulnerable in enforcing its own zoning laws.

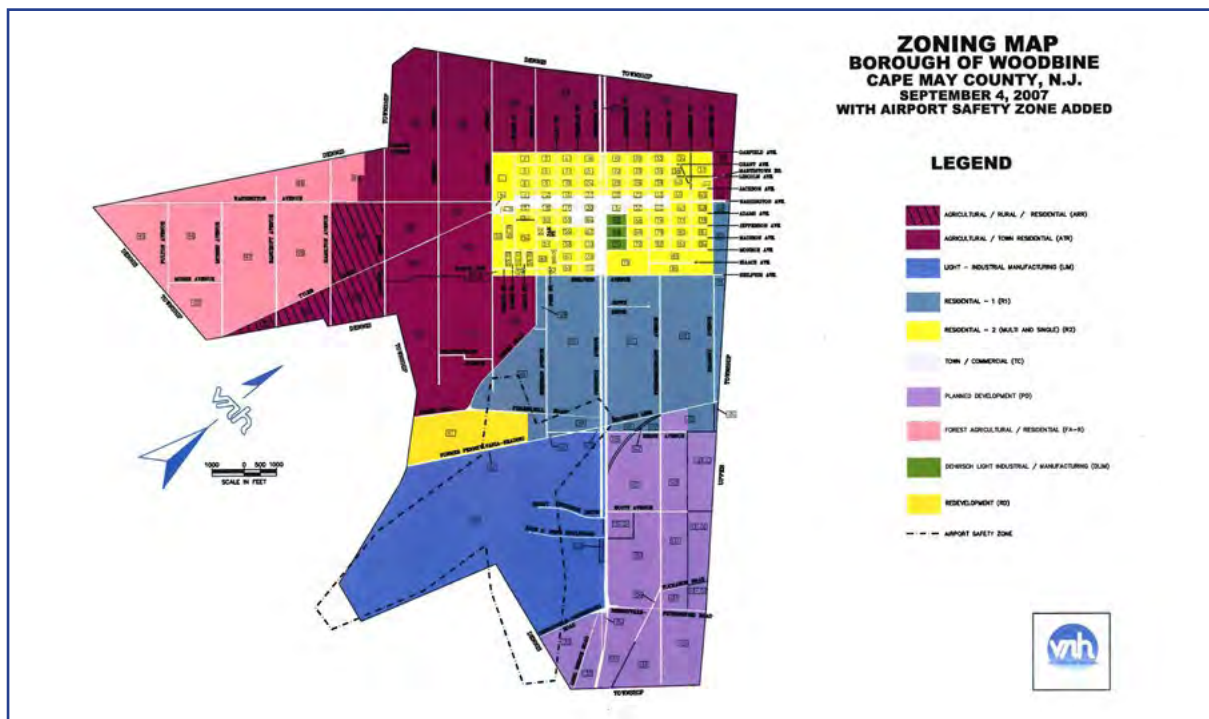
Parcel information for zones based on the 2007 Zoning Map are summarized in Table 1-4. Descriptions of individual zones are based on the text of the Zoning Code. The discrepancies between the two official documents are then summarized.

Zoning Map

The 2007 Zoning Map shows ten distinct zones. Naming conventions used to describe these zones match what is shown on the 2007 Zoning Map.

Pinelands Management Area designations influence zoning within the Borough. The Forest Agricultural / Residential (FA-R) Zone matches the Pinelands Forest Area while the Agricultural / Rural / Residential (ARR) Zone matches the Pinelands Rural Development Area. The eight remaining zones are within the Pinelands Town Area.

Map 1-5. 2007 Borough of Woodbine Zoning Map



Source: Van Note Harvey Associates

Three zones – Residential - 2 (Multi and Single) (R2), Town / Commercial (TC), and DeHirsch Light Industrial / Manufacturing (DLIM) – are found within the compact blocks in the Downtown Core that total less than a square mile and is bounded by Heilprin Avenue to the

southeast, Kearney Avenue/Whittier Street to the northeast, Garfield Avenue to the northwest, and Sumner Avenue to the southwest. Town / Commercial (TC) generally covers the portion of the blocks that front Washington Avenue and DeHirsch Avenue. DeHirsch Light Industrial / Manufacturing (DLIM) covers the three blocks bounded by DeHirsch Avenue, Adams Avenue, Longfellow Street, and Monroe Avenue that includes the Coast Guard Distribution Center and Sea Isle Ice. Residential – 2 (Multi and Single) (R2) comprises the rest of the Downtown Core, including the paper streets in the northern section of the Downtown Core.

Agricultural / Town Residential (ATR) and Residential - 1 (R1) encircle the Downtown Core to the west and east, respectively. The Redevelopment (RD) Zone comprises the former municipal landfill near the intersection of the former West Jersey and Seashore Railroad tracks with Dennis Township. The Planned Development (PD) and Light-Industrial Manufacturing (LIM) Zones are also found in the southeast part of the Borough, with Planned Development (PD) to the northeast of DeHirsch Avenue and Light-Industrial Manufacturing (LIM), which covers the Airport, to the southwest of DeHirsch Avenue.

Planned Development (PD) is the only zone that extends into the part of the Borough covered by CAFRA jurisdiction (and not within a Pinelands Management Area), the area east of Dennisville-Petersburg Road.



*Corner of Washington Avenue and Franklin Street in 2007
Zoning Map's Town / Commercial (TC) Zone*

Zoning districts generally include entire blocks and are all essentially contiguous. The only zone that does not neatly correspond to parcel boundaries is the Town / Commercial (TC). This zone is designed to contain the properties fronting Washington Avenue and DeHirsch Avenue. Along Washington Avenue and the southwest side of DeHirsch Avenue, the boundary between Town / Commercial (TC) and

the neighboring Residential – 2 (Multi and Single) (R2) occurs midway between those roads and the adjacent streets. However, some parcels, particularly those on the northwest side of

Washington Avenue, extend further than midway between the streets (three parcels extend all the way to Jackson Avenue). These types of parcels therefore fall in multiple zones, potentially causing issues in determining what uses are permitted or prohibited.

The zones largely, but not entirely, correspond to the Borough’s predominant land uses, and therefore align with the original layout of the Borough. There were only four variance applications between 2007 and 2017, suggesting that current zoning allows most desired uses. However, there are some parcels that do not currently conform to the zones they are within, potentially indicating a desire for different and/or more diverse permitted uses. Other properties, such as the Airport, have future development possibilities that are currently not permitted in the zone they are within. Additionally, some land uses do not fit the intent of its designated zone, such as the WDC. Finally, some zones seemingly permit almost identical uses and therefore are redundant.

Table 1-4: 2007 Zoning Map’s Zones by Parcel in Woodbine Borough

Zone	Total Full Parcels	Total Partial Parcels	Total Parcel Area (Sq. Mi.)	Percent of Borough
Agricultural / Rural / Residential (ARR)	22	0	0.27	3.6%
Agricultural / Town Residential (ATR)	109	0	1.95	26.3%
Light-Industrial Manufacturing (LIM)	15	0	1.27	17.1%
Residential - 1 (R1)	111	1	1.09	14.8%
Residential - 2 (Multi and Single) (R2)	623	19	0.61	8.2%
Town / Commercial (TC)	129	18	0.08	1.1%
Planned Development (PD)	92	0	1.02	13.8%
Forest Agricultural / Residential (FA-R)	40	0	0.92	12.4%
DeHirsch Light Industrial / Manufacturing (DLIM)	14	0	0.02	0.3%
Redevelopment (RD)	1	0	0.17	2.3%

Zoning Code

As noted above, the Borough Zoning Code does not directly correspond to the Zoning Map. Additionally, there are inconsistencies within the Zoning Code that make it difficult for the

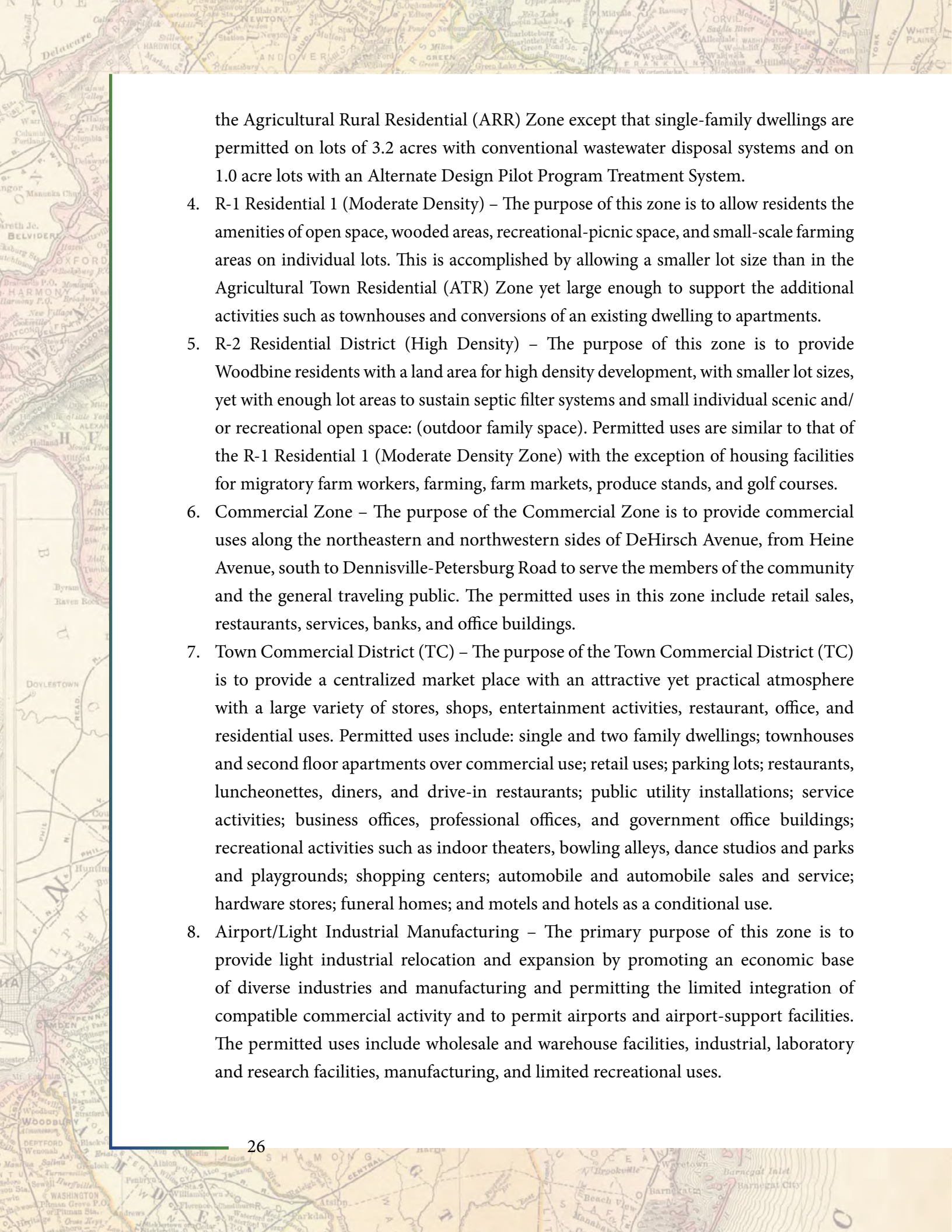
reader to ascertain where each specific zone applies. Chapter XXVI, Section 26-3.1 “Zoning Districts” lists eight zones:

- Forest Area – Residential (Very Low Density)
- Agricultural – Rural Residential
- Agricultural – Town Residential
- Residential 1 (Moderate Density)
- Residential 2 (High Density)
- Town Commercial
- Planning Development District
- (Airport) Light Industrial/Manufacturing

However, the “District Regulations” in Chapter XXVI, Section 26-4 present ten zones. The “Redevelopment Plans” in Section 26-5 additionally presents a redevelopment area that serves as a type of zone. The eight Zoning Districts are each included within the District Regulations/Redevelopment Plans, though the naming conventions of some are not exactly the same (i.e. the Zoning District “Forest Area – Residential (Very Low Density)” is listed as “FA-R Residential” in the District Regulations). However, three zones within the District Regulations are absent from the list of Zoning Districts: Commercial Zone, DeHirsch Light Industrial/Manufacturing (DLIM), and Light Industrial/Manufacturing (LIM).

The purpose and permitted uses for each District, as identified in the District Regulations and Redevelopment Plans sections of the Zoning Code, are summarized below. Note that the zone names listed here are exactly as they appear in the District Regulations and Redevelopment Plans sections, which may be different than the zone names as presented in the Zoning Districts section.

1. FA-R Residential – The purpose of this zone is to preserve and maintain the essential character of the district and to encourage an appropriate pattern of development by maintaining very low-density development. Permitted uses include clustered single-family dwellings (1 unit per 20 acres), low-intensity recreation, institutional uses, agriculture, forestry, and public service infrastructure.
2. Agricultural Rural Residential (ARR) Zone – The purpose of this zone is to preserve the existing rural agricultural characteristic of Woodbine within the Pinelands Rural Development Area by maintaining low density development. Permitted uses include clustered single-family dwellings (1 unit per 5 acres) and nursing homes, recreation, institutions, government buildings, agriculture, and agricultural commercial establishments.
3. Agricultural Town Residential (ATR) Zone – The purpose of this zone is to preserve the existing rural agricultural characteristic of Woodbine within the Pinelands Town Area by maintaining low density development. The permitted uses are similar to that of

The background of the page is a detailed topographic map of Delaware and its surrounding regions. The map shows various towns, roads, and geographical features. Key locations visible include Delaware, Woodbury, and parts of Pennsylvania and Maryland. The map is oriented with North at the top.

the Agricultural Rural Residential (ARR) Zone except that single-family dwellings are permitted on lots of 3.2 acres with conventional wastewater disposal systems and on 1.0 acre lots with an Alternate Design Pilot Program Treatment System.

4. R-1 Residential 1 (Moderate Density) – The purpose of this zone is to allow residents the amenities of open space, wooded areas, recreational-picnic space, and small-scale farming areas on individual lots. This is accomplished by allowing a smaller lot size than in the Agricultural Town Residential (ATR) Zone yet large enough to support the additional activities such as townhouses and conversions of an existing dwelling to apartments.
5. R-2 Residential District (High Density) – The purpose of this zone is to provide Woodbine residents with a land area for high density development, with smaller lot sizes, yet with enough lot areas to sustain septic filter systems and small individual scenic and/or recreational open space: (outdoor family space). Permitted uses are similar to that of the R-1 Residential 1 (Moderate Density Zone) with the exception of housing facilities for migratory farm workers, farming, farm markets, produce stands, and golf courses.
6. Commercial Zone – The purpose of the Commercial Zone is to provide commercial uses along the northeastern and northwestern sides of DeHirsch Avenue, from Heine Avenue, south to Dennisville-Petersburg Road to serve the members of the community and the general traveling public. The permitted uses in this zone include retail sales, restaurants, services, banks, and office buildings.
7. Town Commercial District (TC) – The purpose of the Town Commercial District (TC) is to provide a centralized market place with an attractive yet practical atmosphere with a large variety of stores, shops, entertainment activities, restaurant, office, and residential uses. Permitted uses include: single and two family dwellings; townhouses and second floor apartments over commercial use; retail uses; parking lots; restaurants, luncheonettes, diners, and drive-in restaurants; public utility installations; service activities; business offices, professional offices, and government office buildings; recreational activities such as indoor theaters, bowling alleys, dance studios and parks and playgrounds; shopping centers; automobile and automobile sales and service; hardware stores; funeral homes; and motels and hotels as a conditional use.
8. Airport/Light Industrial Manufacturing – The primary purpose of this zone is to provide light industrial relocation and expansion by promoting an economic base of diverse industries and manufacturing and permitting the limited integration of compatible commercial activity and to permit airports and airport-support facilities. The permitted uses include wholesale and warehouse facilities, industrial, laboratory and research facilities, manufacturing, and limited recreational uses.

9. DeHirschLightIndustrial/ Manufacturing (DLIM)

– The purpose and intent of the DeHirsch Light Industrial/Manufacturing (DLIM) is to encourage light industrial and manufacturing relocation and expansion by promoting an economic base of diverse uses, while retaining natural



Sea Isle Ice Company facility in DeHirsch Light Industrial / Manufacturing (DLIM) Zone

resources and recognizing the development constraints of the area. Permitted uses include industrial, manufacturing, laboratories, and warehouse facilities.

10. Light Industrial/Manufacturing (LIM) –

The purpose of this zone is to provide for industrial relocation and expansion by promoting an economic base of diverse industries and manufacturing. Permitted uses are similar to the Airport/Light Industrial Manufacturing Zone without recreational facilities.



Car dealerships along DeHirsch Avenue in 2007 Zoning Map's Light-Industrial Manufacturing (LIM) Zone

11. Redevelopment Plans –

The Redevelopment Plan for the Borough of Woodbine Landfill Area, found within the Redevelopment Plans section of the Borough Code, shall supersede all provisions of the Borough of Woodbine Land Use Code, and all such provisions of the Land Use Code, except as specifically provided for in the Redevelopment Plan, shall not apply to land and structures within the Redevelopment Area.

Discrepancies between 2007 Zoning Map and Borough Zoning Code

Table 1-5 below details the discrepancies between the 2007 Zoning Map and the Borough Zoning Code. Some of the discrepancies are minor, most notably different naming conventions

where a reader could easily understand the connection. However, other aspects offer confusing or conflicting information, which could make it difficult for the Borough to effectively enforce its zoning and/or have spillover effects into other areas of governance. These discrepancies need to be resolved as set forth in the Recommendations section, adopted by the Borough, and formally submitted to the Pinelands Commission for approval.

Table 1-5: Zoning District Discrepancies

Sept 4, 2007 Map (currently on website):	Zoning Code as appears in District Regulations (26-4.4-11):	Discrepancy
Agricultural / Rural / Residential (ARR)	Agricultural Rural Residential (ARR) Zone	Naming convention
Agricultural / Town Residential (ATR)	Agricultural Town Residential (ATR) Zone	Naming convention
Light-Industrial Manufacturing (LIM)	Light/Industrial Manufacturing * Airport/ Light Industrial Manufacturing	Unclear where these zones are; Naming convention
Residential – 1 (R1)	R-1 Residential 1 (Moderate Density)	Naming convention
Residential – 2 (Multi and Single) (R2)	R-2 Residential District (High Density)	Naming convention
Town / Commercial (TC)	Town Commercial District (TC)	Naming convention
(no equivalent)	Commercial Zone *	No Commercial Zone on map
Planned Development (PD) **	Planned Development District **	Unclear where these zones are; Naming convention
Forest Agricultural / Residential (FA-R)	Forest Area - Residential (Very Low Density)	Naming convention
DeHirsch Light Industrial / Manufacturing (DLIM)	DeHirsch Light Industrial/ Manufacturing (DLIM)*	None
Redevelopment (RD)	Redevelopment Plans ***	Naming convention

* Not listed in Zoning Districts list (26-3.1):

** Rezoned as Commercial Light Industrial (C/LI) according to Pinelands records

*** Listed as separate section in 26-5

Source: Van Note Harvey Associates; Borough of Woodbine

A summary of notable inconsistencies between the 2007 Zoning Map and the Borough Zoning Code that will be addressed in the Recommendations section include:

Light Industrial Manufacturing vs. Airport/Light Industrial Manufacturing Zones. The Zoning Code includes both a Light-Industrial Manufacturing (LIM) Zone and an Airport/Light Industrial Manufacturing (ALIM) Zone, yet the 2007 Zoning Map only shows a Light – Industrial Manufacturing (LIM) Zone, which is located to the southwest of DeHirsch Avenue and covers the Airport.

The 2012 Woodbine Airport Planning Study (2012 Study) recommended that the Planned Development Zone, which is located on the northeast side of DeHirsch Avenue on the Zoning Map, change to Light Industrial Manufacturing (LIM), while the Airport Light Industrial Manufacturing (ALIM) bifurcate into Airport Airside (AA) and Airport Light Industrial Manufacturing (ALIM) (see Table 1-6). The Zoning Code therefore might reflect the 2012 Study’s recommendation to have separate Light Industrial Manufacturing (LIM) and Airport Light Industrial Manufacturing (ALIM) Zones, though the recommended Airport Airside (AA) Zone is absent from the Zoning Code and the 2012 Study makes recommendations based on an existing Airport Light Industrial Manufacturing (ALIM) Zone, which is not present in the 2007 Zoning Map.



Woodbine Municipal Airport in 2007 Zoning Map’s Light-Industrial Manufacturing (LIM) Zone

Table 1-6: 2012 Woodbine Airport Planning Study Proposed Rezoning	
Existing	Proposed
Airport Light Industrial Manufacturing (ALIM)	Airport Light Industrial Manufacturing (ALIM)
	Airport Airside (AA)
Planned Development (PD)	Light Industrial Manufacturing (LIM)

Source: Van Note Harvey Associates

Commercial Zone. Another major inconsistency is the Commercial Zone, which is not included on the 2007 Zoning Map but is described in the Zoning Code as being located “along the northeastern and northwestern sides of DeHirsch Avenue, from Heine Avenue, south to Dennisville-Petersburg Road.” Given that DeHirsch Avenue runs southeast to northwest, it is

unclear which side(s) of the road are referred to as northwest or northeast. Since there is no geographical representation on any Borough map, the exact boundary of the zone is unknown.

Planned Development Zone. The Planned Development Zone is included in the 2007 Zoning Map and is within the list of Zoning Districts in the Zoning Code (26-3.1) but is absent from the District Regulations section (26-4). The Planned Development (PD) Zone may be absent from District Regulations because the 2012 Study (to be discussed in greater detail below) recommended for this zone to be replaced with the new Light Industrial Manufacturing (LIM) zone.

It is recommended in this **Land Use Element** that the Borough address the issues described above as set forth in the Recommendations section and the proposed 2019 Zoning District Map.

Airport Safety Zone Discrepancy

Airport Safety Zones, as defined in N.J.A.C 16:62-1 and described in greater detail in the Major Land Use Issues and Opportunities section below, establish “minimum standards for the control of airport and aeronautical hazards” by preventing certain activities and land uses within designated distances of runways. The 2007 Zoning Map includes boundaries of the Airport Safety Zone, but these do not match the boundaries shown in the Borough’s Airport Safety Zone map (see Map 1-8 below) as approved by the New Jersey Department of Transportation’s (NJDOT) Division of Aeronautics. It appears that the boundaries which appear on the Zoning Map represent a proposed expansion to the Airport’s runways, which is not currently being pursued.

It is recommended in this **Land Use Element** that the Borough clarify the boundaries of the Airport Safety Zone as set forth in the Recommendation section and the proposed 2019 Zoning District Map.

Major Land Use Issues and Opportunities

Woodbine Municipal Airport

The Woodbine Municipal Airport is one of 42 public use airports in New Jersey. The Airport remains one of the Borough’s greatest assets and the non-aeronautical land within the Airport property is some of its most underutilized. The Borough has explored opportunities to utilize the



Operations center and hangars at Woodbine Municipal Airport

Airport property that fronts DeHirsch Avenue and the railroad tracks formerly operated by the West Jersey and Seashore Railroad line. Numerous initiatives have been explored to utilize this unique location, including those outlined in the 2004 Woodbine Airport Economic Development Area Smart Growth Project (WAEDA Plan) and the 2012 Study, but the area largely remains undeveloped. As indicated above, the Airport is currently zoned Airport/Light Industrial Manufacturing according to the Borough Zoning Code, but is within the Light – Industrial Manufacturing (LIM) Zone on the 2007 Zoning Map.

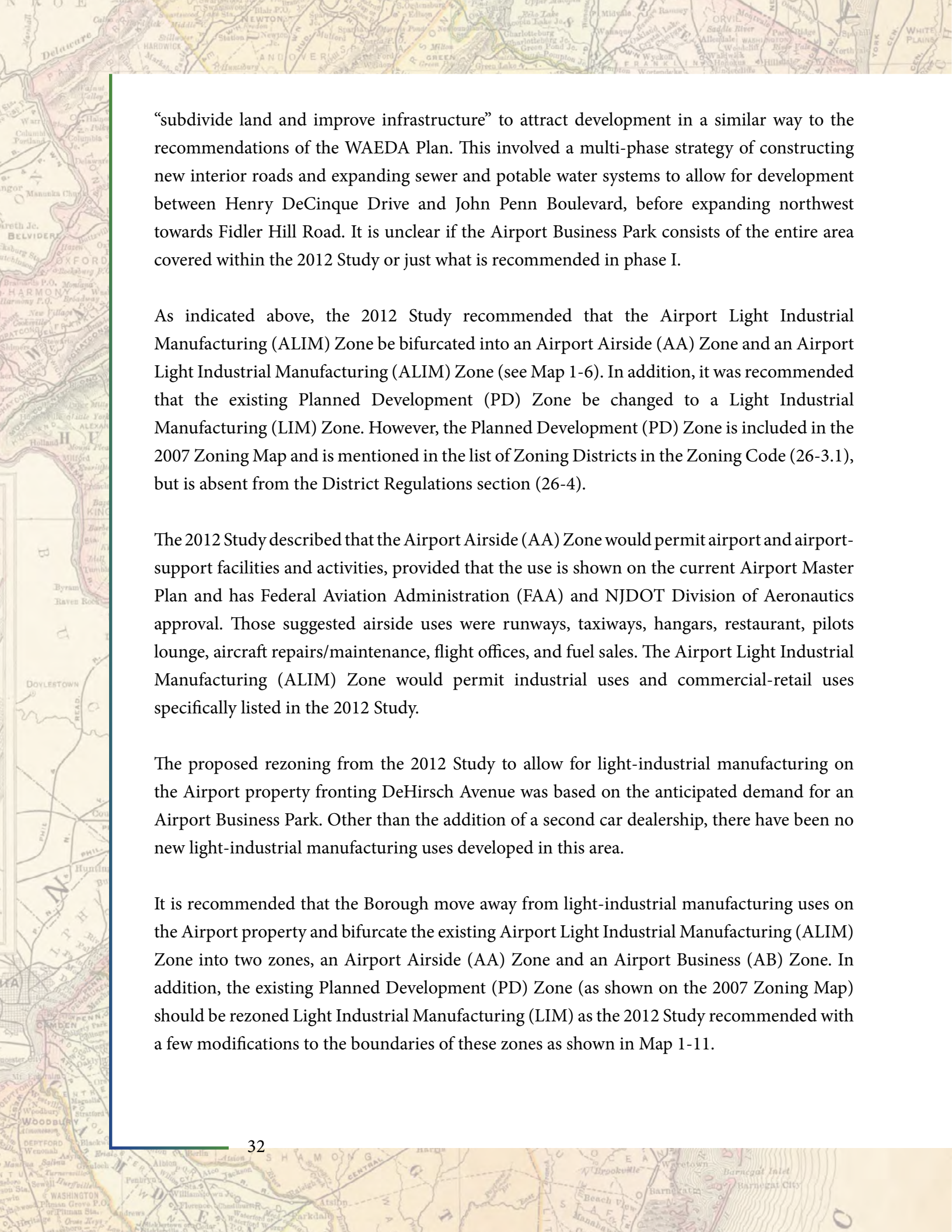
The WAEDA Plan noted the potential for the Airport to become a lynchpin for future economic development in the Borough by capturing a share of the high-end private aviation market looking for easy access to the southern New Jersey Shore as well as the burgeoning regional eco-tourism industry. The WAEDA Plan called for a “Gateway Small Business Park” located on Henry DeCinque Drive (covering Block 125, Lots 1.01, 1.02, and the part of 1 that fronts DeHirsch Avenue) where the Borough would lease sites ranging from 5,000 square feet to 10,000 square feet. The WAEDA Plan additionally recommended the construction of an airport terminal and restaurant, which would connect to a new rail station along the restored Cape May Seashore Lines tracks, as well as numerous recreational opportunities on site, most prominently an 18-hole championship golf course, or within the surrounding area.

Neither of the plans for the creation of a golf course nor the reactivation of the rail line have come to fruition. The Borough is still considering ways to expand operations at the Airport, but a terminal has not been built. The only change to the area envisioned as the Gateway Small Business Park is the addition of a second car dealership on DeHirsch Avenue between Henry DeCinque Drive and John Penn Boulevard. The drastic reimagining of the area outlined in the WAEDA Plan has not been realized and the Borough no longer expects this type of development to occur.

The objective of the 2012 Study was “to determine the projected uses and development potential at the Woodbine Airport and Adjacent [sic] Woodbine Airport Business Park and identify the direct impact on the transportation infrastructure that currently exists.” Part of the 2012 Study explored an option to



Security fence protecting runways at Woodbine Municipal Airport



“subdivide land and improve infrastructure” to attract development in a similar way to the recommendations of the WAEDA Plan. This involved a multi-phase strategy of constructing new interior roads and expanding sewer and potable water systems to allow for development between Henry DeCinque Drive and John Penn Boulevard, before expanding northwest towards Fidler Hill Road. It is unclear if the Airport Business Park consists of the entire area covered within the 2012 Study or just what is recommended in phase I.

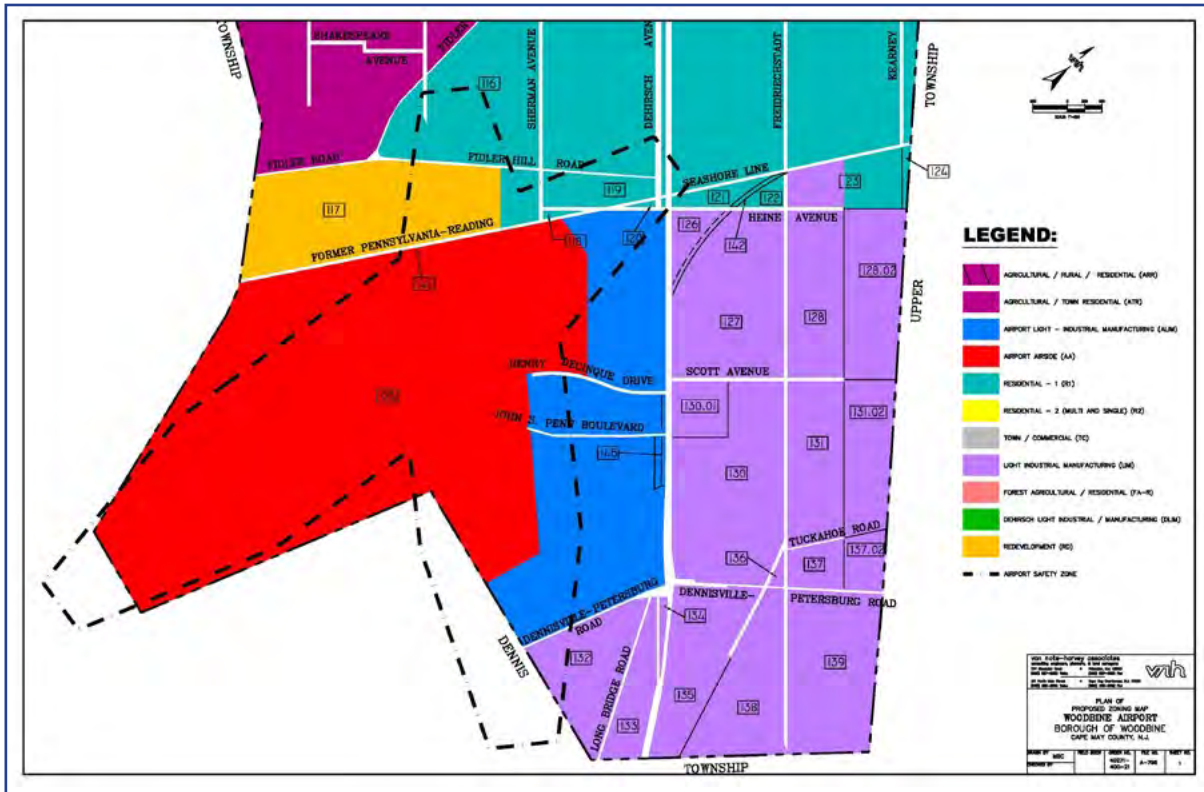
As indicated above, the 2012 Study recommended that the Airport Light Industrial Manufacturing (ALIM) Zone be bifurcated into an Airport Airside (AA) Zone and an Airport Light Industrial Manufacturing (ALIM) Zone (see Map 1-6). In addition, it was recommended that the existing Planned Development (PD) Zone be changed to a Light Industrial Manufacturing (LIM) Zone. However, the Planned Development (PD) Zone is included in the 2007 Zoning Map and is mentioned in the list of Zoning Districts in the Zoning Code (26-3.1), but is absent from the District Regulations section (26-4).

The 2012 Study described that the Airport Airside (AA) Zone would permit airport and airport-support facilities and activities, provided that the use is shown on the current Airport Master Plan and has Federal Aviation Administration (FAA) and NJDOT Division of Aeronautics approval. Those suggested airside uses were runways, taxiways, hangars, restaurant, pilots lounge, aircraft repairs/maintenance, flight offices, and fuel sales. The Airport Light Industrial Manufacturing (ALIM) Zone would permit industrial uses and commercial-retail uses specifically listed in the 2012 Study.

The proposed rezoning from the 2012 Study to allow for light-industrial manufacturing on the Airport property fronting DeHirsch Avenue was based on the anticipated demand for an Airport Business Park. Other than the addition of a second car dealership, there have been no new light-industrial manufacturing uses developed in this area.

It is recommended that the Borough move away from light-industrial manufacturing uses on the Airport property and bifurcate the existing Airport Light Industrial Manufacturing (ALIM) Zone into two zones, an Airport Airside (AA) Zone and an Airport Business (AB) Zone. In addition, the existing Planned Development (PD) Zone (as shown on the 2007 Zoning Map) should be rezoned Light Industrial Manufacturing (LIM) as the 2012 Study recommended with a few modifications to the boundaries of these zones as shown in Map 1-11.

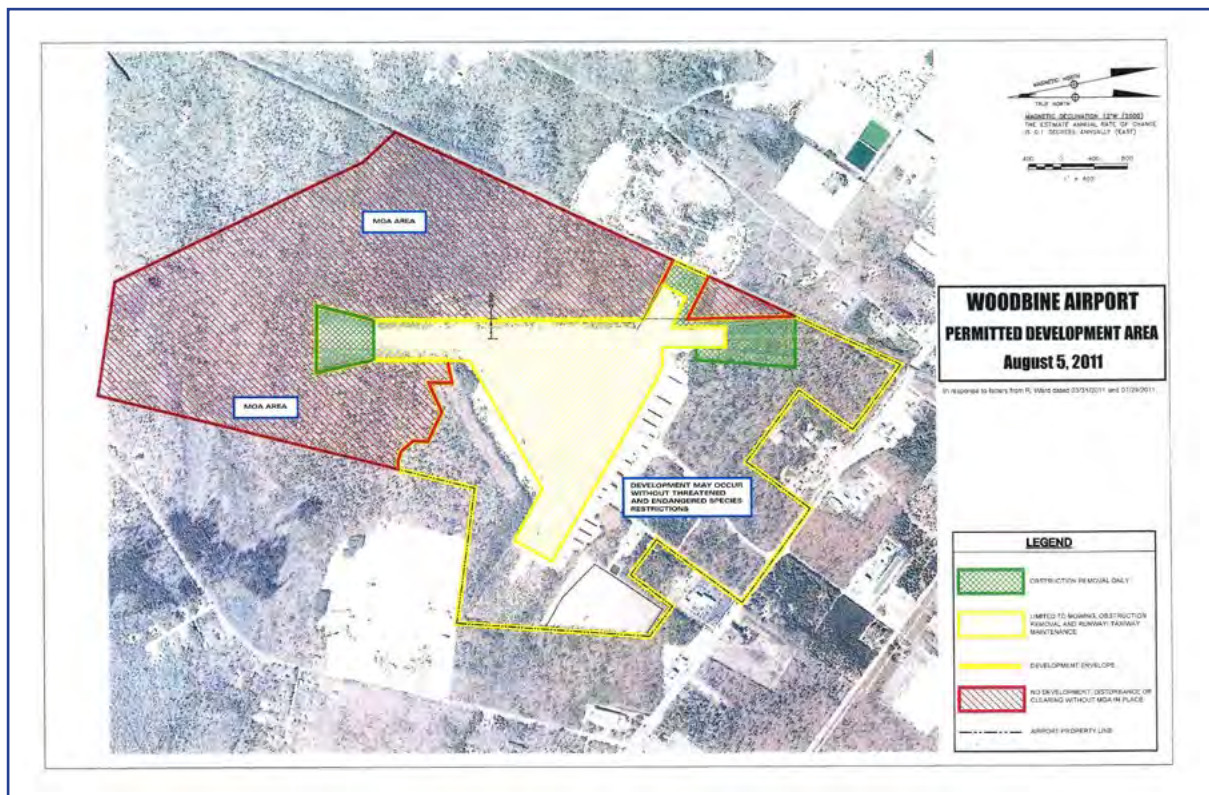
Map 1-6. Proposed Airport Zoning from the 2012 Woodbine Airport Planning Study



Source: Van Note Harvey Associates

Because the Airport is within the Pinelands Area, the lengthy permitting process can be an obstacle to development. On March 31, 2011, the Pinelands Commission staff provided a letter to the then-existing Woodbine Port Authority detailing specific areas at the Airport where development could occur in conformance with Pinelands environmental standards. As shown on Map 1-7 below, this development envelope extends from the property line on DeHirsch Avenue to within roughly 500' of the runway. Development outside this development envelope would require deviation from Pinelands environmental standards and could occur only if a formal Memorandum of Agreement were approved by the Pinelands Commission.

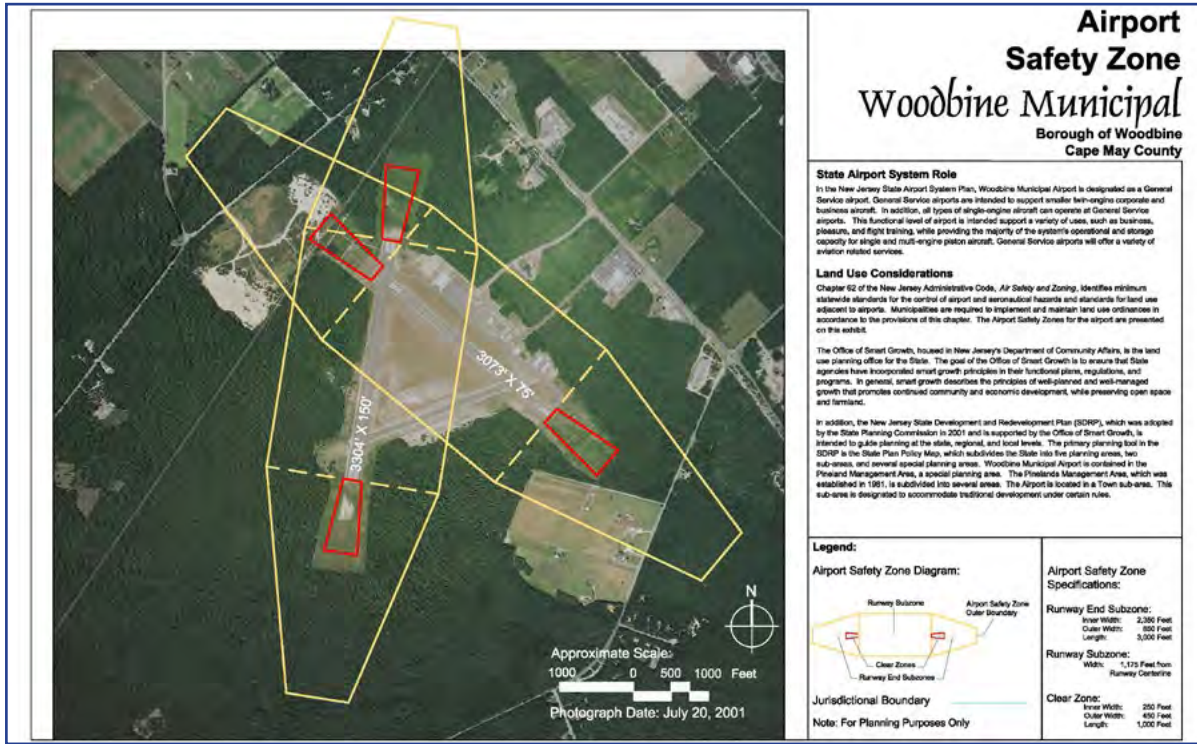
Map 1-7. Pinelands Permitted Development Areas



Source: New Jersey Pinelands Commission and the Borough of Woodbine

The Airport Safety Zone around the Airport consists of the Clear Zone, Runway Subzone, and Runway End Subzone. N.J.A.C 16:62-5.1, NJDOT’s Division of Aeronautics’ Land Use Ordinance Standards, outline permitted and prohibited land uses within proximity of an airport, most notable prohibiting residential units on parcels less than three acres in size. As shown in Map 1-8, the Airport’s Runway Subzone and Runway End Subzone extends into the area recommended in the 2012 Study to be rezoned as Light Industrial Manufacturing (LIM), as well as into the existing Residential - 1 (R1) Zone (as shown on the 2007 Zoning Map) across DeHirsch Avenue and Fidler Hill Road.

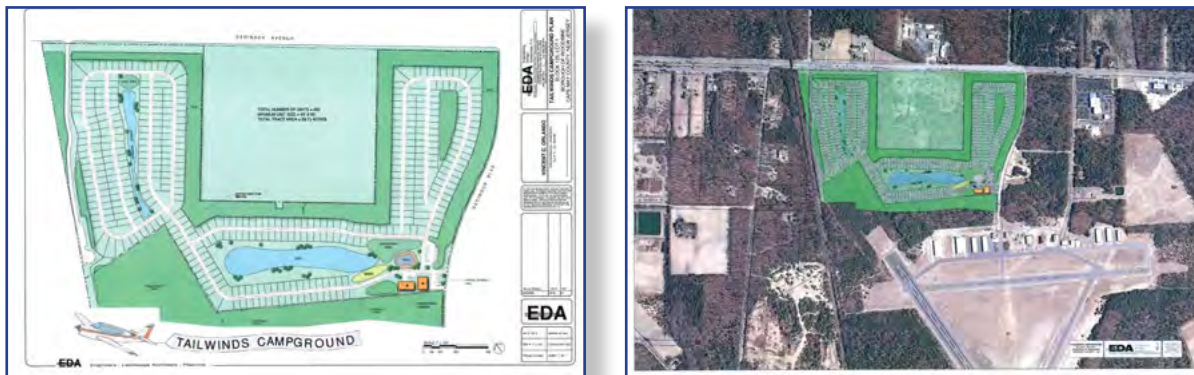
Map 1-8. Airport Safety Zone at the Woodbine Municipal Airport



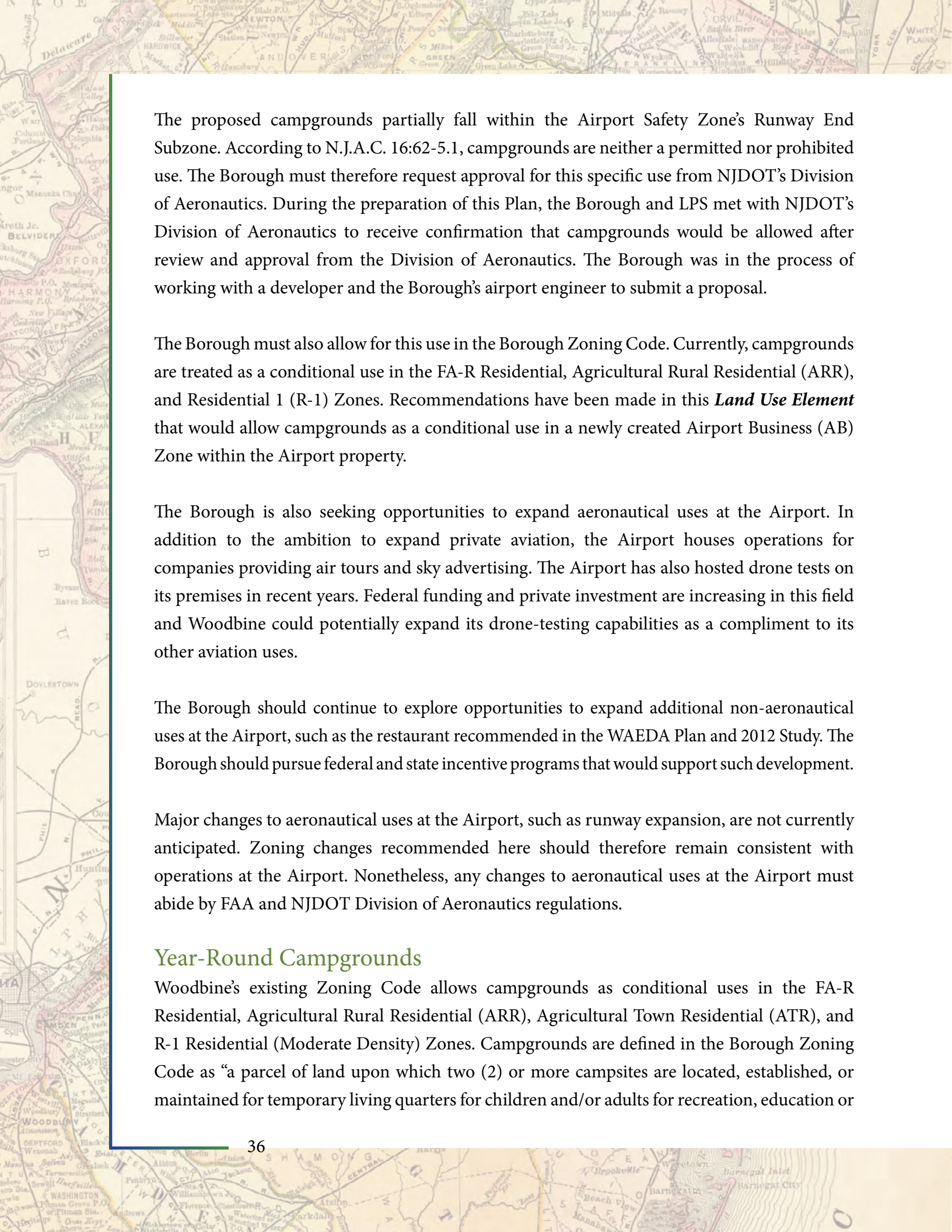
Source: New Jersey Department of Transportation, Division of Aeronautics and the Borough of Woodbine

At present, the Borough is interested in expanding operations to attract private planes by offering easy access to the coast and the surrounding area. The Borough also has an opportunity to encourage other forms of eco-tourism. As of early 2019, a private developer is interested in developing a seasonal campground called Tailwinds Campground on a roughly 71-acre site that covers all of Block 125, Lots 1.02 and 1.03, as well as the part of Lot 1 that is in the northeast corner of the Airport property (see Map 1-9). The Borough is interested in the proposed campground coming to fruition as this would align with the eco-tourism niche that the Borough currently sees as its most viable economic strategy.

Map 1-9. Proposed Tailwinds Campground



Source: Engineering Design Associates, P.A.



The proposed campgrounds partially fall within the Airport Safety Zone's Runway End Subzone. According to N.J.A.C. 16:62-5.1, campgrounds are neither a permitted nor prohibited use. The Borough must therefore request approval for this specific use from NJDOT's Division of Aeronautics. During the preparation of this Plan, the Borough and LPS met with NJDOT's Division of Aeronautics to receive confirmation that campgrounds would be allowed after review and approval from the Division of Aeronautics. The Borough was in the process of working with a developer and the Borough's airport engineer to submit a proposal.

The Borough must also allow for this use in the Borough Zoning Code. Currently, campgrounds are treated as a conditional use in the FA-R Residential, Agricultural Rural Residential (ARR), and Residential 1 (R-1) Zones. Recommendations have been made in this **Land Use Element** that would allow campgrounds as a conditional use in a newly created Airport Business (AB) Zone within the Airport property.

The Borough is also seeking opportunities to expand aeronautical uses at the Airport. In addition to the ambition to expand private aviation, the Airport houses operations for companies providing air tours and sky advertising. The Airport has also hosted drone tests on its premises in recent years. Federal funding and private investment are increasing in this field and Woodbine could potentially expand its drone-testing capabilities as a compliment to its other aviation uses.

The Borough should continue to explore opportunities to expand additional non-aeronautical uses at the Airport, such as the restaurant recommended in the WAEDA Plan and 2012 Study. The Borough should pursue federal and state incentive programs that would support such development.

Major changes to aeronautical uses at the Airport, such as runway expansion, are not currently anticipated. Zoning changes recommended here should therefore remain consistent with operations at the Airport. Nonetheless, any changes to aeronautical uses at the Airport must abide by FAA and NJDOT Division of Aeronautics regulations.

Year-Round Campgrounds

Woodbine's existing Zoning Code allows campgrounds as conditional uses in the FA-R Residential, Agricultural Rural Residential (ARR), Agricultural Town Residential (ATR), and R-1 Residential (Moderate Density) Zones. Campgrounds are defined in the Borough Zoning Code as "a parcel of land upon which two (2) or more campsites are located, established, or maintained for temporary living quarters for children and/or adults for recreation, education or

vacation purposes. Campsites shall include land designated to accommodate any tent or camper.” In addition, “Chapter XIII, Campgrounds” in the Borough’s general ordinances provides that permanent or semi-permanent structures are not allowed on a campsite and that only camping units that are defined by the Borough’s ordinance are allowed on a campsite (none of which are permanent structures). Chapter XIII also stipulates that camping units may not be erected or mounted on permanent structures. Furthermore, the ordinance provides that a campsite may be occupied between November 1 to April 1 for only 14 consecutive or non-consecutive days.

Woodbine contains three camping resorts with on-site amenities. Two resorts are “condo-style campgrounds” open all year and do not meet the definition of “temporary” according to the Borough’s ordinance: the Carol Lynn Resorts off of Fremont Avenue and the Ocean World Camper’s Resort between Freidriechstadt Avenue and Atlantic Boulevard. The other is a seasonal



Entrance to Ocean World Camper's Resort

condo-style campground open from April 1 to November 1: the Carol Lynn Resorts East. The Carol Lynn Resorts and Carol Lynn Resorts East are in the Agricultural Town Residential (ATR) Zone and the Ocean World Camper’s Resort is in the R-1 Residential (Moderate Density) Zone. All three resorts contain units that would not fit the definition of a “camper” pursuant to the Borough’s ordinance and are more akin to permanent or

semi-permanent structures that are located on a single tax parcel. Units for sale on the Ocean World Camper’s Resort are listed as “mobile/manufactured” homes on real estate websites. All three campgrounds are served by onsite wastewater treatment systems.

As indicated above, the Borough wishes to encourage eco-tourism on the Airport property and allow campgrounds. Recommendations have been made in this **Land Use Element** that would allow campgrounds as a conditional use in a newly created Airport Business (AB) Zone within the Airport property. It is recommended that going forward, the Borough only allow campgrounds that meet the Borough’s ordinance definition of a campground, specifically only allowing campers that are moveable in some way and only allowing the occupation of

campgrounds on a temporary basis, namely from April 1 to November 1. The Borough should delete Section 26-62.5 of its ordinance (Special Requirements for Improved or Primitive Campgrounds) and move any relevant information to Chapter VIII (Campgrounds). This section of the ordinance is confusing as the terms “Improved Campgrounds” and “Primitive Campgrounds” are not used in any other sections of the ordinance and is duplicative of the definitions of “Campgrounds” and “Campers” in Section 26-2 (Definitions) and with the requirements in Chapter VIII (Campgrounds). However, the Borough should amend either the definition of “Campground” or Chapter VIII (Campgrounds) to add the dates of April 1 to November 1 to specifically define the term “temporary.”

Woodbine Developmental Center

According to the State of New Jersey, Department of Human Services, Division of Developmental Disabilities website, “the Woodbine Developmental Center (WDC), founded in 1921, is located on 250 acres of land in Woodbine, Cape May County. WDC provides a wide range of habilitation, behavioral and medical services and supports to men with developmental disabilities. As of March 2017, the WDC has a census of 281 residents.” The WDC is a significant establishment in Woodbine as it is the largest employer in the Borough and in Cape May County.



Woodbine Developmental Center

The national trend is to transfer disabled residents of large state institutions into group homes throughout the general community. As a result, the State of New Jersey closed two of its seven developmental centers in 2014 and 2015. At the time, the State noted that population of its seven developmental centers decreased nearly 50% since 1998. Although the WDC received some residents from the two developmental centers that closed, its population and workforce continue to decline. As the resident population decreases, the WDC has not needed to fully utilize all the buildings on its sprawling campus. Unused space at the WDC has been leased by the State to other tenants, predominantly public agencies with positive results. For example, the Cape May County Medical Examiner and Forensic Unit, as well as Cape Counseling, are located at the WDC. Although, there are no plans to close the WDC, the future of this facility and the property should be considered.

At the time, the State noted that population of its seven developmental centers decreased nearly 50% since 1998. Although the WDC received some residents from the two developmental centers that closed, its population and workforce continue to decline. As the resident population decreases, the WDC has not needed to fully utilize all the buildings on its sprawling campus. Unused space at the WDC has been leased by the State to other tenants, predominantly public agencies with positive results. For example, the Cape May County Medical Examiner and Forensic Unit, as well as Cape Counseling, are located at the WDC. Although, there are no plans to close the WDC, the future of this facility and the property should be considered.

Given the original design, the facility and property may be converted to accommodate more institutional, governmental, health, and/or medical uses in the future. The two developmental centers in New Jersey that recently closed, the North Jersey Developmental Center and the Woodbridge Developmental Center, were in the process of being redeveloped for medical and institutional uses at the time of this Master Plan preparation.

The 2007 Zoning Map shows the WDC within the Residential – 2 (Multi and Single) (R2) Zone and the Borough Code permits “government buildings and institutions (five (5) acre minimum)” as a principal permitted use in the R-2 Residential District (High Density). However, the list of uses could be expanded by creating a new zoning district for the WDC and surrounding parcels, as shown on Map 1-11. A new zoning district, Institutional Zone (INST), would permit institutional uses, medical uses, and other commercial uses in order to maximize the type of tenants that could lease unused space at the WDC. In addition, this new zoning district should also include Panzini’s Pizza and allow restaurants to become a conforming use in the zone. Restaurants are currently not permitted in the R-1 Residential (Moderate Density) Zone, where Panzini's Pizza is currently located according to the 2007 Zoning Map.

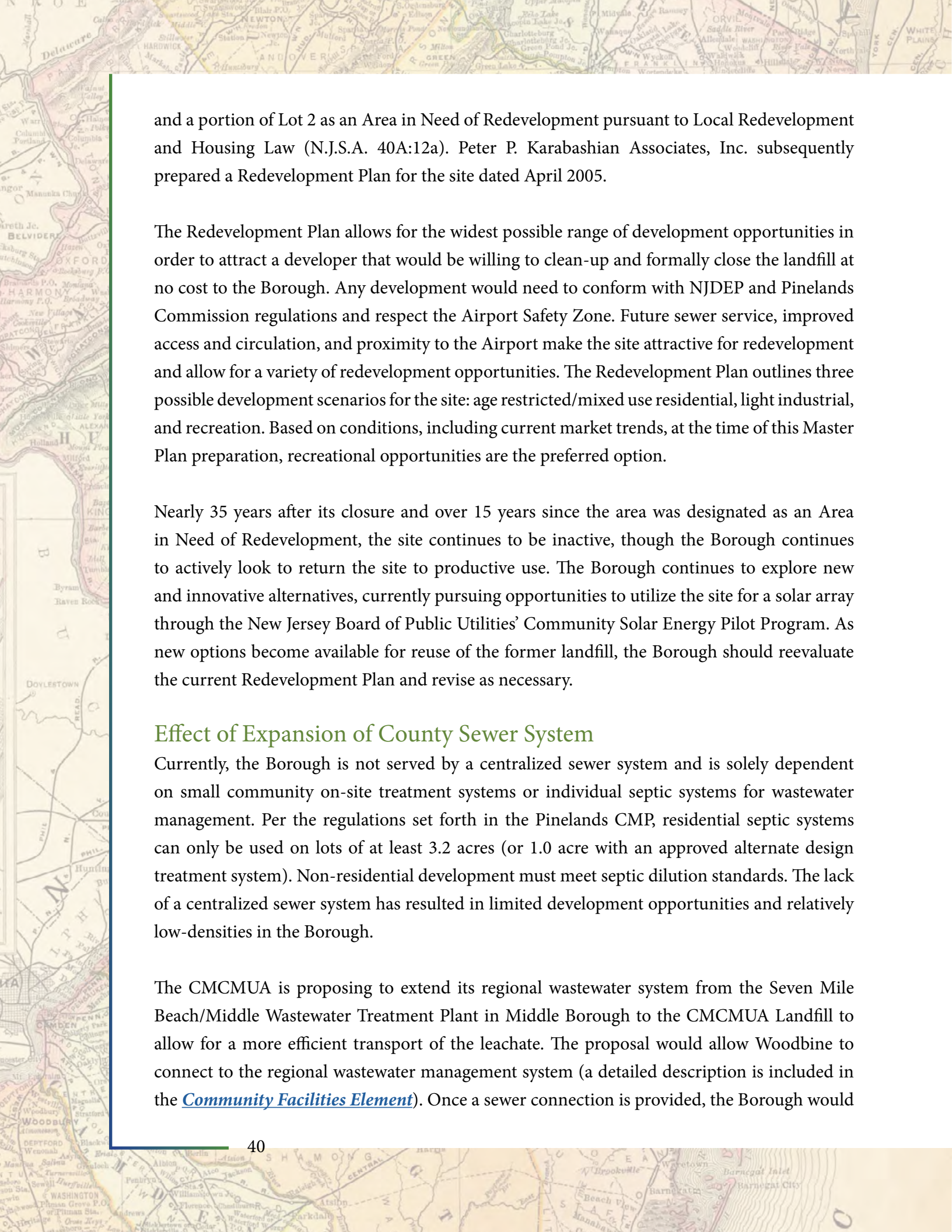
Former Woodbine Landfill Site Redevelopment Area

The Woodbine municipal landfill, owned by the Borough of Woodbine, operated as a landfill between 1971 and its closure in 1985. The site is approximately 115 acres and is located between Fidler Hill Road and the railroad tracks. It is bordered by Residential (R-1) to the north and Light-Industrial Manufacturing (LIM) to the south according to the 2007 Zoning Map. Wetlands are located in the northern section of the site, which necessitates a wetlands buffer.



Inactive Woodbine Municipal Landfill

The landfill has not been properly closed in accordance with the Solid Waste Regulations by NJDEP. The high costs associated with closing the landfill have so far deterred private investors and the Borough has been unable to provide funding on its own. In order to jumpstart redevelopment of the site, the Borough approved Resolution Number 7-90-2003 on July 17, 2003, which designated Block 117, Lot 1



and a portion of Lot 2 as an Area in Need of Redevelopment pursuant to Local Redevelopment and Housing Law (N.J.S.A. 40A:12a). Peter P. Karabashian Associates, Inc. subsequently prepared a Redevelopment Plan for the site dated April 2005.

The Redevelopment Plan allows for the widest possible range of development opportunities in order to attract a developer that would be willing to clean-up and formally close the landfill at no cost to the Borough. Any development would need to conform with NJDEP and Pinelands Commission regulations and respect the Airport Safety Zone. Future sewer service, improved access and circulation, and proximity to the Airport make the site attractive for redevelopment and allow for a variety of redevelopment opportunities. The Redevelopment Plan outlines three possible development scenarios for the site: age restricted/mixed use residential, light industrial, and recreation. Based on conditions, including current market trends, at the time of this Master Plan preparation, recreational opportunities are the preferred option.

Nearly 35 years after its closure and over 15 years since the area was designated as an Area in Need of Redevelopment, the site continues to be inactive, though the Borough continues to actively look to return the site to productive use. The Borough continues to explore new and innovative alternatives, currently pursuing opportunities to utilize the site for a solar array through the New Jersey Board of Public Utilities' Community Solar Energy Pilot Program. As new options become available for reuse of the former landfill, the Borough should reevaluate the current Redevelopment Plan and revise as necessary.

Effect of Expansion of County Sewer System

Currently, the Borough is not served by a centralized sewer system and is solely dependent on small community on-site treatment systems or individual septic systems for wastewater management. Per the regulations set forth in the Pinelands CMP, residential septic systems can only be used on lots of at least 3.2 acres (or 1.0 acre with an approved alternate design treatment system). Non-residential development must meet septic dilution standards. The lack of a centralized sewer system has resulted in limited development opportunities and relatively low-densities in the Borough.

The CMCMUA is proposing to extend its regional wastewater system from the Seven Mile Beach/Middle Wastewater Treatment Plant in Middle Borough to the CMCMUA Landfill to allow for a more efficient transport of the leachate. The proposal would allow Woodbine to connect to the regional wastewater management system (a detailed description is included in the [Community Facilities Element](#)). Once a sewer connection is provided, the Borough would

be able to significantly increase the allowable density for both residential and non-residential development. This expansion of CMCMUA's regional wastewater treatment system could have the most significant implications for land use in the Borough in decades. Planning for these changes today will better allow the Borough to align any future changes to municipal goals.

Land Use Recommendations

Based on the analysis and research summarized above, the 2019 Borough of Woodbine Master Plan *Land Use Element* suggests that the following recommendations be implemented to effectuate sound planning in Woodbine and to accommodate future anticipated growth. The suggested changes to the existing zones are shown on Map 1-10 and the Proposed New Zoning Districts are illustrated on Map 1-11. Changes to the Borough Zoning Code are also provided below. Additional changes throughout the zoning code will be necessary to integrate and recognize the newly created zoning districts.

Zoning District Naming Conventions

This *Land Use Element* recommends a new set of Zoning Districts that build off of the previous zones as shown in the 2007 Zoning Map and the Borough Zoning Code. Table 1-7 below lists the new Zoning Districts and their correlation to the geographic location established in the 2007 Zoning Map and the District Regulations set forth in the Borough Zoning Code that were used as a template in creating the new Zoning Districts. Specific changes to the boundaries and permitted uses of each Zoning District are explained in the following sections.

New Zoning District	Abbreviation	Zones from 2007 Zoning Map covered in New Zoning District	District Regulations from Borough Zoning Code applied to New Zoning District *
Airport Airside	AA	Light - Industrial Manufacturing (partial)	New District Regulations to be developed
Airport Business	AB	Light - Industrial Manufacturing (partial)	New District Regulations to be developed
Agriculture Rural Residential	ARR	Agricultural / Rural / Residential (all)	Agricultural Rural Residential
DeHirsch Light Industrial Manufacturing	DLIM	DeHirsch Light Industrial / Manufacturing (all)	DeHirsch Light Industrial/ Manufacturing

Table 1-7: New Zoning Districts (continued)

New Zoning District	Abbreviation	Zones from 2007 Zoning Map covered in New Zoning District	District Regulations from Borough Zoning Code applied to New Zoning District *
Forest Agriculture Residential	FAR	Forest Agricultural / Residential (all)	Forest Area - Residential
Institutional	INST	Residential - 1 (partial)	New District Regulations to be developed
Light Industrial Manufacturing	LIM	Planned Development + Residential - 1 (partial) + Light - Industrial Manufacturing (partial)	Light/Industrial Manufacturing
Residential High Density	R2	Residential - 1 (partial) + Agricultural / Town Residential (all) + Residential - 2 (partial)	R-1 Residential 1
Residential Moderate Density	R1	Residential - 2 (partial)	R-2 Residential District
Redevelopment	RD	Redevelopment (all)	Redevelopment Plans **
Town Commercial	TC	Town / Commercial (all) + Residential - 2 (partial)	Town Commercial District

* Recommended changes to District Regulations below

** Currently listed as a separate section from District Regulations

Zoning District Boundary Changes

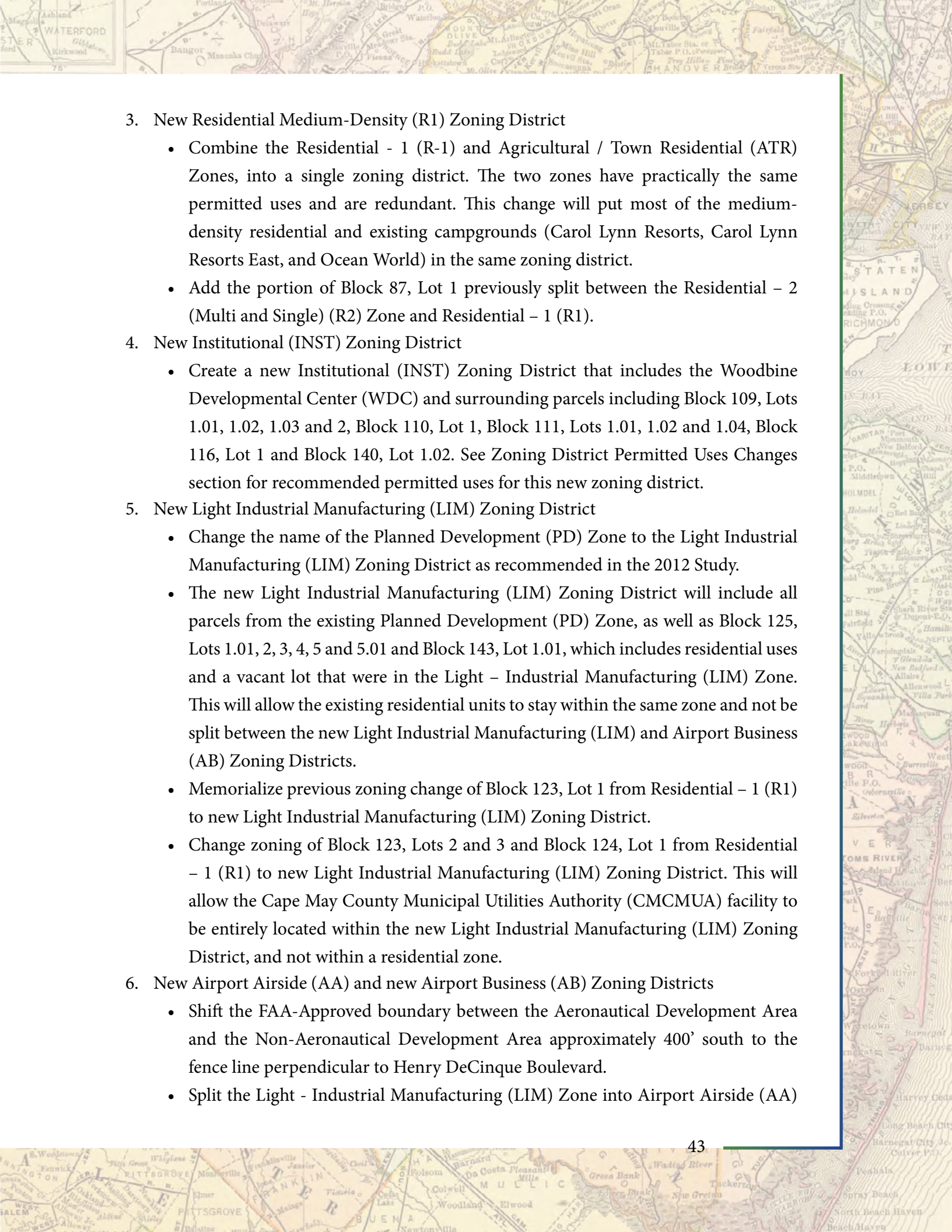
Modifications should be made to the Official Borough Zoning Map and Borough Zoning Code, as described below and shown on Map 1-10. These changes are formalized on Map 1-11. Unless otherwise noted, all existing zoning refers to what is shown on the 2007 Zoning Map.

1. New Town Commercial (TC) Zoning District

- Eliminate instances of parcels split between the Town / Commercial and Residential - 2 (Multi and Single) (R2) Zones. All previously split parcels will be rezoned to the new Town Commercial (TC) Zoning District.
- Extend the new Town Commercial (TC) Zoning District to include Block 46, Lots 5 and 9 and Block 8, Lots 2, 3, and 4 and Block 11, Lot 3.01 along Webster Street.

2. New Residential High-Density (R2) Zoning District

- Remove the 18 parcels previously split between the Residential - 2 (Multi and Single) (R2) Zone and the Town / Commercial Zone.
- Remove the portion of Block 87, Lot 1 previously split between the Residential - 2 (Multi and Single) (R2) Zone and Residential - 1 (R1).



3. New Residential Medium-Density (R1) Zoning District

- Combine the Residential - 1 (R-1) and Agricultural / Town Residential (ATR) Zones, into a single zoning district. The two zones have practically the same permitted uses and are redundant. This change will put most of the medium-density residential and existing campgrounds (Carol Lynn Resorts, Carol Lynn Resorts East, and Ocean World) in the same zoning district.
- Add the portion of Block 87, Lot 1 previously split between the Residential – 2 (Multi and Single) (R2) Zone and Residential – 1 (R1).

4. New Institutional (INST) Zoning District

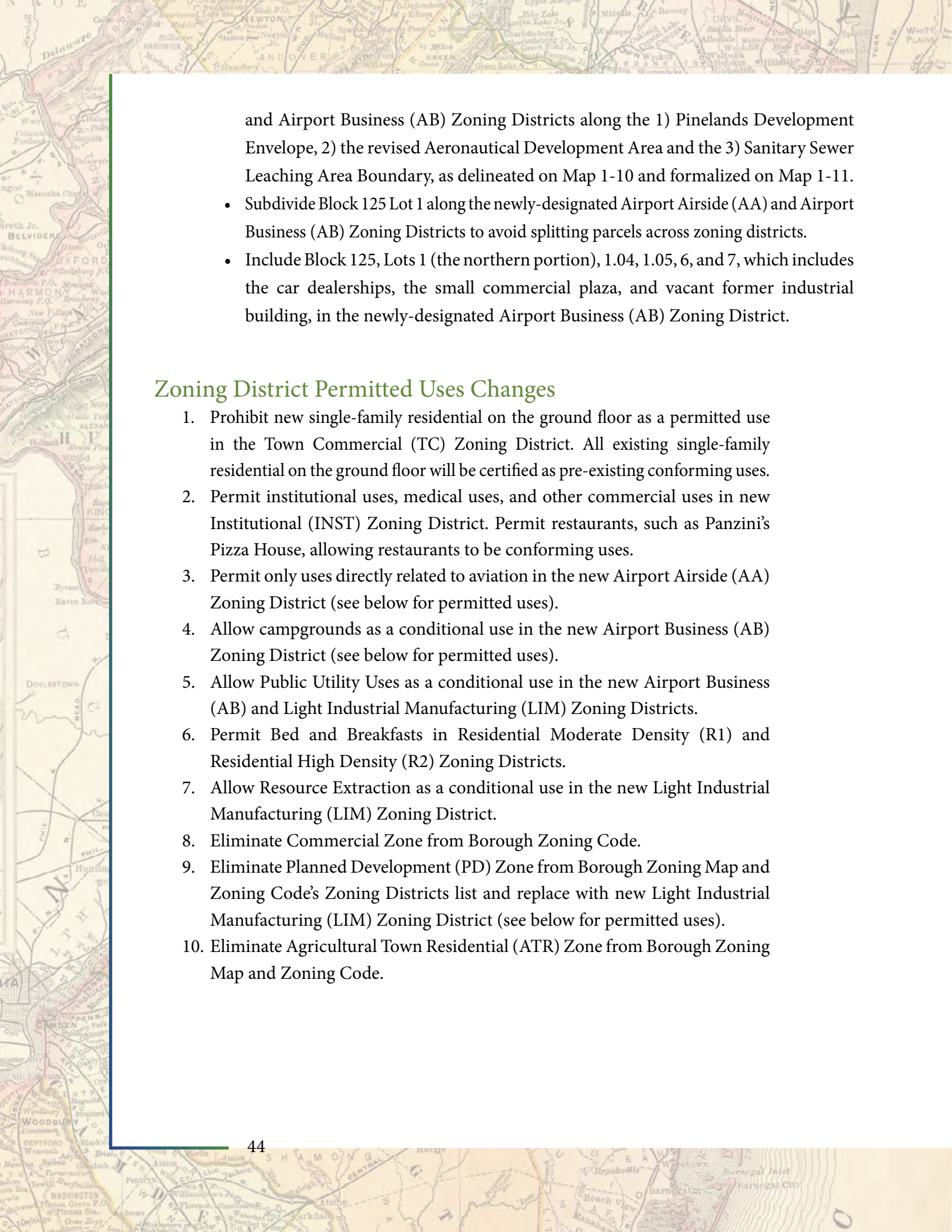
- Create a new Institutional (INST) Zoning District that includes the Woodbine Developmental Center (WDC) and surrounding parcels including Block 109, Lots 1.01, 1.02, 1.03 and 2, Block 110, Lot 1, Block 111, Lots 1.01, 1.02 and 1.04, Block 116, Lot 1 and Block 140, Lot 1.02. See Zoning District Permitted Uses Changes section for recommended permitted uses for this new zoning district.

5. New Light Industrial Manufacturing (LIM) Zoning District

- Change the name of the Planned Development (PD) Zone to the Light Industrial Manufacturing (LIM) Zoning District as recommended in the 2012 Study.
- The new Light Industrial Manufacturing (LIM) Zoning District will include all parcels from the existing Planned Development (PD) Zone, as well as Block 125, Lots 1.01, 2, 3, 4, 5 and 5.01 and Block 143, Lot 1.01, which includes residential uses and a vacant lot that were in the Light – Industrial Manufacturing (LIM) Zone. This will allow the existing residential units to stay within the same zone and not be split between the new Light Industrial Manufacturing (LIM) and Airport Business (AB) Zoning Districts.
- Memorialize previous zoning change of Block 123, Lot 1 from Residential – 1 (R1) to new Light Industrial Manufacturing (LIM) Zoning District.
- Change zoning of Block 123, Lots 2 and 3 and Block 124, Lot 1 from Residential – 1 (R1) to new Light Industrial Manufacturing (LIM) Zoning District. This will allow the Cape May County Municipal Utilities Authority (CMCMUA) facility to be entirely located within the new Light Industrial Manufacturing (LIM) Zoning District, and not within a residential zone.

6. New Airport Airside (AA) and new Airport Business (AB) Zoning Districts

- Shift the FAA-Approved boundary between the Aeronautical Development Area and the Non-Aeronautical Development Area approximately 400’ south to the fence line perpendicular to Henry DeCinque Boulevard.
- Split the Light - Industrial Manufacturing (LIM) Zone into Airport Airside (AA)

A historical map of Delaware and surrounding areas, showing various towns, roads, and geographical features. The map is detailed, with labels for numerous locations and boundaries. The text is overlaid on the right side of the map.

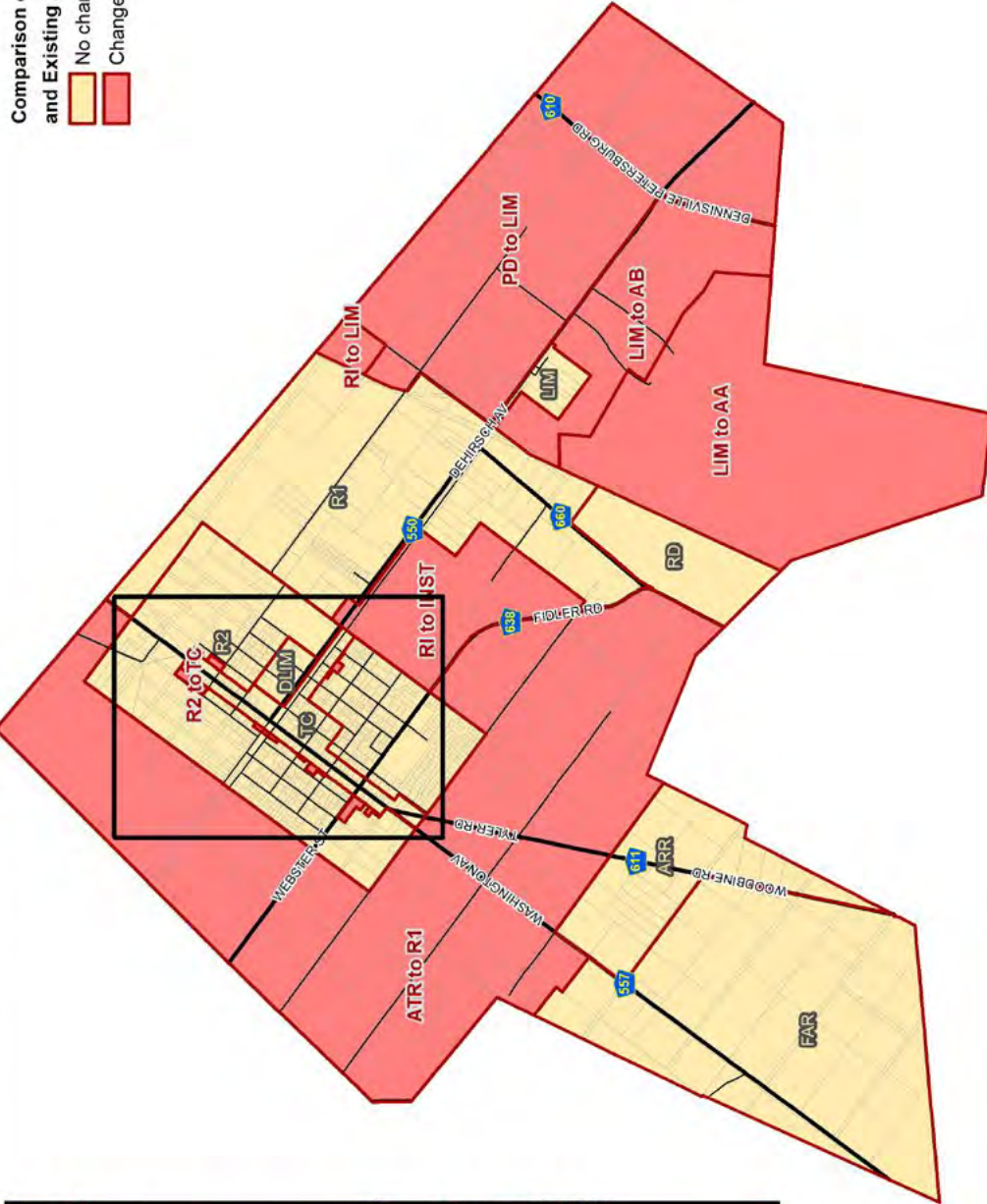
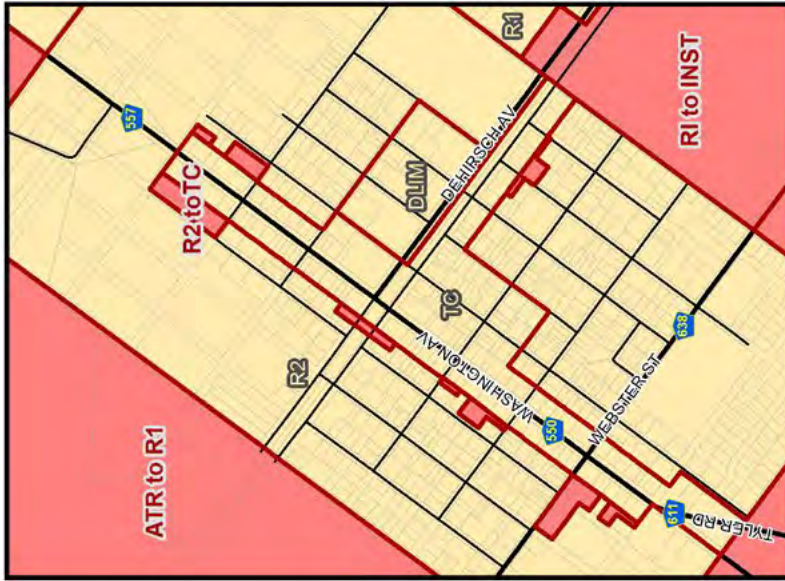
and Airport Business (AB) Zoning Districts along the 1) Pinelands Development Envelope, 2) the revised Aeronautical Development Area and the 3) Sanitary Sewer Leaching Area Boundary, as delineated on Map 1-10 and formalized on Map 1-11.

- Subdivide Block 125 Lot 1 along the newly-designated Airport Airside (AA) and Airport Business (AB) Zoning Districts to avoid splitting parcels across zoning districts.
- Include Block 125, Lots 1 (the northern portion), 1.04, 1.05, 6, and 7, which includes the car dealerships, the small commercial plaza, and vacant former industrial building, in the newly-designated Airport Business (AB) Zoning District.

Zoning District Permitted Uses Changes

1. Prohibit new single-family residential on the ground floor as a permitted use in the Town Commercial (TC) Zoning District. All existing single-family residential on the ground floor will be certified as pre-existing conforming uses.
2. Permit institutional uses, medical uses, and other commercial uses in new Institutional (INST) Zoning District. Permit restaurants, such as Panzini's Pizza House, allowing restaurants to be conforming uses.
3. Permit only uses directly related to aviation in the new Airport Airside (AA) Zoning District (see below for permitted uses).
4. Allow campgrounds as a conditional use in the new Airport Business (AB) Zoning District (see below for permitted uses).
5. Allow Public Utility Uses as a conditional use in the new Airport Business (AB) and Light Industrial Manufacturing (LIM) Zoning Districts.
6. Permit Bed and Breakfasts in Residential Moderate Density (R1) and Residential High Density (R2) Zoning Districts.
7. Allow Resource Extraction as a conditional use in the new Light Industrial Manufacturing (LIM) Zoning District.
8. Eliminate Commercial Zone from Borough Zoning Code.
9. Eliminate Planned Development (PD) Zone from Borough Zoning Map and Zoning Code's Zoning Districts list and replace with new Light Industrial Manufacturing (LIM) Zoning District (see below for permitted uses).
10. Eliminate Agricultural Town Residential (ATR) Zone from Borough Zoning Map and Zoning Code.

Woodbine Borough 2019 Zoning Districts Changes



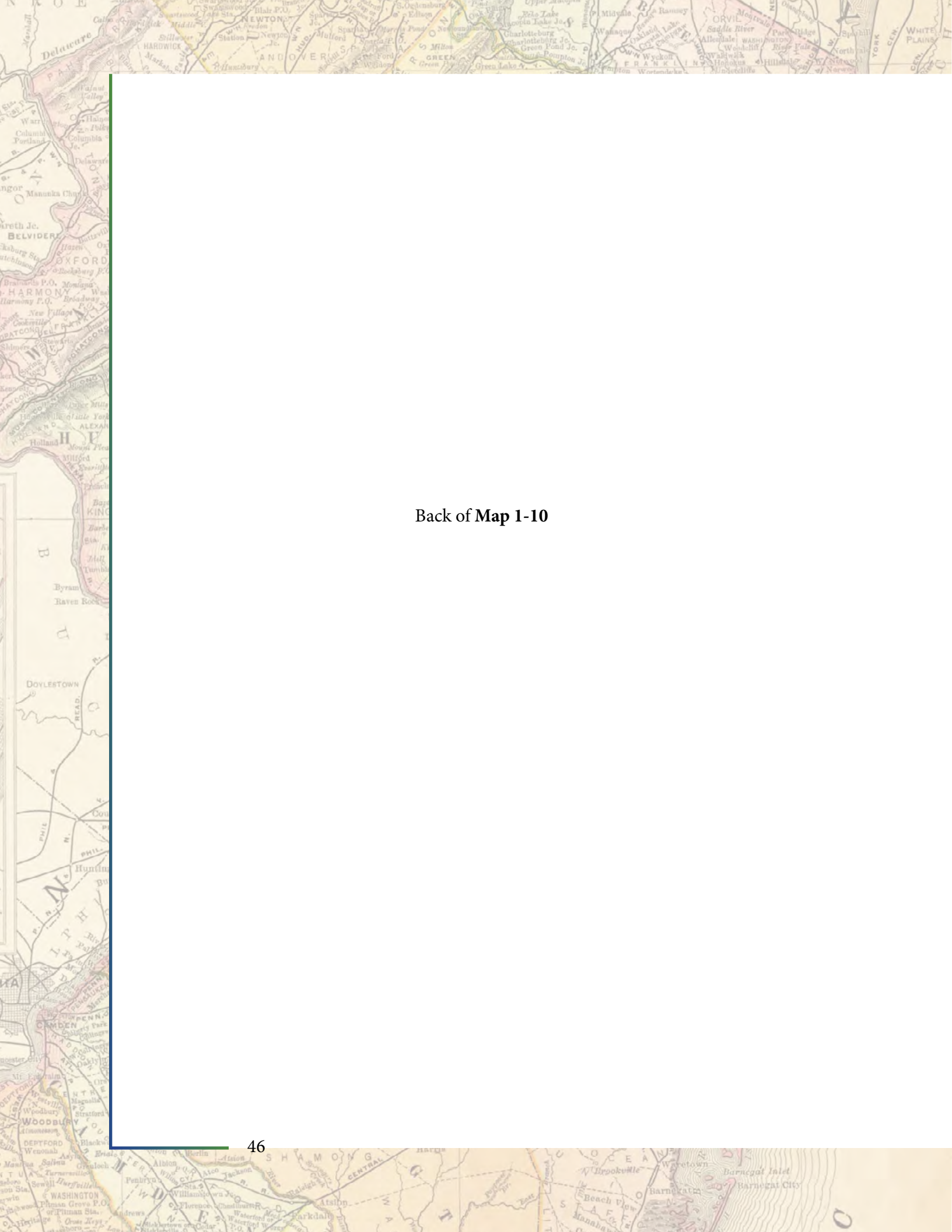
Comparison of Proposed
and Existing Zoning Districts

- No change
- Change



Data Sources: Woodbine Borough, NJOGIS, NJDCA

2019

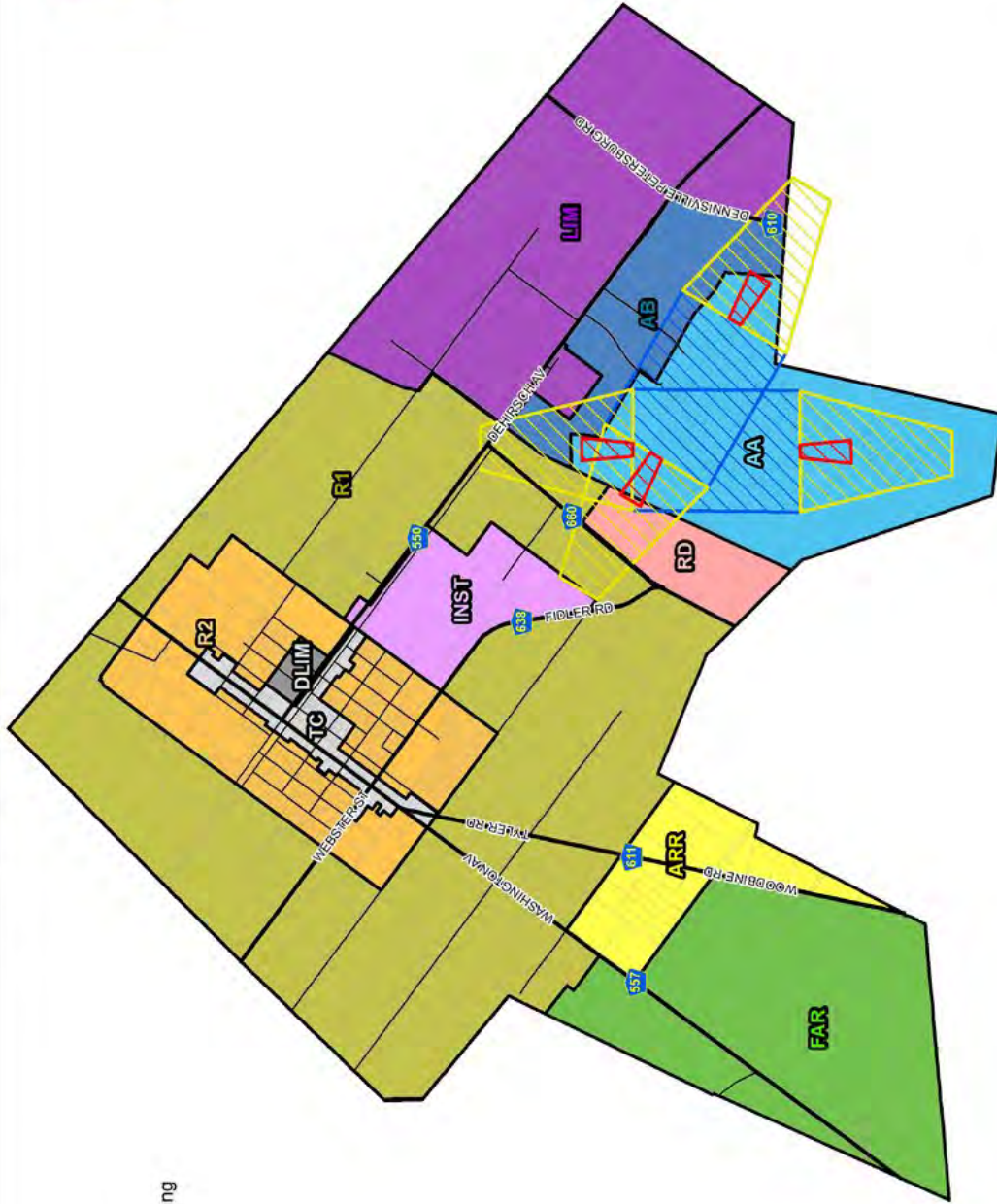


Back of Map 1-10

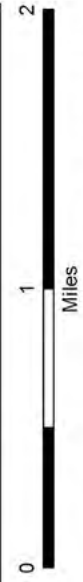
Woodbine Borough 2019 Proposed Zoning Districts

- Zoning Districts**
- AA - Airport Airside
 - AB - Airport Business
 - ARR - Agriculture Rural Residential
 - DLIM - DeHirsch Light Industrial Manufacturing
 - FAR - Forest Agriculture Residential
 - INST - Institutional
 - LIM - Light Industrial Manufacturing
 - R1 - Residential Moderate Density
 - R2 - Residential High Density
 - RD - Redevelopment
 - TC - Town Commercial

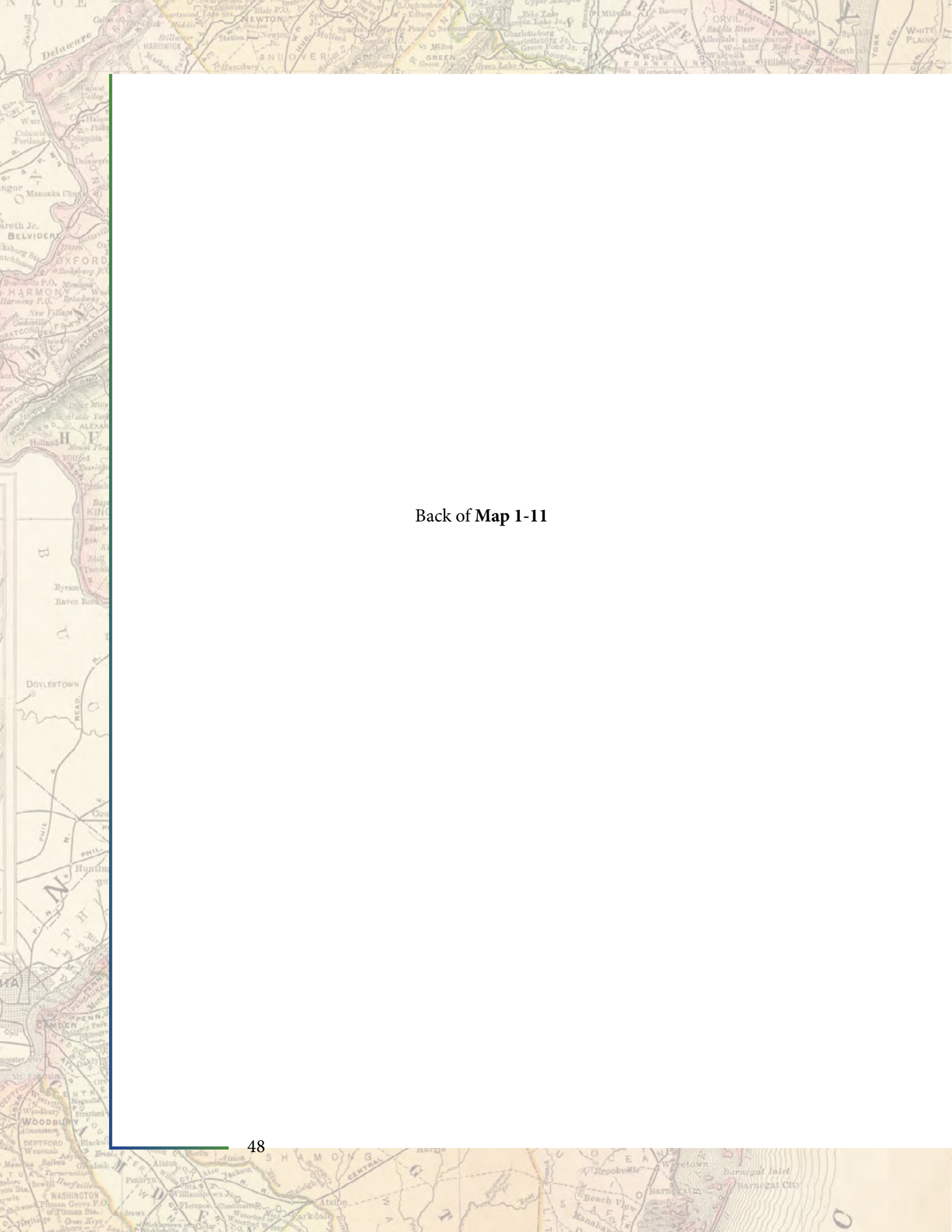
- Airport Safety Zone**
- Clear Zone
 - Runway End Subzone
 - Runway Subzone



2019



Data Sources: Woodbine Borough, NJGIS, NJDCA



Back of Map 1-11

A background map of the region, showing various towns and geographical features. The map is partially obscured by a green border on the right side.

Other Recommendations

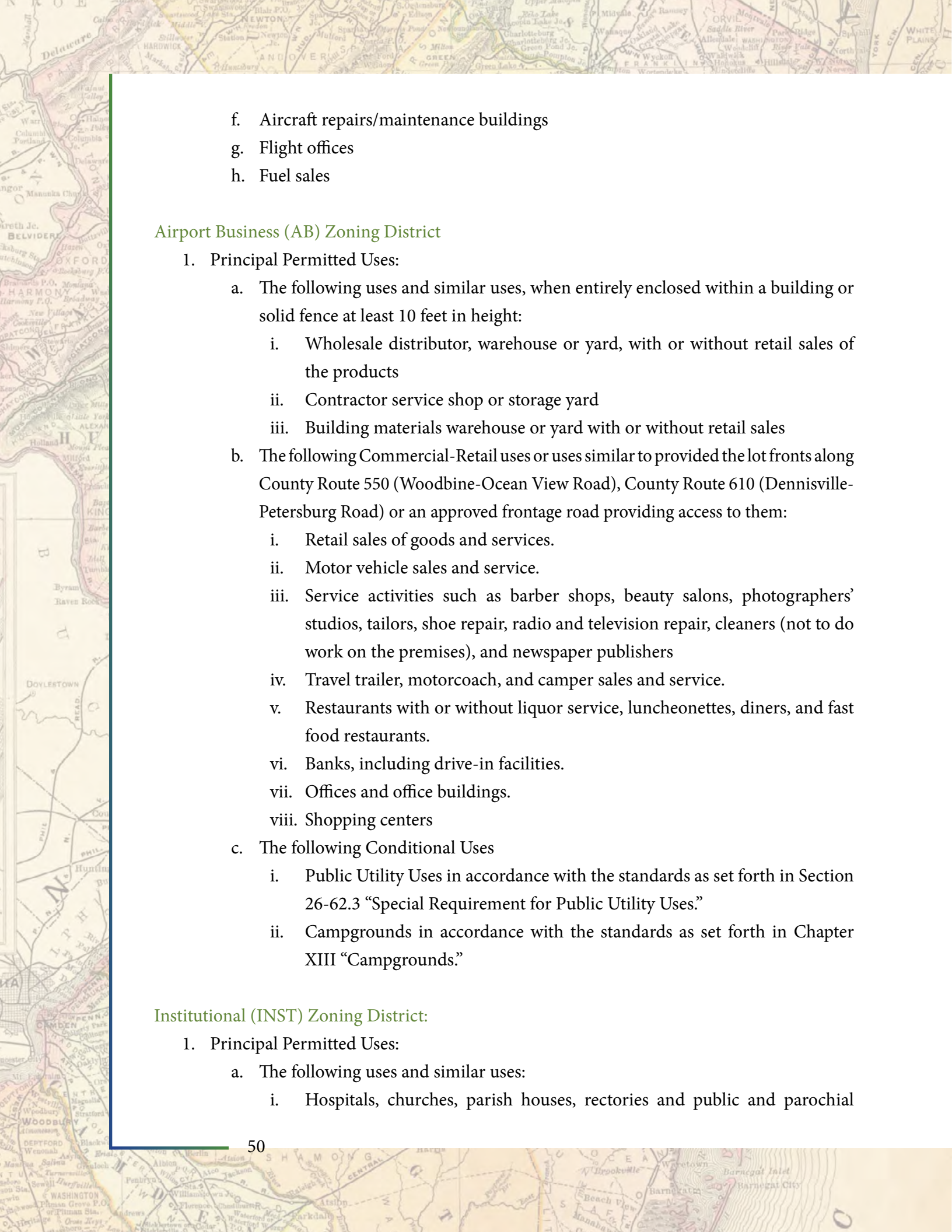
1. As new options become available for reuse of the former landfill, reevaluate the current Redevelopment Plan and revise as necessary.
2. If the expansion of the County Sewer System to the Borough is approved, reevaluate permitted residential densities and non-residential intensities in the zoning districts that will be affected.
3. Delete Section 26-62.5 of its ordinance (Special Requirements for Improved or Primitive Campgrounds) and move any relevant information to Chapter VIII (Campgrounds). This section of the ordinance is confusing as the terms “Improved Campgrounds” and “Primitive Campgrounds” are not used in any other sections of the ordinance and is duplicative of the definitions of “Campgrounds” and “Campers” in Section 26-2 (Definitions) and with the requirements in Chapter VIII (Campgrounds). However, the Borough should amend either the definition of “Campground” or Chapter VIII (Campgrounds) to add the dates of April 1 to November 1 to specifically define the term “temporary.”
4. Replace Chapter XXVIII Air Safety in the Borough’s General Ordinances with full codification of the N.J.S.A. 16: 62, et seq. which establishes minimum standards for the control of airport and aeronautical hazards, and standards for land use adjacent to airports.
5. Include references to Chapter XXI Stormwater Control throughout Chapter XXVI Zoning, where applicable.
6. Update Airport Safety Zone boundaries to reflect current extent of airport runways as shown in Map 1-11.

Suggested Permitted Uses for New Zoning Districts

Airport Airside (AA) Zoning District

This Airport Airside (AA) Zoning District would permit airport and airport-support facilities and activities, provided that the use is shown on the current Airport Master Plan and has FAA and NJDOT, Division of Aeronautics approval. Those suggested airside uses are runways, taxiways, hangars, restaurant, pilots lounge, aircraft repairs/maintenance, flight offices, and fuel sales.

1. Principal Permitted Uses:
 - a. Airport and airport-support facilities
 - b. Runways and taxiways
 - c. Hangars
 - d. Airport restaurant
 - e. Pilots lounge

- 
- A historical map of Delaware and surrounding areas, showing various towns, roads, and geographical features. The map is detailed and includes labels for numerous locations such as Newark, Dover, and Wilmington.
- f. Aircraft repairs/maintenance buildings
 - g. Flight offices
 - h. Fuel sales

Airport Business (AB) Zoning District

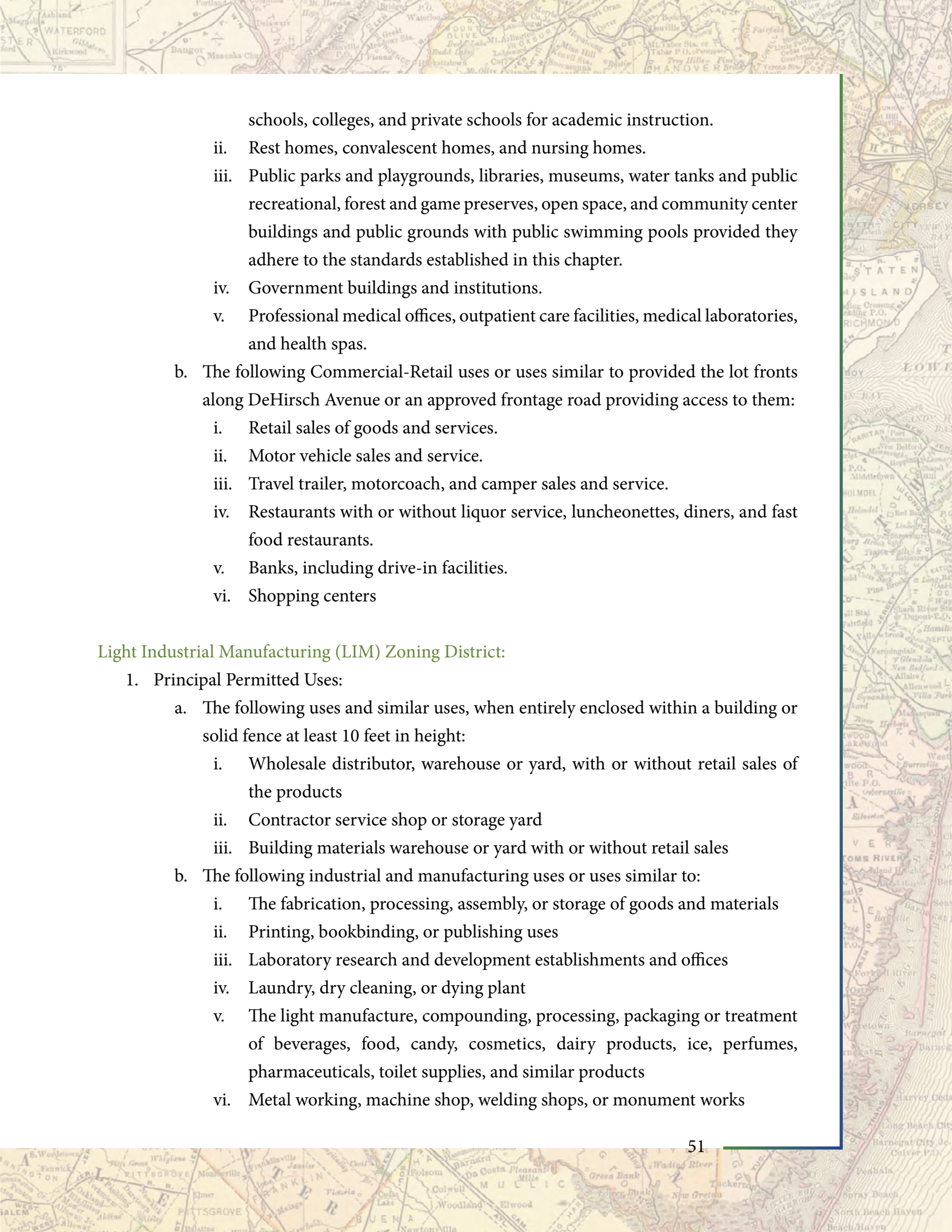
1. Principal Permitted Uses:

- a. The following uses and similar uses, when entirely enclosed within a building or solid fence at least 10 feet in height:
 - i. Wholesale distributor, warehouse or yard, with or without retail sales of the products
 - ii. Contractor service shop or storage yard
 - iii. Building materials warehouse or yard with or without retail sales
- b. The following Commercial-Retail uses or uses similar to provided the lot fronts along County Route 550 (Woodbine-Ocean View Road), County Route 610 (Dennisville-Petersburg Road) or an approved frontage road providing access to them:
 - i. Retail sales of goods and services.
 - ii. Motor vehicle sales and service.
 - iii. Service activities such as barber shops, beauty salons, photographers' studios, tailors, shoe repair, radio and television repair, cleaners (not to do work on the premises), and newspaper publishers
 - iv. Travel trailer, motorcoach, and camper sales and service.
 - v. Restaurants with or without liquor service, luncheonettes, diners, and fast food restaurants.
 - vi. Banks, including drive-in facilities.
 - vii. Offices and office buildings.
 - viii. Shopping centers
- c. The following Conditional Uses
 - i. Public Utility Uses in accordance with the standards as set forth in Section 26-62.3 "Special Requirement for Public Utility Uses."
 - ii. Campgrounds in accordance with the standards as set forth in Chapter XIII "Campgrounds."

Institutional (INST) Zoning District:

1. Principal Permitted Uses:

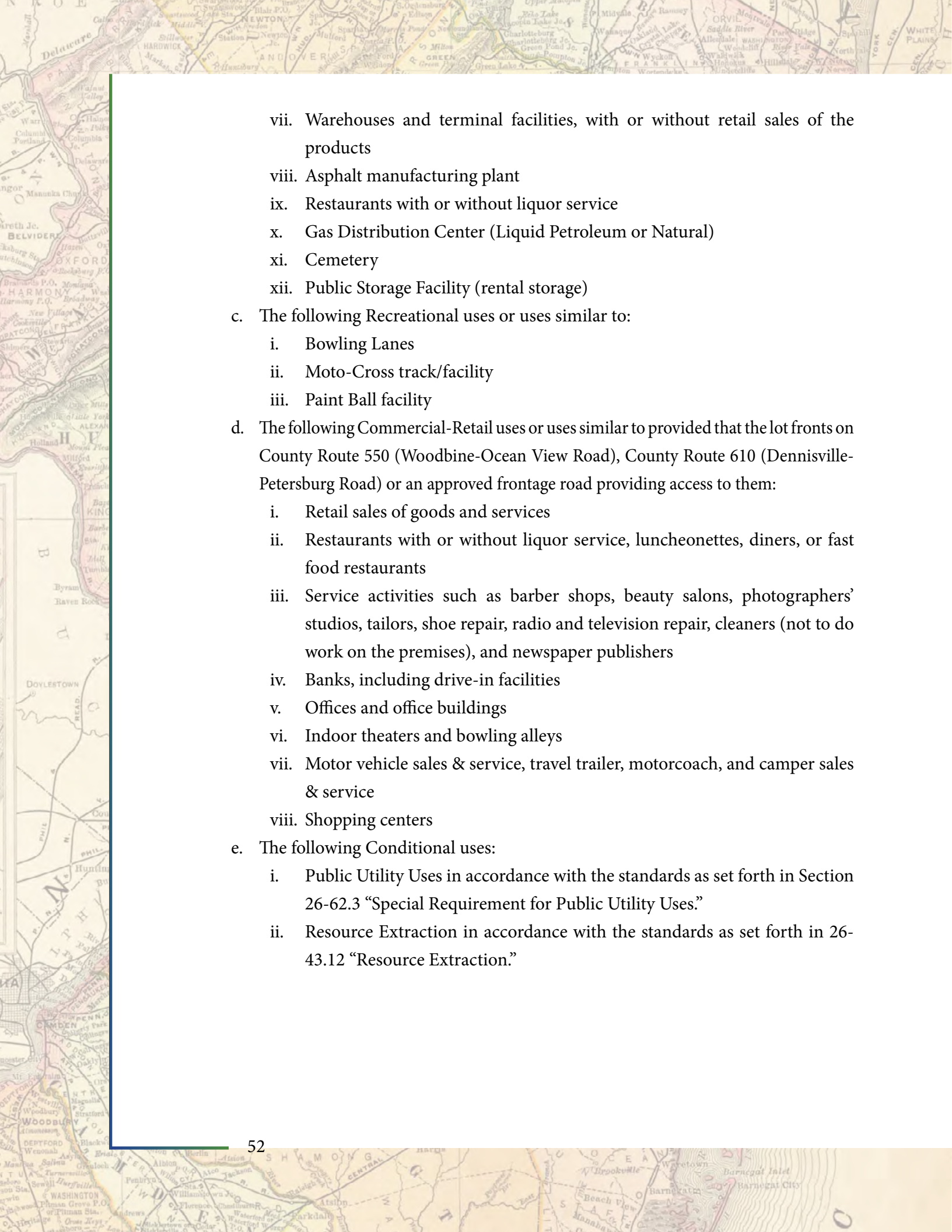
- a. The following uses and similar uses:
 - i. Hospitals, churches, parish houses, rectories and public and parochial

- 
- schools, colleges, and private schools for academic instruction.
 - ii. Rest homes, convalescent homes, and nursing homes.
 - iii. Public parks and playgrounds, libraries, museums, water tanks and public recreational, forest and game preserves, open space, and community center buildings and public grounds with public swimming pools provided they adhere to the standards established in this chapter.
 - iv. Government buildings and institutions.
 - v. Professional medical offices, outpatient care facilities, medical laboratories, and health spas.
- b. The following Commercial-Retail uses or uses similar to provided the lot fronts along DeHirsch Avenue or an approved frontage road providing access to them:
- i. Retail sales of goods and services.
 - ii. Motor vehicle sales and service.
 - iii. Travel trailer, motorcoach, and camper sales and service.
 - iv. Restaurants with or without liquor service, luncheonettes, diners, and fast food restaurants.
 - v. Banks, including drive-in facilities.
 - vi. Shopping centers

Light Industrial Manufacturing (LIM) Zoning District:

1. Principal Permitted Uses:

- a. The following uses and similar uses, when entirely enclosed within a building or solid fence at least 10 feet in height:
 - i. Wholesale distributor, warehouse or yard, with or without retail sales of the products
 - ii. Contractor service shop or storage yard
 - iii. Building materials warehouse or yard with or without retail sales
- b. The following industrial and manufacturing uses or uses similar to:
 - i. The fabrication, processing, assembly, or storage of goods and materials
 - ii. Printing, bookbinding, or publishing uses
 - iii. Laboratory research and development establishments and offices
 - iv. Laundry, dry cleaning, or dyeing plant
 - v. The light manufacture, compounding, processing, packaging or treatment of beverages, food, candy, cosmetics, dairy products, ice, perfumes, pharmaceuticals, toilet supplies, and similar products
 - vi. Metal working, machine shop, welding shops, or monument works

- 
- A historical map of Delaware and Maryland, showing various towns, roads, and geographical features. The map is partially obscured by a white box containing text. The text lists various uses and facilities, including warehouses, asphalt manufacturing plants, restaurants, gas distribution centers, cemeteries, public storage facilities, recreational uses like bowling lanes and paint ball facilities, commercial-retail uses like banks and shopping centers, and conditional uses like public utility and resource extraction.
- vii. Warehouses and terminal facilities, with or without retail sales of the products
 - viii. Asphalt manufacturing plant
 - ix. Restaurants with or without liquor service
 - x. Gas Distribution Center (Liquid Petroleum or Natural)
 - xi. Cemetery
 - xii. Public Storage Facility (rental storage)
 - c. The following Recreational uses or uses similar to:
 - i. Bowling Lanes
 - ii. Moto-Cross track/facility
 - iii. Paint Ball facility
 - d. The following Commercial-Retail uses or uses similar to provided that the lot fronts on County Route 550 (Woodbine-Ocean View Road), County Route 610 (Dennisville-Petersburg Road) or an approved frontage road providing access to them:
 - i. Retail sales of goods and services
 - ii. Restaurants with or without liquor service, luncheonettes, diners, or fast food restaurants
 - iii. Service activities such as barber shops, beauty salons, photographers' studios, tailors, shoe repair, radio and television repair, cleaners (not to do work on the premises), and newspaper publishers
 - iv. Banks, including drive-in facilities
 - v. Offices and office buildings
 - vi. Indoor theaters and bowling alleys
 - vii. Motor vehicle sales & service, travel trailer, motorcoach, and camper sales & service
 - viii. Shopping centers
 - e. The following Conditional uses:
 - i. Public Utility Uses in accordance with the standards as set forth in Section 26-62.3 "Special Requirement for Public Utility Uses."
 - ii. Resource Extraction in accordance with the standards as set forth in 26-43.12 "Resource Extraction."

Section 2: Population and Economics Element

Population and Economics Element:

1. To ensure that public services adequately respond to and adapt to changes in the population.
2. To promote a sound recreational, commercial, industrial, and governmental economy for the Borough, with a specific focus on eco-tourism and developing a regional market niche.
3. To encourage responsible and sustainable economic growth, particularly if the Borough gains sewer access.

Background

The *Population and Economics Element* answers basic demographic, social, and economic questions about the community characteristics. It provides a basis for decision-making regarding land-use, community facilities, housing, and the sources of employment opportunities existing in the community. In turn, the household incomes are based on these opportunities and reflect preference of housing types. Furthermore, economics and income become the basis for analysis of commercial, residential, and industrial needs. The discussion of the social and economic characteristics of Woodbine's population and the supporting data are based on an analysis of the most recent U.S. Census data and previous plans and reports. This Element also summarizes major issues and opportunities directly related to the economic health of the community.

Demographic Analysis

Historic Population

According to American Jewish Year Book 1920-1921, the population of Woodbine in 1917 was approximately 1,900 (all of Jewish decent).¹ Since that time, the population has ebbed and flowed but overall has remained relatively constant. Woodbine's population increased from 2,111 in 1940 to 2,823 in 1960, but then remained relatively steady between 1960 and 2017, though the population has contracted slightly since 2000 (see Table 2-1).

¹[https://www.hillel.org/docs/default-source/historical/american-jewish-year-book-\(1920-1921\).pdf?sfvrsn=2](https://www.hillel.org/docs/default-source/historical/american-jewish-year-book-(1920-1921).pdf?sfvrsn=2)

Table 2-1: Woodbine Borough Population Change

Year	Population	Percent Change
1930	2,164	-
1940	2,111	-2.4%
1950	2,417	14.5%
1960	2,823	16.8%
1970	2,678	-5.1%
1980	2,809	4.9%
1990	2,678	-4.7%
2000	2,716	1.4%
2010	2,472	-9.0%
2017	2,454	-0.7%

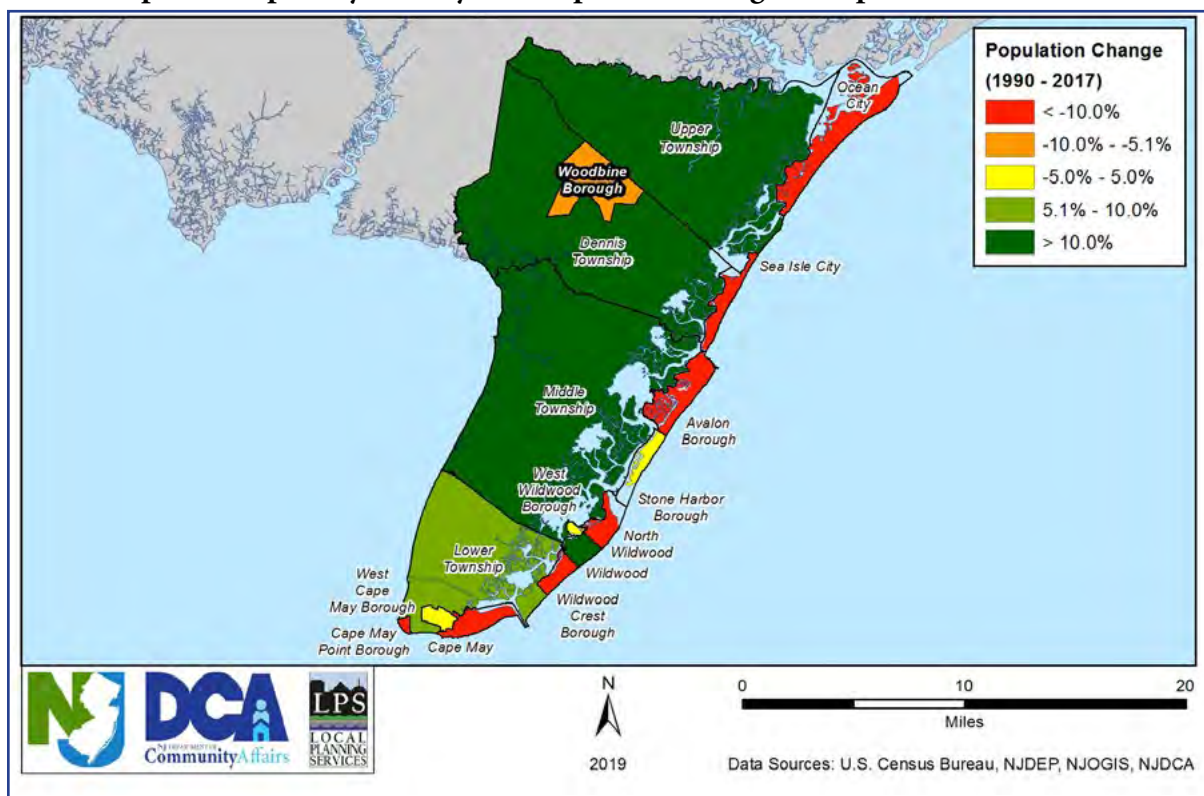
Source: Division of Labor Market and Demographic Research New Jersey State Data Center and U.S. Census Bureau's American Community Survey 5-Year Estimate

Growth constraints, including generally low-density zoning, lack of sewer infrastructure, and Pinelands restrictions on development, as well as the Borough consisting of a small geographic area, helped to prevent more drastic swings in population. Population increases in the 1950's and 1960's coincided with the increased connectivity resulting from the construction of the Atlantic City Expressway and Garden State Parkway. Conversely, the loss of population between 2000 and 2017 can be attributed to shifts in the economy and consumer preferences toward suburban communities and places with more employment opportunities.

Population Trends

According to the U.S. Census Bureau's decennial census and five-year American Community Survey estimates, Woodbine's population fell from 2,678 in 1990 to 2,454 in 2017, representing an 8.4% decrease. During this period, the Borough's population peaked in 2000 at 2,716 before falling to 2,472 in 2010.

Map 2-1. Cape May County Municipalities Change in Population 1990-2017



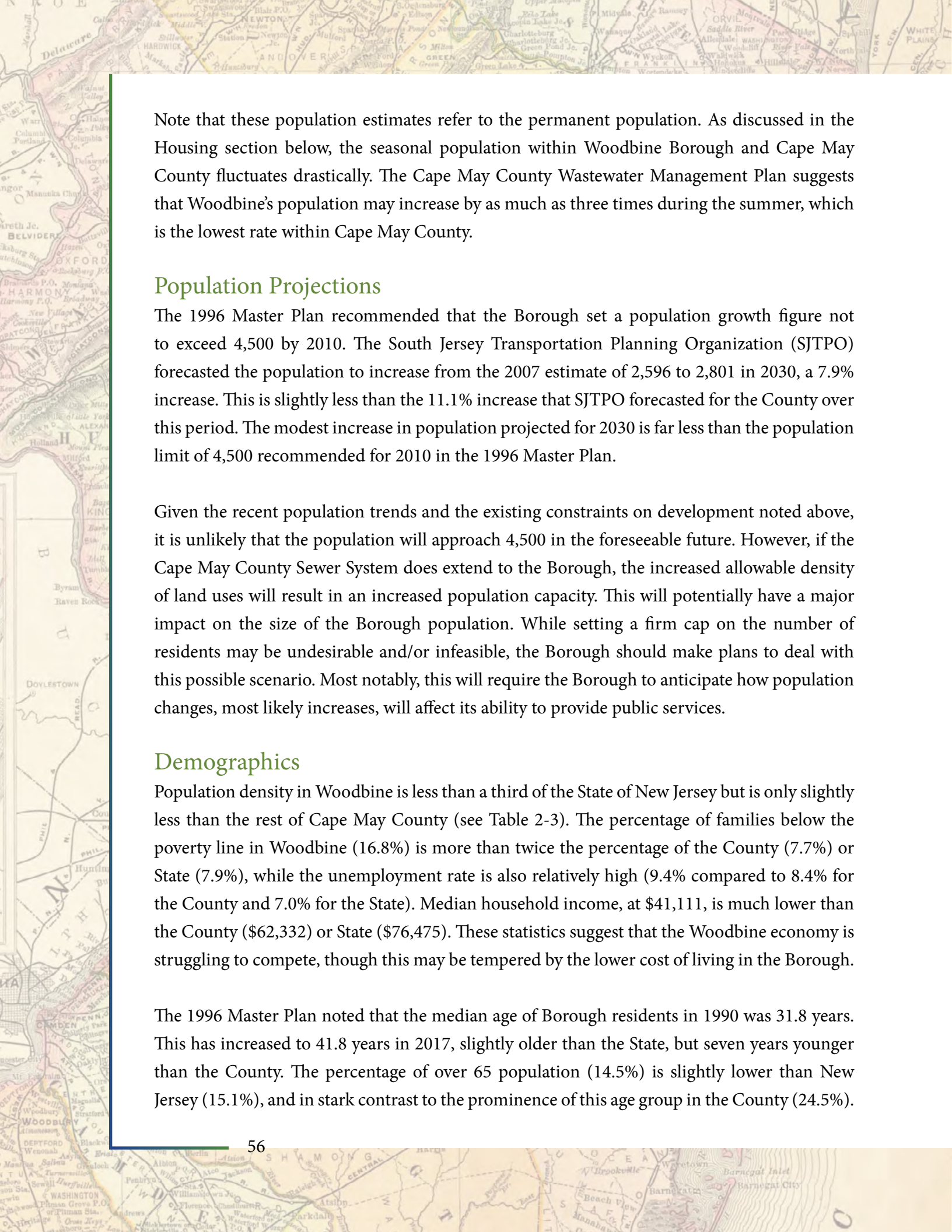
The County, as a whole, grew 7.6% between 1990 and 2000, but then decreased in population by 4.9% between 2000 and 2010, and by 2.8% between 2010 and 2017. This left the County population in 2017 slightly below (0.6%) what it was in 1990. While Woodbine's population loss between 1990 and 2017 was greater than the overall change seen in Cape May County over this time, it was less severe than the drastic swings in population experienced by other municipalities in the County.

Seven of the sixteen municipalities in the County saw a loss of population greater than 10%, while five of those municipalities experienced greater than 20% loss (see Map 2-1 and Table 2-2). Most of the municipalities that experienced population loss are located along the eastern coast, while the larger municipalities (Dennis, Lower, Middle, and Upper) experienced greater than 10% population growth. This may be attributed to suburbanization on the mainland along the commercial corridors along Route 9 and 47 at the same time the coastal communities are reaching buildout as vacant developable land becomes scarce. In 2012, Superstorm Sandy made landfall near Atlantic City and the aftereffects of this event may also partially explain the decrease in population in coastal communities.

Table 2-2: Cape May County Municipalities Population Change

Municipality	Population				Population Change			
	1990	2000	2010	2017	1990 - 2000	2000 - 2010	2010 - 2017	1990 - 2017
Avalon Borough	1,809	2,143	1,334	1,424	18.5%	-37.8%	6.7%	-21.3%
Cape May City	4,668	4,034	3,607	3,500	-13.6%	-10.6%	-3.0%	-25.0%
Cape May Point Borough	248	241	291	204	-2.8%	20.7%	-29.9%	-17.7%
Dennis Township	5,574	6,492	6,467	6,298	16.5%	-0.4%	-2.6%	13.0%
Lower Township	20,820	22,945	22,866	22,051	10.2%	-0.3%	-3.6%	5.9%
Middle Township	14,771	16,405	18,911	18,623	11.1%	15.3%	-1.5%	26.1%
North Wildwood City	5,017	4,935	4,041	3,895	-1.6%	-18.1%	-3.6%	-22.4%
Ocean City	15,512	15,378	11,701	11,328	-0.9%	-23.9%	-3.2%	-27.0%
Sea Isle City	2,692	2,835	2,114	1,971	5.3%	-25.4%	-6.8%	-26.8%
Stone Harbor Borough	1,025	1,128	866	1013	10.0%	-23.2%	17.0%	-1.2%
Upper Township	10,681	12,115	12,373	11,990	13.4%	2.1%	-3.1%	12.3%
West Cape May Borough	1,026	1,095	1,024	1,051	6.7%	-6.5%	2.6%	2.4%
West Wildwood Borough	453	448	603	435	-1.1%	34.6%	-27.9%	-4.0%
Wildwood City	4,484	5,436	5,325	5,136	21.2%	-2.0%	-3.5%	14.5%
Wildwood Crest Borough	3,631	3,980	3,270	3,176	9.6%	-17.8%	-2.9%	-12.5%
Woodbine Borough	2,678	2,716	2,472	2,454	1.4%	-9.0%	-0.7%	-8.4%
Cape May County	95,089	102,326	97,265	94,549	7.6%	-4.9%	-2.8%	-0.6%

Source: U.S. Census Bureau's 1990, 2000, and 2010 Decennial Censuses and 2013-2017 American Community Survey 5-Year Estimates



Note that these population estimates refer to the permanent population. As discussed in the Housing section below, the seasonal population within Woodbine Borough and Cape May County fluctuates drastically. The Cape May County Wastewater Management Plan suggests that Woodbine's population may increase by as much as three times during the summer, which is the lowest rate within Cape May County.

Population Projections

The 1996 Master Plan recommended that the Borough set a population growth figure not to exceed 4,500 by 2010. The South Jersey Transportation Planning Organization (SJTPPO) forecasted the population to increase from the 2007 estimate of 2,596 to 2,801 in 2030, a 7.9% increase. This is slightly less than the 11.1% increase that SJTPPO forecasted for the County over this period. The modest increase in population projected for 2030 is far less than the population limit of 4,500 recommended for 2010 in the 1996 Master Plan.

Given the recent population trends and the existing constraints on development noted above, it is unlikely that the population will approach 4,500 in the foreseeable future. However, if the Cape May County Sewer System does extend to the Borough, the increased allowable density of land uses will result in an increased population capacity. This will potentially have a major impact on the size of the Borough population. While setting a firm cap on the number of residents may be undesirable and/or infeasible, the Borough should make plans to deal with this possible scenario. Most notably, this will require the Borough to anticipate how population changes, most likely increases, will affect its ability to provide public services.

Demographics

Population density in Woodbine is less than a third of the State of New Jersey but is only slightly less than the rest of Cape May County (see Table 2-3). The percentage of families below the poverty line in Woodbine (16.8%) is more than twice the percentage of the County (7.7%) or State (7.9%), while the unemployment rate is also relatively high (9.4% compared to 8.4% for the County and 7.0% for the State). Median household income, at \$41,111, is much lower than the County (\$62,332) or State (\$76,475). These statistics suggest that the Woodbine economy is struggling to compete, though this may be tempered by the lower cost of living in the Borough.

The 1996 Master Plan noted that the median age of Borough residents in 1990 was 31.8 years. This has increased to 41.8 years in 2017, slightly older than the State, but seven years younger than the County. The percentage of over 65 population (14.5%) is slightly lower than New Jersey (15.1%), and in stark contrast to the prominence of this age group in the County (24.5%).

The percentage of the population between 18 and 65 (65.7%) is also higher in the Borough than the County (57.7%) or State (62.6%), representing a large percentage of the Borough who are working age. However, residents at the Woodbine Developmental Center (WDC) are generally not engaged in the labor force.

Education levels in the Borough, as measured by high school and college graduation rates, are quite low when compared to the County and State. Again, some of this can be attributed to the high number of residents at the WDC who lack a traditional education.

Woodbine is more racially diverse than the rest of the County, though between 1990 and 2017 the percentage of white residents increased from 56.0% to 61.2%, while the percentage of black residents decreased from 30.0% to 25.3%. “Other race[s]” comprised 13.0% in 1990, while the sum of “some other race” and “two or more races” was 12.9% in 2016 (note: “two or more races” was added to the 2000 Census). Notably, the percentage of Hispanic or Latino residents increased from 16.4% to 24.8% between 1990 and 2017.

Table 2-3: Population and Housing Estimates

	Woodbine Borough	Cape May County	New Jersey
Population			
Total Population	2,454	94,549	8,960,161
Persons per square mile	306	330	1,154
Median age (years)	41.8	48.7	39.6
Under 18 years old	19.8%	17.8%	22.3%
65 years and older	24.5%	14.5%	15.1%
Percent of families below poverty level	16.8%	7.7%	7.9%
Unemployment Rate	9.4%	8.4%	7.0%
Percent High School graduate or higher	58.7%	90.8%	89.2%
Percent bachelor's degree or higher	6.4%	31.3%	38.1%
Race			
White	61.2%	91.3%	67.9%
Black or African American	25.3%	4.5%	13.5%
American Indian and Alaska Native	0.5%	0.0%	0.2%
Asian	0.6%	1.0%	9.4%
Native Hawaiian and Other Pacific Islander	0.0%	0.1%	0.0%

Table 2-3: Population and Housing Estimates (continued)

	Woodbine Borough	Cape May County	New Jersey
Some other race	5.2%	1.3%	6.4%
Two or more races	7.2%	1.8%	2.6%
Hispanic or Latino (of any race)	24.8%	7.4%	19.7%
Households			
Total households	754	39,861	3,199,111
Family households	71.1%	65.1%	69.3%
Nonfamily households	28.9%	34.9%	30.7%
Average household size	2.60	2.30	2.74
Median household income	\$ 41,111	\$ 62,332	\$ 76,475
Housing Units			
Total housing units	1,063	99,014	3,595,055
Occupied housing units	70.9%	40.3%	89.0%
Vacant housing units	29.1%	59.7%	11.0%
Vacant housing units for seasonal, recreational, or occasional use	23.8%	50.5%	3.7%
Owner-occupied housing units	56.0%	77.5%	64.1%
Renter-occupied housing units	44.0%	22.5%	35.9%
Median value of owner-occupied units	\$ 166,800	\$ 295,500	\$ 321,100
Median Gross Rent	\$ 1,052	\$ 1,086	\$ 2,398
Occupation			
Management, business, science, and arts occupations	21.5%	34.6%	41.7%
Service occupations	39.0%	22.6%	16.6%
Sales and office occupations	16.8%	24.9%	24.1%
Natural resources, construction, and maintenance occupations	10.1%	10.8%	7.1%
Production, transportation, and material moving occupations	12.6%	7.0%	10.5%

Source: U.S. Census Bureau's 2013-2017 American Community Survey 5-Year Estimates

Housing

The number of total housing units increased from 945 to 1,063 between 1990 and 2017. During this time, the average household size decreased from 2.90 persons to 2.60 persons per household. The percentage of occupied housing units (70.9%) is lower than the State (89.0%), where housing is generally in high demand, but much higher than the County (40.3%). The relatively low rate of occupied housing units in the County and Borough is largely due to the high rate of vacant housing

units that are “for seasonal, recreational, or occasional use.” This accounts for roughly a quarter of all housing within the Borough (23.8%), which is much higher than the 3.7% of the State but less than the County where over half of all housing units (50.5%) are used for this purpose. This also means that Woodbine experiences a 34% increase when comparing the change between occupied housing units and those occupied when also considering units “for seasonal, recreational, or occasional use.” This is much higher than the State’s increase of 4%. However, Cape May County increases by a staggering 126%, which is due to the prominence of vacation homes in coastal municipalities. When combined, occupied or “for seasonal, recreational, or occasional use” housing units account for 94.7% of the Borough, a higher rate than the County (90.8%) or State (92.7%).

Housing units in Woodbine are rented at a higher rate (44.0%) than the County (22.5%) and State (35.9%). Median gross rent (\$1,052) is slightly below the County (\$1,086) but roughly half of the State (\$2,398). The median home value of owner-occupied units (\$166,800) is roughly half of the value at the State level (\$321,100), while also being significantly less than the County (\$295,500). More information, including objectives and specific recommendations, can be found in the [Housing Element](#).

Economic Indicators

Labor Force

In 2017, the Borough of Woodbine had a labor force of 1,020 (see Table 2-4). The U.S. Census defines the labor force as all people classified in the civilian labor force, plus members of the U.S. Armed Forces. The labor force in Woodbine has remained relatively stable in the past ten years with a high of 1,148 in 2010 and a low of 998 in 2014. Unemployment was at its lowest point in 2007 (before the 2008 recession) and peaked in 2010. Although the unemployment rate has since decreased, it remains greater than pre-recession levels. Currently, the unemployment rate is slightly lower in Woodbine than in Cape May County but this has fluctuated over the past ten years.

Table 2-4: New Jersey Annual Average Labor Force Estimates

Year	Woodbine Borough		Cape May County	
	Labor Force	Unemployment Rate	Labor Force	Unemployment Rate
2007	1,111	6.8	56,472	6.6
2008	1,112	8.2	56,560	7.9
2009	1,142	11.6	57,950	11.2
2010	1,148	27.0	50,068	14.0
2011	1,045	21.6	49,460	14.9

Table 2-4: New Jersey Annual Average Labor Force Estimates (continued)

Year	Woodbine Borough		Cape May County	
	Labor Force	Unemployment Rate	Labor Force	Unemployment Rate
2012	1,021	13.4	49,813	15.5
2013	1,017	12.8	49,208	14.3
2014	998	9.3	48,925	12.2
2015	1,035	10.0	48,534	11.1
2016	1,014	8.6	47,222	9.8
2017	1,020	8.7	47,088	9.1

Source: New Jersey Department of Labor and Workforce Development Labor Force Estimates

Table 2-5 shows that 39.0% of the labor force living in Woodbine in 2017 was employed in the service industry. This percentage is higher than both Cape May County and the State of New Jersey. Where the County and the State labor force is employed in higher-skilled occupations, such as management, business, science, arts, sales and office, Woodbine falls below in these areas.

Table 2-5: Employment Estimates

Occupation	Woodbine Borough	Cape May County	New Jersey
Management, business, science, and arts occupations	21.5%	34.6%	41.7%
Service occupations	39.0%	22.6%	16.6%
Sales and office occupations	16.8%	24.9%	24.1%
Natural resources, construction, and maintenance occupations	10.1%	10.8%	7.1%
Production, transportation, and material moving occupations	12.6%	7.0%	10.5%

Source: U.S. Census Bureau's 2013-2017 American Community Survey 5-Year Estimates

Employment

According to Table 2-6, in 2017 there were 87 businesses that employed 1,335 employees in Woodbine Borough. In 2007 (prior to the recession) there were 118 employers and 2,025 employees. Private sector employers decreased by over 25% but the number of private sector employees remained essentially the same, suggesting that small businesses were replaced by employers with larger operations. The biggest change in employment between 2007 and 2017 is the decrease by over 50% of State employees, due to the reduction in staff at the WDC.

In 2017, the private sector employed the most people in Woodbine. The most significant private sector employers include such businesses as: Gentilini Chevrolet, Gentilini Ford, Waste Management, AmeriGas, Sea Isle City Ice, Suburban Propane, and Quality Electric Services. All these businesses are small, employing fifty people or less. The Borough of Woodbine, Woodbine Fire Department, Woodbine Elementary School, U.S. Coast Guard, U.S. Postal Service, and the WDC comprise the local, state, and federal government totals.

As described above, the WDC remains the largest employer in Woodbine (and in Cape May County), despite the significant reduction in staff in the last ten years. The Cape Regional Medical Center, the Cape May County Administration Building, and the Middle Township School District, all located in Cape May Court House, are other large employers in the County. In addition to Cape May Court House, other large employment centers and regional shopping centers within 15 miles of Woodbine include: Ocean City, City of Millville, and Egg Harbor Township.

SJTPO created employment estimates “based on population growth and the ratio of employment and population shares from historical data.” The estimates forecast a 13.6% increase in employment in Woodbine from 655 employees in 2007 to 744 in 2030. The forecasted increase for employment in the County is 17.5%.

Table 2-6: Annual Municipal Data by Sector

Sector	2017		2007	
	Average Employers	Average Employment	Average Employers	Average Employment
Federal Government	2	33	2	34
State Government	6	585	8	1,269
Local Government	3	88	4	95
Private Sector	76	629	104	627
Total	87	1,335	118	2,025

Source: Department of Labor and Workforce Development Quarterly Census of Employment and Wages

ESRI Business Analyst Data

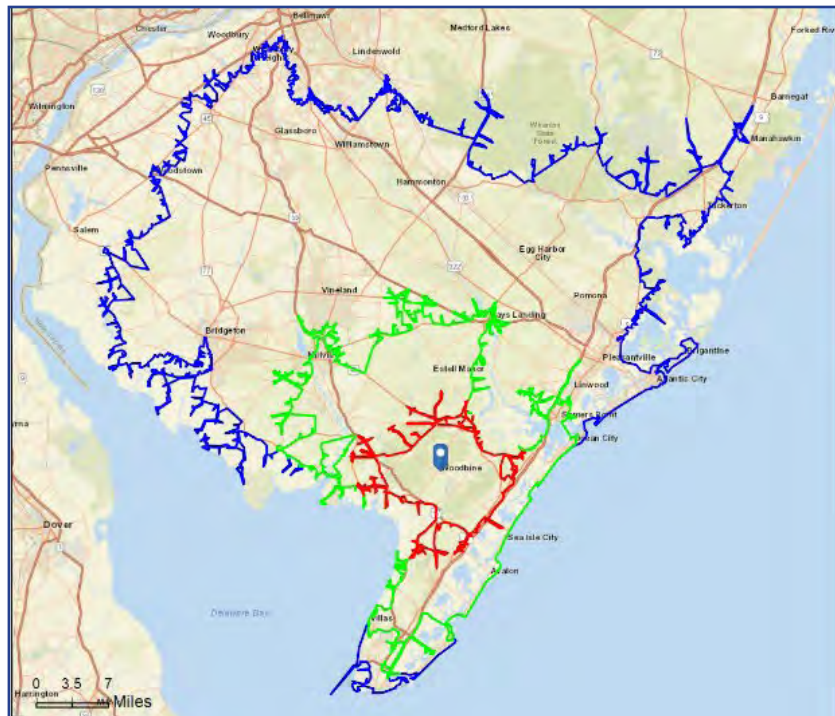
ESRI Business Analyst creates a demographic and economic profile at customizable geographic levels using data provided by the U.S. Census Bureau and the U.S. Bureau of Labor Statistics. A profile was created for Woodbine Borough, as well as geographies accessible within a 15-minute, 30-minute, and 60-minute driveshed (see Map 2-2). This allows for a regional analysis that recognizes demand for goods and services in the surrounding area, providing Woodbine with the potential to find an appropriate use or mix of uses at a regional scale.

The 15-minute driveshed includes the municipalities bordering Woodbine. The 30-minute driveshed covers most of Cape May County. The 60-minute driveshed covers much of southern New Jersey, reaching Atlantic City and the outskirts of Philadelphia, PA and Wilmington, DE.

While only 2,421 people live in Woodbine, nearly 100,000 are within a 30-minute drive and over 650,000 are within a

60-minute drive. Note that these numbers are based on estimates calculated by ESRI, hence the slight discrepancy between the 2017 ACS data presented in Table 2-7. The spending potential also drastically shifts beyond the Borough's borders. Median disposable income jumps from \$29,043 within the Borough to \$56,660 within a 15-minute driveshed. Median disposable income is slightly lower than the 15-minute driveshed but still significantly higher than the Borough at the 30-minute and 60-minute drivesheds. This suggests that the Borough could leverage its accessibility to a large number of people with money to spend, especially if Woodbine is able to establish its own niche.

Map 2-2. Woodbine Borough Drivesheds



Source: ESRI Business Analyst

Table 2-7: Tapestry Segmentation Driveshed Characteristics

	Population	Households	Median Disposable Income
Woodbine Borough	2,421	737	\$29,043
15-minute driveshed	14,438	5,061	\$56,660
30-minute driveshed	96,185	37,374	\$46,002
60-minute driveshed	670,096	240,547	\$50,867

Source: ESRI Business Analyst

Tapestry Segmentation

The ESRI Business Analyst tool groups and characterizes a variety of demographic datasets into “tapestry segments” that are designed to provide an understanding of “customers’ lifestyle choices, what they buy, and how they spend their free time. Tapestry classifies U.S. residential neighborhoods into 68 unique segments based on demographic and socioeconomic characteristics.” This analysis considers both the type of consumers and their spending potential within each of the 15-minute, 30-minute, and 60-minute drivesheds around Woodbine. According to the ESRI data, the household consumer market surrounding Woodbine predominately consists of twelve tapestry segments, which vary depending on the driving distance from the Borough. These twelve segments are described in Table 2-8, below

Table 2-8: Descriptions of Tapestry Segments within Woodbine Borough Drivesheds

<p style="text-align: center;">“American Dreamers”</p> <ul style="list-style-type: none"> • Median Age = 32.5; Median Household Income = \$50,900 • Tend to live on urban periphery or further from urban centers • Prefer single family-homes • Willing to commute further to work • Spend money carefully and focus more on necessities • Captivated by new technology • Use the Internet primarily for socializing but also for convenience 	<p style="text-align: center;">“Front Porches”</p> <ul style="list-style-type: none"> • Median Age = 34.9; Median Household Income = \$43,700 • Blue-collar work force with strong labor force participation rate but slightly high unemployment rate (7.1%) • Income and net worth are well below US average • With a limited income, price is more important than brand names or style
<p style="text-align: center;">“Golden Years”</p> <ul style="list-style-type: none"> • Median Age = 52.3; Median Household Income = \$71,700 • Independent, active seniors nearing the end of their careers or already in retirement • Financially secure market that enjoys a variety of leisure interests: travel, sports, dining out, museums, and concerts • Well educated and well connected: Internet access is used for everything from shopping or paying bills to monitoring investments and entertainment 	<p style="text-align: center;">“The Great Outdoors”</p> <ul style="list-style-type: none"> • Median Age = 47.4; Median Household Income = \$56,400 • Educated empty nesters living an active but modest lifestyle • More likely to invest in real estate or a vacation than stocks • Live in small towns and rural communities • These residents are very do-it-yourself oriented and cost conscious
<p style="text-align: center;">“Green Acres”</p> <ul style="list-style-type: none"> • Median Age = 43.9; Median Household Income = \$76,800 • Tend to live in rural enclaves of single-family, owner-occupied housing in metropolitan areas • Older market, primarily married couples, most with no children • Cautious consumers with a focus on quality and durability 	<p style="text-align: center;">“Home Improvement”</p> <ul style="list-style-type: none"> • Median Age = 37.0; Median Household Income = \$67,000 • Weekends are consumed with home improvement and remodeling projects • Cautious consumers that do their research before buying, they protect their investments • Spend heavily on eating out at both fast-food and family restaurants. • Very comfortable with and willing to invest in the latest in new technology

Table 2-8: Descriptions of Tapestry Segments within Woodbine Borough Drivesheds
(continued)

<p>“Parks and Rec”</p> <ul style="list-style-type: none"> • Median Age = 40.3; Median Household Income = \$55,000 • This is a financially shrewd market; consumers are careful to research their big-ticket purchases • The work force is diverse: professionals in health care, retail trade, and education, or skilled workers in manufacturing and construction • When planning trips, they search for discounted airline fares and hotels and choose to vacation within the US 	<p>“Pleasantville”</p> <ul style="list-style-type: none"> • Median Age = 41.9; Median Household Income = \$85,000 • These consumers have higher incomes and home values and much higher net worth • Willing to spend more for quality and brands they like and prefer fashion that is classic and timeless as opposed to trendy • Suburban households with 1 or 2 vehicles and a longer travel time to work • Enjoy outdoor gardening, going to the beach, visiting theme parks, frequenting museums, and attending concerts
<p>“Savvy Suburbanites”</p> <ul style="list-style-type: none"> • Median Age = 44.1; Median Household Income = \$104,000 • Informed shoppers that do their research prior to purchasing and focus on quality • Enjoy a suburban lifestyle but enjoy proximity to the amenities of the city’s cultural events • Extensive use of housekeeping and personal care services, but interested in gardening and DIY home remodeling • Actively pursue several sports, from skiing to golf, and invest heavily in sports gear and exercise equipment 	<p>“Senior Escapes”</p> <ul style="list-style-type: none"> • Median Age = 54.6; Median Household Income = \$38,700 • Seasonal residents of warmer climates, homes that began as temporary getaways may have become a permanent residence • Older but active residents who enjoy watching TV, going on cruises, playing trivia games, bicycling, boating, and fishing • Only spend within their means, do their banking in person, and do not carry a balance on their credit card
<p>“Silver and Gold”</p> <ul style="list-style-type: none"> • Median Age = 63.2; Median Household Income = \$72,100 • The most affluent senior market, these consumers have the free time, stamina, and resources to enjoy the good life • Predominantly single-family, owner-occupied homes that have a median value of \$385,700 located in bucolic settings but close to metropolitan cities 	<p>“Soccer Moms”</p> <ul style="list-style-type: none"> • Median Age = 37.0; Median Household Income = \$90,500 • Affluent, family-orientated market with a country flavor • Partial to new housing away from the bustle of the city but close enough to commute to professional job centers • Connected with a host of wireless devices that will enable convenience, like banking, paying bills, and online shopping

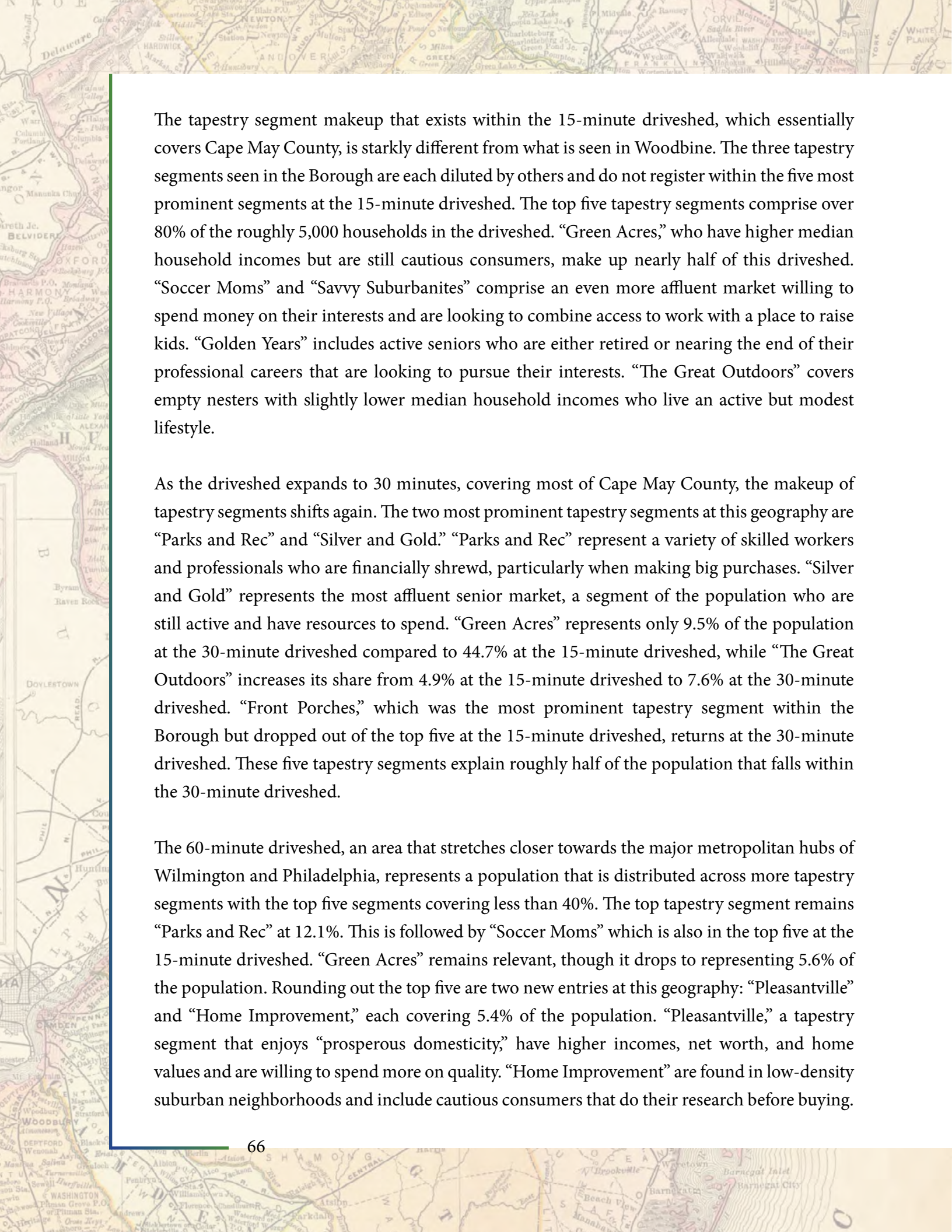
Source: ESRI Business Analyst

Table 2-9 shows the five most common tapestry segments for Woodbine, as well as the 15-minute, 30-minute, and 60-minute driveshed. The Borough is comprised of only three tapestry segments: “Front Porches,” “American Dreamers,” and “Senior Escapes.” “Front Porches,” blue collar workers who are concerned with price more than style, comprise nearly half of the Borough. “American Dreamers” are the youngest and wealthiest tapestry segment found in the Borough. “Senior Escapes” represent the Borough’s older residents who may have relocated to Woodbine after retiring to enjoy the advantages of the Borough’s location and low cost of living.

Table 2-9: Tapestry Segments within Woodbine Borough Drivesheds

Rank	Tapestry Segment	Percent	# Households
Woodbine Borough			
1	Front Porches	44.0%	324
2	American Dreamers	29.2%	215
3	Senior Escapes	26.9%	198
4	-	-	-
5	-	-	-
	<i>Other Segments</i>	-	-
15-minute Driveshed			
1	Green Acres	44.7%	2,982
2	Soccer Moms	14.2%	947
3	Savvy Suburbanites	9.8%	654
4	Golden Years	7.7%	516
5	The Great Outdoors	4.9%	328
	<i>Other Segments</i>	18.6%	1,238
30-minute Driveshed			
1	Parks and Rec	13.5%	6,805
2	Silver and Gold	11.9%	6,009
3	Green Acres	9.5%	4,790
4	The Great Outdoors	7.6%	3,815
5	Front Porches	6.0%	3,041
	<i>Other Segments</i>	51.6%	26,029
60-minute Driveshed			
1	Parks and Rec	12.1%	35,743
2	Soccer Moms	8.6%	25,356
3	Green Acres	5.6%	16,702
4	Pleasantville	5.4%	16,101
5	Home Improvement	5.4%	16,023
	<i>Other Segments</i>	62.9%	186,201

Source: ESRI Business Analyst



The tapestry segment makeup that exists within the 15-minute driveshed, which essentially covers Cape May County, is starkly different from what is seen in Woodbine. The three tapestry segments seen in the Borough are each diluted by others and do not register within the five most prominent segments at the 15-minute driveshed. The top five tapestry segments comprise over 80% of the roughly 5,000 households in the driveshed. “Green Acres,” who have higher median household incomes but are still cautious consumers, make up nearly half of this driveshed. “Soccer Moms” and “Savvy Suburbanites” comprise an even more affluent market willing to spend money on their interests and are looking to combine access to work with a place to raise kids. “Golden Years” includes active seniors who are either retired or nearing the end of their professional careers that are looking to pursue their interests. “The Great Outdoors” covers empty nesters with slightly lower median household incomes who live an active but modest lifestyle.

As the driveshed expands to 30 minutes, covering most of Cape May County, the makeup of tapestry segments shifts again. The two most prominent tapestry segments at this geography are “Parks and Rec” and “Silver and Gold.” “Parks and Rec” represent a variety of skilled workers and professionals who are financially shrewd, particularly when making big purchases. “Silver and Gold” represents the most affluent senior market, a segment of the population who are still active and have resources to spend. “Green Acres” represents only 9.5% of the population at the 30-minute driveshed compared to 44.7% at the 15-minute driveshed, while “The Great Outdoors” increases its share from 4.9% at the 15-minute driveshed to 7.6% at the 30-minute driveshed. “Front Porches,” which was the most prominent tapestry segment within the Borough but dropped out of the top five at the 15-minute driveshed, returns at the 30-minute driveshed. These five tapestry segments explain roughly half of the population that falls within the 30-minute driveshed.

The 60-minute driveshed, an area that stretches closer towards the major metropolitan hubs of Wilmington and Philadelphia, represents a population that is distributed across more tapestry segments with the top five segments covering less than 40%. The top tapestry segment remains “Parks and Rec” at 12.1%. This is followed by “Soccer Moms” which is also in the top five at the 15-minute driveshed. “Green Acres” remains relevant, though it drops to representing 5.6% of the population. Rounding out the top five are two new entries at this geography: “Pleasantville” and “Home Improvement,” each covering 5.4% of the population. “Pleasantville,” a tapestry segment that enjoys “prosperous domesticity,” have higher incomes, net worth, and home values and are willing to spend more on quality. “Home Improvement” are found in low-density suburban neighborhoods and include cautious consumers that do their research before buying.

Major Economic Issues and Opportunities



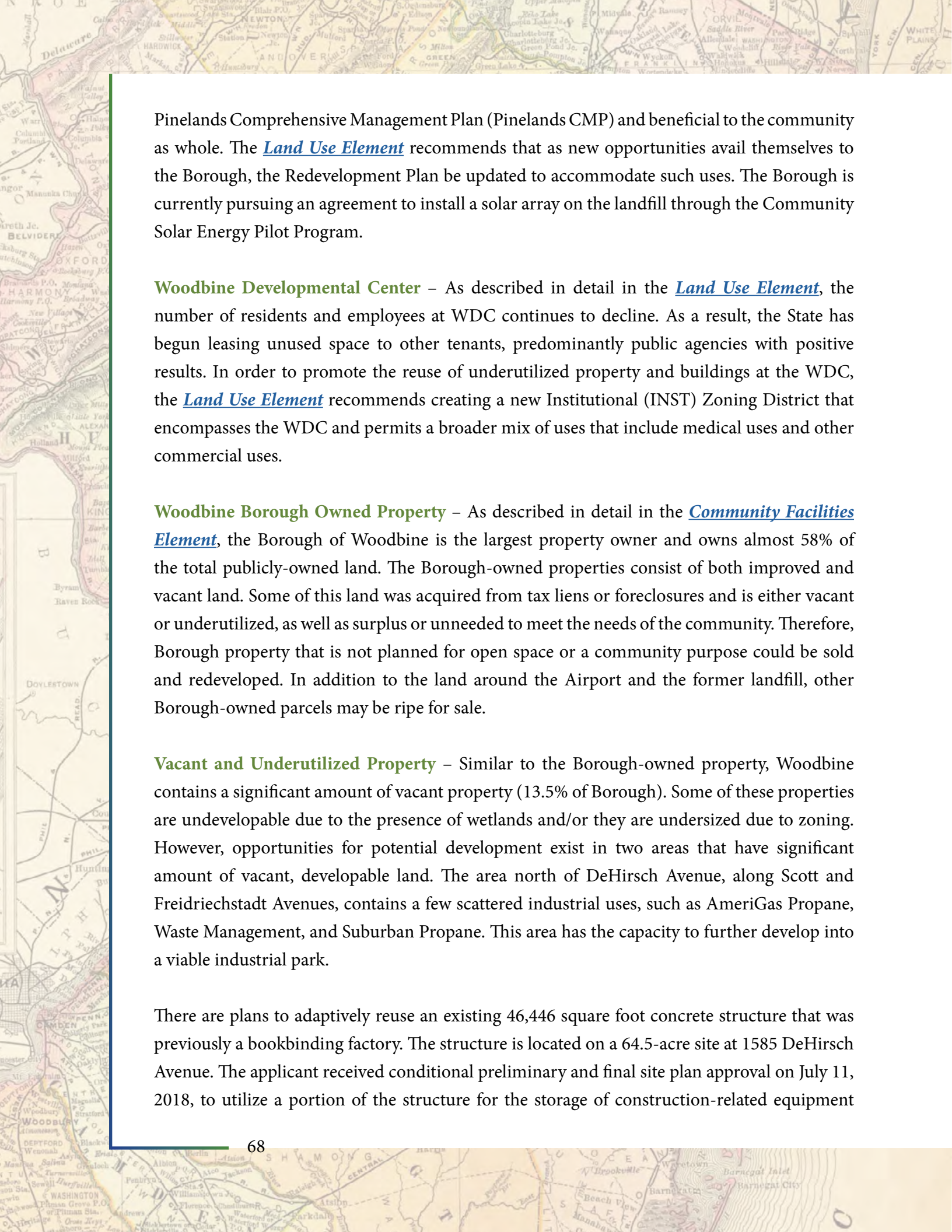
Capt. Scrap Antiques Store

As described by the economic indicators above, the economic landscape in Woodbine has been generally stagnant. Between 2007 and 2017, unemployment in the Borough has increased and the number of jobs has decreased, most notably at the WDC. The Downtown Core has steadily lost retail and commercial businesses as establishments have relocated along commercial corridors outside of the Borough. These former storefronts lie vacant or

have been converted to residential uses. To counteract the loss of commercial development and the associated decrease in jobs, the Borough has engaged in several studies over the two last decades to find ways to jump start the economy. Below is a summary of the major economic issues, opportunities, and studies.

Woodbine Municipal Airport – As described in detail in the [Land Use Element](#), the Borough owns the properties associated with the Woodbine Municipal Airport (the Airport). Since the 1996 Master Plan, two studies have been drafted to spur economic development at the Airport: the 2004 Woodbine Airport Economic Development Area Smart Growth Project (WAEDA Plan) and the 2012 Woodbine Airport Planning Study (2012 Study). Both plans recommended a new business park to attract light industrial and manufacturing jobs around the Airport, which has not come to fruition. To encourage recreational activities and eco-tourism (as described below), the [Land Use Element](#) recommends permitting campgrounds as a conditional use in the northwestern portion of the Airport property.

Woodbine Landfill Redevelopment Area – As described in detail in the [Land Use Element](#), the former Woodbine municipal landfill was designated as an Area in Need of Redevelopment. This property is ripe for development and the current Redevelopment Plan, dated April 2005, allows for an array of permitted uses. Tax abatements may be available for developers willing to remediate the landfill and improve the site with development that is consistent with the



Pinelands Comprehensive Management Plan (Pinelands CMP) and beneficial to the community as whole. The [Land Use Element](#) recommends that as new opportunities avail themselves to the Borough, the Redevelopment Plan be updated to accommodate such uses. The Borough is currently pursuing an agreement to install a solar array on the landfill through the Community Solar Energy Pilot Program.

Woodbine Developmental Center – As described in detail in the [Land Use Element](#), the number of residents and employees at WDC continues to decline. As a result, the State has begun leasing unused space to other tenants, predominantly public agencies with positive results. In order to promote the reuse of underutilized property and buildings at the WDC, the [Land Use Element](#) recommends creating a new Institutional (INST) Zoning District that encompasses the WDC and permits a broader mix of uses that include medical uses and other commercial uses.

Woodbine Borough Owned Property – As described in detail in the [Community Facilities Element](#), the Borough of Woodbine is the largest property owner and owns almost 58% of the total publicly-owned land. The Borough-owned properties consist of both improved and vacant land. Some of this land was acquired from tax liens or foreclosures and is either vacant or underutilized, as well as surplus or unneeded to meet the needs of the community. Therefore, Borough property that is not planned for open space or a community purpose could be sold and redeveloped. In addition to the land around the Airport and the former landfill, other Borough-owned parcels may be ripe for sale.

Vacant and Underutilized Property – Similar to the Borough-owned property, Woodbine contains a significant amount of vacant property (13.5% of Borough). Some of these properties are undevelopable due to the presence of wetlands and/or they are undersized due to zoning. However, opportunities for potential development exist in two areas that have significant amount of vacant, developable land. The area north of DeHirsch Avenue, along Scott and Freidriechstadt Avenues, contains a few scattered industrial uses, such as AmeriGas Propane, Waste Management, and Suburban Propane. This area has the capacity to further develop into a viable industrial park.

There are plans to adaptively reuse an existing 46,446 square foot concrete structure that was previously a bookbinding factory. The structure is located on a 64.5-acre site at 1585 DeHirsch Avenue. The applicant received conditional preliminary and final site plan approval on July 11, 2018, to utilize a portion of the structure for the storage of construction-related equipment

and vehicles; the repair and maintenance of that equipment and vehicles; and office use.

Additionally, there are several vacant and underutilized properties in the Downtown Core that could be developed to spur eco-tourism in Woodbine as further described below. The vacant tract of land located at the southeast corner of Washington Avenue and Franklin Street is one example.



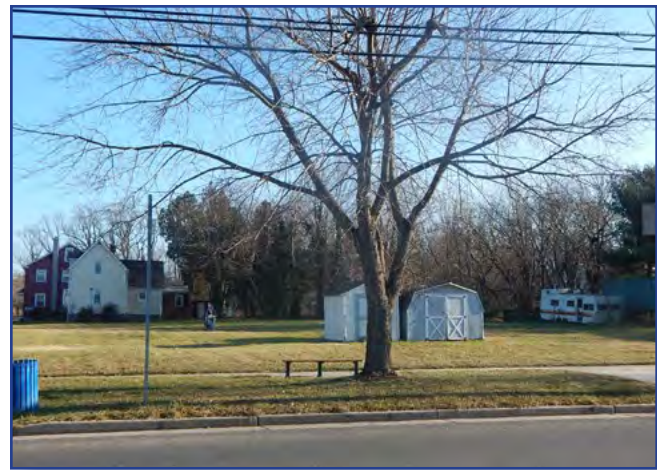
Entrance to former bookbinding factory at 1585 DeHirsch Avenue

Tourism – The 1996 Master Plan envisioned plans for developing a tourist attraction such as an old town with arts and crafts shops and a farmer’s market. Additionally, promoting tourism in Woodbine through its historical heritage, as a Jewish agricultural area and through recreational uses, was also indicated in the 1996 Master Plan. These strategies, along with encouraging eco-tourism, should continue to be investigated by the Borough. As discussed in more detail in the [Transportation and Circulation Element](#), Woodbine has a robust network of scenic byways, bicycle paths, parks, and other amenities that are attractive to nature enthusiasts and outdoorsman.

The idea of creating a niche for the Borough to attract visitors and spur economic activity is still a recommendation set forth in this Master Plan. In addition to ideas proposed in the previous Master Plan, the Borough should consider pursuing the following:

1. LPS has developed an Activation Concept Plan that ties these themes together with a goal to revitalize a targeted area of the Downtown Core in Woodbine. Strategies are set forth in the Recommendations section under Woodbine Borough Downtown Core Activation Concept Plan. These concepts tie together creating a sense of place with art, history, tourism, and economic development.
2. As of 2019, Woodbine was home to a popular antiques store and consignment shop, which are patronized by locals and tourists alike. Another idea to develop the Downtown Core into a tourism destination includes a proposal to

develop a “temporary” antiques village on the vacant property at Washington Avenue and Franklin Street. This could be the first step toward solidifying the Borough as an antique/arts and craft destination for the region. Details of how the site would be developed and meet Pinelands CMP regulations have yet to be finalized but this concept of marketing Woodbine as an old town with arts and crafts shops should be further investigated.



Antique Village proposed location near intersection of Washington Avenue and Franklin Street

Other Economic Strategies – The 2000 Pinelands Rural Economic Development Pilot Program for the Borough of Woodbine was drafted as part of the Pinelands Rural Economic Development Pilot Program, which was funded by the New Jersey Legislature in 1998. The goal of the pilot program was to help rural Pinelands municipalities identify and plan for types of economic development that are compatible with requirements for land use throughout the Pinelands. This report envisioned that the Borough’s Airport, Airport Business Park, and downtown area would assist in the Borough’s economic development and that growth pressures along the South Jersey Shore and the Atlantic City would push demand for space in Woodbine’s direction. This report provided recommended action steps for the Borough as follows:

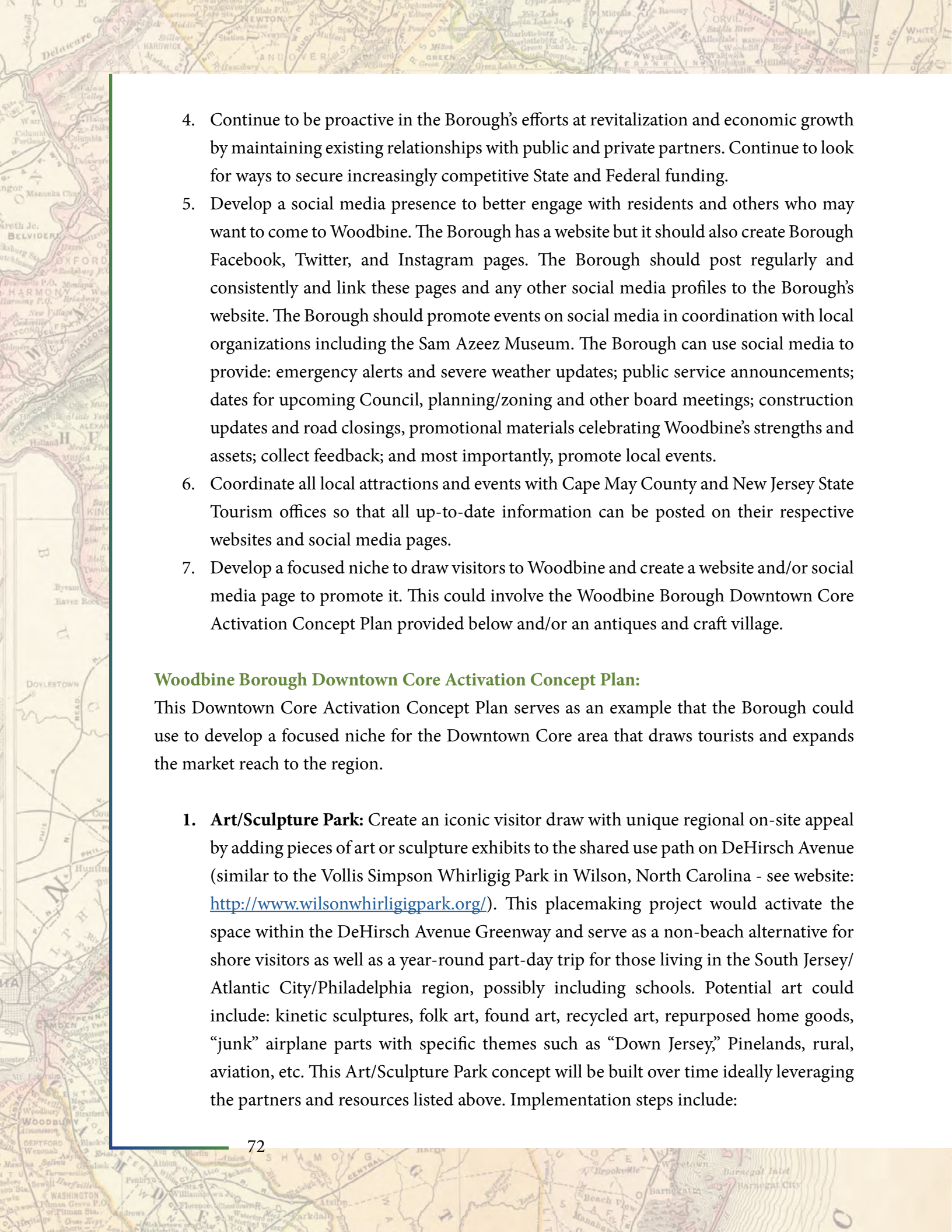
1. Staff/Organization
 - Hire an economic development manager and form an implementation committee.
2. Planning and Zoning
 - Develop design standards and review the Borough’s zoning to guide the type of development it wishes to see
 - Create a Corridor Plan for DeHirsch Avenue
 - Form a Business Improvement District (BID)
 - Consider a Pinelands Historic District in the Downtown Core
3. Infrastructure
 - Provide a centralized wastewater treatment to the Airport Business Park and a small-scale system to the Downtown Core

- Improve Downtown Core streetscape (new or improved sidewalks, streetlights, landscaping, signage, building facades, parking accommodations, etc.)
4. Marketing
 - Prepare various marketing packages and promotional programs to entice businesses, residents and tourists to come to Woodbine, including developing a Borough website
 5. Site-Specific Development
 - Develop pre-approval process with the Pinelands Commission for targeted business development areas in the Borough
 6. Targeted New Uses
 - Develop Home Furnishing/Crafts/Home Improvement/Construction theme for Downtown Core
 - Target light industrial and office uses and chain hotel for Airport Business Park
 7. Partnerships, Education and Outreach, and Events
 - Provide various education, outreach, and public events to promote citizen awareness and involvement, business support, visitor information, and special events.

The Borough completed many of the recommendations from the Rural Economic Development Report, including improving the Downtown Core streetscape, creating a Borough website and annual Directory of Businesses, hosting small-scale festivals and special events, and beginning the process for providing wastewater treatment to the Downtown Core. At this time, the Borough is not interested in hiring an Economic Development Manager, forming a Business Improvement District, considering historic designation, or having a home furnishing/improvement or trades park theme for the Downtown Core. There is no interest from a developer in building a chain hotel on the Airport property (the Airport/Light Manufacturing Zone in the District Regulations does not list hotels as a permitted use).

Population and Economics Recommendations

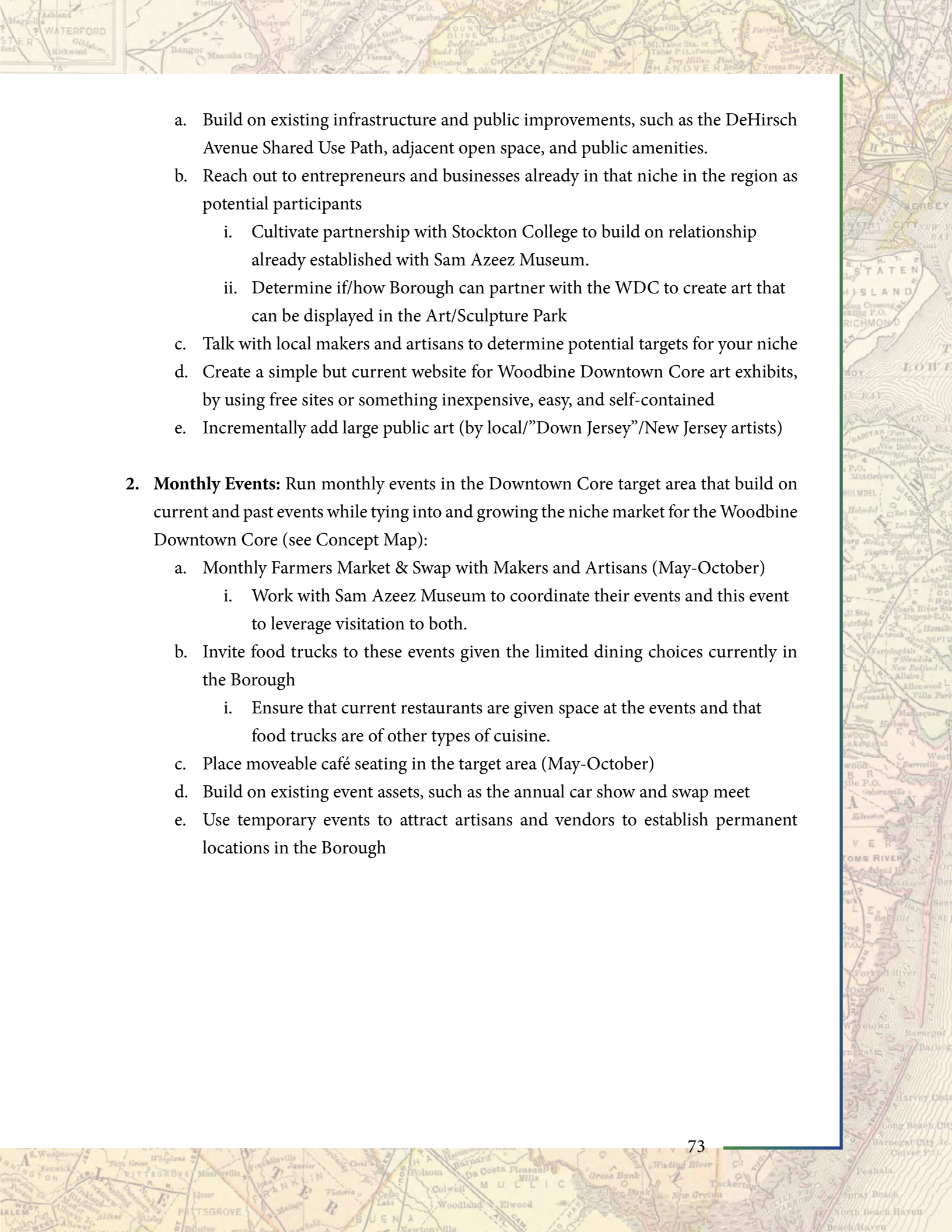
1. Conduct a study to determine how to responsibly increase density if the County moves forward with plans to expand sewer service. The Borough should also assess the impact of changes to land use and population on the ability to provide public services.
2. Market the developable and vacant land at the Woodbine Municipal Airport, the industrial area, the Downtown Core, and the former municipal landfill to attract potential developers and economic opportunities that are beneficial to the community.
3. Evaluate all Borough-owned land and prioritize which parcels could be sold to private developers.

- 
4. Continue to be proactive in the Borough's efforts at revitalization and economic growth by maintaining existing relationships with public and private partners. Continue to look for ways to secure increasingly competitive State and Federal funding.
 5. Develop a social media presence to better engage with residents and others who may want to come to Woodbine. The Borough has a website but it should also create Borough Facebook, Twitter, and Instagram pages. The Borough should post regularly and consistently and link these pages and any other social media profiles to the Borough's website. The Borough should promote events on social media in coordination with local organizations including the Sam Azeez Museum. The Borough can use social media to provide: emergency alerts and severe weather updates; public service announcements; dates for upcoming Council, planning/zoning and other board meetings; construction updates and road closings, promotional materials celebrating Woodbine's strengths and assets; collect feedback; and most importantly, promote local events.
 6. Coordinate all local attractions and events with Cape May County and New Jersey State Tourism offices so that all up-to-date information can be posted on their respective websites and social media pages.
 7. Develop a focused niche to draw visitors to Woodbine and create a website and/or social media page to promote it. This could involve the Woodbine Borough Downtown Core Activation Concept Plan provided below and/or an antiques and craft village.

Woodbine Borough Downtown Core Activation Concept Plan:

This Downtown Core Activation Concept Plan serves as an example that the Borough could use to develop a focused niche for the Downtown Core area that draws tourists and expands the market reach to the region.

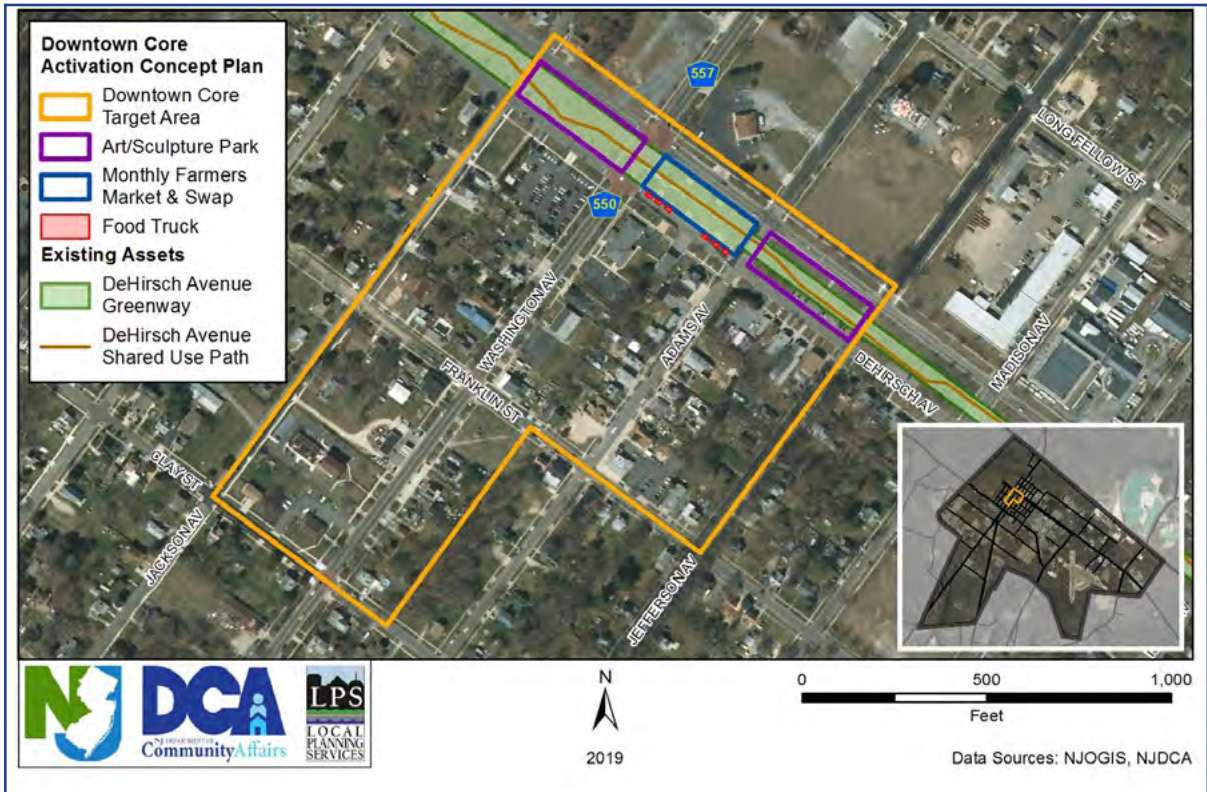
1. **Art/Sculpture Park:** Create an iconic visitor draw with unique regional on-site appeal by adding pieces of art or sculpture exhibits to the shared use path on DeHirsch Avenue (similar to the Vollis Simpson Whirligig Park in Wilson, North Carolina - see website: <http://www.wilsonwhirligigpark.org/>). This placemaking project would activate the space within the DeHirsch Avenue Greenway and serve as a non-beach alternative for shore visitors as well as a year-round part-day trip for those living in the South Jersey/Atlantic City/Philadelphia region, possibly including schools. Potential art could include: kinetic sculptures, folk art, found art, recycled art, repurposed home goods, "junk" airplane parts with specific themes such as "Down Jersey," Pinelands, rural, aviation, etc. This Art/Sculpture Park concept will be built over time ideally leveraging the partners and resources listed above. Implementation steps include:

- 
- a. Build on existing infrastructure and public improvements, such as the DeHirsch Avenue Shared Use Path, adjacent open space, and public amenities.
 - b. Reach out to entrepreneurs and businesses already in that niche in the region as potential participants
 - i. Cultivate partnership with Stockton College to build on relationship already established with Sam Azeez Museum.
 - ii. Determine if/how Borough can partner with the WDC to create art that can be displayed in the Art/Sculpture Park
 - c. Talk with local makers and artisans to determine potential targets for your niche
 - d. Create a simple but current website for Woodbine Downtown Core art exhibits, by using free sites or something inexpensive, easy, and self-contained
 - e. Incrementally add large public art (by local/"Down Jersey"/New Jersey artists)

2. Monthly Events: Run monthly events in the Downtown Core target area that build on current and past events while tying into and growing the niche market for the Woodbine Downtown Core (see Concept Map):

- a. Monthly Farmers Market & Swap with Makers and Artisans (May-October)
 - i. Work with Sam Azeez Museum to coordinate their events and this event to leverage visitation to both.
- b. Invite food trucks to these events given the limited dining choices currently in the Borough
 - i. Ensure that current restaurants are given space at the events and that food trucks are of other types of cuisine.
- c. Place moveable café seating in the target area (May-October)
- d. Build on existing event assets, such as the annual car show and swap meet
- e. Use temporary events to attract artisans and vendors to establish permanent locations in the Borough

Map 2-3. Woodbine Borough Downtown Core Activation Concept Plan



Vollis Simpson Whirligig Park
 Source: <http://www.wilsonwhirligigpark.org/>

Section 3: Transportation and Circulation Element

Transportation and Circulation Objectives:

1. To promote safe and efficient travel by accommodating both local and pass through traffic.
2. To provide easy and clear access to commercial, residential, and industrial properties.
3. To maximize the use of the existing road system by upgrading and improving conditions.
4. To increase accessibility and expand recreation opportunities for pedestrians and bicyclists by maintaining the existing and developing new infrastructure.
5. To encourage cooperation between the Borough, New Jersey Transit, and Cape May County to increase public transportation options.

Background

The purpose of the *Transportation and Circulation Element* is to document the characteristics of the existing road network; to analyze the operation of the transportation network for all mode choices including vehicles, bicyclists, and pedestrians under present traffic volume; and to recommend changes to accommodate future needs.

Vehicular Traffic

The Borough of Woodbine is located in the rural portion of Cape May County and does not contain any Interstates, U.S. Highways, or State Routes within its boundaries. The Garden State Parkway and U.S. Route 9 are located approximately 3 ½ miles east of Woodbine and connect Cape May County to the Atlantic City area and beyond to northern New Jersey. State Routes 47, 49, 50, and 347 are also close to the Borough and link the shore communities along the coast with points west as well as the Philadelphia suburbs. The Borough contains approximately 32 miles of County and local roads. In most locations, these roads are two-lanes, paved, and in good condition with right-of-way widths of at least 66 feet.

Road Type	Miles	Percent
"500" County Routes	7.3	23.1%
"600" County Routes	5.5	17.2%
Local Roads	18.6	58.6%
Other Roads	0.4	1.1%
Total Roads	31.7	100.0%

Source: New Jersey Department of Transportation

The U.S. Department of Transportation's (USDOT) Federal Highway Administration (FHWA) classifies all roadways into different categories based on the range of mobility and access functions that roadways serve. The higher classifications include Interstates (such as Interstate 295), Other Freeways & Expressways (such as the Garden State Parkway), Other Principal Arterials (such as Route 47), and Minor Arterials (such as Route 49), which are not present in Woodbine. The lower classifications of roadways (Major Collectors, Minor Collectors, and Local Roads) make up the entire road network in Woodbine (see Map 3-1).

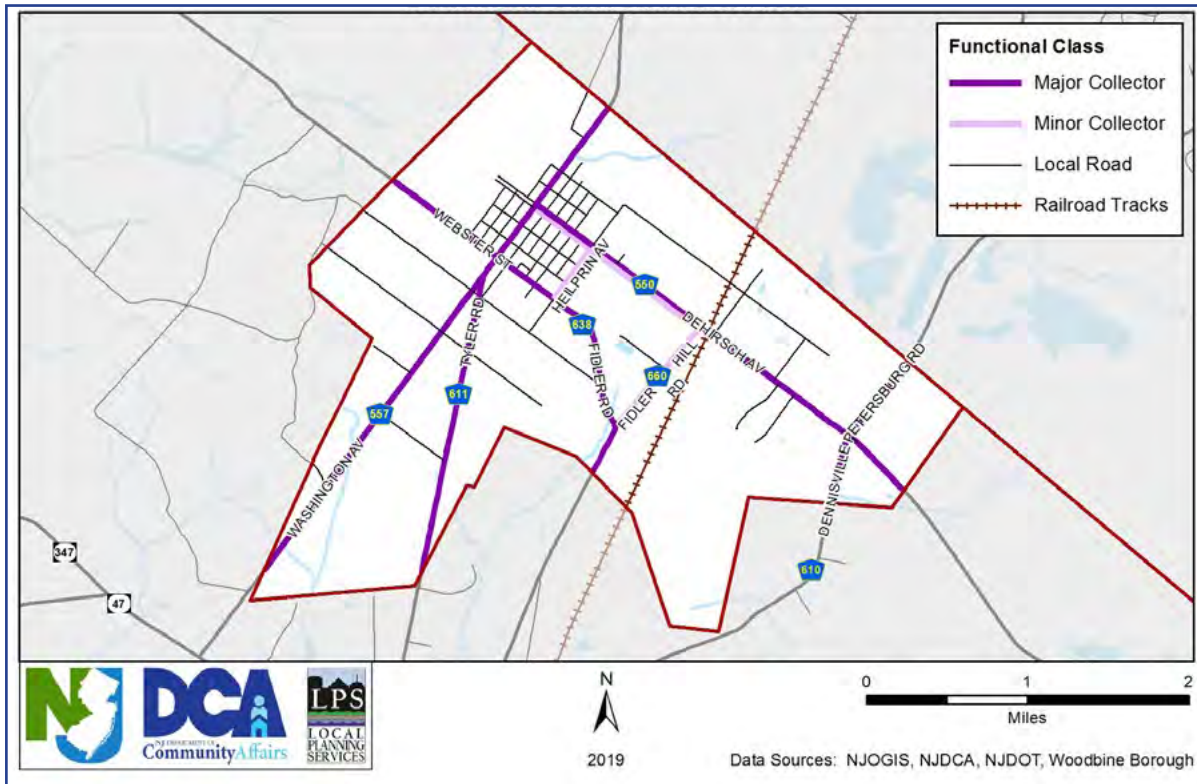
According to the FHWA:

Collectors serve a critical role in the roadway network by gathering traffic from Local Roads and funneling them to the Arterial network. Within the context of functional classification, Collectors are broken down into two categories: Major Collectors and Minor Collectors. Generally, Major Collector routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; have higher annual average traffic volumes; and may have more travel lanes than their Minor Collector counterparts.

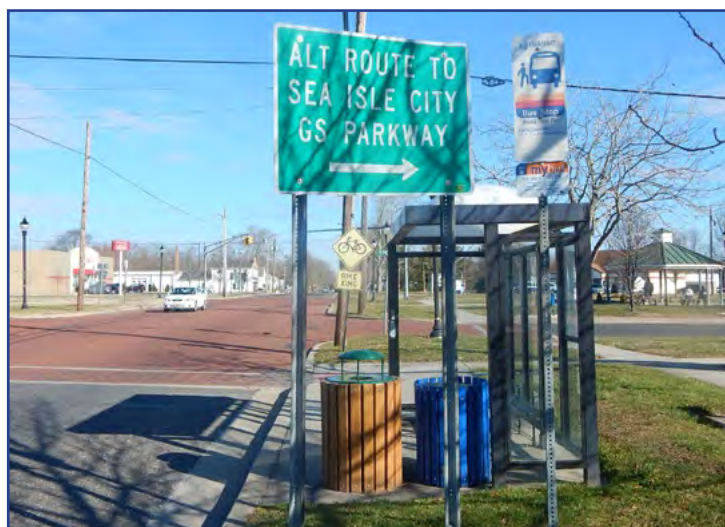
Functional Class	Miles	Percent
Major Collector	11.9	37.7%
Minor Collector	2.5	7.9%
Local Road	17.2	54.4%
Total	31.7	100.0%

Source: New Jersey Department of Transportation

Map 3-1. Woodbine Borough Functional Class Road Network



Two primary roadways in Woodbine, County Routes 550 and 557, intersect in the center of the Borough and connect it to the regional network described above. According to the New Jersey Department of Transportation (NJDOT), these two roads have the highest traffic volume in the Borough, as measured by Average Annual Daily Trips (AADT), and are popular short cuts for vacationers wishing to avoid traffic as they make their way to Cape May County shore communities. Signs indicating “Alternative Route to Garden State Parkway and Sea Isle City” appear on County Routes 550 and 557.



Signage showing Alternative Route to Sea Isle City and the Garden State Parkway on DeHirsch Avenue (County Route 550)

contains a “dog-leg” at Washington Avenue. This stretch of Washington Avenue between Webster Street and DeHirsch Avenue is signed as both County Route 550 and County Route 557. Therefore, in order to traverse the length of County Route 550 heading from southeast to northwest through Woodbine, one must make a left turn on Washington Avenue and a subsequent right turn. The speed limit on DeHirsch Avenue from the Dennis Township border in the southeast to the Downtown Core and Webster Street from the Downtown Core to the Dennis Township border in the northwest is 50 miles per hour (mph). The speed limit reduces to 40 mph upon entering the Downtown Core from both directions and decreases again to 30 mph on DeHirsch Avenue to the northwest of Madison Avenue and on Washington Avenue. A local road also named DeHirsch Avenue runs parallel to the County Road 550 beginning at Fidler Hill Road (County Road 660).

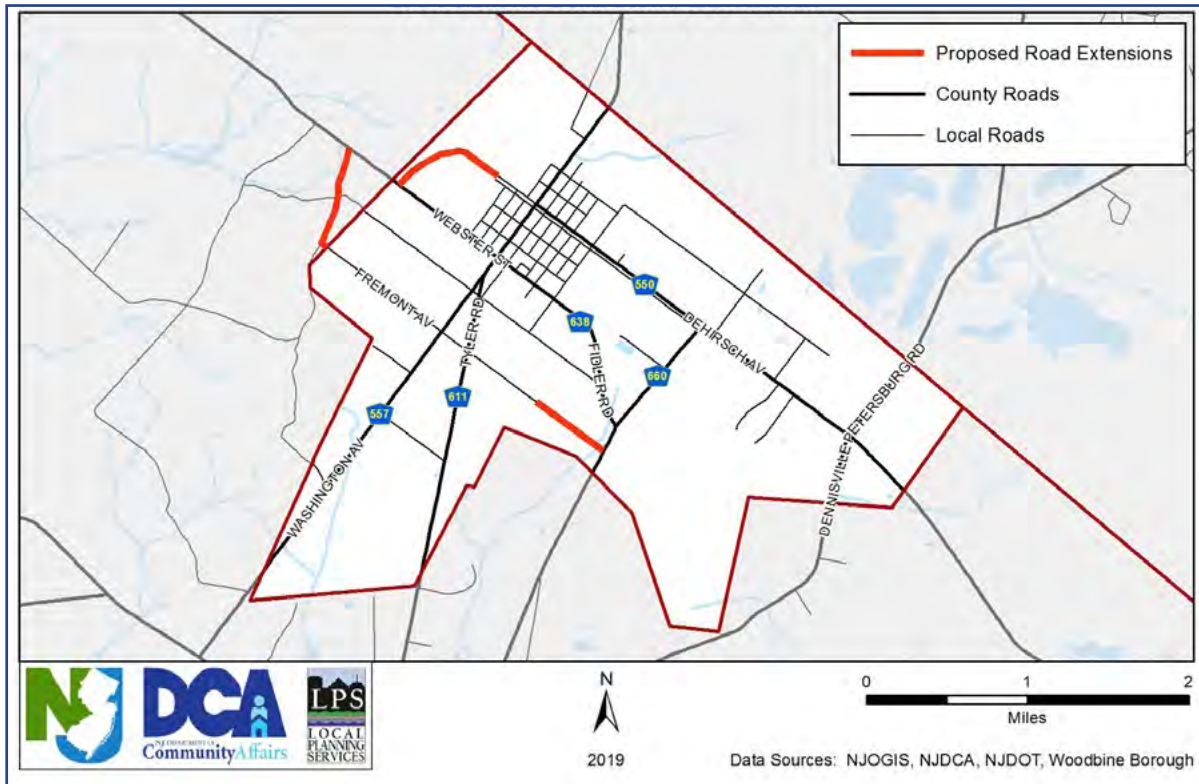
In looking for a quicker route through the Downtown Core, some traffic shifts onto local roads to the south of the intersection of Washington Avenue and DeHirsch Avenue. The Borough wishes to deter cut-through traffic on residential streets that were not envisioned for heavy traffic volume or high speeds.

At the time of the 1996 Master Plan, it was speculated that State Route 55 would be extended into Cape May County bringing more traffic into Woodbine. To address the anticipated increase in cut-through traffic, the Master Plan recommended further investigation of three new connector roads, which would reroute County Route 550 off Washington Avenue (see Map 3-2). However, this extension is unlikely to occur. Therefore, given the decreased traffic demand, the environmental impacts, and high costs associated with constructing a new bypass, this recommendation is no longer feasible or necessary. The Borough has constructed a shared use path that extends from the northwest end of DeHirsch Avenue in the location of the proposed rerouting of County Route 550.



DeHirsch Avenue beneath the currently unused railroad tracks

Map 3-2. Woodbine Borough 1996 Master Plan Road Extensions



The Borough sees the summer traffic as an economic opportunity. Improved signage, decreased speed limits, and other traffic calming measures are the preferred ways to manage local and pass through traffic along Washington Avenue.

County Route 557 runs north to south along Washington Avenue and connects the municipality to State Routes 47 and 49. The portion of Washington Avenue that is signed with both County Route 550 and 557 serves as the Borough's de facto Main Street generating the majority of pedestrian and vehicular traffic in the Borough. To manage pedestrian and vehicular conflicts, a 35 mph speed limit is prominently signed and intersections with Webster Street (County Routes 550 and 638), Clay Street, Franklin Street, and DeHirsch Avenue (County Route 550) contain a "standard" crosswalk (two parallel lines) and feature a Woodbine surface to calm traffic.

Other County Routes in Woodbine include: 610 (Dennisville-Petersburg Road), 611 (Tyler Road), 638 (Webster and Fidler Roads) and 660 (Fidler Hill Road). These secondary roads provide internal connections within the Borough as well as access to the nearby villages and hamlets within the County. The Borough maintains the local road system, which is mostly concentrated in the Downtown Core, and is laid out in a grid pattern. Other local roads, such as Sumner Avenue, Freidriechstadt Avenue, Hamilton Avenue, and Fremont Avenue, are within more rural areas.



Truck Traffic

Truck traffic, especially along Washington Avenue (in the Downtown Core), is a significant issue in the Borough. In order to avoid traveling through the village of Dennisville (in Dennis Township), trucks hauling refuse to the Cape May County Municipal Utilities Authority (CMCMUA) landfill from the southern parts of Cape May County will pass through Woodbine's Downtown Core on County Route 557 to County Route 550. This unwanted truck traffic causes an array of issues including pedestrian safety and an accelerated deterioration of roads. The Borough will continue to work with the County to determine proper alternatives.

According to the NJDOT's Large Truck Map, 102-inch Wide Trucks and Double-Trailer Truck Combinations are prohibited on County Routes 550 and 557 and are limited to Routes 47, 49, 50, 83, and 347. Smaller trucks (below the aforementioned restrictions) that serve the DeHirsch Light Industrial/Manufacturing Zone are permitted on County Routes 550, 557, and 610.

Crashes and Unsafe Road Conditions

Most vehicular crashes in Woodbine occur on County Route 550 along Washington Avenue and DeHirsch Avenue. Crashes are particularly high near the intersections with County Routes 557 (Washington Avenue and DeHirsch Avenue) and 638 (Webster Street and Washington Avenue). This is the stretch of County Route 550 along Washington Avenue that is also signed as County Route 557.

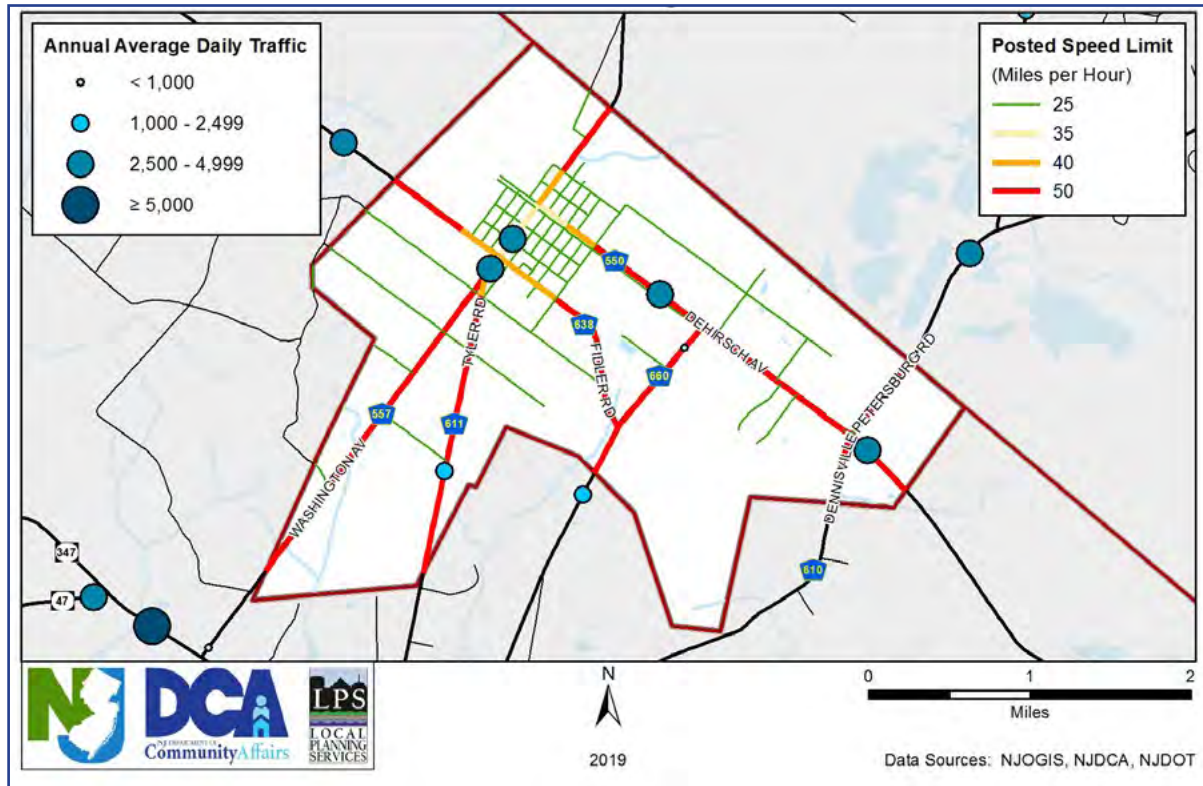
The Washington Avenue and DeHirsch Avenue intersection is a major conflict point between the roads with the greatest traffic volume in the Borough. Traffic often backs up on DeHirsch Avenue while yielding to traffic at the flashing red light. These backups contribute to the truck traffic issues described above. As shown on Map 3-3, on both Washington Avenue to the northeast and DeHirsch Avenue from the southeast, the posted speed limit decreases drastically near the approach to this intersection to 40 mph and 35 mph, respectively, but actual vehicle speeds can still be closer to the previous speed limit of 50 mph.

Drivers approaching Washington Avenue from Webster Street are hindered by limited sight distances that exist at this intersection. Future improvements at this intersection may include a roundabout configuration or a full traffic light. County Routes 611 and 638 also have had multiple crashes between the years of 2014 and 2016.

Speed limits along the County Routes in Woodbine are 50 mph and reduce to 40 mph approaching the Downtown Core (see Map 3-3). As stated earlier, the speed limit on Washington Avenue, between DeHirsch Avenue and Webster Street, is 35 mph. Traffic on residential streets is 25

mph. Cut-through traffic often fails to reduce its traffic speed from 50 mph to 35 mph, which results in unsafe conditions for pedestrians.

Map 3-3. Woodbine Borough Traffic Volume and Speed Limits



For the purposes of maintaining roadways in Woodbine and keeping these travelers safe, Cape May County and Woodbine Borough are committed to ongoing upgrades and enhancements to the system. The County has identified the following road projects (either completed or to be completed) in the Borough of Woodbine:

1. Resurfacing of County Route 550 from Madison Avenue east to about 2,000 feet east of Heine Avenue (completed August 2017)
2. Reconstruction of Webster Street from Washington Avenue to Commodore Boulevard (completion date October 2018)
3. Resurfacing of Webster Street from Fremont Avenue to Fidler Hill Road (completed May 2018)
4. Reconstruction of County Route 550 from Madison Avenue to Washington Avenue (anticipated June 2019)
5. Intersection improvement at Dennisville-Petersburg Road (County Route 610) and Woodbine-Ocean View Road (County Route 550), also known as the Woodbine Roundabout (anticipated April 2020)

Additionally, the Borough has identified other areas where improvements could or will be made:

1. Reduce speed limits on Washington Avenue and reconfiguration (north of County Route 550)
2. Extend Freidrichstadt Avenue between Scott Avenue and County Route 610
3. Resurfacing of Sumner Avenue
4. Intersection improvements at County Routes 550, 557, and 638.

Public Transportation

As shown in Map 3-4, New Jersey Transit operates the 313 Bus Route between Philadelphia and Cape May via Camden, Glassboro, and Wildwood, with a scheduled stop in Woodbine at the intersection of Washington Avenue and Franklin Street. There are additional bus shelters located along the route. The bus route diverts from State Route 47 along Washington Avenue and Tyler Road to serve the Woodbine Developmental Center (WDC). There is ample signage and several bus shelters available to commuters along the bus route, including those located at the Woodbine Municipal Building and the WDC. Unfortunately, service is sparse with only seven daily trips. Residents and visitors to the WDC make use of the service and it is a benefit to the community as a whole.



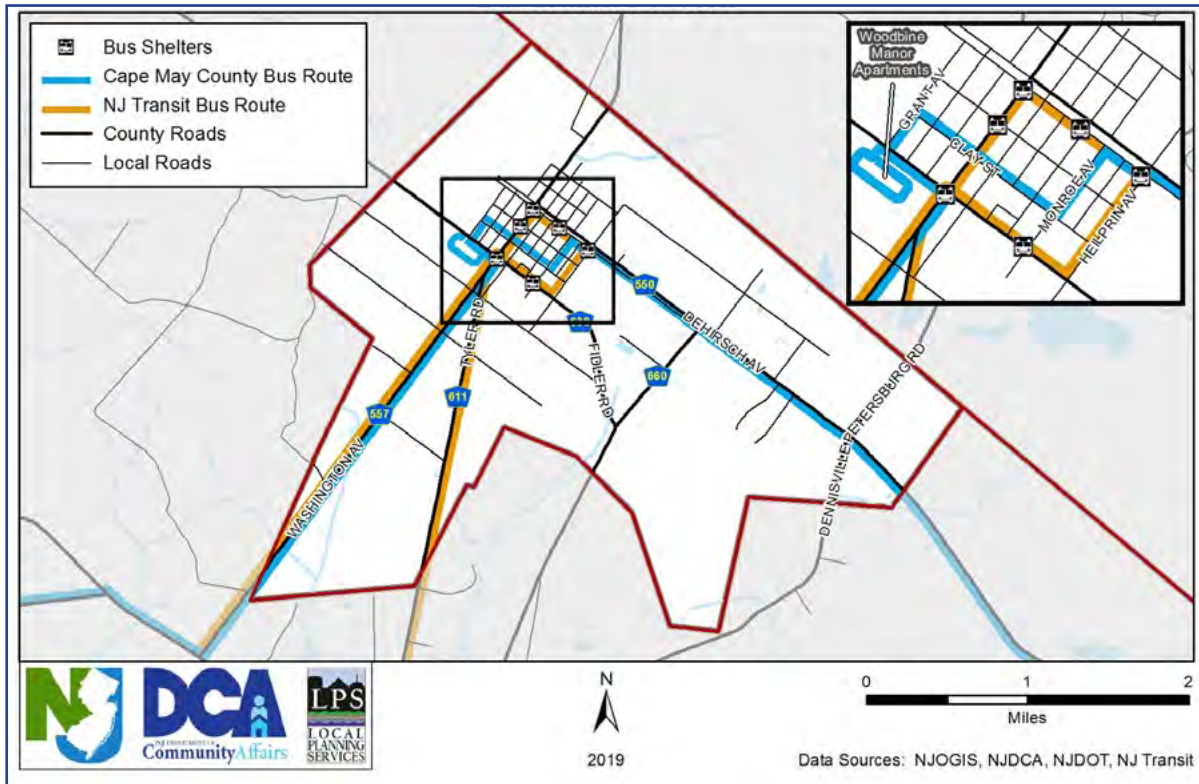
Bus shelter on DeHirsch Avenue at Woodbine Developmental Center

Cape May County also provides a Fare-Free Transportation service which “provides demand-response, subscription and modified-fixed route bus service to senior citizens, persons with disabilities, veterans, individuals of low-income and general public on a first come-first served basis.”²² The fixed route service offers a daily connection between Woodbine and Cape May Court House and Rio Grande.

The Borough supports and encourages future expansion of public transportation options to serve the residents and visitors of Woodbine.

²²<https://capemaycountynj.gov/446/Fare-Free-Transportation>

Map 3-4. Woodbine Borough Bus Transit Network



Pavilions along the DeHirsch Avenue Shared Use Path and within the DeHirsch Avenue Greenway

Bicycle Facilities

Woodbine has been and continues to be proactive in creating opportunities for bicyclists within the Borough. Several existing off-road bicycle paths traverse the Borough as well as a number of proposed routes (see Map 3-5 and Table 3-3). The DeHirsch Avenue Shared Use Path, sometimes referred to as the DeHirsch Avenue Bicycle Path, is a wide, paved path for bicyclist and pedestrian use that runs for roughly 3¼ miles along the former West Jersey and Seashore Railroad Line right-of-way within the DeHirsch Avenue Greenway. The route is lined with amenities such as trash receptacles, benches, bicycle racks, and gazebos.

The paved DeHirsch Avenue Shared Use Path becomes the Seashore Line Trail upon entering the Belleplain State Forest heading west into Dennis Township, continuing for 5.8 miles until intersecting County Route 548 (Weatherby Road) in Maurice River Borough.



Entrance to the Airport Spur Bicycle Path

Also accessible from the DeHirsch Avenue Shared Use Path and extending approximately a mile south, is a paved bicycle path along the former Cape May Seashore Rail Line referred to as the Airport Spur Bicycle Path. Another off-road bicycle path (approximately 0.6 miles) can be found along Heilprin Avenue and Webster Street, which connects the DeHirsch Avenue Shared Use Path to Admiral Road, a secondary entrance to the WDC.

Off-road shared use paths can be found within Lincoln Park and the newly developed Eco-Park. The new bicycle trails within the Eco-Park connect the Woodbine Community School, Webster Street, and Sumner Avenue.

The “High Point to Cape May Bike Route” is a scenic 238-mile on-road route that traverses New Jersey from north to south. Locally, it connects Woodbine to Tuckahoe and Cape May Court House along Washington Avenue, DeHirsch Avenue, Fidler Road, and Fidler Hill Road and is a prominent attraction for bicyclists. On-road bicycle routes within the Borough generally lack on-street markings or physical separation from vehicle travel lanes, which would reinforce bicyclists’ presence to vehicle drivers and increase bicyclist level of comfort.

It is suggested that the Borough install bicycle lane or shared use path signage, mile markers, wayfinding and safety signage, and striping where applicable to ensure



Signage informing drivers of upcoming bicycle crossing

the safety of its users and make the experience more enjoyable. For specific guidelines on the appropriate bicycle infrastructure, the Borough should refer to the NJDOT Complete Street Design Guide³ and the NJDOT Bicycle Compatible Roadways and Design Guidelines.⁴

According to the Cape May County Planning Department, several additional bicycle paths are proposed within Woodbine (as shown in Table 3-3 and Map 3-5). A bicycle loop has received funding along Sumner Avenue and Fidler Road, which will connect with the existing routes described above. An on-road bicycle lane is also proposed along Washington Avenue, north of DeHirsch Avenue. Finally, there are proposed plans to extend the bicycle path along the Cape May Seashore Railroad and internally within the Woodbine Municipal Airport (the Airport) property. Outside the Borough, the County proposes to extend the bicycle path along from the DeHirsch Avenue Shared Use Path to the southeast. Once completed, a 30-mile rails-to-trails path will connect Belleplain State Forest and Woodbine Borough with the Cape May County Zoo, Cape May National Refuge, and Cold Springs Village.

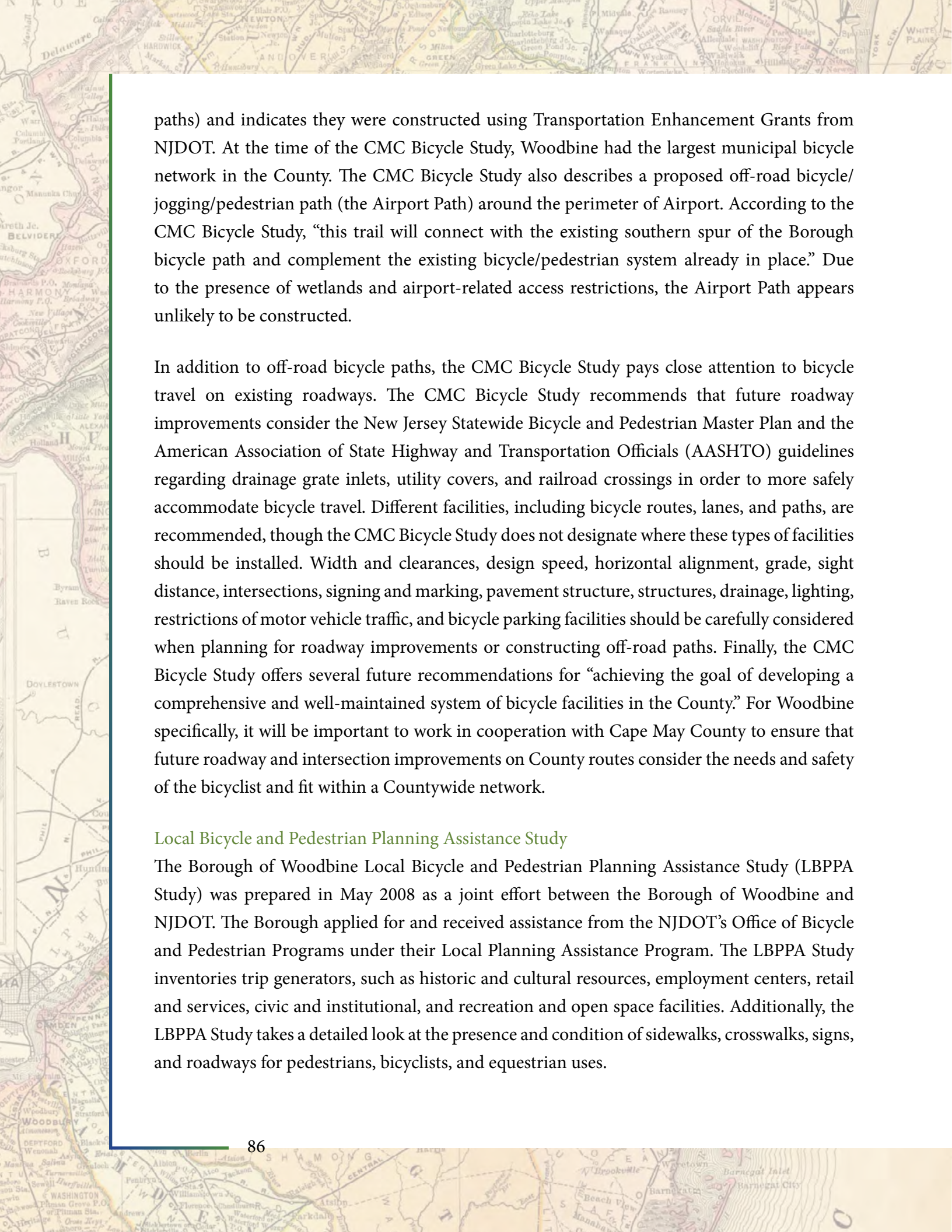
Facility	Status	Miles
Airport Spur Bicycle Path	Existing	1.1
DeHirsch Avenue Shared Use Path	Existing	3.2
Seashore Line Trail	Existing	0.4
Belleplain Path	Existing	0.7
Eco-Park Trails	Existing	1.8
Heilprin and Webster Bicycle Path	Existing	0.6
Lincoln Park Paths	Existing	0.4
Railroad Extension	Proposed	0.9
Airport Path	Proposed	2.5
Sumner Avenue and Fidler Road	Proposed	1.4

Source: New Jersey Department of Transportation

Cape May County Bicycle Study

The Cape May County Planning Department prepared the Cape May County Bicycle Study (CMC Bicycle Study) in June 2002. Although some aspects of the document are outdated, there are several strategies and actions that are still relevant to Woodbine today. The Plan describes two existing bicycle paths in Woodbine (the DeHirsch Avenue and the Airport Spur bicycle

³<http://njbikeped.org/wp-content/uploads/2017/05/Complete-Streets-Design-Guide.pdf>
⁴<https://www.state.nj.us/transportation/publicat/pdf/BikeComp/introtofac.pdf>



paths) and indicates they were constructed using Transportation Enhancement Grants from NJDOT. At the time of the CMC Bicycle Study, Woodbine had the largest municipal bicycle network in the County. The CMC Bicycle Study also describes a proposed off-road bicycle/jogging/pedestrian path (the Airport Path) around the perimeter of Airport. According to the CMC Bicycle Study, “this trail will connect with the existing southern spur of the Borough bicycle path and complement the existing bicycle/pedestrian system already in place.” Due to the presence of wetlands and airport-related access restrictions, the Airport Path appears unlikely to be constructed.

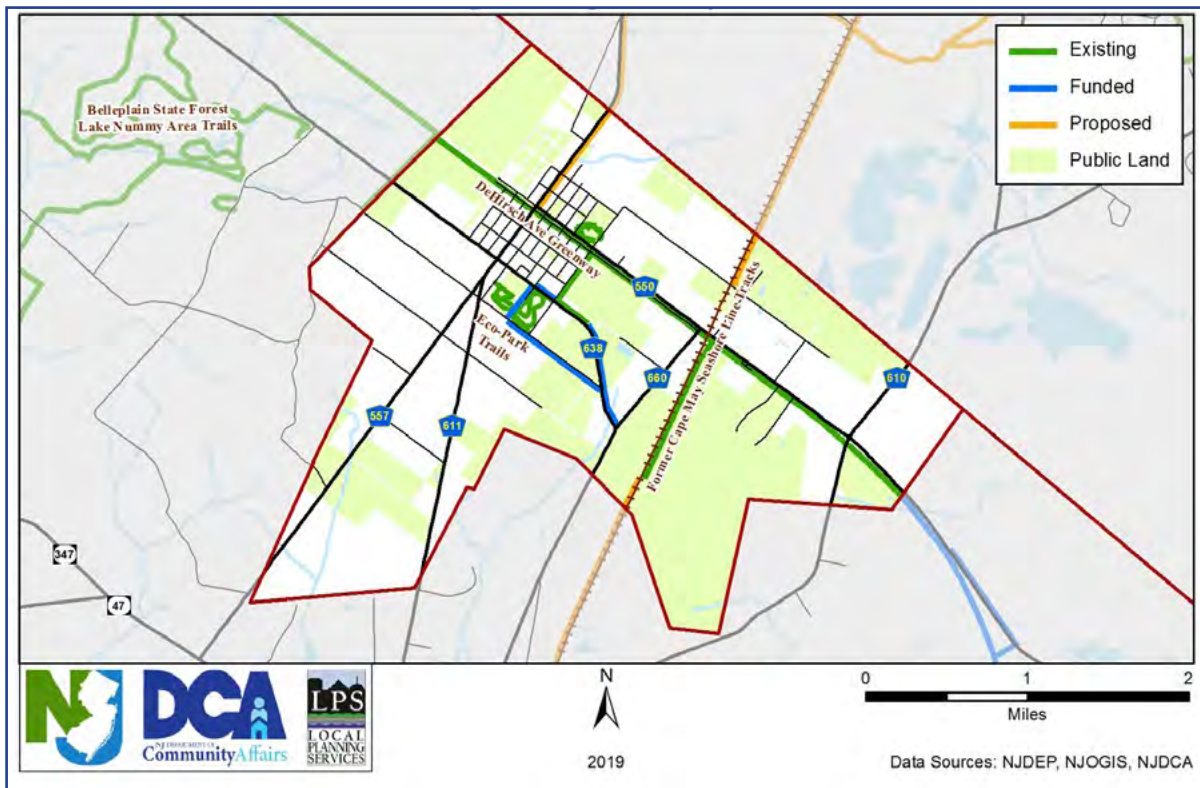
In addition to off-road bicycle paths, the CMC Bicycle Study pays close attention to bicycle travel on existing roadways. The CMC Bicycle Study recommends that future roadway improvements consider the New Jersey Statewide Bicycle and Pedestrian Master Plan and the American Association of State Highway and Transportation Officials (AASHTO) guidelines regarding drainage grate inlets, utility covers, and railroad crossings in order to more safely accommodate bicycle travel. Different facilities, including bicycle routes, lanes, and paths, are recommended, though the CMC Bicycle Study does not designate where these types of facilities should be installed. Width and clearances, design speed, horizontal alignment, grade, sight distance, intersections, signing and marking, pavement structure, structures, drainage, lighting, restrictions of motor vehicle traffic, and bicycle parking facilities should be carefully considered when planning for roadway improvements or constructing off-road paths. Finally, the CMC Bicycle Study offers several future recommendations for “achieving the goal of developing a comprehensive and well-maintained system of bicycle facilities in the County.” For Woodbine specifically, it will be important to work in cooperation with Cape May County to ensure that future roadway and intersection improvements on County routes consider the needs and safety of the bicyclist and fit within a Countywide network.

Local Bicycle and Pedestrian Planning Assistance Study

The Borough of Woodbine Local Bicycle and Pedestrian Planning Assistance Study (LBPPA Study) was prepared in May 2008 as a joint effort between the Borough of Woodbine and NJDOT. The Borough applied for and received assistance from the NJDOT’s Office of Bicycle and Pedestrian Programs under their Local Planning Assistance Program. The LBPPA Study inventories trip generators, such as historic and cultural resources, employment centers, retail and services, civic and institutional, and recreation and open space facilities. Additionally, the LBPPA Study takes a detailed look at the presence and condition of sidewalks, crosswalks, signs, and roadways for pedestrians, bicyclists, and equestrian uses.

Specific recommendations are made to improve both the safety and experience of the bicyclist and pedestrian including better signage and striping, the construction of center islands, and the installment of bicycle racks at key locations. The LBPPA Study also recommends new sidewalk installation where there are gaps in the network. For equestrian routes, signs indicating that motorists must reduce their speed to 25 mph when passing riders should be posted.

Map 3-5. Woodbine Borough Existing and Proposed Bicycle Paths



Pedestrian Facilities

The Borough has approximately 16 ½ miles (86,977 feet) of sidewalks, most of which are found within the Downtown Core. Most streets within the Downtown Core have sidewalks on both sides of the roadway. Sidewalks tend to be separated from the roadway with a grassy buffer, which increases the comfort level and perceived safety of pedestrians. With the exception of the three major collector roads found within the Downtown Core - DeHirsch Avenue, Washington Avenue, and Webster Street (which becomes Fidler Road to the southeast of Heilprin Avenue) - all other roads within the Downtown Core are local roads with 25 mph posted speed limits.

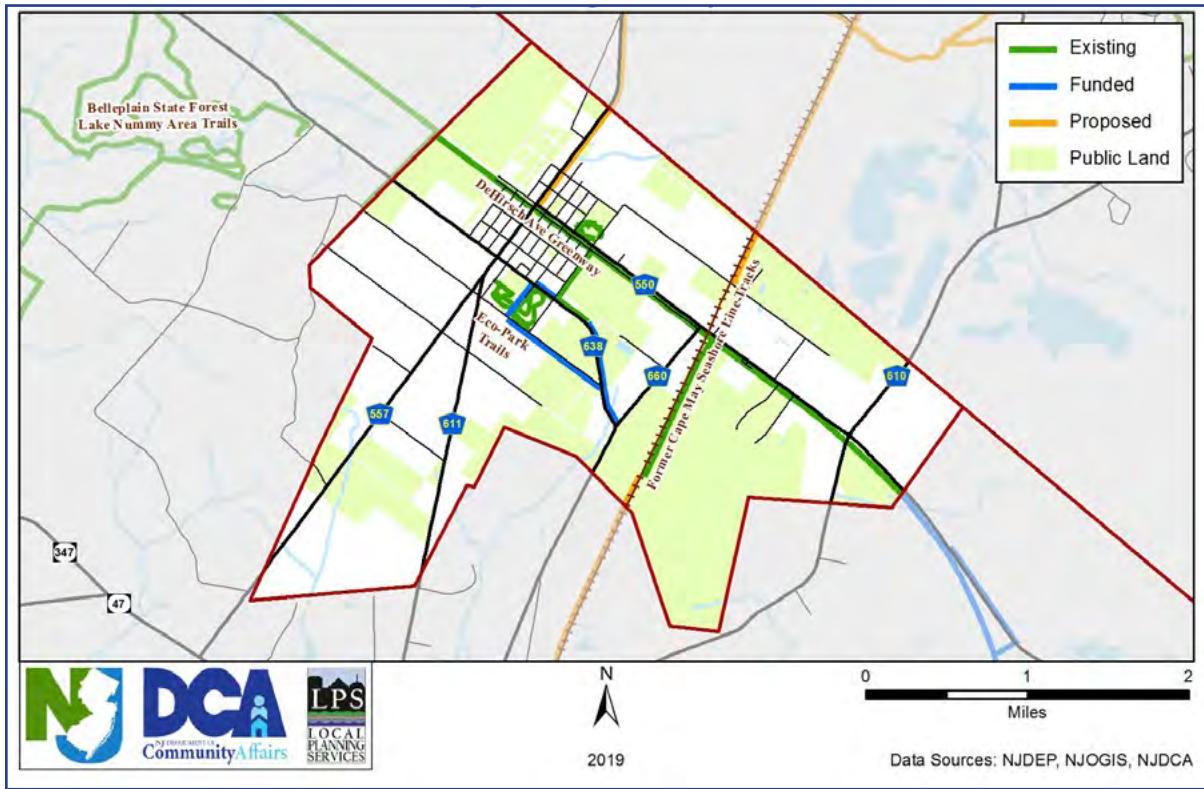
Almost all designated pedestrian crossing locations are found on the three major collector roads, which are located within the Downtown Core or extend out along DeHirsch Avenue to the southeast. Each of the major collector roads has relatively high posted speed limits. “Standard”

crosswalks, marked with two parallel lines, are commonly used on Washington Avenue and DeHirsch Avenue. Many crosswalks with standard striping, particularly along Washington Avenue, also utilize red bricks within either the crosswalk or entire intersection to emphasize the multimodal nature of the intersection. Crosswalks that connect the DeHirsch Avenue Shared Use Path and are found near Woodbine Elementary School are marked with “continental,” or “ladder,” striping, which drivers tend to see from a further distance than standard striping.

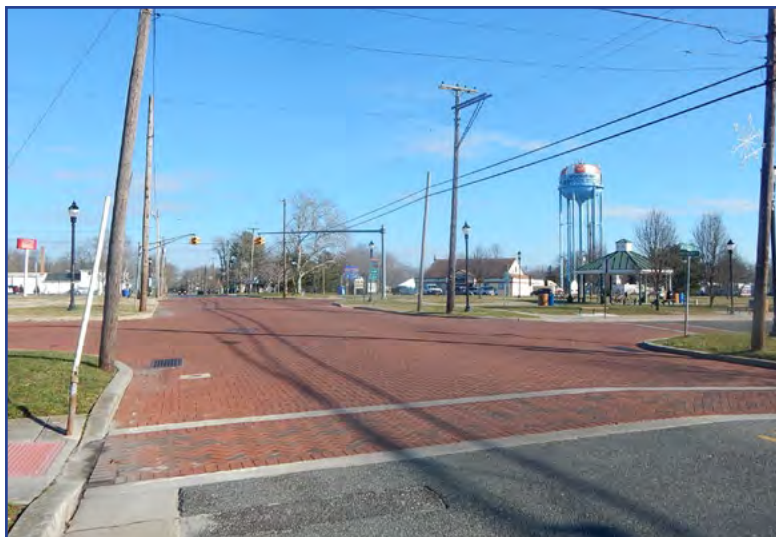


Traffic calming measures to increase pedestrian safety at the recently renovated intersection of Webster Street and Madison Avenue at the entrance to the Woodbine Community School

Map 3-6. Woodbine Borough Pedestrian Facilities



Washington Avenue intersections with Webster Street and DeHirsch Avenue have flashing traffic lights (with cross streets yielding to Washington Avenue), while most other pedestrian crossings have pedestrian or bicycle crossing signage as traffic control devices. Some pedestrian and bicycle crossing locations lack signage to notify vehicles of their presence. There are



Transition from pavement to red brick at the intersection of Washington Avenue and DeHirsch Avenue serves as a traffic calming measure

additional impediments to pedestrian and vehicle safety, including visual obstructions such as the bus shelter that obscures the view of drivers approaching Washington Avenue from Webster Street. For example, standard vehicle “STOP” signs are placed at the DeHirsch Avenue Shared Use Path intersections facing the shared use path. Vehicles do not have any signage notifying them of pedestrian or bicyclist crossings at these locations.

Particularly along the high-speed roads which are most hazardous for pedestrians and bicyclists, notably Washington Avenue and DeHirsch Avenue in the Downtown Core, simple signage and markings may be insufficient in informing drivers of the presence of other transportation modes. At these locations, a rectangular rapid flashing beacon (RRFB) that is triggered by a pedestrian pushbutton will significantly increase driver awareness of the crossing point.

The Borough continues to make pedestrian safety a priority. Recently, the Borough has applied to the New Jersey Department of Community Affairs (NJDCA) Small Cities Public Facilities program for grant funding in the amount of \$400,000 for reconstructing and constructing sidewalks and curb ramps in the Downtown Core as a vehicle for providing safe, more-accessible use by pedestrians, especially those with disabilities. The areas include Desantis Drive and Monroe Avenue.

It is important to note that the school district provides no courtesy busing for students, so many students must walk or ride bicycles to school. Due to the lack of sidewalks and curb ramps in some areas of the Borough, students and other pedestrians must often walk in the

paved roadway, which creates an unsafe situation. Providing adequate pedestrian infrastructure should continue to be a priority. One example is the new traffic calming measures, including adding ADA accessible crosswalks, that have recently been implemented on Webster Street. Additionally, Woodbine will continue to work closely with NJDOT and Cross County Connection Transportation Management Association to improve safe access to schools with a Safe Routes to School program.

The Borough should conduct a more detailed pedestrian and bicycle inventory to identify which intersections and roads would benefit from infrastructure improvements. Because most of the commercial and residential uses that are within a reasonable walking distance are concentrated in the Downtown Core, other areas of the Borough may exhibit a lower demand for pedestrian and/or bicycle infrastructure.

Equestrian Facilities

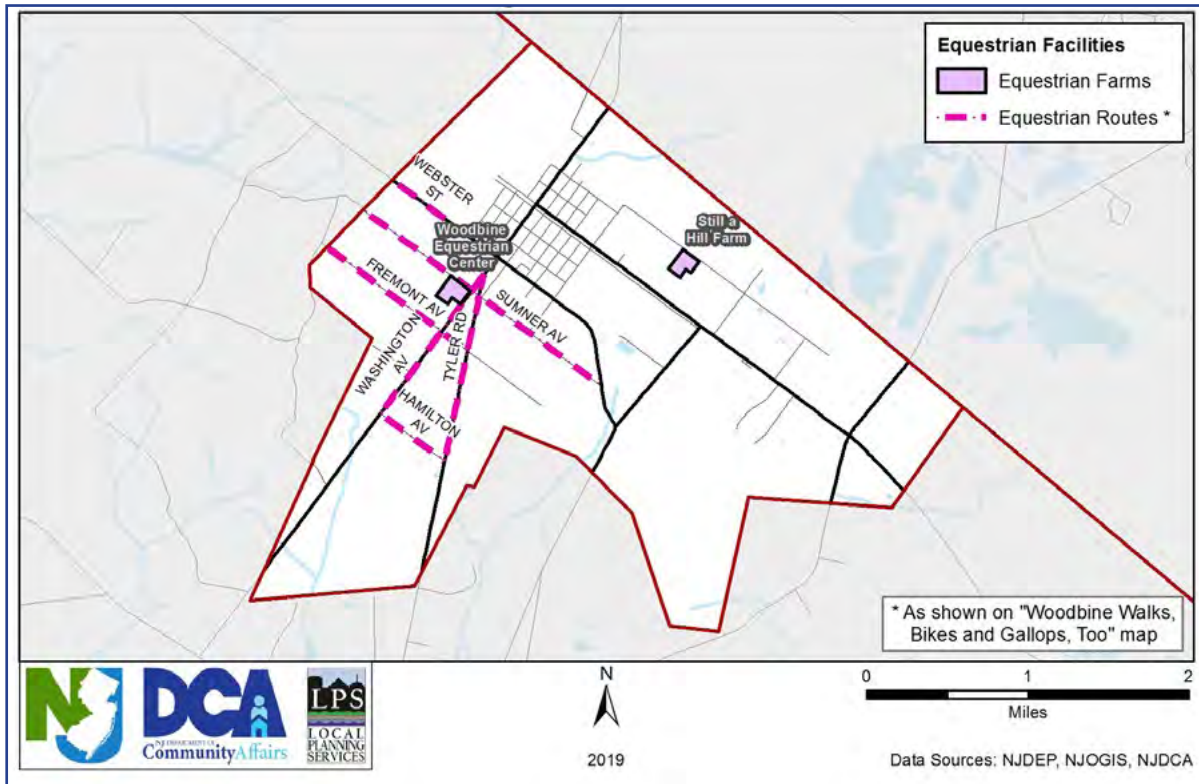
Woodbine is home to multiple horse-riding farms including the Woodbine Equestrian Center and Still a Hill Farm. While horses are no longer a prominent mode of transportation, they still ride on some Woodbine roads. Map 3-7 below shows designated equestrian routes as shown in NJDOT’s “Woodbine Walks, Bikes and Gallops, Too” map. Riders can also access the nearby trails within Belleplain State Park.



Woodbine Equestrian Center

Title 39 – Motor Vehicles and Traffic Regulation assigns horses the right-of-way over vehicles, bicyclists, and pedestrians. Vehicles are required to slow to 25 mph when passing a horse.

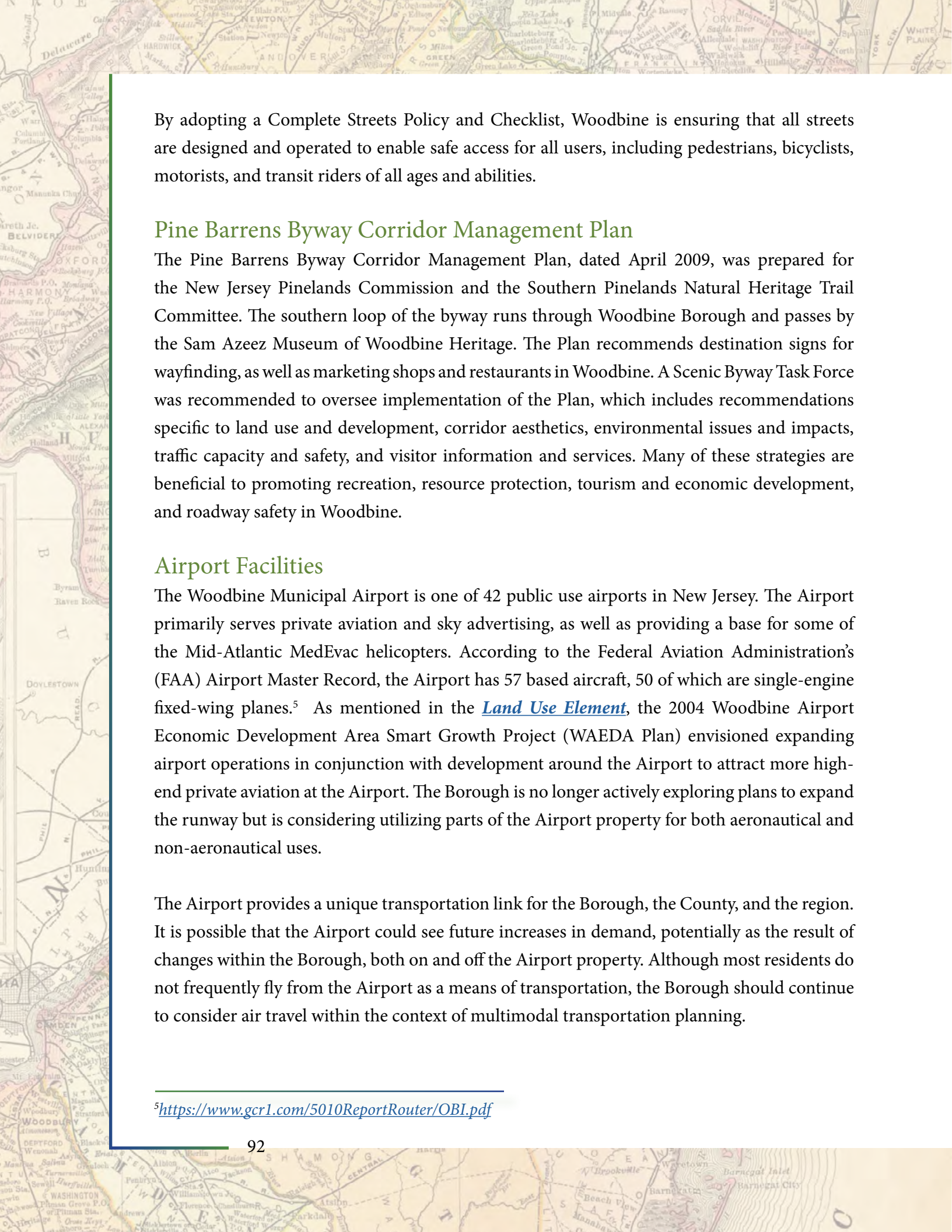
Map 3-7. Woodbine Borough Equestrian Facilities



Woodbine Complete Streets Policy

On December 6, 2012, the Woodbine Borough Council adopted a Complete Streets Policy. The Borough's policy endorses the principles contained in the NJDOT's Complete Streets policy and said policies are made part of Woodbine's Complete Streets policy. The adoption of a Complete Streets Policy earns a municipality 1 point towards the 20 points required for NJDOT Local Aid grants, which help advance projects that enhance safety, renew aging infrastructure, and support new transportation opportunities. Policy adoption can also help New Jersey municipalities achieve Sustainable Jersey Certification. Woodbine has achieved a bronze certification from Sustainable Jersey.

However, the Borough's adopted Complete Streets Policy does not contain a Complete Streets checklist. The checklist is an accompaniment to the policy and assists municipal officials in evaluating transportation projects, major site plan reviews, and redevelopment plans, in order to ensure that adequate consideration of bicycle, pedestrian, and transit needs are incorporated into the planning, design, construction, and maintenance of projects. Woodbine should adopt the updated Complete Streets Policy and Checklist located in [Appendix A](#).



By adopting a Complete Streets Policy and Checklist, Woodbine is ensuring that all streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities.

Pine Barrens Byway Corridor Management Plan

The Pine Barrens Byway Corridor Management Plan, dated April 2009, was prepared for the New Jersey Pinelands Commission and the Southern Pinelands Natural Heritage Trail Committee. The southern loop of the byway runs through Woodbine Borough and passes by the Sam Azeez Museum of Woodbine Heritage. The Plan recommends destination signs for wayfinding, as well as marketing shops and restaurants in Woodbine. A Scenic Byway Task Force was recommended to oversee implementation of the Plan, which includes recommendations specific to land use and development, corridor aesthetics, environmental issues and impacts, traffic capacity and safety, and visitor information and services. Many of these strategies are beneficial to promoting recreation, resource protection, tourism and economic development, and roadway safety in Woodbine.

Airport Facilities

The Woodbine Municipal Airport is one of 42 public use airports in New Jersey. The Airport primarily serves private aviation and sky advertising, as well as providing a base for some of the Mid-Atlantic MedEvac helicopters. According to the Federal Aviation Administration's (FAA) Airport Master Record, the Airport has 57 based aircraft, 50 of which are single-engine fixed-wing planes.⁵ As mentioned in the [*Land Use Element*](#), the 2004 Woodbine Airport Economic Development Area Smart Growth Project (WAEDA Plan) envisioned expanding airport operations in conjunction with development around the Airport to attract more high-end private aviation at the Airport. The Borough is no longer actively exploring plans to expand the runway but is considering utilizing parts of the Airport property for both aeronautical and non-aeronautical uses.

The Airport provides a unique transportation link for the Borough, the County, and the region. It is possible that the Airport could see future increases in demand, potentially as the result of changes within the Borough, both on and off the Airport property. Although most residents do not frequently fly from the Airport as a means of transportation, the Borough should continue to consider air travel within the context of multimodal transportation planning.

⁵<https://www.gcr1.com/5010ReportRouter/OBI.pdf>

Rail Facilities

Woodbine Station was previously a stop along the Pennsylvania Railroad-owned West Jersey and Seashore Railroad Line. The Reading Company's Cape May Railroad, which also connected Atlantic City to Cape May City, crossed the West Jersey and Seashore Railroad at Woodbine Junction.



Woodbine Station

Source: <http://www.thesam.org>



Current condition of former Reading Company's Cape May Railroad Tracks near Woodbine Junction

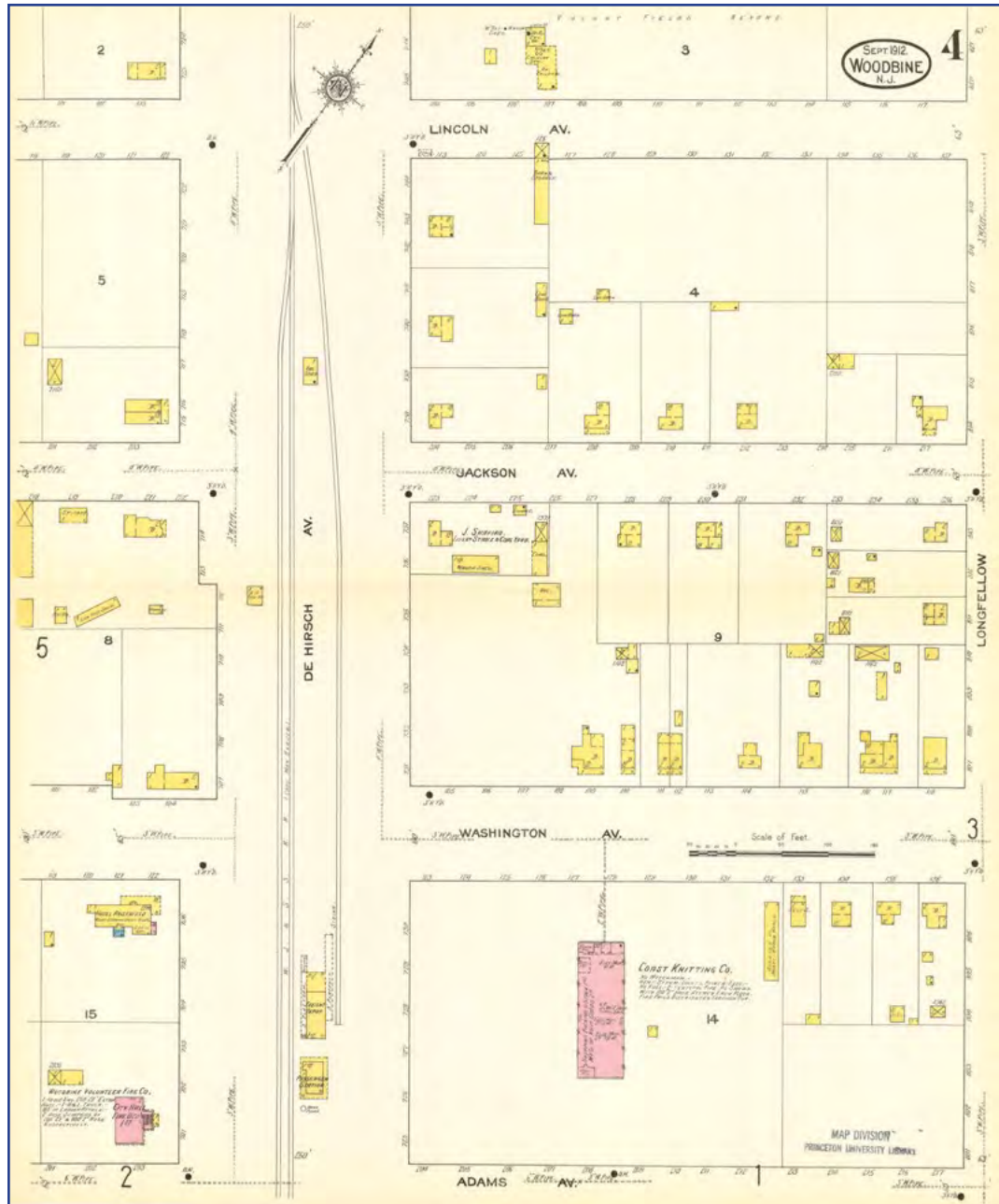
Ownership and operation of the rail lines that pass through Woodbine has changed multiple times over the years and ceased operations in 1981. New Jersey Transit subsequently acquired ownership of the tracks and then privately leased it in the hope of returning the tracks to productive use. Parts of the former Pennsylvania and Reading Railroad Lines to both the north and south of the Borough have been reconstituted as an excursion line by the Cape May Seashore Line. However, regular service has not been restored and plans to connect Cape May City with points north of Woodbine have not been realized, leaving the tracks in the Borough unused besides railcar storage along the track spur near the former junction.

The WAEDA Plan encouraged the Borough to take advantage of its location along this line by establishing a train station near the Airport in a similar location to where the old station once stood. The Borough should encourage development around a new station with the goal of eventually becoming a designated NJDOT Transit Village.

While the specific development recommendations within the WAEDA Plan may no longer meet existing demand, the concept of establishing a train station within the Borough if the Cape May Seashore Line restarts operations is still applicable. This is especially true if the Borough pursues the type of economic development strategy that encourages tourism (outlined in the

Population and Economics Element of this report). The Borough could increase the number of visitors making day trips from other locations within Cape May County on the Cape May Seashore Line.

Map 3-8

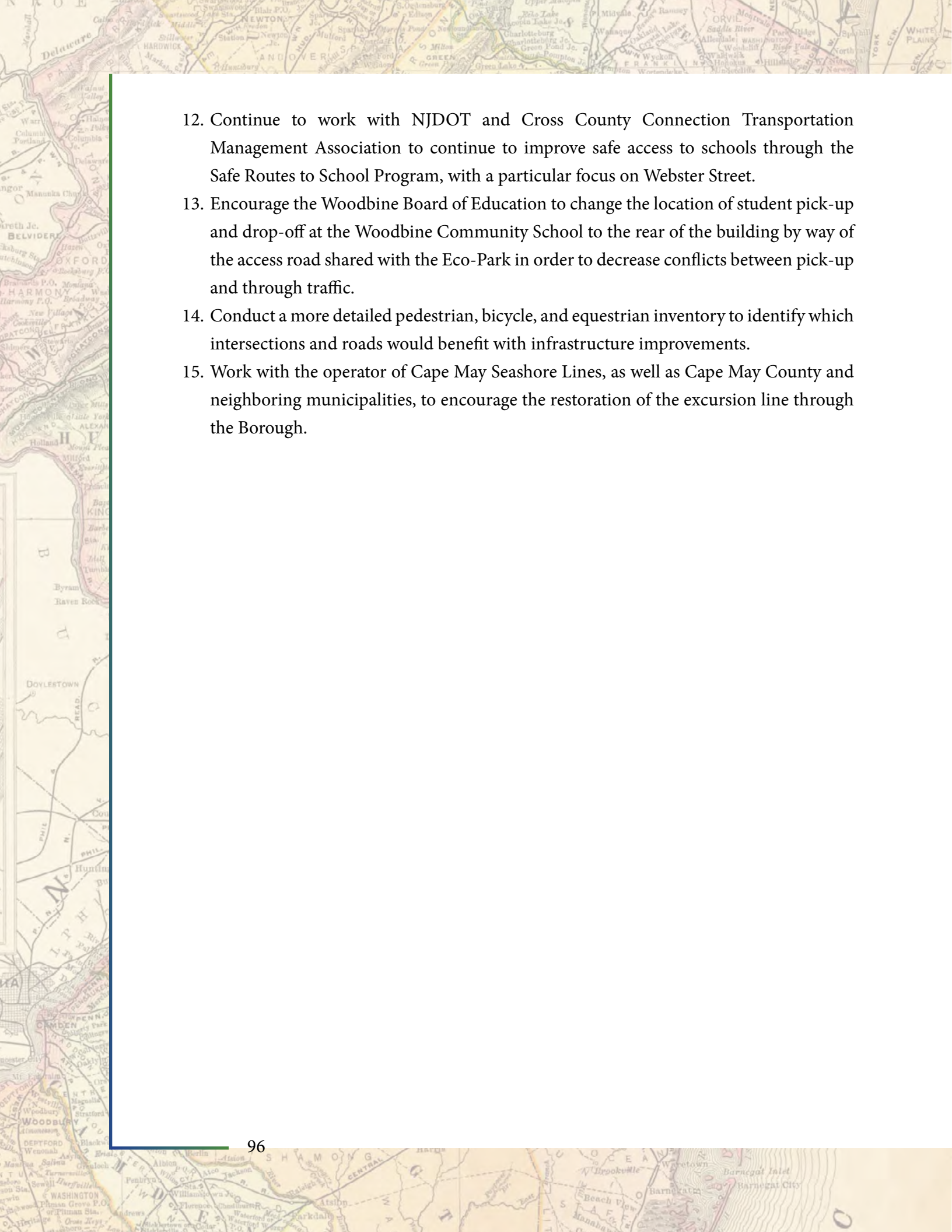


1912 Map Showing West Jersey and Seashore Railroad Line Tracks along DeHirsch Avenue
Source: Woodbine Cape May County New Jersey Sheet 4, Maps and Geospatial Data, Princeton University Library



Transportation and Circulation Recommendations

1. Continue to increase pedestrian safety by implementing effective traffic calming practices in the Downtown Core, especially along Washington Avenue, DeHirsch Avenue, and Webster Street.
2. Coordinate with Cape May County to study ways to reduce traffic crashes in the Borough, specifically focusing on:
 - Addressing the high number of crashes, especially during the summer, at the intersection of Washington Avenue (County Route 550/557) and DeHirsch Avenue (County Route 550), potentially by installing a full traffic signal.
 - Addressing the driver visibility issues at the Washington Avenue (County Route 550/557) intersection with Webster Street (County Route 638).
 - Reducing truck traffic through the Downtown Core en route to the landfill.
 - Extending the no passing zone with signage along Washington Avenue to include all of the Town Commercial Zoning District.
3. Review the status and implement the applicable recommendations set forth in the Local Bicycle and Pedestrian Planning Assistance Study and implement remaining strategies.
4. Implement recommendations within the Pine Barrens Byway Corridor Management Plan.
5. Continue to seek grant funding in order to complete necessary transportation projects and circulation improvements, such as filling in where sidewalks are missing.
6. Extend Freidrichstadt Avenue between Scott Avenue and County Route 610 in order to improve connectivity to the industrial area in the Borough.
7. Encourage New Jersey Transit to extend service along 313 Bus Route. Work with the County to provide additional public transportation options in the Borough.
8. Install bicycle lane or shared use path signage, mile markers, bicycle racks and wayfinding and safety signage along all bicycle and shared use paths.
9. Install equestrian route signage along recommended equestrian routes.
10. Coordinate with Cape May County to evaluate all proposed bicycle paths in Woodbine and complete Borough bicycle network. Create an updated map and promote the bicycle network. Provide static and interactive maps on the Borough and County's websites and social media outlets.
11. Adopt the updated Complete Streets Policy and Checklist located in [Appendix A](#) to ensure that as road improvement projects take place, bicycle and pedestrian concerns will be addressed.



12. Continue to work with NJDOT and Cross County Connection Transportation Management Association to continue to improve safe access to schools through the Safe Routes to School Program, with a particular focus on Webster Street.
13. Encourage the Woodbine Board of Education to change the location of student pick-up and drop-off at the Woodbine Community School to the rear of the building by way of the access road shared with the Eco-Park in order to decrease conflicts between pick-up and through traffic.
14. Conduct a more detailed pedestrian, bicycle, and equestrian inventory to identify which intersections and roads would benefit with infrastructure improvements.
15. Work with the operator of Cape May Seashore Lines, as well as Cape May County and neighboring municipalities, to encourage the restoration of the excursion line through the Borough.

Section 4: Community Facilities Element

Community Facilities Objectives:

1. To promote the health, safety, and welfare of Borough residents.
2. To provide centrally-located community facilities for all residents of the Borough.
3. To maximize the use of existing publicly-owned property.
4. To expand and connect Woodbine’s existing open space and recreation network, such as the Eco-Park and bicycle network, by applying for grants from the State, County, and other agencies.
5. To coordinate conservation, open space, and recreational efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.
6. To encourage a centralized wastewater treatment option to accommodate the needs of the community.

Background

Woodbine Borough serves the community by providing a multitude of services through its many existing community facilities. Other facilities in the Borough, operated by Cape May County or the State of New Jersey, also serve the residents of Woodbine. As discussed in the [Population and Economics Element](#), the Borough’s population has remained consistent and is projected for a modest increase by 2030. The prospect of a centralized sewer and collection system (described in more detail later in this Element), may result in a greater increase in population over time. However, at this point in time, Woodbine does not need to expand municipal services but rather should focus on maintaining its current facilities and continue to pursue shared services, as appropriate. Table 4.1 provides a list of existing community facilities located in the Borough.

Table 4-1: Community Facilities in Woodbine Borough

Community Facility	Address	Facility Type	Owner
Woodbine Municipal Building	501 Washington Avenue	Public Administration / Services	Woodbine Borough
Woodbine Borough Water Department	Adams Avenue	Public Administration / Services	Woodbine Borough
Cape May County Municipal Utilities Authority Landfill	2050 Dennisville-Petersburg Road	Public Administration / Services	Cape May County
Woodbine Dept of Public Works	401 Madison Avenue	Public Administration / Services	Woodbine Borough

Table 4-1: Community Facilities in Woodbine Borough *(continued)*

Community Facility	Address	Facility Type	Owner
U.S. Post Office	642 Washington Avenue	Public Administration / Services	United States Postal Service
Woodbine Developmental Center	1175 DeHirsch Avenue	Public Administration / Services	State of New Jersey
Woodbine Fire Dept	Adams Avenue	Emergency Services	Woodbine Borough
Public Safety Building	505 DeHirsch Avenue	Emergency Services	Woodbine Borough
N.J. Police Barracks	823 Franklin Street	Emergency Services	New Jersey State Police
Woodbine Community School	801 Webster Street	Education	Woodbine Board of Education
Martin Luther King, Jr. Building	406 Monroe Avenue	Education	Woodbine Borough
Cape May County Library	800 Monroe Avenue	Education	Cape May County
The Sam Azeez Museum of Woodbine Heritage	610 Washington Avenue	Education	Stockton University
Community Center	812 Longfellow Street	Recreation	Woodbine Borough
Lincoln Park	1000 DeHirsch Avenue	Recreation	Woodbine Borough
Franklin Street Park	808 Franklin Street	Recreation	Woodbine Borough
Woodbine Open Space Eco-Park	Monroe Avenue	Recreation	Woodbine Borough / Cape May County
DeHirsch Avenue Greenway	501-1099 DeHirsch Avenue	Recreation	Woodbine Borough
Belleplain State Forest	1 Henkinsifkin Road	Recreation	State of New Jersey
Woodbine Municipal Airport	660 Henry DeCinque Boulevard	Transportation	Woodbine Borough
Cape May Seashore Line Tracks	1367-1399 DeHirsch Ave	Transportation	New Jersey Dept of Transportation

Public Administration/Services

Woodbine Municipal Building

The Woodbine Municipal Building, located at 501 Washington Avenue, houses offices for the Mayor, finance, taxes, and code enforcement as well as other administrative functions and the municipal court. This structure replaced the old municipal building, which now houses the volunteer fire company.



Woodbine Municipal Building

Woodbine Municipal Water Department

The Woodbine Municipal Water Department, formerly the Municipal Utilities Authority, is a public community water system consisting of two wells. The Kirkwood-Cohansey Watertable Aquifer System provides the system's source water. The Borough owns a water tower with a capacity of 500,000 gallons.

In 2017, two municipal authorities—the Port Authority and the Municipal Utilities Authority, were dissolved and consolidated under the aegis of the Borough. This measure is projected to result in cost savings of well over \$150,000 on an annual basis.



Cape May County Municipal Utilities Landfill

Cape May County Municipal Utilities Authority Landfill

The Cape May County Municipal Utilities Authority (CMCMUA) Landfill is located off of Dennisville-Petersburg Road along the border with Dennis Township. The facility processes a variety of waste that is currently brought from around the County by truck. Plans to extend sewer service to the landfill is discussed in the [Land Use Element](#).

Woodbine Department of Public Works

The Woodbine Department of Public Works is charged with the day-to-day maintenance and operations of the Borough's properties, facilities, and equipment. The current yard, located on Madison Avenue, is outdated and duplicative. Therefore, the Borough wishes to relocate

the Department of Public Works from its current location to the former Municipal Utilities Authority on Adams Avenue. Trash collection is handled by Gold Medal Environmental who are located at 426 Madison Avenue.

United States Post Office

A branch of the United States Post Office is located at the intersection of Washington Avenue and Clay Street. This branch provides the standard services by the United States Postal Service and is open Monday through Saturday.



Woodbine Department of Public Works



Woodbine Developmental Center

Woodbine Developmental Center

According to the State of New Jersey Department of Human Services Division of Developmental Disabilities website, the Woodbine Developmental Center (WDC), “founded in 1921, is located on 250 acres of land in Woodbine, Cape May County. WDC provides a wide range of habilitation, behavioral and medical services and supports to men with developmental disabilities. As of March 2017, WDC has a census of 281 residents.”

As discussed in the [Land Use Element](#) and the [Population and Economics Element](#), the WDC plays a prominent role in Woodbine, encompassing a large amount of land adjacent to the Downtown Core and serving as an anchor institution for the Borough’s employment and economic base. The WDC is integrated into the larger Woodbine community in a variety of ways. The Borough provides public safety support services including fire, ambulatory, and maintenance to the WDC. The design and location of the DeHirsch Avenue Shared Use Path within the DeHirsch Avenue Greenway was selected to provide recreational opportunities for WDC residents and employees, as well as the rest of the population. Residents of the WDC also participate in gardening and landscaping programs within the community. In 2021, the Borough will celebrate the WDC’s 100th anniversary.

Emergency Services

Woodbine Fire Department

The Woodbine Fire Department is located at the corner of DeHirsch Avenue and Adams Avenue. The Woodbine Fire Department is an all-volunteer staff and its equipment consists of one engine, one mini-pumper, and one support vehicle. The Fire Department has received grants totaling over \$530,000 to upgrade its equipment and purchase a new state-of-the-art pumper truck.



Woodbine Fire Department

Public Safety Building

The former Ambulance Corps Building, located on DeHirsch Avenue between the Municipal Building and Fire Department, now serves as the Public Safety Building. Emergency ambulatory service for Woodbine Borough, Dennis Township, and a portion of Maurice River Township is contracted through the Belleplaine Rescue Squad.



Former Woodbine Ambulance Corps Building

Woodbine is equidistant between Cape Regional Medical Center in Cape May Courthouse and Shore Medical Center in Somers Point.

This location also serves as the Emergency Management Center and is primarily used for food distribution. The goal is to create the proper setting and equipment for the faith-based community to offer nutritional resources for the needy in the community and the surrounding area. In addition, this building is used to assist with Emergency Management operations throughout Cape May County.

New Jersey State Police Barracks

Woodbine does not have a local police department and is served by the New Jersey State Police Troop A Station. The barracks are located at 823 Franklin Street. According to the State Police website, "the Buena Vista, Bridgeton, Port Norris, Woodbine, and Woodstown Stations have primary police responsibility for 32 municipalities in six separate counties, and work in conjunction with

established municipal departments within their geographical areas.” The Borough renewed its five-year lease agreement with the New Jersey State Police in 2017 and hopes to continue this strong relationship into the foreseeable future.

Education

Woodbine Community School

The Woodbine Board of Education operates the Woodbine Community School, which serves grades Pre-Kindergarten through Eighth Grade. As of 2018, enrollment was hovering around 230 students. The elementary school has 13 classrooms: four pre-kindergarten, two kindergarten, two 1st grade, two 2nd grade, one third grade, one fourth grade, and one fifth grade. The middle school has one 6th grade, one 7th grade, and one 8th grade



Woodbine Community School

classroom. Additionally, the school houses several specialty areas: music, art/Spanish cross curricular, library, gym, cafeteria, intervention, English as a Second Language, and resource rooms. The 1996 Master Plan considered the need for a new school in Woodbine; however, given the population trends as well as recent additions to the existing school, there are no current plans for construction of a new school.

At the time of 1996 Master Plan, students from Woodbine Borough attended Millville High School, which is almost 20 miles away from the Downtown Core of Woodbine. One of the recommendations in the 1996 Master Plan was to discuss the concept of a regional high school with surrounding municipalities. This idea is less relevant today since, beginning in 2015, the Borough entered into an agreement with Middle Township. Woodbine students now attend the Middle Township High School, a four-year comprehensive public high school that serves students in ninth through twelfth grades, which is about 13 miles away. In addition to students from Middle Township and Woodbine Borough, students from Avalon Borough, Dennis Township, and Stone Harbor Borough attend the high school as part of sending/receiving relationships between the schools. Students in Woodbine also have the option of attending parochial schools, the Cape May County Special Services School, and the Cape May County Technical School.



New Jersey State Police Barracks

In addition to the classroom and the all-purpose room, the building complex also houses a preschool, technology area, and an indoor recreation facility. The main building was built in 1965 and the first addition was built in the early 1970's, which now hosts four preschool classrooms. The addition, which includes the gym, library, technology lab, nurse suite, speech room, and two classrooms, was built in collaboration with the Borough in 2006 or 2007. Improvements that have occurred in the past decade at the school include: the installation of solar panels and motion sensor lighting; renovations of the roof, boiler room, kitchen, and gymnasium; and expansion of the parking lot. The Eco-Park, which is described below, is also located adjacent to the school.

Martin Luther King, Jr. Building

The Martin Luther King, Jr. Building is located across Monroe Street from Lincoln Park. This building houses the Head Start and Early Start programs, which is administered through the Gateway Community Action Partnership.

Cape May County Library

A branch of the Cape May County Library is also located on the premises of the Woodbine Community School. Amenities include computers, wi-fi, 24-hour book drop, print, copy, and fax services.



Cape May County Library at the Woodbine Community School

The Sam Azeez Museum of Woodbine Heritage

The Sam Azeez Museum of Woodbine Heritage is located in the former Brotherhood Synagogue and educates the public on “the history of the wave of immigration at the end of the 19th century that brought Russian Jewish settlers to the area known as Woodbine to be developed as an agricultural colony under the auspices of the Baron de Hirsch Fund.”⁶ In partnership with



Sam Azeez Museum of Woodbine Heritage

Stockton University, the museum offers programming for 5th-12th grade students and serves as one of the Borough's most prominent tourist destinations. More information about the Sam Azeez Museum is found in the [Historic and Cultural Resources Element](#).

⁶<http://www.thesam.org/>

Recreation

Woodbine Community Center

The 1996 Master Plan recommended the Borough construct or renovate an existing structure to be used as a Municipal Community Center. The new Woodbine Community Center is located at 812 Longfellow Street and provides an array of services. Various activities for all ages, such as bingo, meals on wheels, movie nights, charity events, wellness seminars, and recreational events take place at this facility. The Borough secured grant funds to renovate the building. This facility is the de facto Senior Center and hosts an array of services for the elder population in Woodbine.



Woodbine Community Center



Playground at Lincoln Park

Lincoln Park

Lincoln Park comprises roughly 20 acres between DeHirsch Avenue, Monroe Avenue, Bryant Street, and Heilprin Avenue. The northeastern part of the park includes a variety of athletic fields, including baseball and softball fields, and basketball and volleyball courts. The southern section is wooded with pathways, a playground, and picnic tables.

Franklin Street Park

Franklin Street Park comprises a two-acre area between Madison Avenue and Monroe Avenue on Franklin Street. The park contains a baseball field, a basketball court, and a playground.

Woodbine/Cape May County Eco-Park

In 2014, Woodbine received a grant in the amount of \$700,000 from the Cape May County Open Space Program for Phase I of the development of a 25-acre open space Eco-Park adjacent to the Borough's elementary school and Cape May County Library Branch. When completed, the Eco-Park will include both active and passive recreation opportunities with an emphasis on

environmental education that will be available for use by residents, visitors, and students. The Eco-Park's amenities will contain environmental interpretive stations, fitness stations, walking trails, a general purpose field, and a pavilion. The Eco-Park will serve as an open-air classroom and will link to other resources in the Borough and County.

Phase 1 of this multi-phase project is complete and includes site clearing; purchase and installation of park amenities; creation of walkways, part of the trail network, and parking; and lighting installation on the first seven acres of the Eco-Park; and renovations to some of the elementary school recreational facilities. In December 2019, the Borough applied for funding for Phases 2 and 3 from the Cape May County Open Space Program. These final phases will require \$1,350,000 in additional funds to complete the planned improvements and provide additional amenities to supplement Phase 1, including the creation of additional paths and parking, installation of fitness stations, and creation of a community garden. The Borough has coordinated with several groups for the completion of the park, including Stockton University and the Cape May County Technical School. The Borough has agreed to transfer ownership of the park lots to the County in exchange for the open space funding; however, the Borough will continue to maintain the park.



Pavilion completed during Phase I of Eco-Park Construction



*Rendering of proposed Inclusive Playground at Eco-Park
Source: Woodbine Borough*

The Borough is currently pursuing County and State funding for the creation of an all-inclusive playground to be located at the Eco-Park. An all-inclusive playground is designed to accommodate all citizens, including children and adults with special needs. On August 23, 2018, Jake's Law (P.L.2018, c.104) was passed, which requires the New Jersey Department of

Community Affairs (NJCA), in consultation with the New Jersey Department of Education,

to promulgate completely inclusive playground regulations, as defined in the legislation; and incentivizes counties to design and construct completely inclusive playgrounds. Counties that submit applications to build inclusive playgrounds will be prioritized in New Jersey Department of Environmental Protection (NJDEP) Green Acre funding. In addition, if State funds are made available to counties for the purpose of constructing completely inclusive playgrounds, every county receiving funding shall be required to construct and maintain at least one completely inclusive playground designed in accordance with the NJDCA regulations. Woodbine is interested in becoming the location for the County to locate its all-inclusive playground. Woodbine's Eco-Park could serve as the County's northern site for the Jake's Law initiative supplemented by another site geographically accessible to other areas of the County.

DeHirsch Avenue Greenway

The DeHirsch Avenue Greenway runs between DeHirsch Avenue and the parallel side street also named DeHirsch Avenue and includes the DeHirsch Avenue Shared Use Path. Amenities included in this green space are noted in the [Transportation and Circulation Element](#). The Greenway occupies a key location within the Borough and has the potential to be activated in a variety of ways that are explored in the Downtown Core Activation Concept Plan in the [Population and Economics Element](#).



Pedestrian amenities along DeHirsch Avenue Greenway



Signage directing drivers to Belleplaine State Forest

Belleplaine State Forest

The Belleplaine State Forest comprises over 20,000 acres spread across Cape May and Cumberland Counties. The park contains natural conditions that are unique from the larger Pine Barrens to the north. While Woodbine Borough contains less than 300 acres of the park, it includes the entrance to the Seashore Line Trail which extends from the DeHirsch Avenue Shared Use Path. Lake Nummy Day Use Area, a popular swimming, boating, and fishing area, is located to the northwest of Woodbine on Henkensifkin Road, which intersects County Route 550, although Lake Nummy has a Woodbine mailing address.

Transportation

Woodbine Municipal Airport

The Woodbine Municipal Airport (the Airport) is one of 42 public use airports in New Jersey, primarily used for private aviation and sky advertising. The Airport is also utilized for emergency services by Mid-Atlantic MedEvac helicopters. Plans to develop parts of the Airport property, particularly for non-aeronautical uses, are discussed extensively in the [Land Use Element](#).



Planes at the Woodbine Municipal Airport

Cape May Seashore Line Tracks

Railroad tracks that formerly were operated by the Pennsylvania and Reading Railroad run through Woodbine along a route that connected Cape May City with Philadelphia and Atlantic

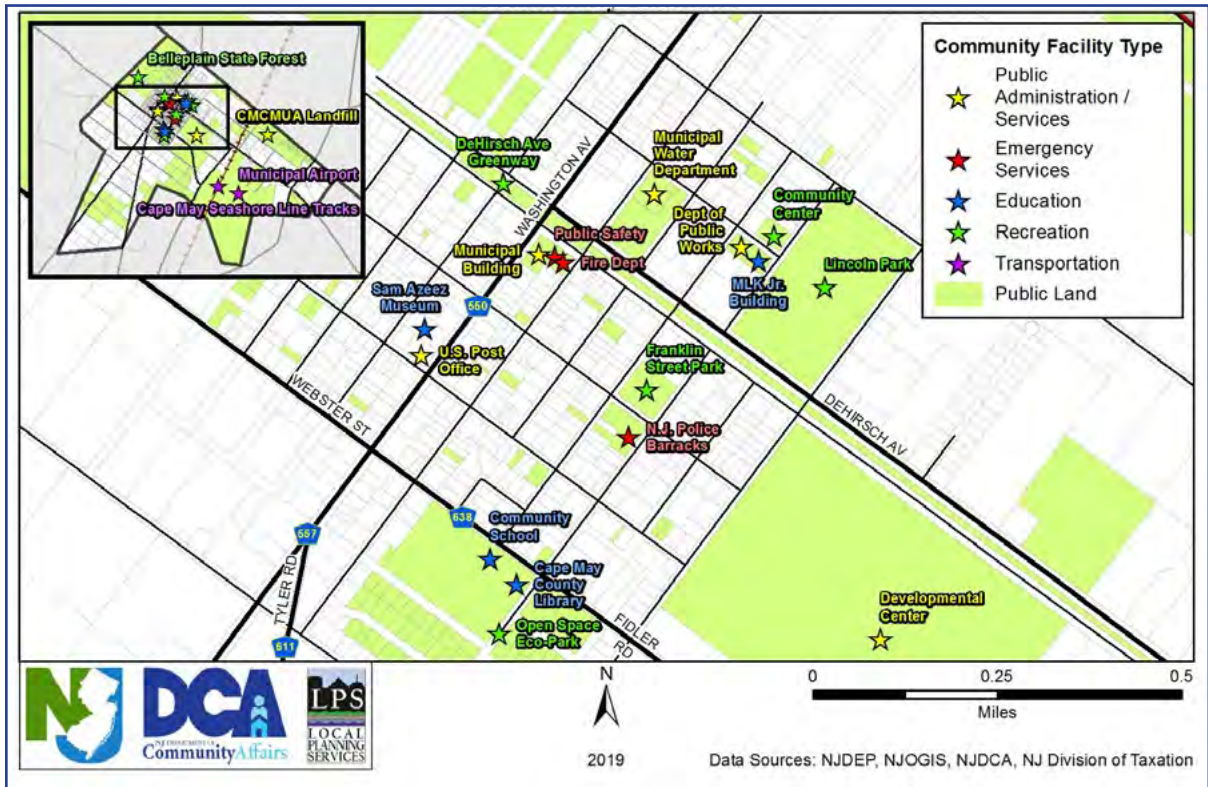
City, among other locations. The Cape May Seashore Line acquired the tracks and currently run excursion trips between Richland Village and Tuckahoe Village to the north of Woodbine. The tracks in Woodbine are currently unused, but there is potential to extend the existing service to Cape May City and add a station in the Borough. As noted in the 2004 Woodbine Airport Economic Development Area Smart Growth Project (WAEDA Plan), which is summarized in the [Land](#)



Currently unused tracks owned by Cape May Seashore Line

[Use Element](#), these tracks could also potentially be utilized to transport freight. This would be particularly relevant to existing and potential industrial uses located adjacent to the tracks.

Map 4-1. Woodbine Borough Community Facilities



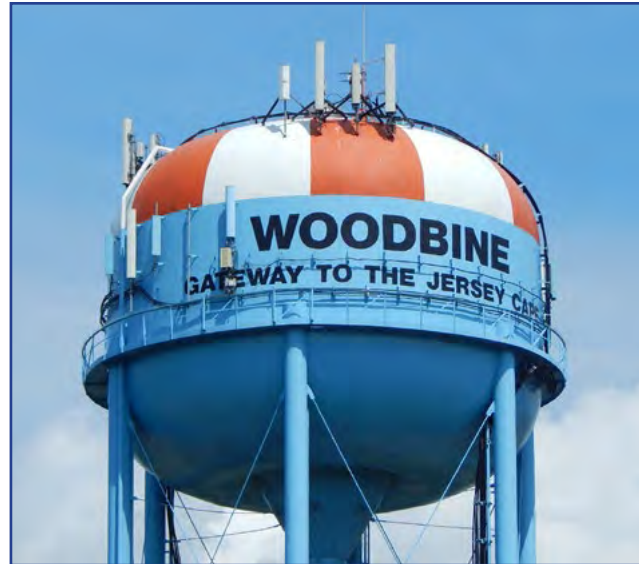
Shared Services

The Borough has developed successful partnerships and continues to explore shared services and public/private partnership opportunities. Currently, the Borough has a shared service agreement with Middle Township for municipal courts, which are located in Cape May County Courthouse, and for Woodbine students to attend Middle Township High School (discussed above). Additionally, the Borough has agreements with Sea Isle City and Avalon Borough to share a Tax Assessor and Chief Financial Officer, respectively. The Atlantic County Utilities Authority collects the Borough's recycling and transfers it to the Cape May County Municipal Utilities Authority's recycling facility. The NJDCA serves as the Borough's Construction Officer and Fire Inspector.

Water Supply and Wastewater System

The residents of Woodbine rely on a public water system. As described above, the former Woodbine Municipal Utilities Authority, now the Woodbine Municipal Water Department, operates and maintains the potable water supply for the Borough. As shown on Map 4-2, almost the entire Borough is served by the public water supply wells. It is estimated that

roughly 90% of the households in Woodbine are served by the public water supply. Several minor extensions are needed to create a loop system and eliminate dead ends for more efficient and reliable service to the community. As this Master Plan was being prepared, the Borough was undertaking a water system improvement project to renovate the aging water treatment plant and extend water mains along Fidler Hill Road and Henry DeCinque Road to the Airport. This project is primarily financed by a combination loan and grant package from U.S. Department of Agriculture (USDA).

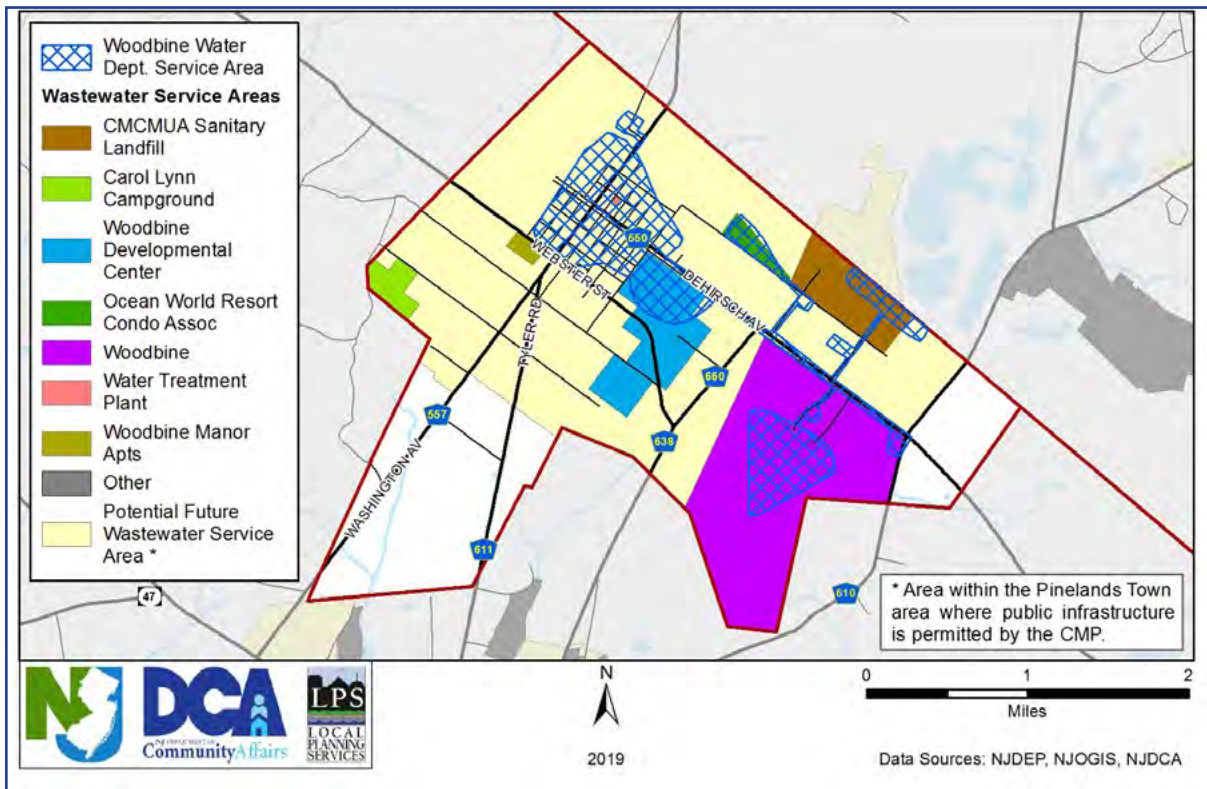


Water tower owned by the Woodbine Municipal Water Department

Currently, the general population of Woodbine relies on private systems to treat and dispose of wastewater generated onsite. Residential homes, including those in the Downtown Core of Woodbine, utilize individual septic systems, outdated cesspools, or leaching pit systems. Many of these systems are non-compliant with Pinelands regulations but are grandfathered in as they were in place before regulations came into effect. New development or expansion on smaller lots is limited due to septic dilution standards and old systems must be brought up to code when the property is sold. For public health and safety and environmental concerns, cesspools, leaching pits, and failing septic systems should be abandoned and replaced. Some property owners have installed advanced treatment septic systems, which are required for development on residential lots less than 3.2 acres, but greater than one acre. These systems can be cost-prohibitive to the average homeowner.

The Carol Lynn Resorts (including Carol Lynn Resorts East) and Ocean World Camper's Resort fall within sewer service areas but currently operate on-site septic systems, which serve their respective communities, as shown on Map 4-2. These systems discharge the treated effluent to groundwater. Because all three campgrounds are served by individual onsite wastewater treatment systems, groundwater quality (septic dilution) is of concern both for the existing campgrounds and any future expansion. Woodbine Manor Apartments also operates on-site septic systems.

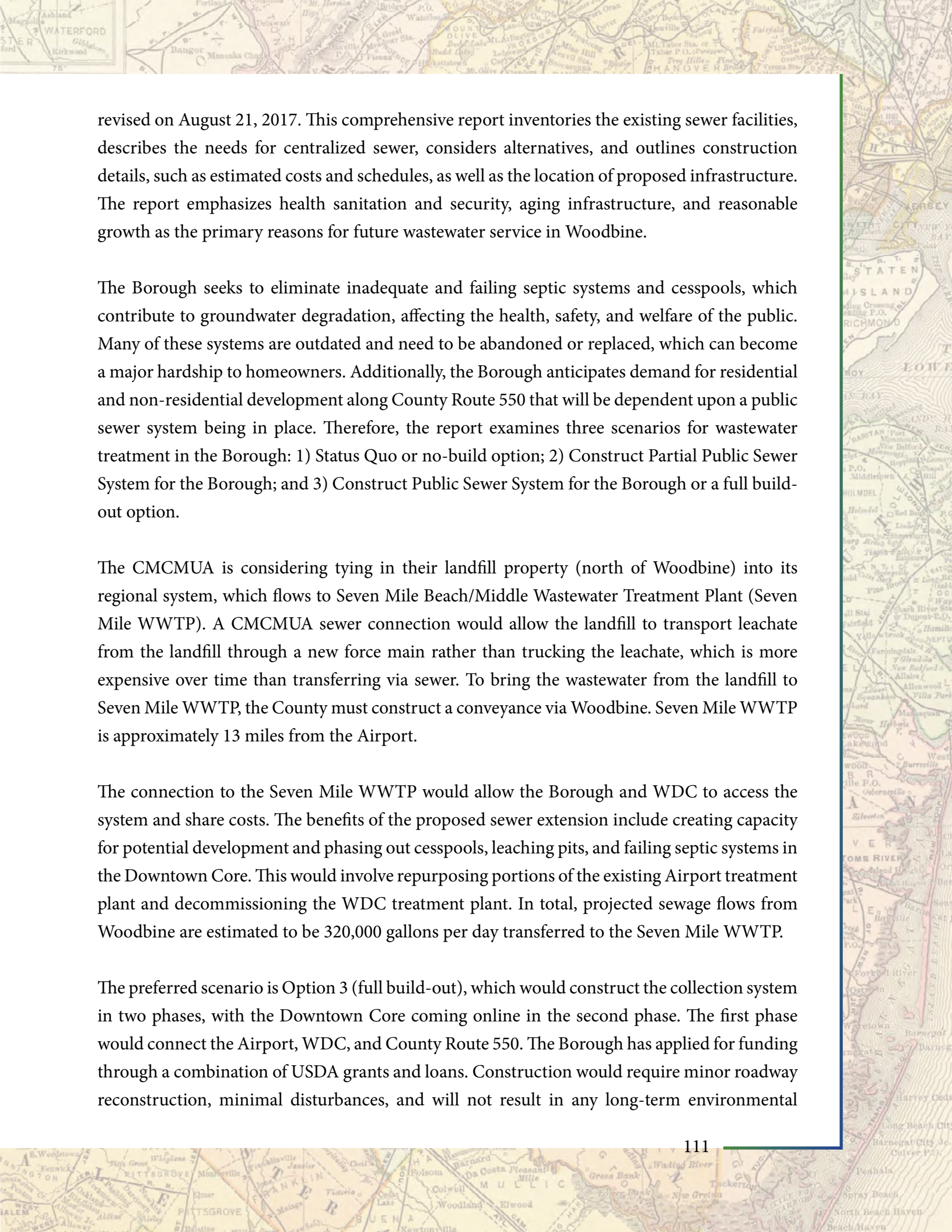
Map 4-2. Water and Wastewater Service Areas



The CMCMUA Sanitary Landfill and the former Woodbine Municipal Utility Authority (now the Woodbine Water Department) both hold permits related to their operations to discharge effluent onsite. The Airport has an existing sewage treatment and collection system, which was built to accommodate growth around the facility. The wastewater system is permitted to treat up to 100,000 gallons per day (gpd) but is currently built to handle up to 50,000 gpd. However, due to the lack of development at the Airport, the treatment plant has never operated since its construction. The WDC also has on-site wastewater treatment facilities. The system is permitted to treat 160,000 gpd, but due to the decrease in population at the WDC, current wastewater flows are under 100,000 gpd. The WDC utilizes its own wastewater treatment plant and discharges effluent to groundwater via a spray irrigation field. This facility is old and will eventually reach beyond its design life. The lack of centralized sewer has limited development opportunities within the Borough as discussed in the [Land Use Element](#) and the [Population and Economics Element](#).

Sanitary Sewer Project

In order to evaluate the possibility of a centralized public sewer system in Woodbine, the Borough contracted with Van Note Harvey Associates to prepare the Preliminary Engineering Report - Sanitary Sewer Project for the Woodbine Municipal Utilities Authority, which was last



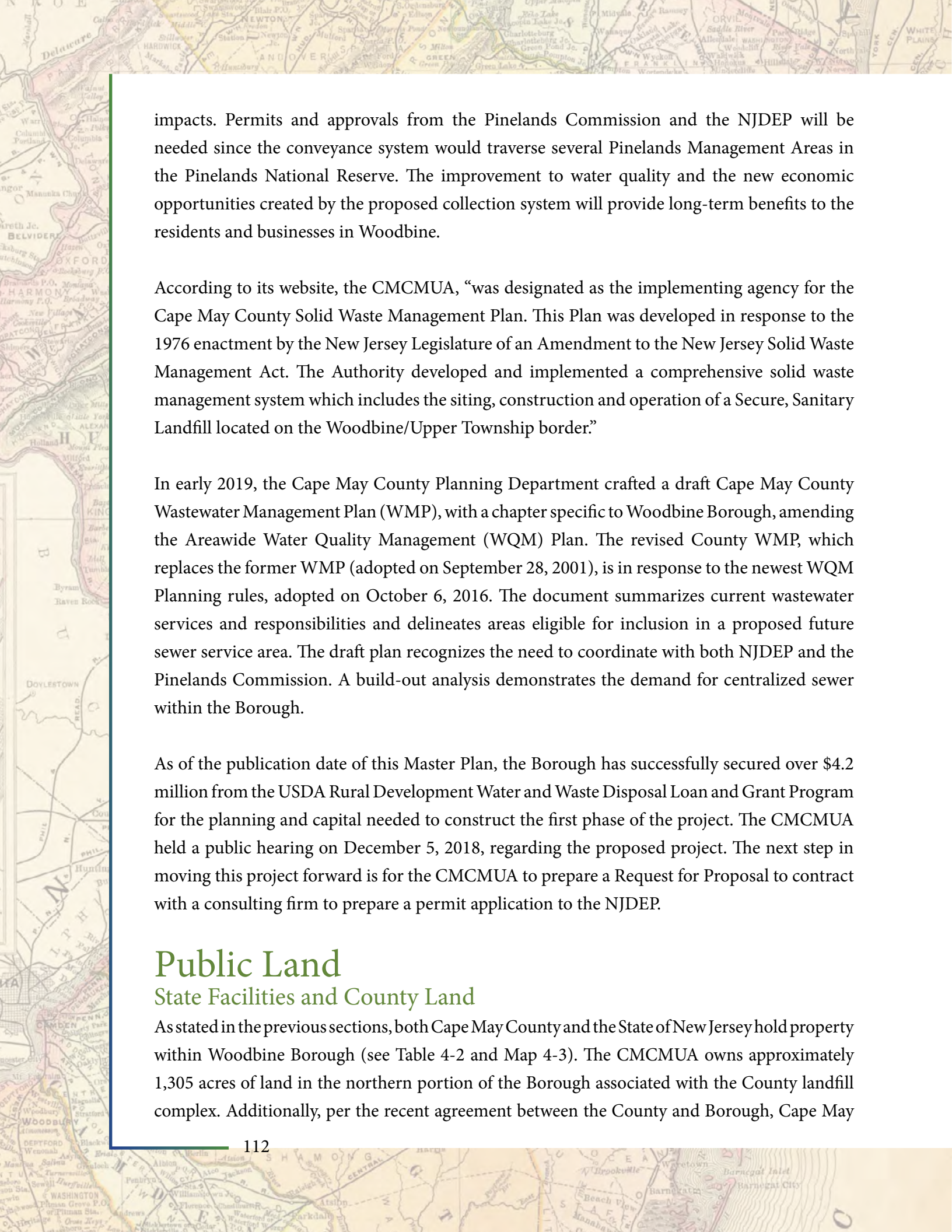
revised on August 21, 2017. This comprehensive report inventories the existing sewer facilities, describes the needs for centralized sewer, considers alternatives, and outlines construction details, such as estimated costs and schedules, as well as the location of proposed infrastructure. The report emphasizes health sanitation and security, aging infrastructure, and reasonable growth as the primary reasons for future wastewater service in Woodbine.

The Borough seeks to eliminate inadequate and failing septic systems and cesspools, which contribute to groundwater degradation, affecting the health, safety, and welfare of the public. Many of these systems are outdated and need to be abandoned or replaced, which can become a major hardship to homeowners. Additionally, the Borough anticipates demand for residential and non-residential development along County Route 550 that will be dependent upon a public sewer system being in place. Therefore, the report examines three scenarios for wastewater treatment in the Borough: 1) Status Quo or no-build option; 2) Construct Partial Public Sewer System for the Borough; and 3) Construct Public Sewer System for the Borough or a full build-out option.

The CMCMUA is considering tying in their landfill property (north of Woodbine) into its regional system, which flows to Seven Mile Beach/Middle Wastewater Treatment Plant (Seven Mile WWTP). A CMCMUA sewer connection would allow the landfill to transport leachate from the landfill through a new force main rather than trucking the leachate, which is more expensive over time than transferring via sewer. To bring the wastewater from the landfill to Seven Mile WWTP, the County must construct a conveyance via Woodbine. Seven Mile WWTP is approximately 13 miles from the Airport.

The connection to the Seven Mile WWTP would allow the Borough and WDC to access the system and share costs. The benefits of the proposed sewer extension include creating capacity for potential development and phasing out cesspools, leaching pits, and failing septic systems in the Downtown Core. This would involve repurposing portions of the existing Airport treatment plant and decommissioning the WDC treatment plant. In total, projected sewage flows from Woodbine are estimated to be 320,000 gallons per day transferred to the Seven Mile WWTP.

The preferred scenario is Option 3 (full build-out), which would construct the collection system in two phases, with the Downtown Core coming online in the second phase. The first phase would connect the Airport, WDC, and County Route 550. The Borough has applied for funding through a combination of USDA grants and loans. Construction would require minor roadway reconstruction, minimal disturbances, and will not result in any long-term environmental



impacts. Permits and approvals from the Pinelands Commission and the NJDEP will be needed since the conveyance system would traverse several Pinelands Management Areas in the Pinelands National Reserve. The improvement to water quality and the new economic opportunities created by the proposed collection system will provide long-term benefits to the residents and businesses in Woodbine.

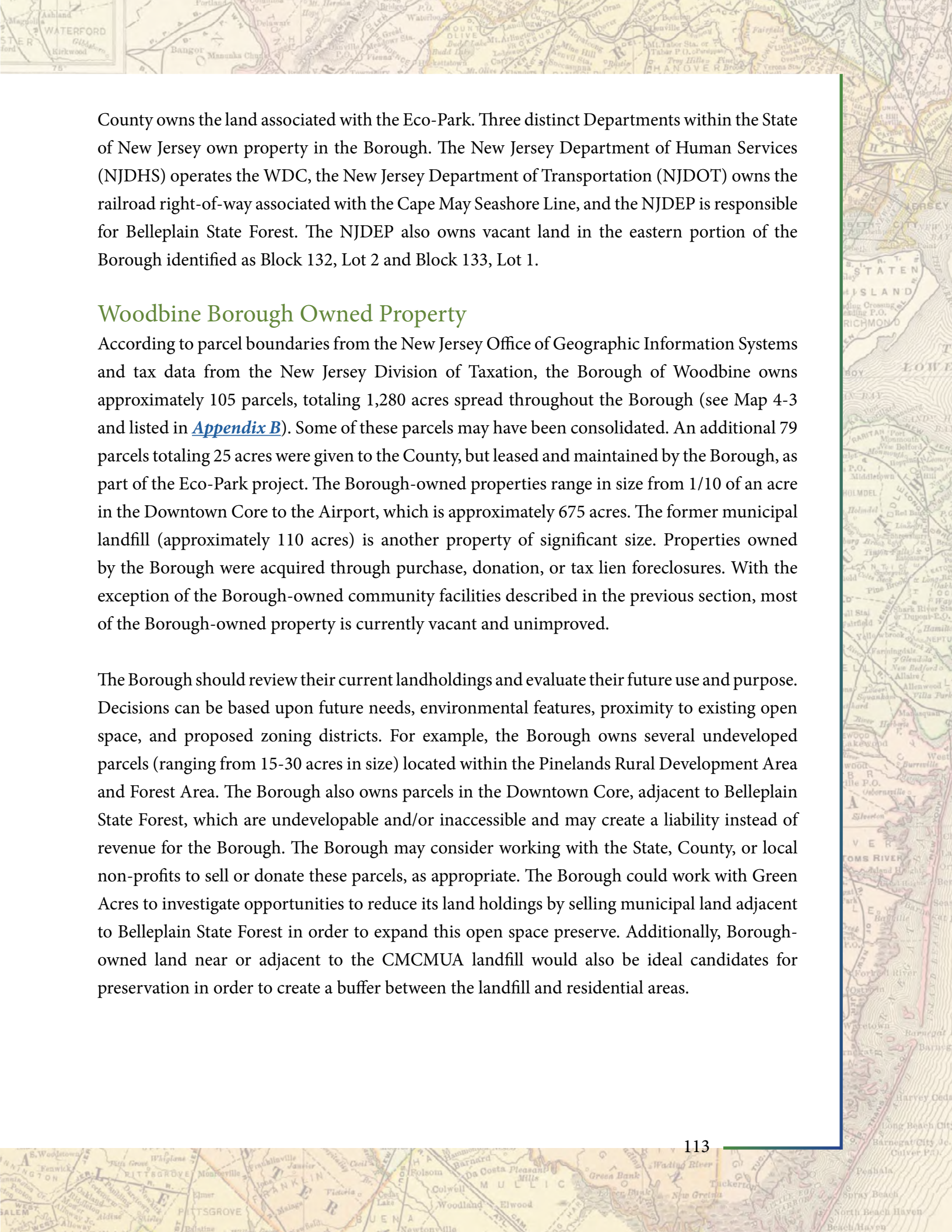
According to its website, the CMCMUA, “was designated as the implementing agency for the Cape May County Solid Waste Management Plan. This Plan was developed in response to the 1976 enactment by the New Jersey Legislature of an Amendment to the New Jersey Solid Waste Management Act. The Authority developed and implemented a comprehensive solid waste management system which includes the siting, construction and operation of a Secure, Sanitary Landfill located on the Woodbine/Upper Township border.”

In early 2019, the Cape May County Planning Department crafted a draft Cape May County Wastewater Management Plan (WMP), with a chapter specific to Woodbine Borough, amending the Areawide Water Quality Management (WQM) Plan. The revised County WMP, which replaces the former WMP (adopted on September 28, 2001), is in response to the newest WQM Planning rules, adopted on October 6, 2016. The document summarizes current wastewater services and responsibilities and delineates areas eligible for inclusion in a proposed future sewer service area. The draft plan recognizes the need to coordinate with both NJDEP and the Pinelands Commission. A build-out analysis demonstrates the demand for centralized sewer within the Borough.

As of the publication date of this Master Plan, the Borough has successfully secured over \$4.2 million from the USDA Rural Development Water and Waste Disposal Loan and Grant Program for the planning and capital needed to construct the first phase of the project. The CMCMUA held a public hearing on December 5, 2018, regarding the proposed project. The next step in moving this project forward is for the CMCMUA to prepare a Request for Proposal to contract with a consulting firm to prepare a permit application to the NJDEP.

Public Land State Facilities and County Land

As stated in the previous sections, both Cape May County and the State of New Jersey hold property within Woodbine Borough (see Table 4-2 and Map 4-3). The CMCMUA owns approximately 1,305 acres of land in the northern portion of the Borough associated with the County landfill complex. Additionally, per the recent agreement between the County and Borough, Cape May



County owns the land associated with the Eco-Park. Three distinct Departments within the State of New Jersey own property in the Borough. The New Jersey Department of Human Services (NJ DHS) operates the WDC, the New Jersey Department of Transportation (NJ DOT) owns the railroad right-of-way associated with the Cape May Seashore Line, and the NJ DEP is responsible for Belleplains State Forest. The NJ DEP also owns vacant land in the eastern portion of the Borough identified as Block 132, Lot 2 and Block 133, Lot 1.

Woodbine Borough Owned Property

According to parcel boundaries from the New Jersey Office of Geographic Information Systems and tax data from the New Jersey Division of Taxation, the Borough of Woodbine owns approximately 105 parcels, totaling 1,280 acres spread throughout the Borough (see Map 4-3 and listed in [Appendix B](#)). Some of these parcels may have been consolidated. An additional 79 parcels totaling 25 acres were given to the County, but leased and maintained by the Borough, as part of the Eco-Park project. The Borough-owned properties range in size from 1/10 of an acre in the Downtown Core to the Airport, which is approximately 675 acres. The former municipal landfill (approximately 110 acres) is another property of significant size. Properties owned by the Borough were acquired through purchase, donation, or tax lien foreclosures. With the exception of the Borough-owned community facilities described in the previous section, most of the Borough-owned property is currently vacant and unimproved.

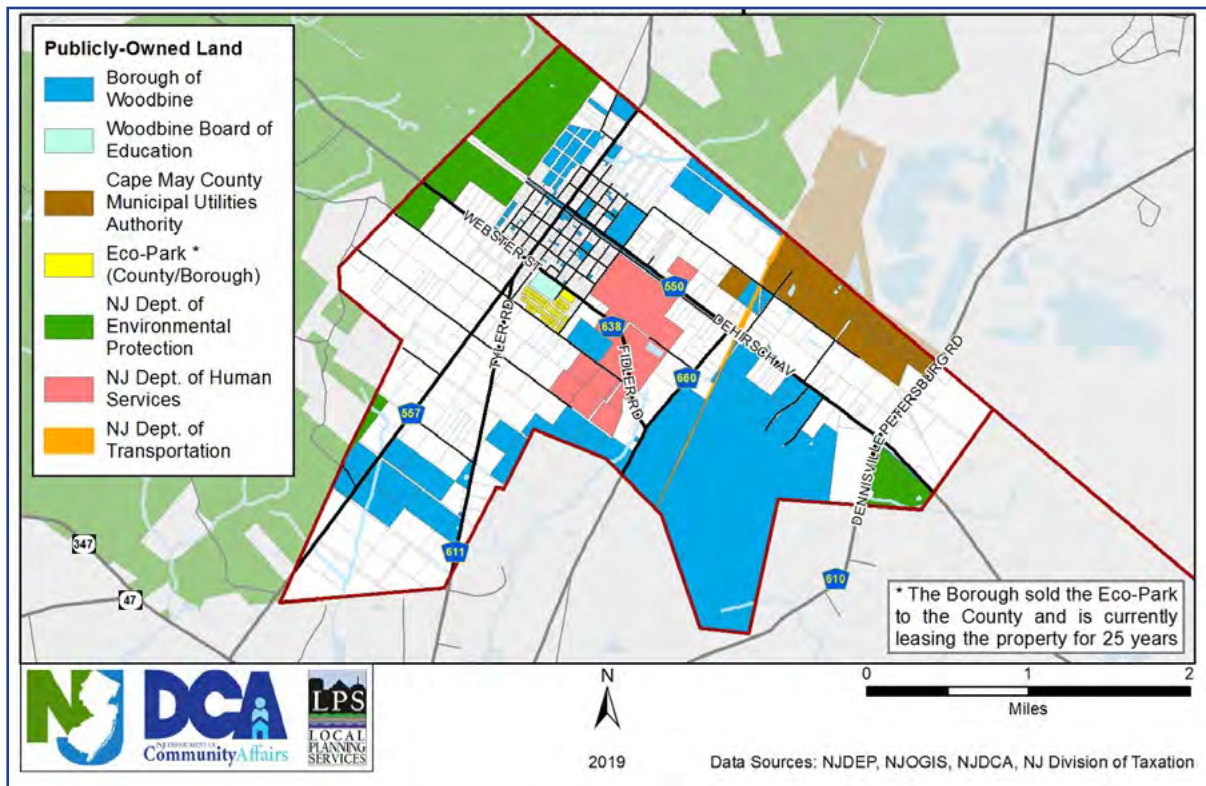
The Borough should review their current landholdings and evaluate their future use and purpose. Decisions can be based upon future needs, environmental features, proximity to existing open space, and proposed zoning districts. For example, the Borough owns several undeveloped parcels (ranging from 15-30 acres in size) located within the Pinelands Rural Development Area and Forest Area. The Borough also owns parcels in the Downtown Core, adjacent to Belleplains State Forest, which are undevelopable and/or inaccessible and may create a liability instead of revenue for the Borough. The Borough may consider working with the State, County, or local non-profits to sell or donate these parcels, as appropriate. The Borough could work with Green Acres to investigate opportunities to reduce its land holdings by selling municipal land adjacent to Belleplains State Forest in order to expand this open space preserve. Additionally, Borough-owned land near or adjacent to the CMCMUA landfill would also be ideal candidates for preservation in order to create a buffer between the landfill and residential areas.

Table 4-2: Public Land Ownership within Woodbine Borough

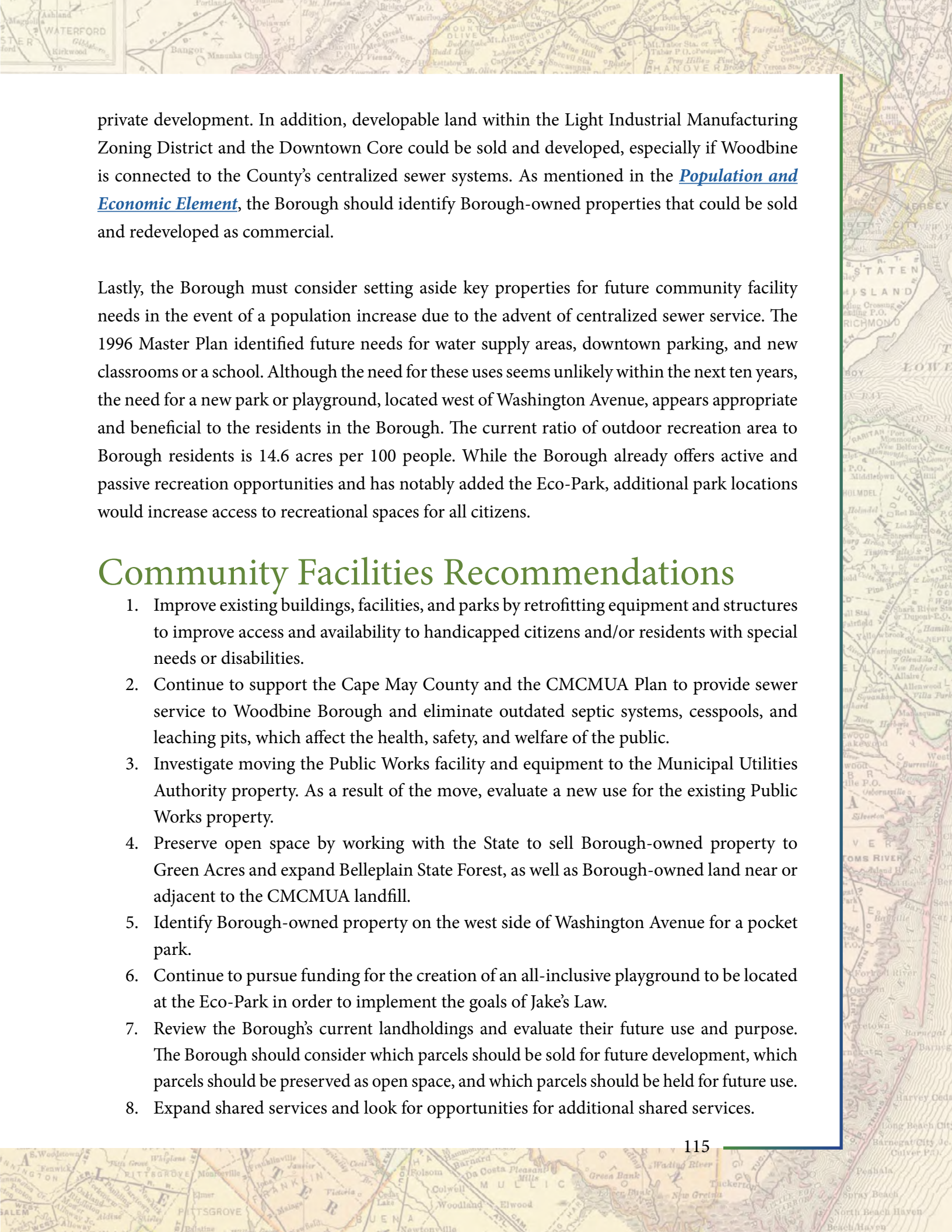
Land Owner	Parcel Count	Acres	Percent of Public Land	Percent of Borough Land
Borough of Woodbine	105	1,279.6	57.6%	24.9%
Woodbine Board of Education	2	12.8	0.6%	0.2%
Cape May County Municipal Utilities Authority	52	234.6	10.6%	4.6%
Eco-Park (County/Borough)	79	25.1	1.1%	0.5%
New Jersey Department of Environmental Protection	10	381.4	17.2%	7.4%
New Jersey Department of Human Services	12	274.7	12.4%	5.4%
New Jersey Department of Transportation	2	14.8	0.7%	0.3%
Total	262	2,223.0	100.0%	43.3%

Source: New Jersey Division of Taxation (MOD-IV data)

Map 4-3. Public Land Ownership



Other Borough-owned land would be better suited for private development. As described in the [Land Use Element](#) and [Population and Economic Element](#), the Borough seeks to sell or lease its properties within the Airport Business Zoning District and Redevelopment Area for



private development. In addition, developable land within the Light Industrial Manufacturing Zoning District and the Downtown Core could be sold and developed, especially if Woodbine is connected to the County's centralized sewer systems. As mentioned in the [*Population and Economic Element*](#), the Borough should identify Borough-owned properties that could be sold and redeveloped as commercial.

Lastly, the Borough must consider setting aside key properties for future community facility needs in the event of a population increase due to the advent of centralized sewer service. The 1996 Master Plan identified future needs for water supply areas, downtown parking, and new classrooms or a school. Although the need for these uses seems unlikely within the next ten years, the need for a new park or playground, located west of Washington Avenue, appears appropriate and beneficial to the residents in the Borough. The current ratio of outdoor recreation area to Borough residents is 14.6 acres per 100 people. While the Borough already offers active and passive recreation opportunities and has notably added the Eco-Park, additional park locations would increase access to recreational spaces for all citizens.

Community Facilities Recommendations

1. Improve existing buildings, facilities, and parks by retrofitting equipment and structures to improve access and availability to handicapped citizens and/or residents with special needs or disabilities.
2. Continue to support the Cape May County and the CMCMUA Plan to provide sewer service to Woodbine Borough and eliminate outdated septic systems, cesspools, and leaching pits, which affect the health, safety, and welfare of the public.
3. Investigate moving the Public Works facility and equipment to the Municipal Utilities Authority property. As a result of the move, evaluate a new use for the existing Public Works property.
4. Preserve open space by working with the State to sell Borough-owned property to Green Acres and expand Belleplain State Forest, as well as Borough-owned land near or adjacent to the CMCMUA landfill.
5. Identify Borough-owned property on the west side of Washington Avenue for a pocket park.
6. Continue to pursue funding for the creation of an all-inclusive playground to be located at the Eco-Park in order to implement the goals of Jake's Law.
7. Review the Borough's current landholdings and evaluate their future use and purpose. The Borough should consider which parcels should be sold for future development, which parcels should be preserved as open space, and which parcels should be held for future use.
8. Expand shared services and look for opportunities for additional shared services.

Section 5: Historic and Cultural Resources Element

Historic and Cultural Resources Element:

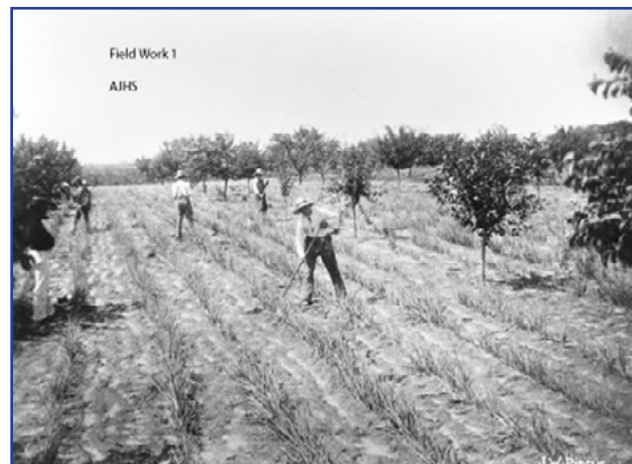
1. To promote awareness, education, and appreciation of the Borough's historic and cultural resources.
2. To promote the development and redevelopment of the Downtown Core in a manner that recognizes the Borough's historic character.
3. To coordinate historic and cultural resource efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.

Introduction

This *Historic and Cultural Resources Element* is intended to establish and maintain policies and programs for the preservation of historic buildings, historical events, and the cultural heritage of the community as it has developed over time. *This Historic and Cultural Resources Element* discusses the location and significance of historic sites, provides a brief history of Woodbine, and provides objectives and recommendations for promoting the preservation of the cultural heritage of the Borough.

Brief History of Woodbine

Woodbine was founded in 1891 as a haven for Eastern European Jews fleeing persecution. The Baron DeHirsch Fund, organized by the millionaire railroad tycoon Baron DeHirsch, purchased 5,300 acres of land in Dennis Township, Cape May County, New Jersey to start a settlement. Immigrants from Poland and Russia were invited to settle the new community. Within two years, they cleared the forest and built a town with thriving farms. Eight hundred acres of land was set aside as town lots. Using modern agricultural practices, the first colonists turned Woodbine into a model agricultural community. Woodbine was incorporated as a



Woodbine Farms

Source: <http://www.thesam.org>

Borough in 1903 and was no longer part of Dennis Township. Because most of the original settlers were Jewish, Woodbine became known as the "first self-governed Jewish community since the fall of Jerusalem."

The community started the Baron DeHirsch Agricultural College in 1894. Until it closed in 1917, the college was a model of progressive education. It was the first secondary agricultural school in New Jersey. World War I, however, signaled a change in the community, from a community with an agricultural economy to one with a light manufacturing economy. In 1921, the Baron DeHirsch Agricultural College became



Woodbine Agricultural College
Source: <http://www.thesam.org>

what is today the Woodbine Developmental Center (WDC), a state-run facility that provides rehabilitation, behavioral, and medical services and supports to men with developmental disabilities. The WDC still uses the same street grid that was originally laid out in 1891.

After World War II, many of the founding families left Woodbine for the new suburbs that were springing up around America's cities. New settlers subsequently arrived looking for a good place to live, this time from the American South and the Caribbean.

Historic and Cultural Resources Inventory

As described in the 1996 Master Plan, the New Jersey Pinelands Commission performed an inventory and assessment of prehistoric archaeological resources in the New Jersey Pinelands in 1980. The report presented the preliminary findings of an archaeological survey of prehistoric aboriginal sites in the Pinelands. A review of the cultural resource inventory lists one prehistoric site and three historic sites within the Borough of Woodbine. The inventory of prehistoric sites is not comprehensive, however, and does not reflect the total density and distribution of aboriginal occupation.

The one prehistoric site that is recorded is located at the extreme northern apex of the Borough. The exact nature and extent of this site has not been determined. There have been other Native American sites found in the vicinity of Woodbine; to the north along the Tuckahoe River and to the South in Dennis Township and especially near Johnson Pond. The exact nature and extent of these sites is also unknown.

Historic period sites listed in the Pinelands inventory include:

1. **Woodbine:** a planned community settled in 1891, predominantly by Russian Jews from the Odessa and Romanian provinces; developed along the railroad. This is the core area of the Borough. The Pinelands Commission has also designated this core area of the Borough as a Pinelands Historic Preservation District.
2. **Woodbine Junction:** served the Reading and the original Cape May and Millville Railroads.
3. **Mt. Pleasant:** a station stop along the Cape May and Millville Railroad established in 1863.

Historic sites listed in the State and National Registers of Historic Places:

Woodbine Brotherhood Synagogue: The Woodbine Brotherhood Synagogue is a historic Jewish synagogue that is now occupied by the Sam Azeez Museum of Woodbine Heritage at 612 Washington Avenue in Woodbine. A historical marker on the property notes the synagogue's founding by Russian Jews fleeing pogroms in the 1890s. It was built in 1896 and added to the National Register of Historic Places in 1980.

The Sam Azeez Museum of Woodbine Heritage, in conjunction with Stockton University, is a non-profit organization that is committed to preserving the memory and teaching the history of those who created the legacy of Woodbine. The museum hosts year-round programs focused on hate and prejudice reduction and education. Exhibits in the museum



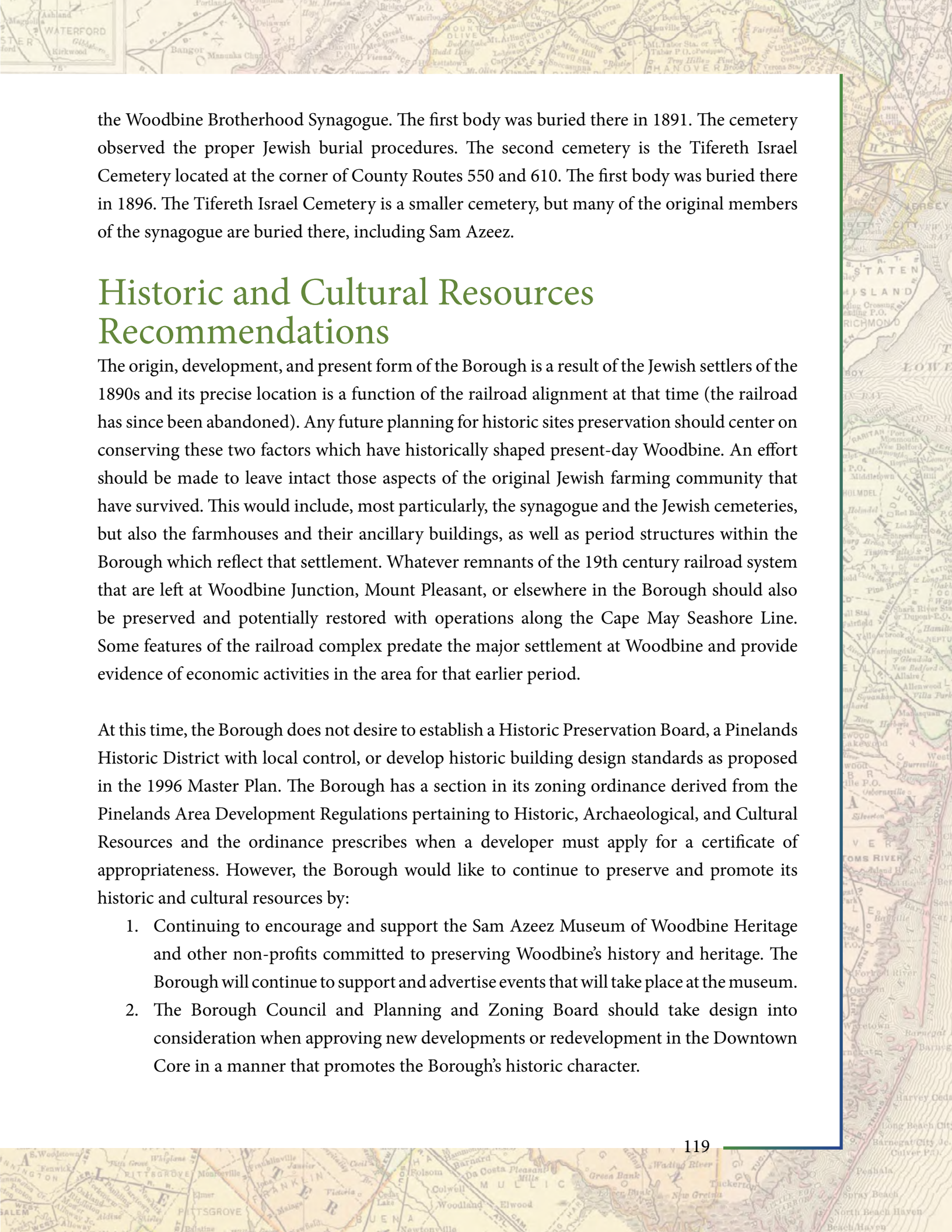
The Sam Azeez Museum of Woodbine Heritage
Source: <http://www.thesam.org>



Brotherhood Cemetery
Source: <http://www.thesam.org>

include the community's Russian Jewish immigrant heritage, local history, and culture. The Museum is a designated teaching center for the New Jersey Commission on Holocaust Education.

In addition, there are two historical Jewish cemeteries located in Woodbine that are associated with the Jewish history of the Borough but are not listed on either registry. The Woodbine Brotherhood Cemetery is located on Webster Street and was associated with



the Woodbine Brotherhood Synagogue. The first body was buried there in 1891. The cemetery observed the proper Jewish burial procedures. The second cemetery is the Tifereth Israel Cemetery located at the corner of County Routes 550 and 610. The first body was buried there in 1896. The Tifereth Israel Cemetery is a smaller cemetery, but many of the original members of the synagogue are buried there, including Sam Azeez.

Historic and Cultural Resources Recommendations

The origin, development, and present form of the Borough is a result of the Jewish settlers of the 1890s and its precise location is a function of the railroad alignment at that time (the railroad has since been abandoned). Any future planning for historic sites preservation should center on conserving these two factors which have historically shaped present-day Woodbine. An effort should be made to leave intact those aspects of the original Jewish farming community that have survived. This would include, most particularly, the synagogue and the Jewish cemeteries, but also the farmhouses and their ancillary buildings, as well as period structures within the Borough which reflect that settlement. Whatever remnants of the 19th century railroad system that are left at Woodbine Junction, Mount Pleasant, or elsewhere in the Borough should also be preserved and potentially restored with operations along the Cape May Seashore Line. Some features of the railroad complex predate the major settlement at Woodbine and provide evidence of economic activities in the area for that earlier period.

At this time, the Borough does not desire to establish a Historic Preservation Board, a Pinelands Historic District with local control, or develop historic building design standards as proposed in the 1996 Master Plan. The Borough has a section in its zoning ordinance derived from the Pinelands Area Development Regulations pertaining to Historic, Archaeological, and Cultural Resources and the ordinance prescribes when a developer must apply for a certificate of appropriateness. However, the Borough would like to continue to preserve and promote its historic and cultural resources by:

1. Continuing to encourage and support the Sam Azeez Museum of Woodbine Heritage and other non-profits committed to preserving Woodbine's history and heritage. The Borough will continue to support and advertise events that will take place at the museum.
2. The Borough Council and Planning and Zoning Board should take design into consideration when approving new developments or redevelopment in the Downtown Core in a manner that promotes the Borough's historic character.

Section 6: Conservation Element

Conservation Element Objectives:

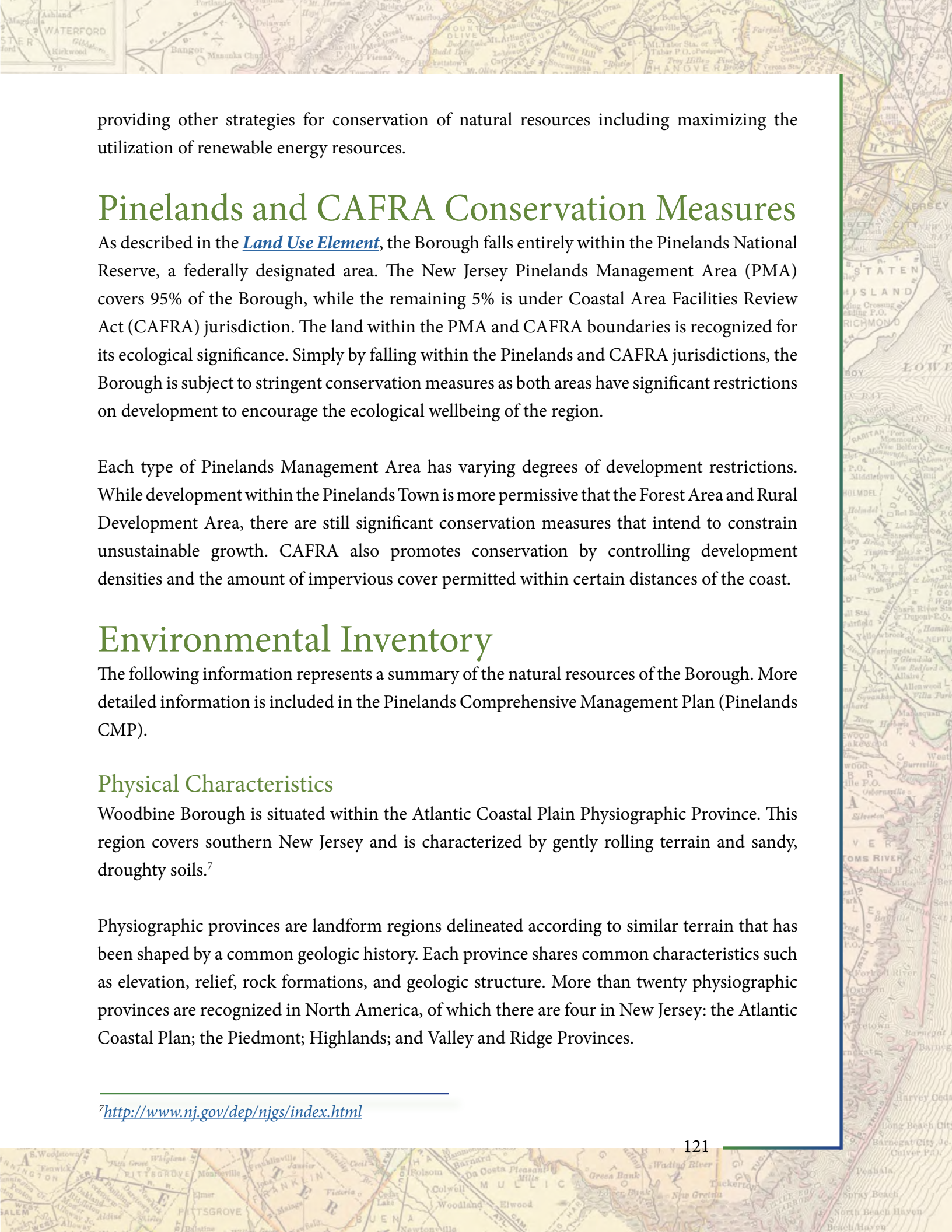
1. To provide for an aesthetic and healthful environment for present and future generations.
2. To encourage new construction and building rehabilitation that has a reduced impact on the land where it is located and the environment at a local, regional, and global scale.
3. To establish a site plan review checklist to be used in the site plan and subdivision approval process that incorporates conservation and sustainable measures.
4. To promote the appropriate recreational use of conserved land.
5. To coordinate conservation, open space, and recreational efforts with the State, County, Pinelands Commission, and non-profit groups, and encourage outside groups to take the initiatives necessary to meet the objectives listed here.

Introduction

The **Conservation Element** lists and describes the natural resources and environmentally-sensitive lands in Woodbine. These include stream corridors, waterbodies, watersheds, freshwater wetlands, floodplains, soils, steep slopes, aquifer recharge lands, agricultural land and preserved farmland, areas with vegetative cover, and threatened and endangered species habitats.

This new Master Plan incorporates the extensive environmental inventory from the Land Use section of the 1996 Master Plan. As shown in Table 1-1 in the [Land Use Element](#), there have been minimal changes to land use or land cover since the 1996 Master Plan was written. Furthermore, major geological and hydrological changes to the environment generally occur over a much longer timeframe than the two decades since 1996. Therefore, much of the natural resources information provided in the 1996 Master Plan is still applicable.

In the overall structure of the Master Plan, this **Conservation Element** is closely allied with the [Rural Sustainability Element](#). It is the intent of these Master Plan Elements to promote the conservation and preservation of environmentally-sensitive lands and water resources, including forests, wetlands, and agricultural areas through the use of planning practices. This can be accomplished by reducing the disruption of environmentally-sensitive lands; curbing unnecessary energy and water use; retaining and protecting forest areas, open space, and recreational lands where appropriate; encouraging responsible agricultural land use; and

A background map of the region, showing various towns and geographical features. The map is a topographic map with contour lines and labels for various locations. The text is overlaid on the map.

providing other strategies for conservation of natural resources including maximizing the utilization of renewable energy resources.

Pinelands and CAFRA Conservation Measures

As described in the [Land Use Element](#), the Borough falls entirely within the Pinelands National Reserve, a federally designated area. The New Jersey Pinelands Management Area (PMA) covers 95% of the Borough, while the remaining 5% is under Coastal Area Facilities Review Act (CAFRA) jurisdiction. The land within the PMA and CAFRA boundaries is recognized for its ecological significance. Simply by falling within the Pinelands and CAFRA jurisdictions, the Borough is subject to stringent conservation measures as both areas have significant restrictions on development to encourage the ecological wellbeing of the region.

Each type of Pinelands Management Area has varying degrees of development restrictions. While development within the Pinelands Town is more permissive than the Forest Area and Rural Development Area, there are still significant conservation measures that intend to constrain unsustainable growth. CAFRA also promotes conservation by controlling development densities and the amount of impervious cover permitted within certain distances of the coast.

Environmental Inventory

The following information represents a summary of the natural resources of the Borough. More detailed information is included in the Pinelands Comprehensive Management Plan (Pinelands CMP).

Physical Characteristics

Woodbine Borough is situated within the Atlantic Coastal Plain Physiographic Province. This region covers southern New Jersey and is characterized by gently rolling terrain and sandy, droughty soils.⁷

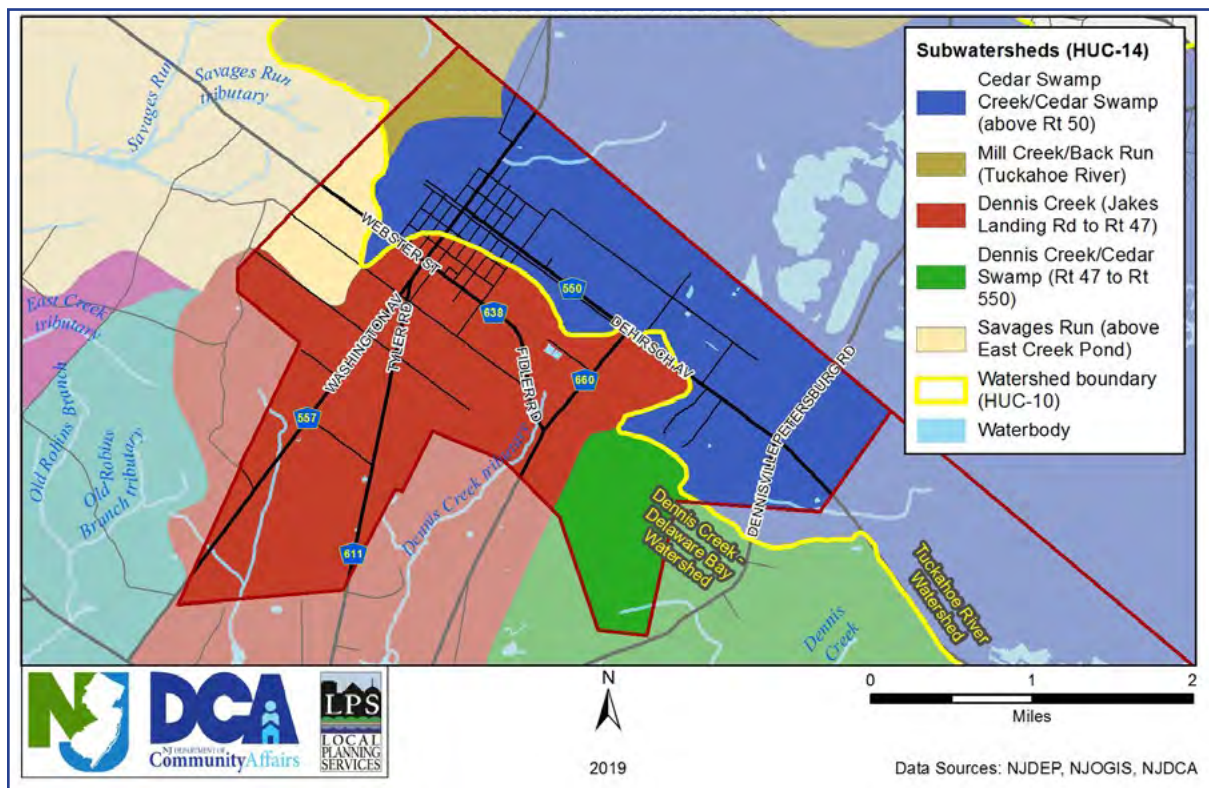
Physiographic provinces are landform regions delineated according to similar terrain that has been shaped by a common geologic history. Each province shares common characteristics such as elevation, relief, rock formations, and geologic structure. More than twenty physiographic provinces are recognized in North America, of which there are four in New Jersey: the Atlantic Coastal Plain; the Piedmont; Highlands; and Valley and Ridge Provinces.

⁷<http://www.nj.gov/dep/njgs/index.html>

Waterbodies and Watersheds

Woodbine is the headwaters area for Cedar Swamp Creek, Dennis Creek, Savage's Run, and Mill Creek. The Borough drains into two major watersheds (HUC-10) that are roughly separated by DeHirsch Avenue: the Dennis Creek-Delaware Bay Watershed to the southwest and the Tuckahoe River Watershed to the northeast. As shown on Map 6-1, three subwatersheds (HUC-14) are within the Dennis Creek-Delaware Bay Watershed and two subwatersheds are within the Tuckahoe River Watershed.

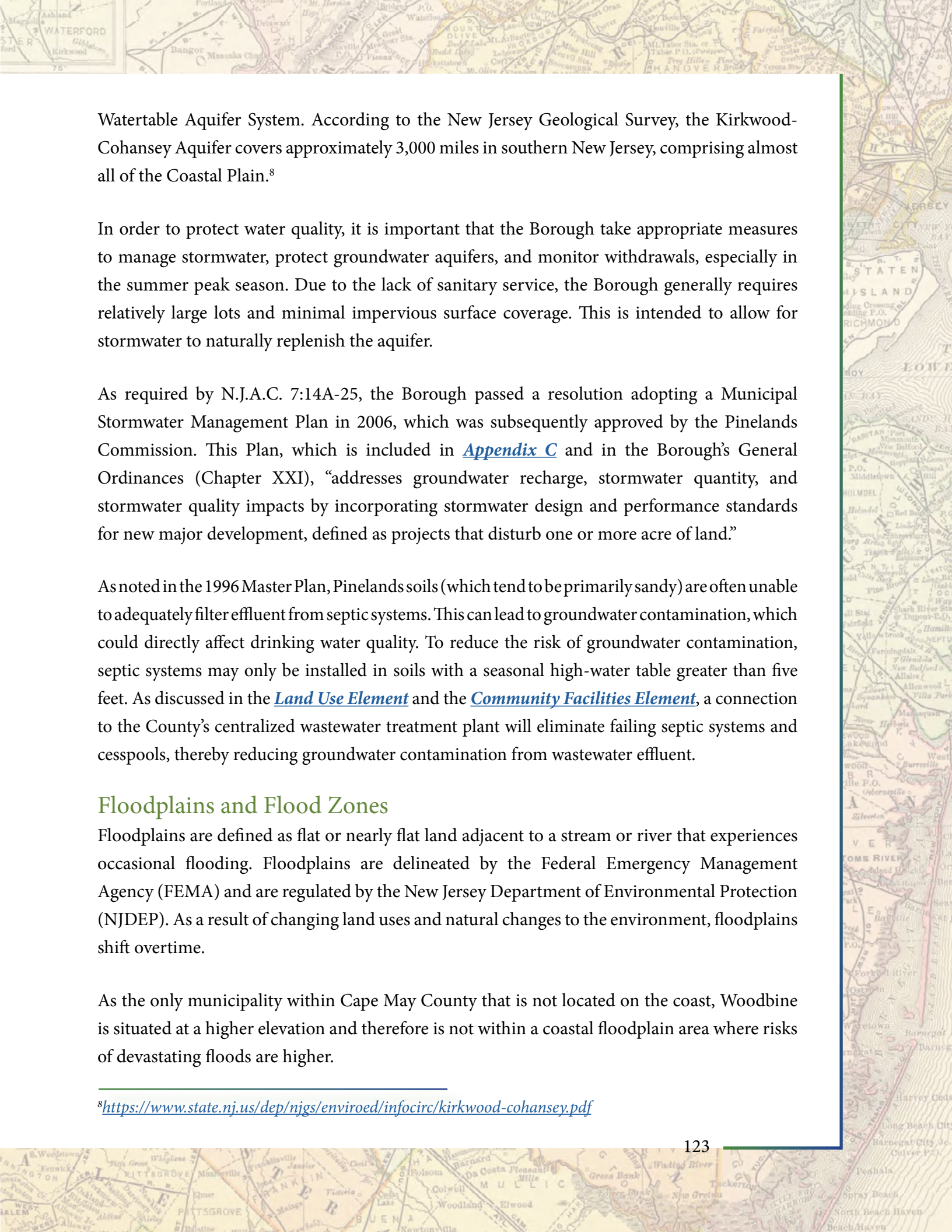
Map 6-1. Woodbine Borough Watershed and Waterbodies



Water Supply, Groundwater Recharge, and Stormwater/Wastewater

Groundwater recharge occurs when water from precipitation or snowmelt infiltrates through the soil to the aquifer. An aquifer is a water-bearing layer of rock or unconsolidated sediments that yields water to a well or spring. Natural vegetation cover, flat topography, permeable soils, a deep-water table, and the absence of confining beds all increase the rate of recharge. Impervious surfaces, such as roads and parking lots, disrupt groundwater recharge.

The Woodbine Water Department (formerly the Woodbine MUA) operates a public community water system, which consist of two wells that withdraw from the Kirkwood-Cohansey

A topographic map of southern New Jersey, showing the Kirkwood-Cohansey Aquifer area. The map features contour lines, roads, and various geographical features. The text is overlaid on the map, with a blue line indicating the location of the aquifer system. The map shows the coastline and the inland areas, with the aquifer system covering a large portion of the southern part of the state.

Watertable Aquifer System. According to the New Jersey Geological Survey, the Kirkwood-Cohansey Aquifer covers approximately 3,000 miles in southern New Jersey, comprising almost all of the Coastal Plain.⁸

In order to protect water quality, it is important that the Borough take appropriate measures to manage stormwater, protect groundwater aquifers, and monitor withdrawals, especially in the summer peak season. Due to the lack of sanitary service, the Borough generally requires relatively large lots and minimal impervious surface coverage. This is intended to allow for stormwater to naturally replenish the aquifer.

As required by N.J.A.C. 7:14A-25, the Borough passed a resolution adopting a Municipal Stormwater Management Plan in 2006, which was subsequently approved by the Pinelands Commission. This Plan, which is included in [Appendix C](#) and in the Borough's General Ordinances (Chapter XXI), "addresses groundwater recharge, stormwater quantity, and stormwater quality impacts by incorporating stormwater design and performance standards for new major development, defined as projects that disturb one or more acre of land."

As noted in the 1996 Master Plan, Pinelands soils (which tend to be primarily sandy) are often unable to adequately filter effluent from septic systems. This can lead to groundwater contamination, which could directly affect drinking water quality. To reduce the risk of groundwater contamination, septic systems may only be installed in soils with a seasonal high-water table greater than five feet. As discussed in the [Land Use Element](#) and the [Community Facilities Element](#), a connection to the County's centralized wastewater treatment plant will eliminate failing septic systems and cesspools, thereby reducing groundwater contamination from wastewater effluent.

Floodplains and Flood Zones

Floodplains are defined as flat or nearly flat land adjacent to a stream or river that experiences occasional flooding. Floodplains are delineated by the Federal Emergency Management Agency (FEMA) and are regulated by the New Jersey Department of Environmental Protection (NJDEP). As a result of changing land uses and natural changes to the environment, floodplains shift overtime.

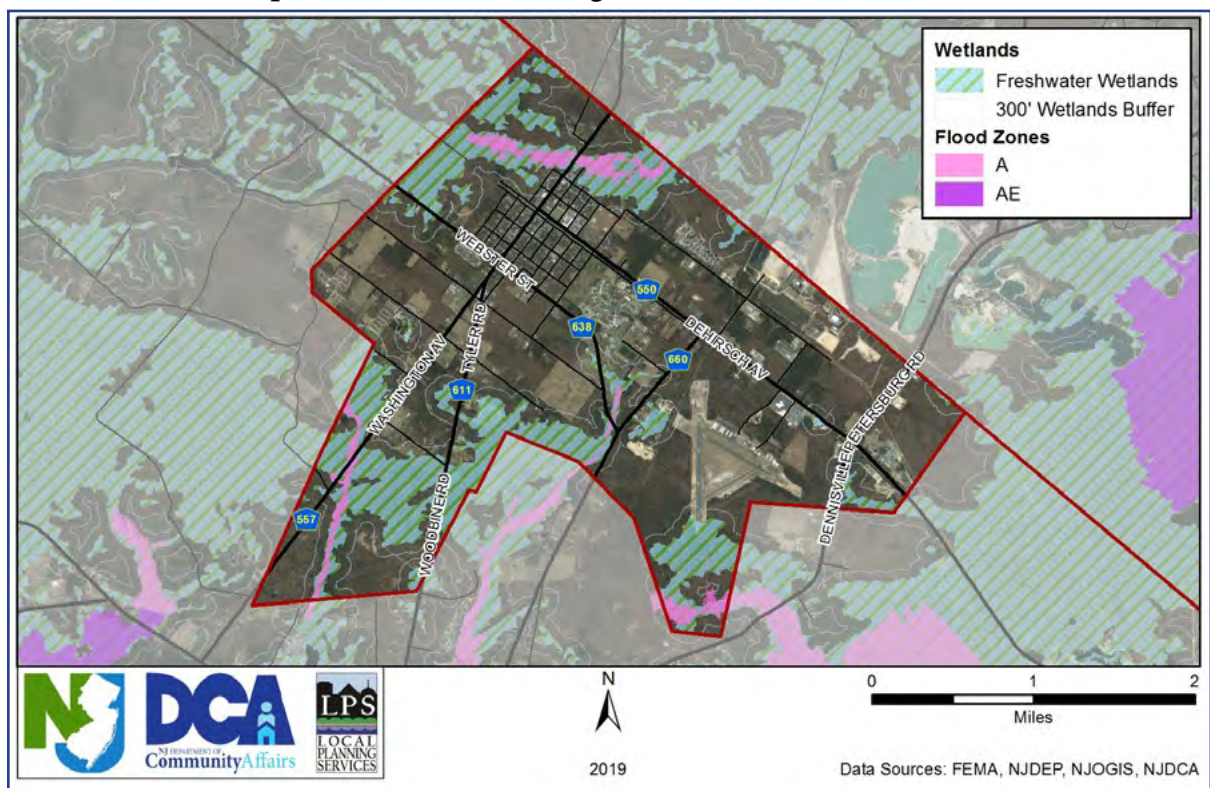
As the only municipality within Cape May County that is not located on the coast, Woodbine is situated at a higher elevation and therefore is not within a coastal floodplain area where risks of devastating floods are higher.

⁸<https://www.state.nj.us/dep/njgs/enviroed/infocirc/kirkwood-cohansey.pdf>

Flood zones are geographic areas that FEMA has defined according to varying levels of flood risk. These zones are depicted on a community's Flood Insurance Rate Map (FIRM) or Flood Hazard Boundary and reflect the severity or type of flooding in the area. Map 6-2 shows the FEMA flood zone designation in Woodbine. Zone A (the only zone located in Woodbine) is an area with a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage. Because detailed analyses are not performed for such areas; no depths or base flood elevations are shown within these zones. Most of Woodbine is outside a flood zone and therefore has a low risk.

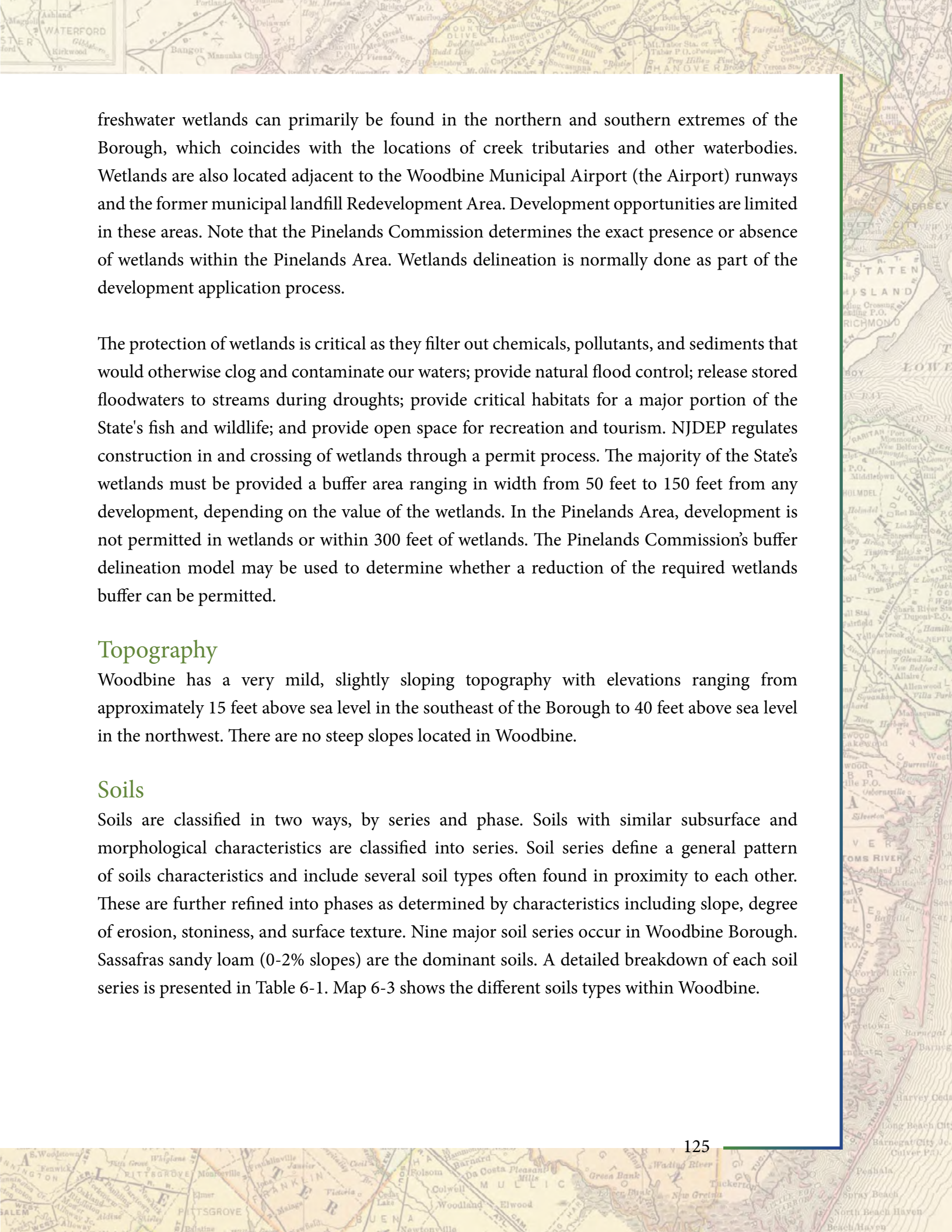
Woodbine recently finalized and received approval for its Floodplain Management Plan. As a result, property owners within the Borough are eligible to purchase low cost "preferred risk" flood insurance policies. The National Flood Insurance Program (NFIP), which is administered by FEMA, offers reasonably priced flood insurance in communities that comply with minimum standards for floodplain management through the NFIP's Community Rating System (CRS) Program.

Map 6-2. Woodbine Borough Wetlands and Flood Zones



Freshwater Wetlands

As described in the [Land Use Element](#), 18.9% of the land in Woodbine was designated as wetlands in 2012. This is a slight decrease from 19.1% in 1995. As shown on Map 6-2 above,



freshwater wetlands can primarily be found in the northern and southern extremes of the Borough, which coincides with the locations of creek tributaries and other waterbodies. Wetlands are also located adjacent to the Woodbine Municipal Airport (the Airport) runways and the former municipal landfill Redevelopment Area. Development opportunities are limited in these areas. Note that the Pinelands Commission determines the exact presence or absence of wetlands within the Pinelands Area. Wetlands delineation is normally done as part of the development application process.

The protection of wetlands is critical as they filter out chemicals, pollutants, and sediments that would otherwise clog and contaminate our waters; provide natural flood control; release stored floodwaters to streams during droughts; provide critical habitats for a major portion of the State's fish and wildlife; and provide open space for recreation and tourism. NJDEP regulates construction in and crossing of wetlands through a permit process. The majority of the State's wetlands must be provided a buffer area ranging in width from 50 feet to 150 feet from any development, depending on the value of the wetlands. In the Pinelands Area, development is not permitted in wetlands or within 300 feet of wetlands. The Pinelands Commission's buffer delineation model may be used to determine whether a reduction of the required wetlands buffer can be permitted.

Topography

Woodbine has a very mild, slightly sloping topography with elevations ranging from approximately 15 feet above sea level in the southeast of the Borough to 40 feet above sea level in the northwest. There are no steep slopes located in Woodbine.

Soils

Soils are classified in two ways, by series and phase. Soils with similar subsurface and morphological characteristics are classified into series. Soil series define a general pattern of soils characteristics and include several soil types often found in proximity to each other. These are further refined into phases as determined by characteristics including slope, degree of erosion, stoniness, and surface texture. Nine major soil series occur in Woodbine Borough. Sassafras sandy loam (0-2% slopes) are the dominant soils. A detailed breakdown of each soil series is presented in Table 6-1. Map 6-3 shows the different soils types within Woodbine.

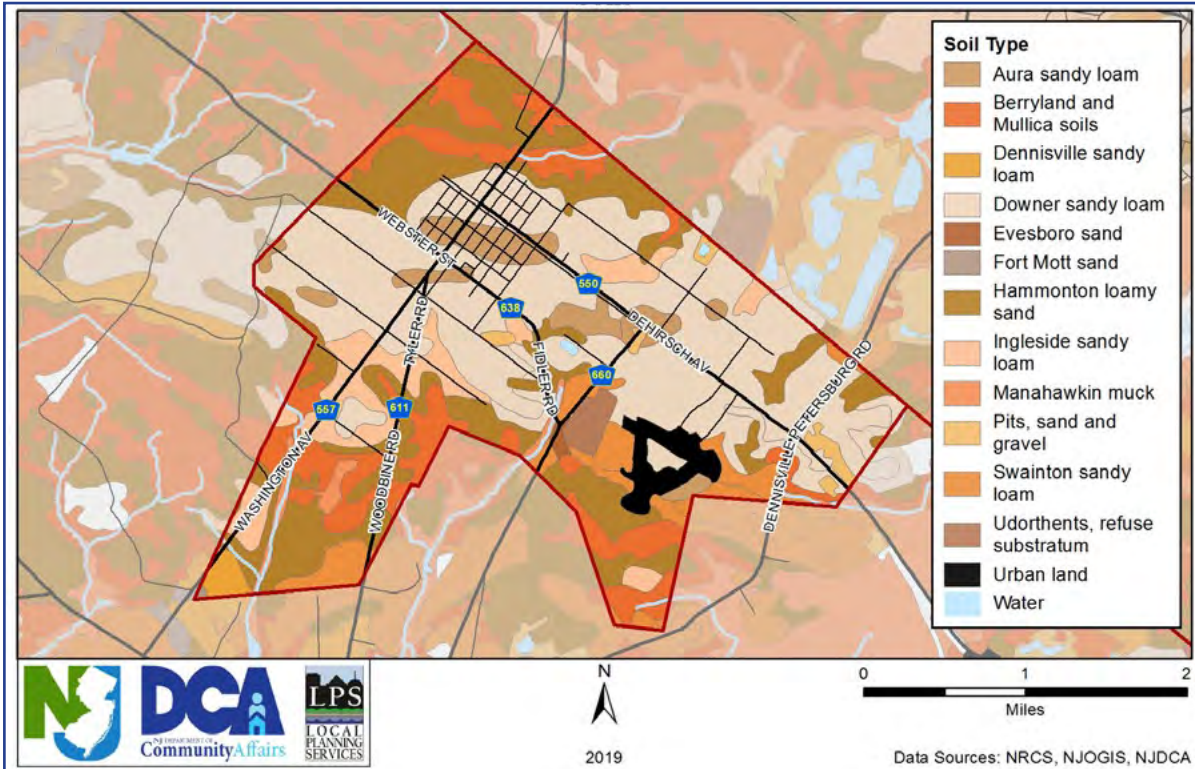
Table 6-1: Soils of Woodbine Borough

Soli Series	Drainage Class	Hydrologic Soils Group	Permeability (in/hr)	Seasonal High Water Table (ft)	Septic Tank Limitations	Agricultural Soils	Acreage	Percentage of Total Area
Aura	WD	B	0.2-0.6	6.0+				
ArB; Aura sandy loam, 0-3% and 2-5% slopes					Acceptable	P	203.0	4.1%
Downer	WD	B	2.0-6.0	6.0+				
DrA; Downer sandy loam, 2-5% slopes					Acceptable	P	205.2	4.2%
DrB; Downer sandy loam, gravelly substratum, 2-5% slopes					Acceptable	P	221.4	4.5%
Evesboro	ED	A	6.0+	6.0+				
EvB; Evesboro sand, 0-5% slopes					Acceptable	K	80.6	1.6%
Fill Land	V&U	V&U	V&U	V&U				
					V&U	V&U	181.9	3.7%
Hammonton	MWD-SPD	B	0.6-6.0	1.5-4.0				
HaA; Hammonton lamy sand, 0-3% and 0-5% slopes					Unacceptable	P	48.9	1.0%
HbA; Hammonton sandy loam, 2-5% slopes					Unacceptable	P	619.1	12.6%
Muck	VPD	D	0.2-6.0	0				
Mu; Muck, shallow					Unacceptable	U	25.2	0.5%
Pocomoke	VPD	D	0.6-2.0	0				
Pa; Pocomoke sandy loam					Unacceptable	M	386.2	7.9%
Sassafras	WD	B	0.6-2.0	6.0+				

Table 6-1: Soils of Woodbine Borough (continued)

Soli Series	Drainage Class	Hydrologic Soils Group	Permeability (in/hr)	Seasonal High Water Table (ft)	Septic Tank Limitations	Agricultural Soils	Acreage	Percentage of Total Area
SnA; Sassafrass sandy loam, 0-2% slopes					Acceptable	P	1,136.5	23.1%
SaB; Sassafras sandy loam, 2-5% slopes					Acceptable	P	58.7	1.2%
SbA; Sassafrass sandy loam, water table, 0-2% slopes				3.0	Unacceptable	M	1,290.4	26.3%
Woodstown	MWD-SPD	C	0.6-2.0	1.5-2.5				
					Unacceptable	P	410.0	8.4%
Borrow Pit	V&U	V&U	V&U	V&U	V&U	V&U	27.5	0.6%
Made Land	V&U	V&U	V&U	V&U	V&U	V&U	10.8	0.2%
Open Water							4.9	0.1%

Map 6-2. Woodbine Borough Soils



Soil Characteristics and Interpretations

Soil characteristics have a direct influence on the land use patterns in a region. They also indicate the impact which various land uses can have on the natural environment. Therefore, mapping of soil characteristics provides a general guide to appropriate land use activities. These characteristics include soil drainage, depth of water table, hydrologic soil group (shown in Map 6-4 and detailed in Table 6-2), septic tank limitation factors, pH, agricultural soils, and permeability. Depth of water table and septic tank limitation factors are described in the following discussion. Refer to the Pinelands CMP for information pertaining to soil drainage, hydrologic soil group, pH, agricultural soils, and permeability. Since the soil map is somewhat generalized, site specific investigations should be carried out on an individual basis.

Map 6-4. Woodbine Borough Soil Attributes

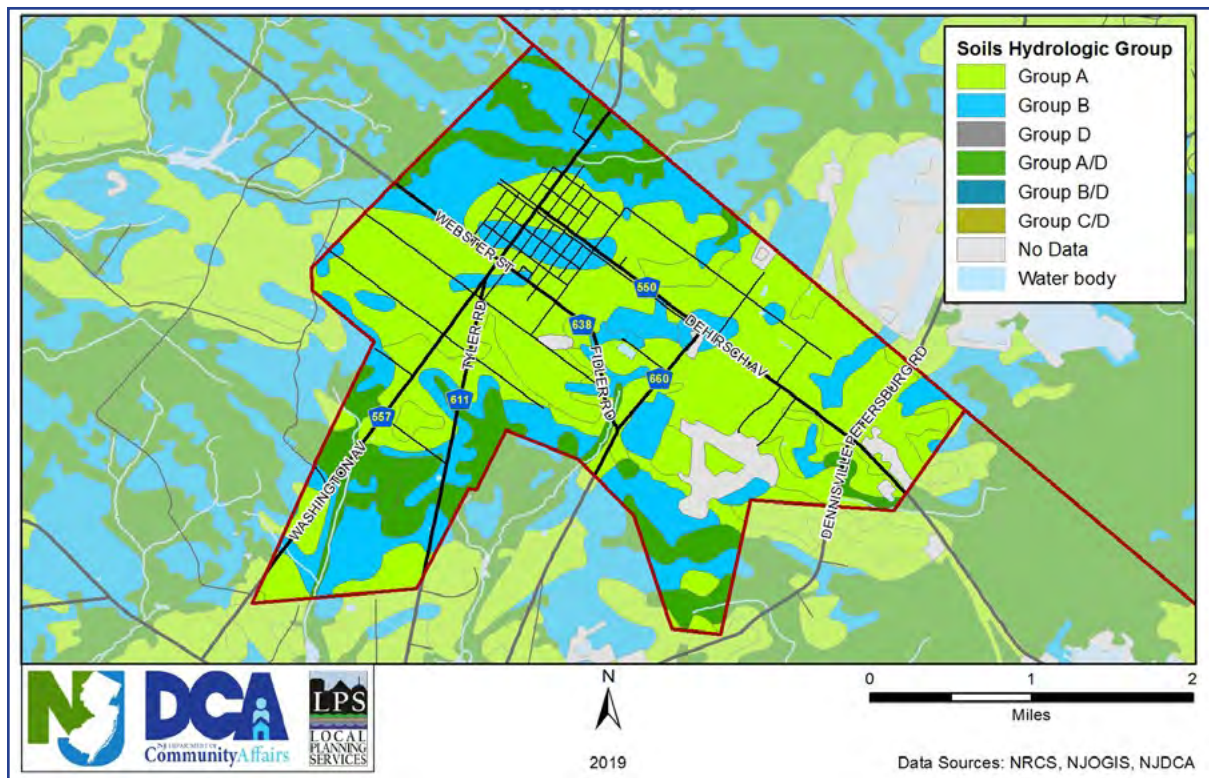


Table 6-2: Woodbine Borough Soil Attributes

Group A. Soils having a high infiltration rate (low runoff potential) when thoroughly wet. These consist mainly of deep, well drained to excessively drained sands or gravelly sands. These soils have a high rate of water transmission.

Group B. Soils having a moderate infiltration rate when thoroughly wet. These consist chiefly of moderately deep or deep, moderately well drained or well drained soils that have moderately fine texture to moderately coarse texture. These soils have a moderate rate of water transmission.

Table 6-2: Woodbine Borough Soil Attributes (continued)

Group C. Soils having a slow infiltration rate when thoroughly wet. These consist chiefly of soils having a layer that impedes the downward movement of water or soils of moderately fine texture or fine texture. These soils have a slow rate of water transmission.

Group D. Soils having a very slow infiltration rate (high runoff potential) when thoroughly wet. These consist chiefly of clays that have a high shrink-swell potential, soils that have a high water table, soils that have a clay layer at or near the surface, and soils that are shallow over nearly impervious material. These soils have a very slow rate of water transmission.

Source: United States Department of Agriculture Natural Resources Conversation Service

Depth of Water Table

The depth to seasonal high water table represents the level to which the water table naturally rises during the wet season. In the Pinelands, this is in the spring. A seasonal high water table of less than five feet generally results in restrictions to development in the Pinelands due to the inability of septic systems to function properly.

According to Soil Conservation Service mapping, approximately 38% of the Pinelands Area of Woodbine Borough has a seasonal high water table of five feet or greater. More than 51% has a depth to seasonal high water table of less than five feet, of which approximately 8% of this area is classified as wetland soils. Approximately 4% is undetermined, and less than 1% is open water.

Soil Factors Which Limit Use for Septic Tank Absorption Fields

Pinelands soils are chemically inert and unable to assimilate waste placed in or on the land. One major source of waste which has been linked to groundwater problems is septic tank effluent. Design and location of septic systems therefore play a significant role in protecting the Pinelands' water resources. Septic tanks do not function well in soils with less than five feet to the seasonal high water table. In the New Jersey Pinelands Area, these soils include very poorly drained, poorly drained, somewhat poorly drained, and moderately well drained soils. These soils are unacceptable for the installation of septic systems.

All soils with greater than five feet to the seasonal high water table are acceptable for installation of septic systems in the New Jersey Pinelands Area. Within this group, soils with permeabilities greater than 0.2 inches but less than two inches per hour are preferred because of their greater ability to attenuate the movement of pathogenic organisms and phosphorus. Although soils with permeabilities greater than two inches per hour but less than six inches per hour are not as effective as the moderately drained soils, proper trench design can reduce groundwater contamination. Soils with permeabilities greater than six inches per hour are the least preferred

because they do not filter effluent as effectively. Additionally, in sandy soils at least four to six feet of soil are required to prevent the movement of pathogenic organisms from a septic leach field trench bottom to the water table.

Hammonton loamy sand and sandy loam, Muck, Pocomoke sandy loam, Sassafras sandy loam (water table), and Woodstown sandy loam have seasonal high water table depths which are less than five feet and are unacceptable for installation of standard septic systems. Downer sandy loam, Downer sandy loam (gravelly substratum), Evesboro sand, and Sassafras sandy loam (0-2% and 2-5% slopes) are suitable. Aura sandy loam is preferred while fill land, made land, and borrow pits warrant examination on an individual basis.

Agricultural Soils

Agriculture is an important economic activity in the Pinelands. As a land use it is most dependent on soil characteristics. The soil phases considered best for agricultural purposes are classified as prime agricultural soils. Cultural purposes are classified as prime agricultural soils, unique soils, and soils of statewide importance. Detailed definitions of each agricultural soil can be found in the previously referenced section of the Pinelands CMP. The Aura, Downer, Hammonton, and Woodstown soil phases of Woodbine Borough are classified as prime agricultural soils.

Two phases of Sassafras (Sassafras sandy loam, 0-2% and 2-5% slopes) are recognized as prime soils. Muck is classified as unique farmland. Evesboro, Pocomoke, and Sassafras sandy loam (water table) are unclassified.

Preserved Farmland

There are three farms participating in the New Jersey Farmland Preservation Program (see Table 6-3 below) through the purchase of development easements. The Farmland Preservation Program is administered by the State Agriculture Development Committee (SADC), which coordinates with County Agriculture Development Boards, municipal governments, non-profit organizations, and landowners in the development of plans that best meet the needs of individual landowners.

Table 6-3: Preserved Farmland in Woodbine Borough

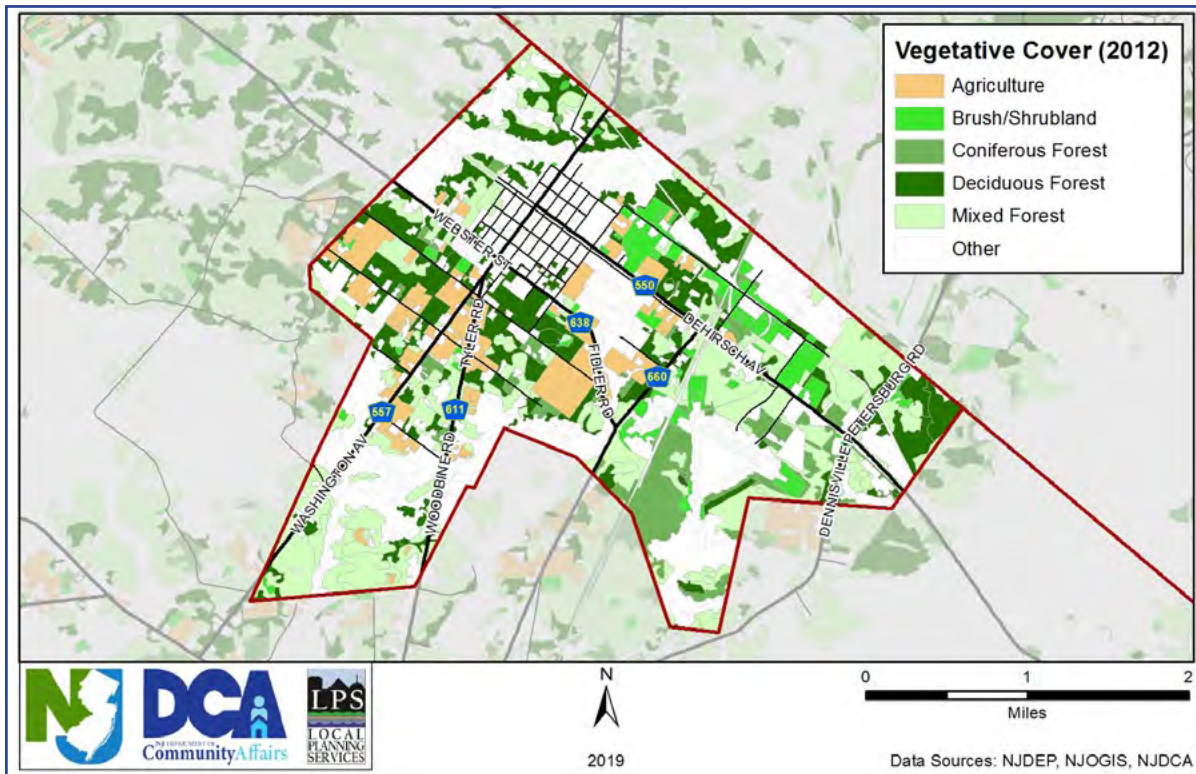
Farm	Acreage	Year Development Easement was Purchased
Schmitke/Gulite	11.2	2001
Kindle	15.0	2014
Tomlin, Carol	14.5	2017

Source: 2017 Cape May County Open Space and Farmland preservation End of Year Report

Vegetation

Although portions of Woodbine Borough are relatively urbanized, representations of both upland and lowland vegetation types are found within its boundaries. The vegetative cover of the municipality is displayed in Map 6-5 below. The dominate vegetation types which occur in Woodbine Borough include oak-pine, pine-oak, pitch pine lowland, and hardwood swamp associations. Additional land cover types including developed land, agricultural land, and non-forested land also exist. A detailed description and species breakdown of each forest community can be found in the Pinelands CMP.

Map 6-5. Woodbine Borough Vegetative Cover (2012)



Belleplain State Forest is located at the western edge of the Borough and encompasses much of the forest habitat in that area.

2019 marks the sixth and final year of the Borough's participation as a distribution site for the State's Tree Recovery program. Under this program, the Borough receives 250 tree seedlings per year for distribution to residents and other municipalities' Public Works Departments to pick up to distribute at their local events. As of July 2019, Woodbine was in the process of developing its fifth five-year Forest Management Plan. Municipalities with an approved Community Forestry Management Plan (CFMP), and Approved Status under the New Jersey Shade Tree and Community Forestry Assistance Act are eligible for Community Stewardship

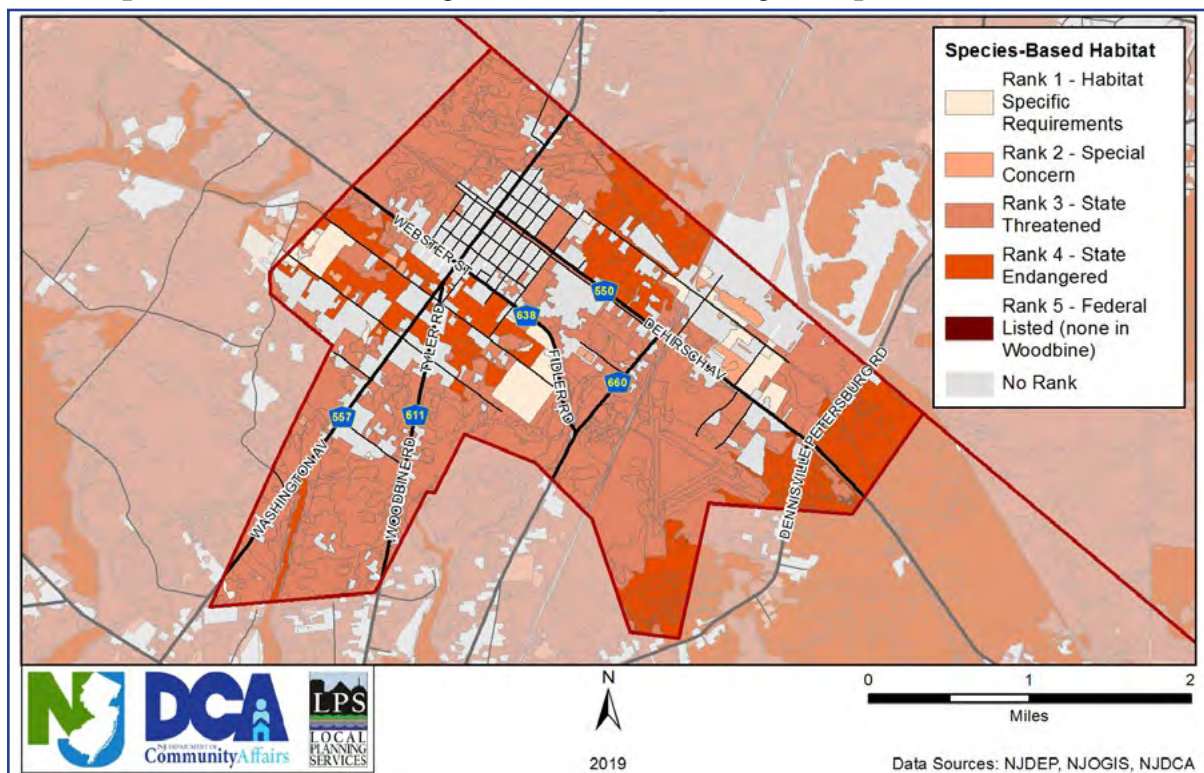
Incentive Program (CSIP) grant funding. These grants, which can be up to \$25,000 each, aid municipalities and counties in implementing forestry goals and objectives directly from their five-year CFMP. In addition, under the Act, municipalities and counties with a State approved CFMP, and Approved Status under the Act will reduce or eliminate liability associated with hazardous tree situations.

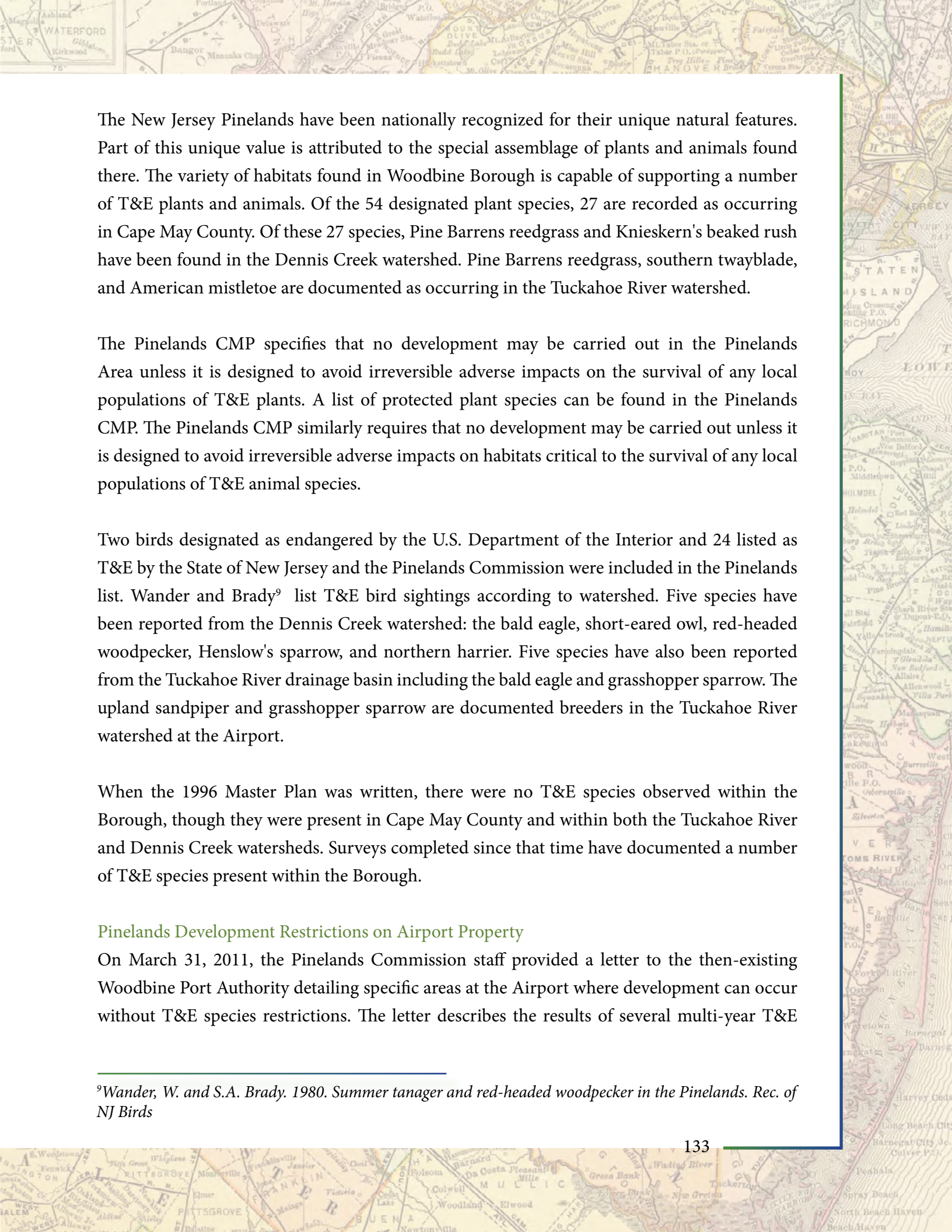
Threatened and Endangered Species Habitats

Threatened and endangered (T&E) species' habitats are defined by the NJDEP, Division of Fish and Wildlife's Landscape Project. The DEP Landscape Project is a mapping system and database that uses known information about T&E species and habitats and information on land use/land cover and environmental resources to create a ranking system as to the importance of habitats for endangered, threatened, and special concern species throughout the State.

The Landscape Project maps allow users to anticipate potential environmental regulation in a specific geographic area and provide some level of assurance regarding areas where endangered, threatened, or species of special concern are not likely to occur, affording predictability to the application and development process. Map 6-6 shows the different levels of species-based habitats within the Borough.

Map 6-5. Woodbine Borough Threatened & Endangered Species-Based Habitat





The New Jersey Pinelands have been nationally recognized for their unique natural features. Part of this unique value is attributed to the special assemblage of plants and animals found there. The variety of habitats found in Woodbine Borough is capable of supporting a number of T&E plants and animals. Of the 54 designated plant species, 27 are recorded as occurring in Cape May County. Of these 27 species, Pine Barrens reedgrass and Knieskern's beaked rush have been found in the Dennis Creek watershed. Pine Barrens reedgrass, southern twayblade, and American mistletoe are documented as occurring in the Tuckahoe River watershed.

The Pinelands CMP specifies that no development may be carried out in the Pinelands Area unless it is designed to avoid irreversible adverse impacts on the survival of any local populations of T&E plants. A list of protected plant species can be found in the Pinelands CMP. The Pinelands CMP similarly requires that no development may be carried out unless it is designed to avoid irreversible adverse impacts on habitats critical to the survival of any local populations of T&E animal species.

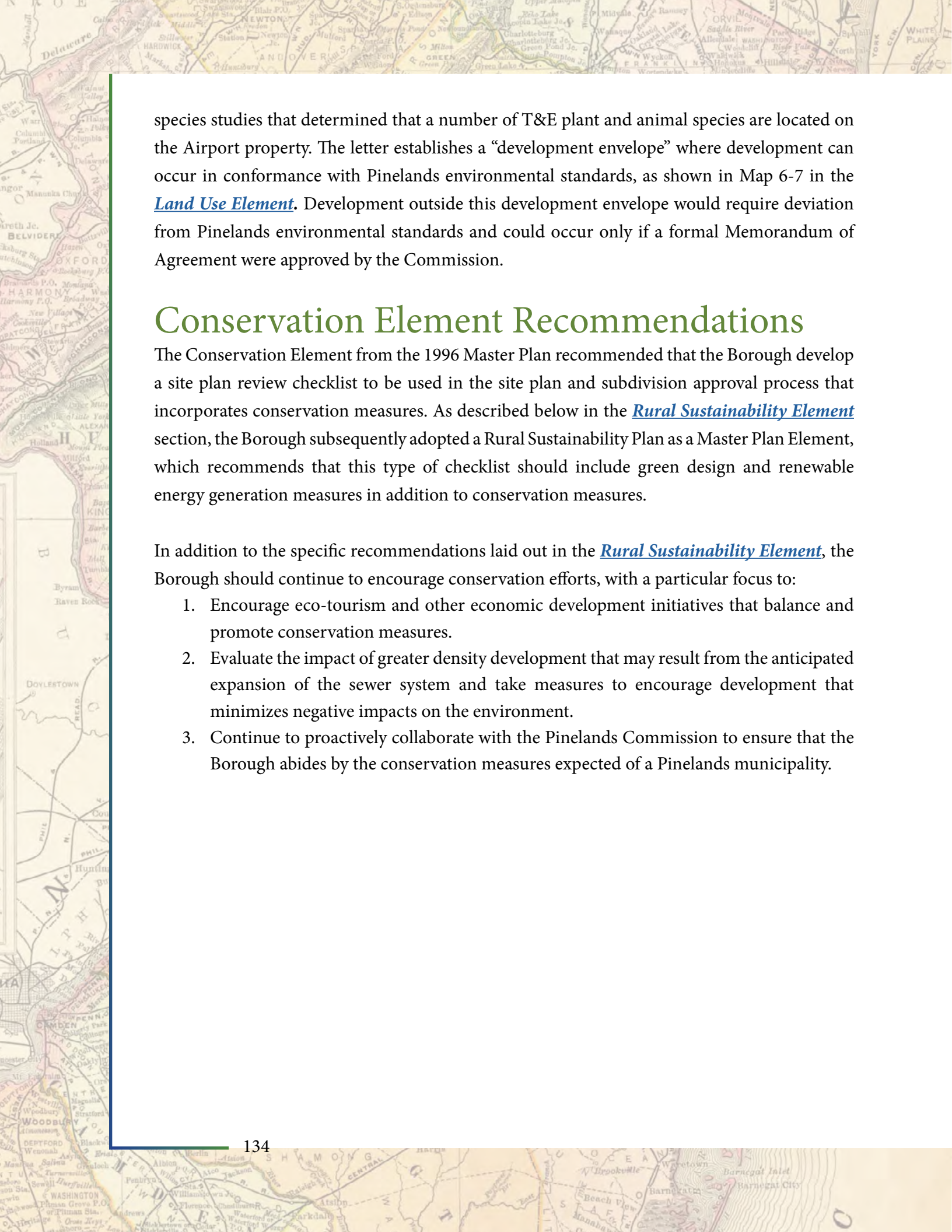
Two birds designated as endangered by the U.S. Department of the Interior and 24 listed as T&E by the State of New Jersey and the Pinelands Commission were included in the Pinelands list. Wander and Brady⁹ list T&E bird sightings according to watershed. Five species have been reported from the Dennis Creek watershed: the bald eagle, short-eared owl, red-headed woodpecker, Henslow's sparrow, and northern harrier. Five species have also been reported from the Tuckahoe River drainage basin including the bald eagle and grasshopper sparrow. The upland sandpiper and grasshopper sparrow are documented breeders in the Tuckahoe River watershed at the Airport.

When the 1996 Master Plan was written, there were no T&E species observed within the Borough, though they were present in Cape May County and within both the Tuckahoe River and Dennis Creek watersheds. Surveys completed since that time have documented a number of T&E species present within the Borough.

Pinelands Development Restrictions on Airport Property

On March 31, 2011, the Pinelands Commission staff provided a letter to the then-existing Woodbine Port Authority detailing specific areas at the Airport where development can occur without T&E species restrictions. The letter describes the results of several multi-year T&E

⁹Wander, W. and S.A. Brady. 1980. *Summer tanager and red-headed woodpecker in the Pinelands. Rec. of NJ Birds*

A background map of the region, showing various towns and geographical features. The map is partially obscured by a white text box on the right side. The map includes labels for towns like Delaware, Newton, and Woodbury, and geographical features like the Delaware River and various lakes.

species studies that determined that a number of T&E plant and animal species are located on the Airport property. The letter establishes a “development envelope” where development can occur in conformance with Pinelands environmental standards, as shown in Map 6-7 in the [Land Use Element](#). Development outside this development envelope would require deviation from Pinelands environmental standards and could occur only if a formal Memorandum of Agreement were approved by the Commission.

Conservation Element Recommendations

The Conservation Element from the 1996 Master Plan recommended that the Borough develop a site plan review checklist to be used in the site plan and subdivision approval process that incorporates conservation measures. As described below in the [Rural Sustainability Element](#) section, the Borough subsequently adopted a Rural Sustainability Plan as a Master Plan Element, which recommends that this type of checklist should include green design and renewable energy generation measures in addition to conservation measures.

In addition to the specific recommendations laid out in the [Rural Sustainability Element](#), the Borough should continue to encourage conservation efforts, with a particular focus to:

1. Encourage eco-tourism and other economic development initiatives that balance and promote conservation measures.
2. Evaluate the impact of greater density development that may result from the anticipated expansion of the sewer system and take measures to encourage development that minimizes negative impacts on the environment.
3. Continue to proactively collaborate with the Pinelands Commission to ensure that the Borough abides by the conservation measures expected of a Pinelands municipality.

Section 7: Rural Sustainability Element

Rural Sustainability Element Objectives:

* Goals from Woodbine's Rural Sustainability Plan

1. Bring a new and green perspective to growth and development in the Borough.
2. Enhance connectivity.
3. Improve energy efficiency and use of alternative energy sources.
4. Promote education and the distribution of information that encourage a sustainable Woodbine.
5. Conserve open spaces and promote design alternatives that provide for growth while maintaining the Pinelands character of the community.

Woodbine Rural Sustainability Plan

Woodbine's joint Planning and Zoning Board adopted a Rural Sustainability Plan as a Master Plan Element on October 8, 2009. The Municipal Land Use Law (MLUL) was amended in 2006 to allow a sustainability element as an optional component of the master plan. The Rural Sustainability Plan was developed with a grant from the New Jersey Office of Smart Growth (now the Office of Planning Advocacy) and included public visioning meetings. This **Rural Sustainability Element** serves as a re-examination of the 2009 Rural Sustainability Plan. The Rural Sustainability Plan includes a comprehensive agenda for Woodbine to become a more sustainable community:

1. **Develop and brand the Woodbine Municipal Airport as a regional engine for economic opportunity:**

Design and market the Airport as an eco-business park and make improvements to attract green industry and tourism-based businesses.

2. **Create opportunities for new commercial development in**

Woodbine's Town Center (also known as the Downtown Core): The current ordinance requires a minimum of one acre per unit for residential or commercial uses in the Town Center (R-2 and TC Zones), and one unit per 3.2 acres of land in certain areas on the periphery of the Town Center (R-1 and ATR Zones). The Plan recommends designing



Woodbine Municipal Airport

alternative on-site wastewater systems and clustering residential and commercial lots; exploring the possibility of a package treatment system to accommodate a small number of users; adopting design guidelines for the Town Center in keeping with the historic and cultural character of the Borough; focusing on the gap market (e.g. home furnishing); establishing an identity for the Borough that reflects its heritage with wayfinding signage; expanding partnerships with the Azeez Museum and hosting festivals; expanding eco-tourism and heritage tourism opportunities using marketing; hosting markets and events; creating an adventure center and bird and wildlife viewing areas; and capitalizing on its location near the Belleplains State Forest to become a place to purchase camping gear.

3. Fill gaps in the existing circulation network: Improve sidewalk and pedestrian links; encourage a train station in Woodbine on the Cape May Seashore Line; improve transit connections.

4. Promote community services: Establish a Mayor's Wellness Campaign by developing a fitness trail, hosting health fairs and education campaigns.

5. Develop energy conservation initiatives: Develop an energy efficient lighting exchange program; provide public education on turning out lights; encourage alternative



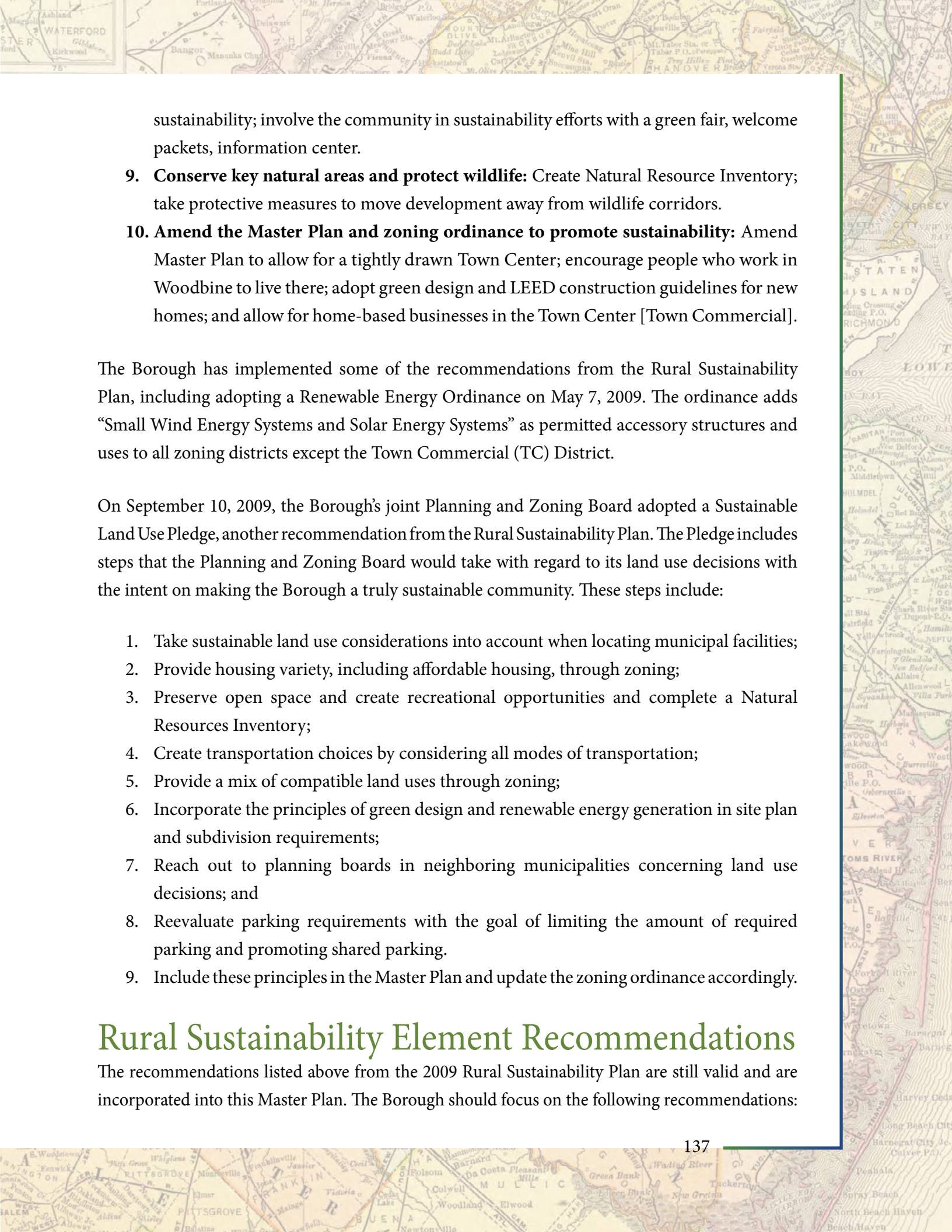
DeHirsch Avenue Shared Use Path & Greenway

fuel vehicles; develop a ride share database; adopt and enforce an anti-idling ordinance; utilize integrated pest management techniques; prepare energy audits; adopt a Sustainable Land Use Pledge; adopt a water conservation ordinance.

6. Generate alternative energy: Participate in New Jersey Clean Power Choice Program; change zoning to allow wind turbines and solar power generators; develop a power facility at the Airport.

7. Advance sustainable construction and design practices: Adopt policies that take into account careful site selection for solar, accessibility to existing circulation and facilities, parking and landscaping, infill areas and redevelopment; incorporate LEED standards as voluntary thresholds in municipal ordinance; encourage energy audits; encourage practices that reduce waste and conserve water.

8. Establish Woodbine Green Team: Create Clean and Green website, Recycling Sustainability Challenge, and information flyer on residential and commercial



sustainability; involve the community in sustainability efforts with a green fair, welcome packets, information center.

9. Conserve key natural areas and protect wildlife: Create Natural Resource Inventory; take protective measures to move development away from wildlife corridors.

10. Amend the Master Plan and zoning ordinance to promote sustainability: Amend Master Plan to allow for a tightly drawn Town Center; encourage people who work in Woodbine to live there; adopt green design and LEED construction guidelines for new homes; and allow for home-based businesses in the Town Center [Town Commercial].

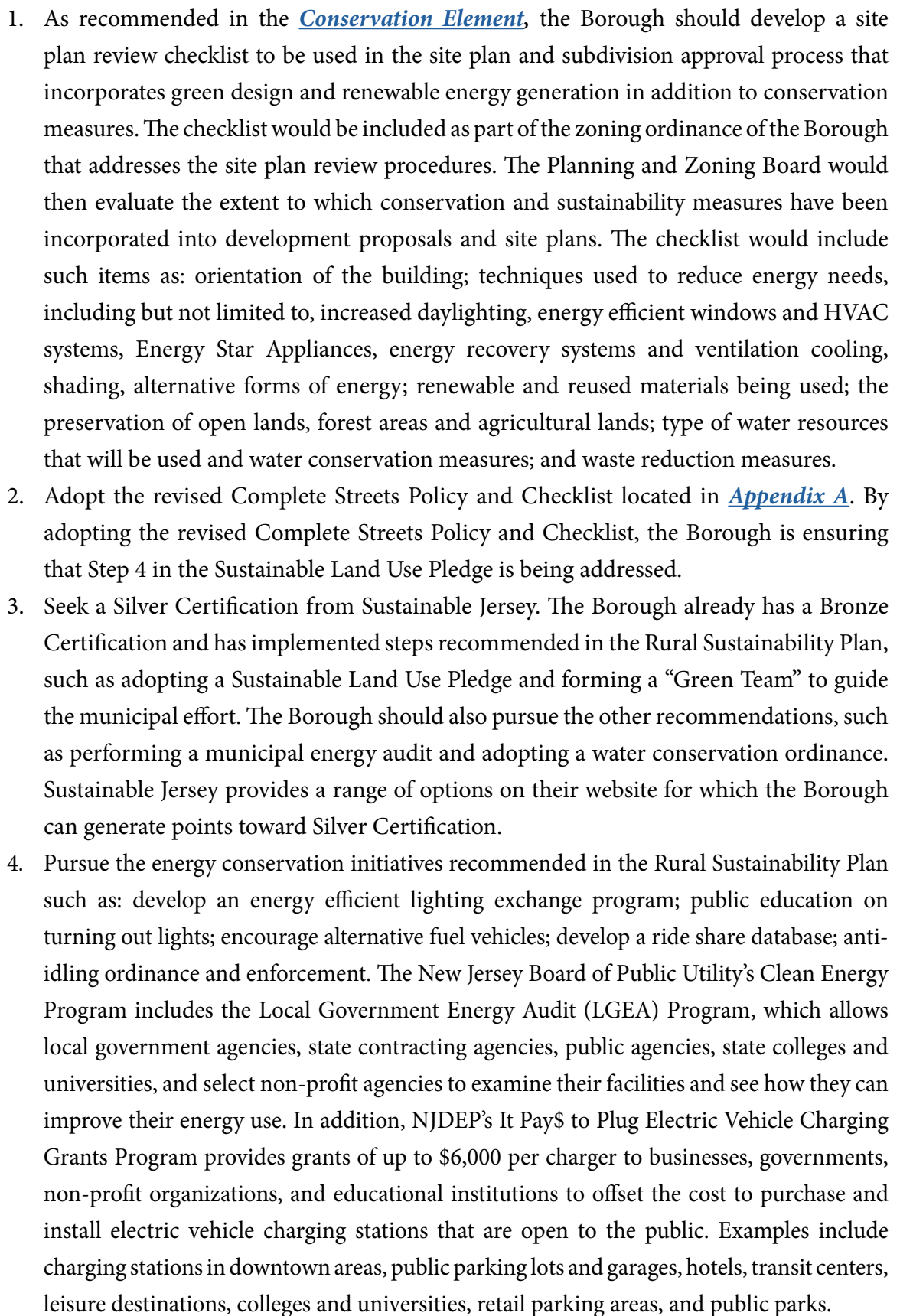
The Borough has implemented some of the recommendations from the Rural Sustainability Plan, including adopting a Renewable Energy Ordinance on May 7, 2009. The ordinance adds “Small Wind Energy Systems and Solar Energy Systems” as permitted accessory structures and uses to all zoning districts except the Town Commercial (TC) District.

On September 10, 2009, the Borough’s joint Planning and Zoning Board adopted a Sustainable Land Use Pledge, another recommendation from the Rural Sustainability Plan. The Pledge includes steps that the Planning and Zoning Board would take with regard to its land use decisions with the intent on making the Borough a truly sustainable community. These steps include:

1. Take sustainable land use considerations into account when locating municipal facilities;
2. Provide housing variety, including affordable housing, through zoning;
3. Preserve open space and create recreational opportunities and complete a Natural Resources Inventory;
4. Create transportation choices by considering all modes of transportation;
5. Provide a mix of compatible land uses through zoning;
6. Incorporate the principles of green design and renewable energy generation in site plan and subdivision requirements;
7. Reach out to planning boards in neighboring municipalities concerning land use decisions; and
8. Reevaluate parking requirements with the goal of limiting the amount of required parking and promoting shared parking.
9. Include these principles in the Master Plan and update the zoning ordinance accordingly.

Rural Sustainability Element Recommendations

The recommendations listed above from the 2009 Rural Sustainability Plan are still valid and are incorporated into this Master Plan. The Borough should focus on the following recommendations:

- 
1. As recommended in the [Conservation Element](#), the Borough should develop a site plan review checklist to be used in the site plan and subdivision approval process that incorporates green design and renewable energy generation in addition to conservation measures. The checklist would be included as part of the zoning ordinance of the Borough that addresses the site plan review procedures. The Planning and Zoning Board would then evaluate the extent to which conservation and sustainability measures have been incorporated into development proposals and site plans. The checklist would include such items as: orientation of the building; techniques used to reduce energy needs, including but not limited to, increased daylighting, energy efficient windows and HVAC systems, Energy Star Appliances, energy recovery systems and ventilation cooling, shading, alternative forms of energy; renewable and reused materials being used; the preservation of open lands, forest areas and agricultural lands; type of water resources that will be used and water conservation measures; and waste reduction measures.
 2. Adopt the revised Complete Streets Policy and Checklist located in [Appendix A](#). By adopting the revised Complete Streets Policy and Checklist, the Borough is ensuring that Step 4 in the Sustainable Land Use Pledge is being addressed.
 3. Seek a Silver Certification from Sustainable Jersey. The Borough already has a Bronze Certification and has implemented steps recommended in the Rural Sustainability Plan, such as adopting a Sustainable Land Use Pledge and forming a “Green Team” to guide the municipal effort. The Borough should also pursue the other recommendations, such as performing a municipal energy audit and adopting a water conservation ordinance. Sustainable Jersey provides a range of options on their website for which the Borough can generate points toward Silver Certification.
 4. Pursue the energy conservation initiatives recommended in the Rural Sustainability Plan such as: develop an energy efficient lighting exchange program; public education on turning out lights; encourage alternative fuel vehicles; develop a ride share database; anti-idling ordinance and enforcement. The New Jersey Board of Public Utility’s Clean Energy Program includes the Local Government Energy Audit (LGEA) Program, which allows local government agencies, state contracting agencies, public agencies, state colleges and universities, and select non-profit agencies to examine their facilities and see how they can improve their energy use. In addition, NJDEP’s It Pay\$ to Plug Electric Vehicle Charging Grants Program provides grants of up to \$6,000 per charger to businesses, governments, non-profit organizations, and educational institutions to offset the cost to purchase and install electric vehicle charging stations that are open to the public. Examples include charging stations in downtown areas, public parking lots and garages, hotels, transit centers, leisure destinations, colleges and universities, retail parking areas, and public parks.

Section 8: Housing Element

Housing Objectives:

1. To comply with the New Jersey Fair Housing Act of 1985 by seeking a Judgement of Repose and Compliance in the Superior Court.
2. To preserve and promote a variety of housing types offering a range of affordability to meet the diverse needs and preferences of the Borough's different age groups, income levels, and lifestyles.
3. To ensure that new housing development is in character with existing historic land use patterns and with land use patterns recommended in the [Land Use Element](#).
4. To promote infill housing and rehabilitation of existing housing in the Downtown Core.
5. To promote the clustering of housing on sites with environmentally-sensitive areas and on sites lacking public infrastructure to retain open space, farmland, and the natural environment to the greatest extent feasible.

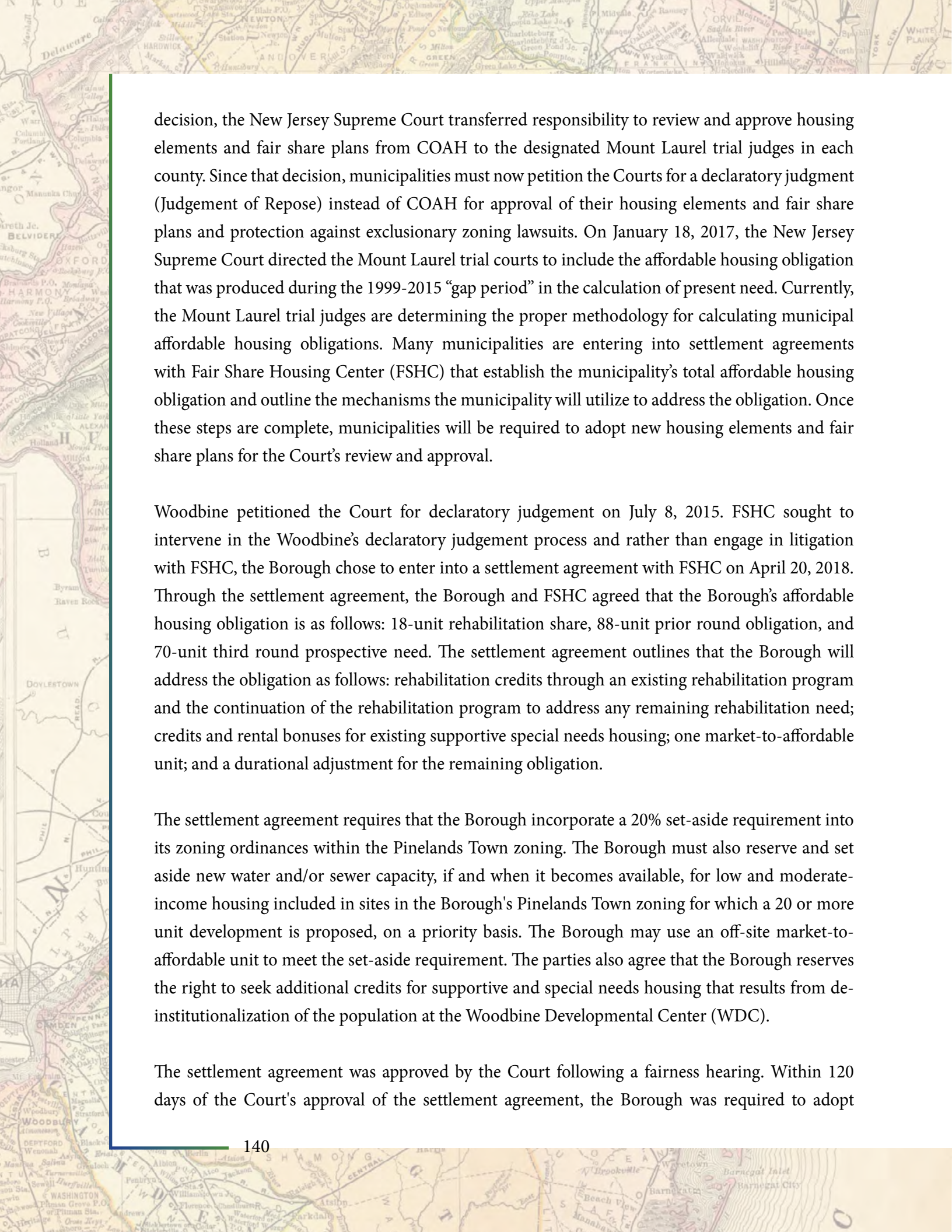
Introduction

The Borough's response to the obligation for affordable housing is on a different planning cycle than the remainder of the Master Plan. Woodbine's most current Housing Element and Fair Share Plan was adopted by the Borough on August 15, 2018 and is included in [Appendix D](#).

Affordable Housing Background

Woodbine prepared a first round Housing Element and Fair Share Plan but did not petition the Council on Affordable Housing (COAH) for first or second round substantive certification. On December 29, 2008, Woodbine petitioned COAH for third round substantive certification with a new Housing Element and Fair Share Plan dated December 11, 2008. Woodbine did not receive third round substantive certification before the September 26, 2013 New Jersey Supreme Court Decision (In re Adoption of N.J.A.C. 5:96 & 5:97 by New Jersey Council on Affordable Housing) upholding the Appellate Division's decision invalidating the 2008 third round affordable housing regulations published by COAH.

In response to COAH's inaction to adopt revised third round regulations, the New Jersey Supreme Court issued a ruling on March 10, 2015 that changed the way New Jersey municipalities were to comply with the constitutional requirement to provide their fair share of affordable housing. In that

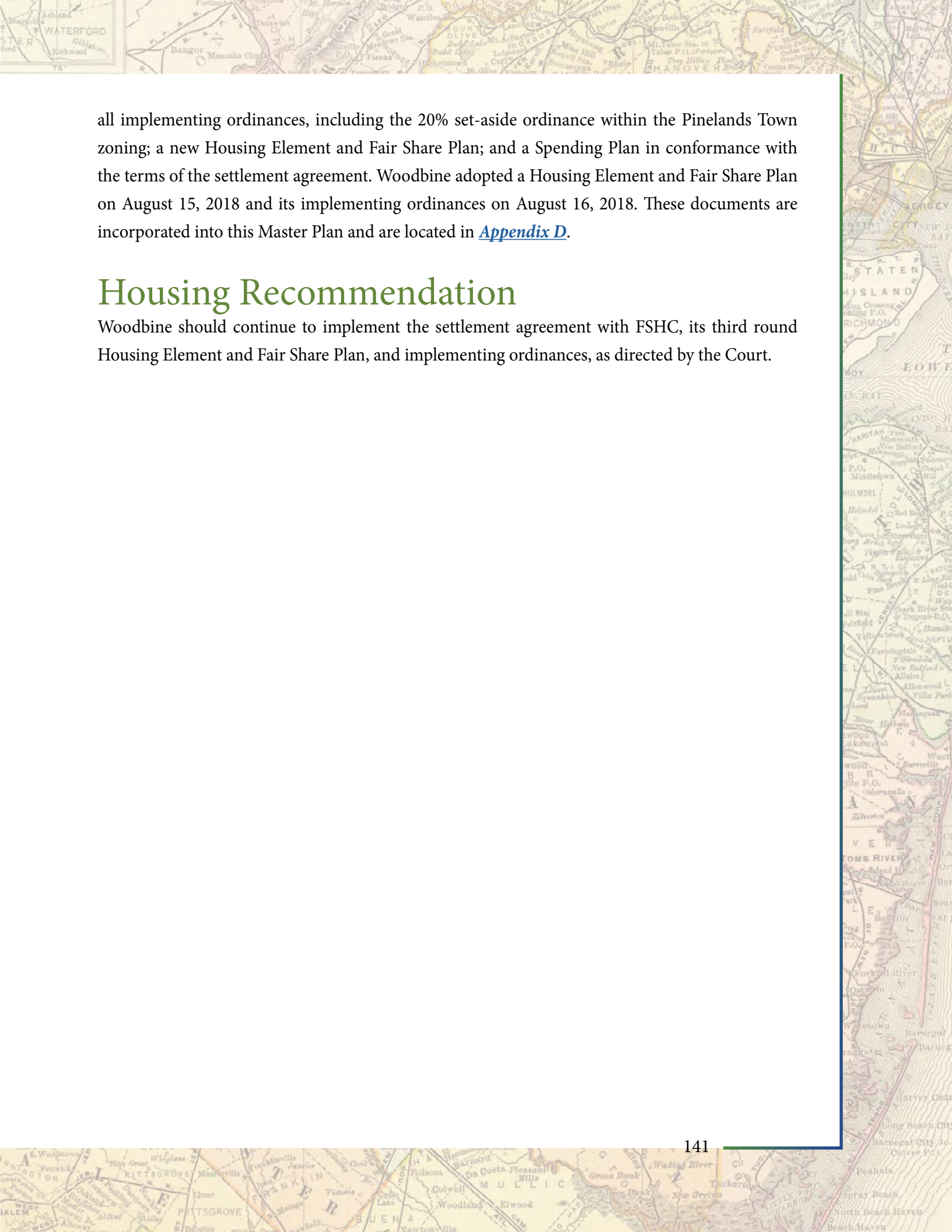


decision, the New Jersey Supreme Court transferred responsibility to review and approve housing elements and fair share plans from COAH to the designated Mount Laurel trial judges in each county. Since that decision, municipalities must now petition the Courts for a declaratory judgment (Judgement of Repose) instead of COAH for approval of their housing elements and fair share plans and protection against exclusionary zoning lawsuits. On January 18, 2017, the New Jersey Supreme Court directed the Mount Laurel trial courts to include the affordable housing obligation that was produced during the 1999-2015 “gap period” in the calculation of present need. Currently, the Mount Laurel trial judges are determining the proper methodology for calculating municipal affordable housing obligations. Many municipalities are entering into settlement agreements with Fair Share Housing Center (FSHC) that establish the municipality’s total affordable housing obligation and outline the mechanisms the municipality will utilize to address the obligation. Once these steps are complete, municipalities will be required to adopt new housing elements and fair share plans for the Court’s review and approval.

Woodbine petitioned the Court for declaratory judgement on July 8, 2015. FSHC sought to intervene in the Woodbine’s declaratory judgement process and rather than engage in litigation with FSHC, the Borough chose to enter into a settlement agreement with FSHC on April 20, 2018. Through the settlement agreement, the Borough and FSHC agreed that the Borough’s affordable housing obligation is as follows: 18-unit rehabilitation share, 88-unit prior round obligation, and 70-unit third round prospective need. The settlement agreement outlines that the Borough will address the obligation as follows: rehabilitation credits through an existing rehabilitation program and the continuation of the rehabilitation program to address any remaining rehabilitation need; credits and rental bonuses for existing supportive special needs housing; one market-to-affordable unit; and a durational adjustment for the remaining obligation.

The settlement agreement requires that the Borough incorporate a 20% set-aside requirement into its zoning ordinances within the Pinelands Town zoning. The Borough must also reserve and set aside new water and/or sewer capacity, if and when it becomes available, for low and moderate-income housing included in sites in the Borough’s Pinelands Town zoning for which a 20 or more unit development is proposed, on a priority basis. The Borough may use an off-site market-to-affordable unit to meet the set-aside requirement. The parties also agree that the Borough reserves the right to seek additional credits for supportive and special needs housing that results from de-institutionalization of the population at the Woodbine Developmental Center (WDC).

The settlement agreement was approved by the Court following a fairness hearing. Within 120 days of the Court’s approval of the settlement agreement, the Borough was required to adopt

A historical map of the region, showing various towns and geographical features. The map is detailed, with labels for numerous locations such as Waterford, Bangor, and various river crossings. The map is oriented with North at the top and shows a network of roads and waterways. The text is overlaid on the map, with a white background for the text area.

all implementing ordinances, including the 20% set-aside ordinance within the Pinelands Town zoning; a new Housing Element and Fair Share Plan; and a Spending Plan in conformance with the terms of the settlement agreement. Woodbine adopted a Housing Element and Fair Share Plan on August 15, 2018 and its implementing ordinances on August 16, 2018. These documents are incorporated into this Master Plan and are located in [Appendix D](#).

Housing Recommendation

Woodbine should continue to implement the settlement agreement with FSHC, its third round Housing Element and Fair Share Plan, and implementing ordinances, as directed by the Court.

Section 9: Consistency with Other State and Local Plans

The Municipal Land Use Law (MLUL) requires that municipalities look beyond their borders and evaluate their master plans in a regional context. Specifically, the MLUL requires in NJSA 40:55D-28.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.”

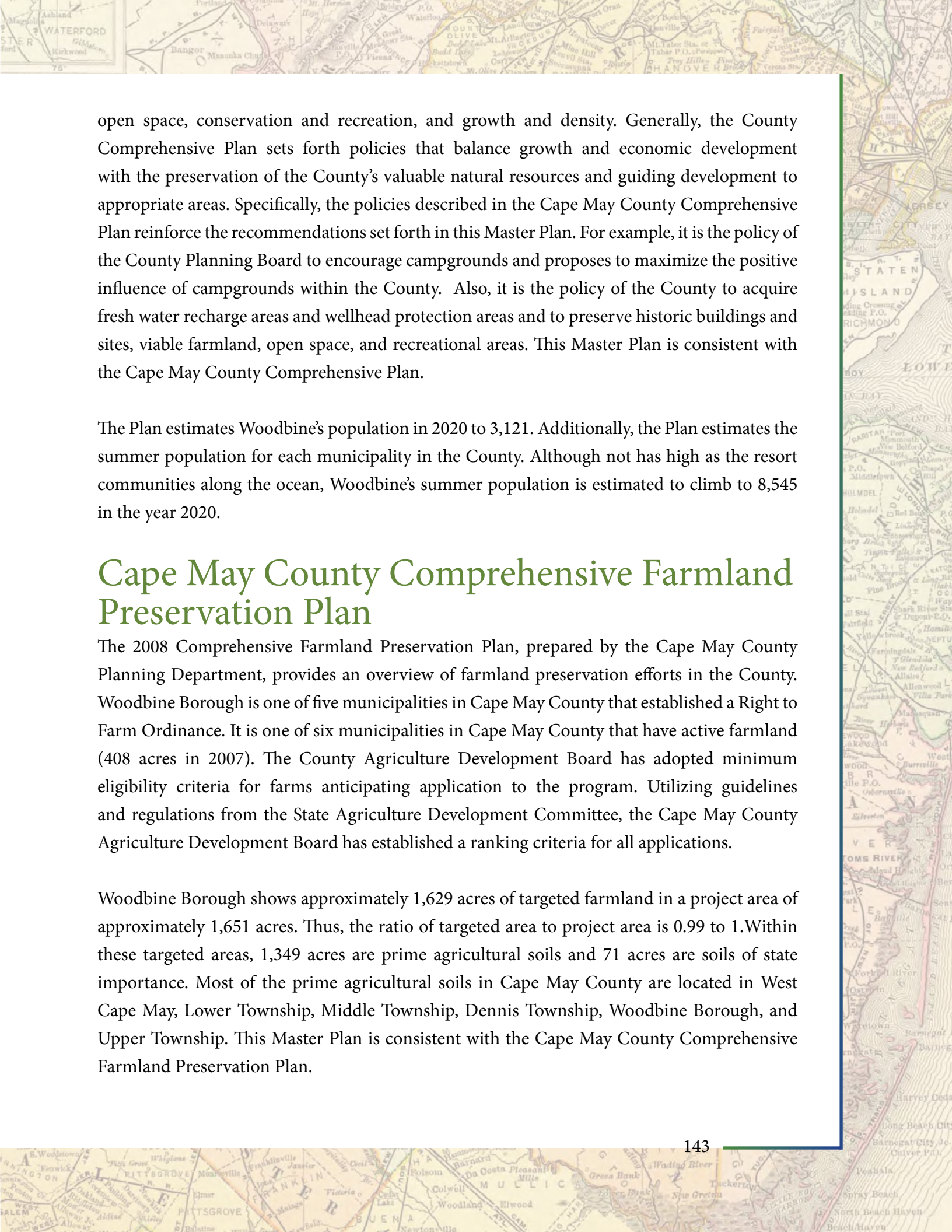
This section considers the relationship of this Master Plan with those of contiguous municipalities, Cape May County, and New Jersey.

State Development and Redevelopment Plan

The New Jersey State Development and Redevelopment Plan (SDRP) was first adopted in 1992 and updated in March 2001. The SDRP also includes a State Plan Policy Map, which divides the state into regions, known as Planning Areas, and includes specific goals for each area. There have been no significant revisions to the SDRP or State Plan Policy Map that would impact Woodbine since the Borough adopted its 1996 Master Plan. The SDRP has accepted the Pinelands Management Areas and incorporated them into the State Plan Policy Map. Since the majority of Woodbine is almost completely within the Pinelands Management Area, the SDRP “acknowledges the special statutory treatment accorded to the New Jersey Pinelands under the Pinelands Protection Act” and relies exclusively on the adopted plans and regulations of the Pinelands Commission to implement statewide goals and objectives in those Pinelands Management Areas. The SDRP categorizes the remaining area within the Pinelands National Reserve, but outside of the Pinelands Management Area, as an Environmentally-Sensitive (PA5) Planning Area, which are considered areas for limited growth. Woodbine’s Master Plan is consistent with the goals of the SDRP.

Cape May County Comprehensive Plan

The Cape May County Comprehensive Plan, last amended on February 15, 2005, sets forth policy statements for an array of planning topics, such as economic development, land use,



open space, conservation and recreation, and growth and density. Generally, the County Comprehensive Plan sets forth policies that balance growth and economic development with the preservation of the County’s valuable natural resources and guiding development to appropriate areas. Specifically, the policies described in the Cape May County Comprehensive Plan reinforce the recommendations set forth in this Master Plan. For example, it is the policy of the County Planning Board to encourage campgrounds and proposes to maximize the positive influence of campgrounds within the County. Also, it is the policy of the County to acquire fresh water recharge areas and wellhead protection areas and to preserve historic buildings and sites, viable farmland, open space, and recreational areas. This Master Plan is consistent with the Cape May County Comprehensive Plan.

The Plan estimates Woodbine’s population in 2020 to 3,121. Additionally, the Plan estimates the summer population for each municipality in the County. Although not as high as the resort communities along the ocean, Woodbine’s summer population is estimated to climb to 8,545 in the year 2020.

Cape May County Comprehensive Farmland Preservation Plan

The 2008 Comprehensive Farmland Preservation Plan, prepared by the Cape May County Planning Department, provides an overview of farmland preservation efforts in the County. Woodbine Borough is one of five municipalities in Cape May County that established a Right to Farm Ordinance. It is one of six municipalities in Cape May County that have active farmland (408 acres in 2007). The County Agriculture Development Board has adopted minimum eligibility criteria for farms anticipating application to the program. Utilizing guidelines and regulations from the State Agriculture Development Committee, the Cape May County Agriculture Development Board has established a ranking criteria for all applications.

Woodbine Borough shows approximately 1,629 acres of targeted farmland in a project area of approximately 1,651 acres. Thus, the ratio of targeted area to project area is 0.99 to 1. Within these targeted areas, 1,349 acres are prime agricultural soils and 71 acres are soils of state importance. Most of the prime agricultural soils in Cape May County are located in West Cape May, Lower Township, Middle Township, Dennis Township, Woodbine Borough, and Upper Township. This Master Plan is consistent with the Cape May County Comprehensive Farmland Preservation Plan.



Cape May County Hazard Mitigation Plan

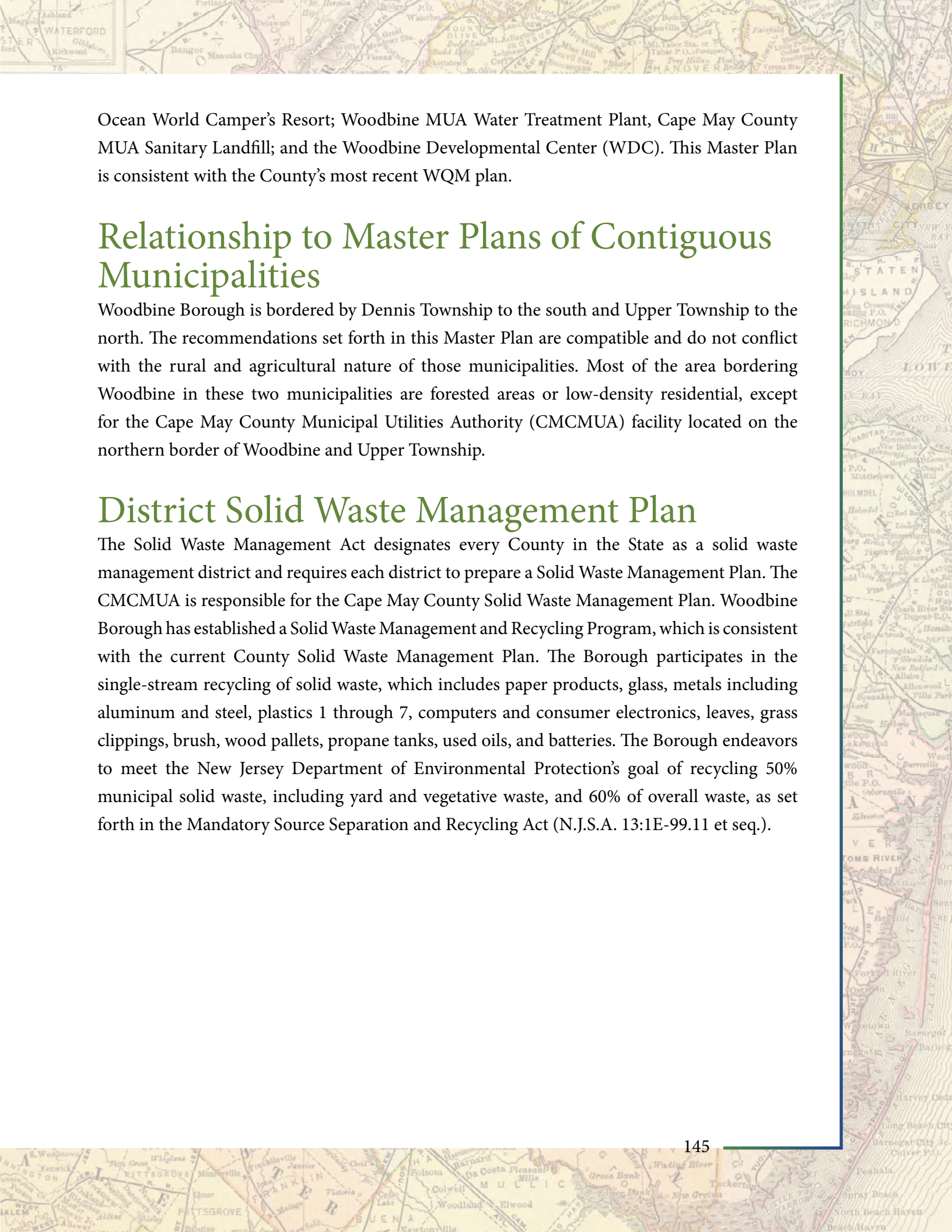
Due to its elevation and location on the mainland, coastal flooding and sea level rise are not high-risk events for Woodbine as they are for the barrier islands. In recent years, Hurricane Irene in August 2011 caused the highest level of damage and loss (in dollars) in Woodbine. Most of the development in Woodbine, including its critical facilities, are located outside the flood zone. The Borough has identified wildfires as the biggest hazard risk to Woodbine and its residents. Parts of County Route 550 (DeHirsch Avenue from Dennis Township to Washington Avenue) and County Route 557 (Washington Avenue from DeHirsch Avenue to Upper Township) are Cape May County Emergency Evacuation Routes. This Master Plan is consistent with the Cape May County Hazard Mitigation Plan.

Cape May County Transportation Plan

The Cape May County Transportation Plan was adopted by the Cape May County Planning Board in October 2000 as the transportation element of the County Comprehensive Plan and amended as recently as 2006. Several roads in Woodbine (County Routes 550, 557, 610, 611 and 638) are owned and maintained by Cape May County. Although the Plan does not list any road segments within Woodbine as “traffic congestion problem areas,” areas outside Woodbine, such as the unfinished N.J. Route 55 corridor, N.J. Route 47 and 347, do impact traffic within the Borough tangentially. However, the Plan does identify the intersection of County Route 610 and County Route 550 as a “high accident intersection.” The County is planning to reconstruct this intersection and the project is on the Transportation Improvement Plan (TIP). The Plan recognizes that “The issues of convenience and timing have always been problems for public transportation services in Cape May County, particularly in rural areas where ridership is insufficient to warrant regular service.” The Plan encourages public transportation in rural areas to reduce the dependence on the automobile. This Master Plan is consistent with the Cape May County Transportation Plan.

Cape May County Water Quality Management Plan

The County proposed amendments to the Cape May County Water Quality Management (WQM) Plan in 2013. The Plan shows the Town Area portion of Woodbine (essentially, west of County Route 610 and north of Calhoun Avenue) as a proposed sewer service area. Developments that discharge more than 2,000 gallons per day are also identified, which include: Carol Lynn Resorts; Woodbine Manor Apartments; Woodbine Municipal Airport;



Ocean World Camper's Resort; Woodbine MUA Water Treatment Plant, Cape May County MUA Sanitary Landfill; and the Woodbine Developmental Center (WDC). This Master Plan is consistent with the County's most recent WQM plan.

Relationship to Master Plans of Contiguous Municipalities

Woodbine Borough is bordered by Dennis Township to the south and Upper Township to the north. The recommendations set forth in this Master Plan are compatible and do not conflict with the rural and agricultural nature of those municipalities. Most of the area bordering Woodbine in these two municipalities are forested areas or low-density residential, except for the Cape May County Municipal Utilities Authority (CMCMUA) facility located on the northern border of Woodbine and Upper Township.

District Solid Waste Management Plan

The Solid Waste Management Act designates every County in the State as a solid waste management district and requires each district to prepare a Solid Waste Management Plan. The CMCMUA is responsible for the Cape May County Solid Waste Management Plan. Woodbine Borough has established a Solid Waste Management and Recycling Program, which is consistent with the current County Solid Waste Management Plan. The Borough participates in the single-stream recycling of solid waste, which includes paper products, glass, metals including aluminum and steel, plastics 1 through 7, computers and consumer electronics, leaves, grass clippings, brush, wood pallets, propane tanks, used oils, and batteries. The Borough endeavors to meet the New Jersey Department of Environmental Protection's goal of recycling 50% municipal solid waste, including yard and vegetative waste, and 60% of overall waste, as set forth in the Mandatory Source Separation and Recycling Act (N.J.S.A. 13:1E-99.11 et seq.).

Appendix A: Complete Streets Resolution, Policy, & Checklists

Borough of Woodbine

Resolution No. _____

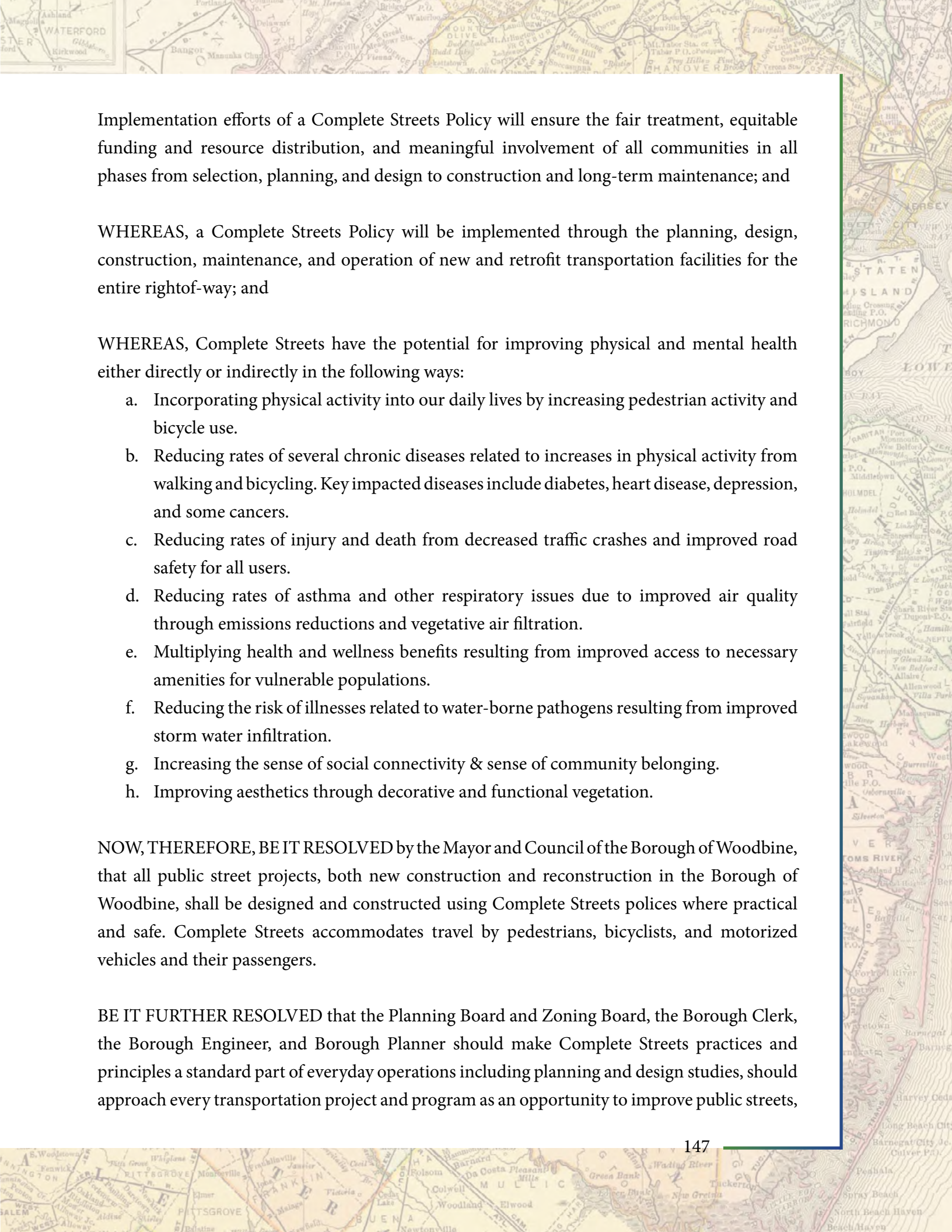
A RESOLUTION OF THE WOODBINE BOROUGH COUNCIL ESTABLISHING AND ADOPTING A COMPLETE STREETS POLICY

WHEREAS, the Borough of Woodbine ("Borough") is committed to creating street corridors that accommodate all road users of all ages and abilities for all trips; and

WHEREAS, a Complete Street is defined as a means of providing safe access for all users, including pedestrians, bicyclists, transit vehicle users, and motorists, by designing and operating a comprehensive, integrated, equitable, connected multi-modal network of transportation options; and

WHEREAS, the benefits of Complete Streets include i) improving safety for pedestrians, bicyclists, children, older citizens, families, non-drivers, the mobility-challenged and other non-vehicular users of the roadway, as well as those who cannot afford a motor vehicle or choose to live motor vehiclefree; ii) providing connections to bicycling and walking trip generators such as employment, schools, residential, recreation, transit, retail centers, public and civic facilities; iii) promoting healthy lifestyles and increasing social connectivity and sense of community belonging; iv) creating more livable and walkable communities; v) reducing traffic congestion and reliance on carbon fuels thereby reducing greenhouse gas emissions and improving air quality, water quality and storm water management; vi) saving money by incorporating sidewalks, on-streets bicycle facilities, safe and convenient crossings and transit amenities into the initial design of a project, thus sparing the expense of retrofits later; and vii) stimulating economic prosperity through enhanced access to local businesses, increased property values and employment, and private investment, especially in retail districts, downtowns and tourist areas, and

WHEREAS, the Mayor and Council fully support these initiatives and wish to reinforce their commitment to creating a balanced, flexible, comprehensive, integrated, connected street network that accommodates all road users of all ages and abilities and for all trips.



Implementation efforts of a Complete Streets Policy will ensure the fair treatment, equitable funding and resource distribution, and meaningful involvement of all communities in all phases from selection, planning, and design to construction and long-term maintenance; and

WHEREAS, a Complete Streets Policy will be implemented through the planning, design, construction, maintenance, and operation of new and retrofit transportation facilities for the entire right-of-way; and

WHEREAS, Complete Streets have the potential for improving physical and mental health either directly or indirectly in the following ways:

- a. Incorporating physical activity into our daily lives by increasing pedestrian activity and bicycle use.
- b. Reducing rates of several chronic diseases related to increases in physical activity from walking and bicycling. Key impacted diseases include diabetes, heart disease, depression, and some cancers.
- c. Reducing rates of injury and death from decreased traffic crashes and improved road safety for all users.
- d. Reducing rates of asthma and other respiratory issues due to improved air quality through emissions reductions and vegetative air filtration.
- e. Multiplying health and wellness benefits resulting from improved access to necessary amenities for vulnerable populations.
- f. Reducing the risk of illnesses related to water-borne pathogens resulting from improved storm water infiltration.
- g. Increasing the sense of social connectivity & sense of community belonging.
- h. Improving aesthetics through decorative and functional vegetation.

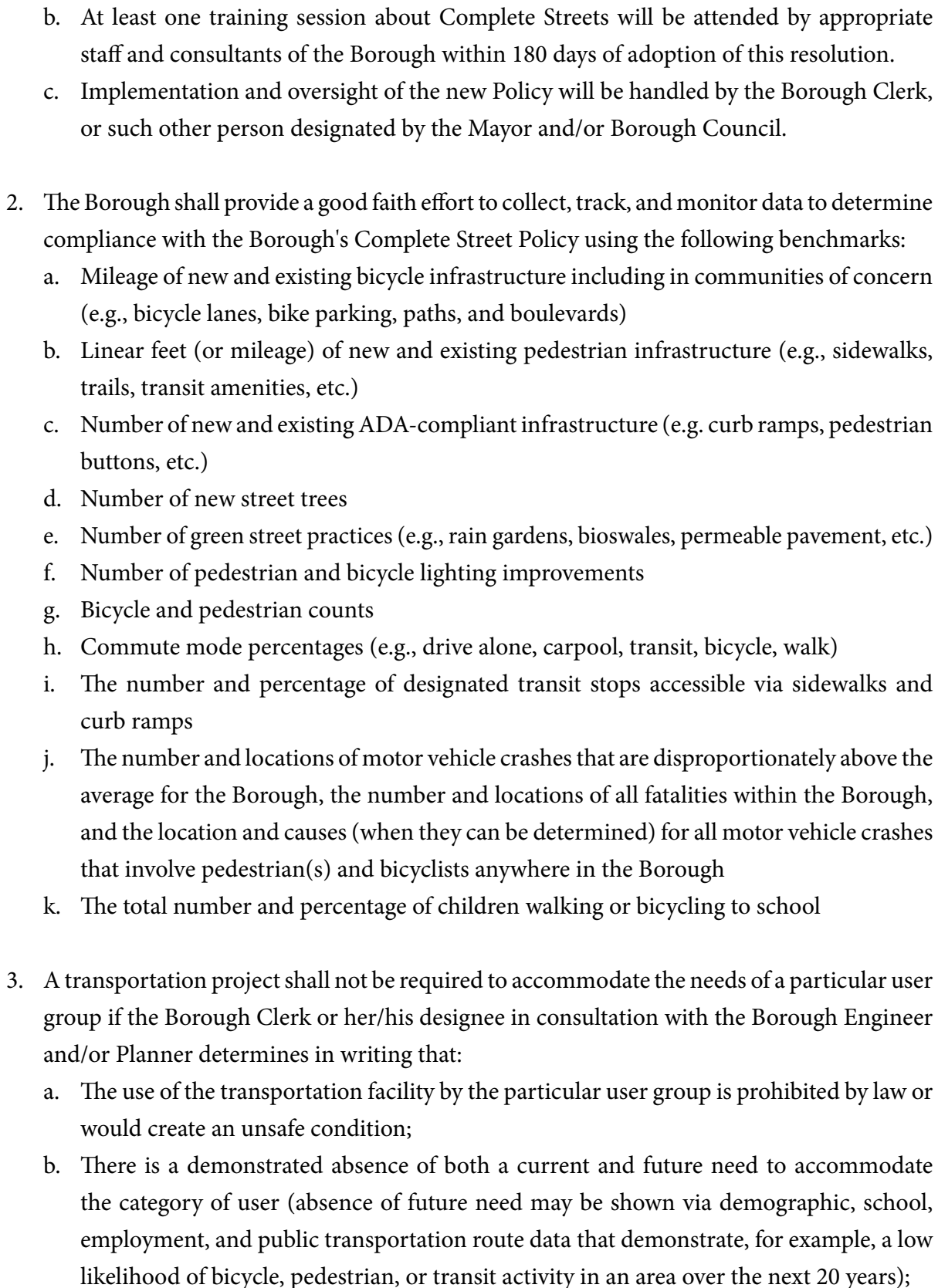
NOW, THEREFORE, BE IT RESOLVED by the Mayor and Council of the Borough of Woodbine, that all public street projects, both new construction and reconstruction in the Borough of Woodbine, shall be designed and constructed using Complete Streets polices where practical and safe. Complete Streets accommodates travel by pedestrians, bicyclists, and motorized vehicles and their passengers.

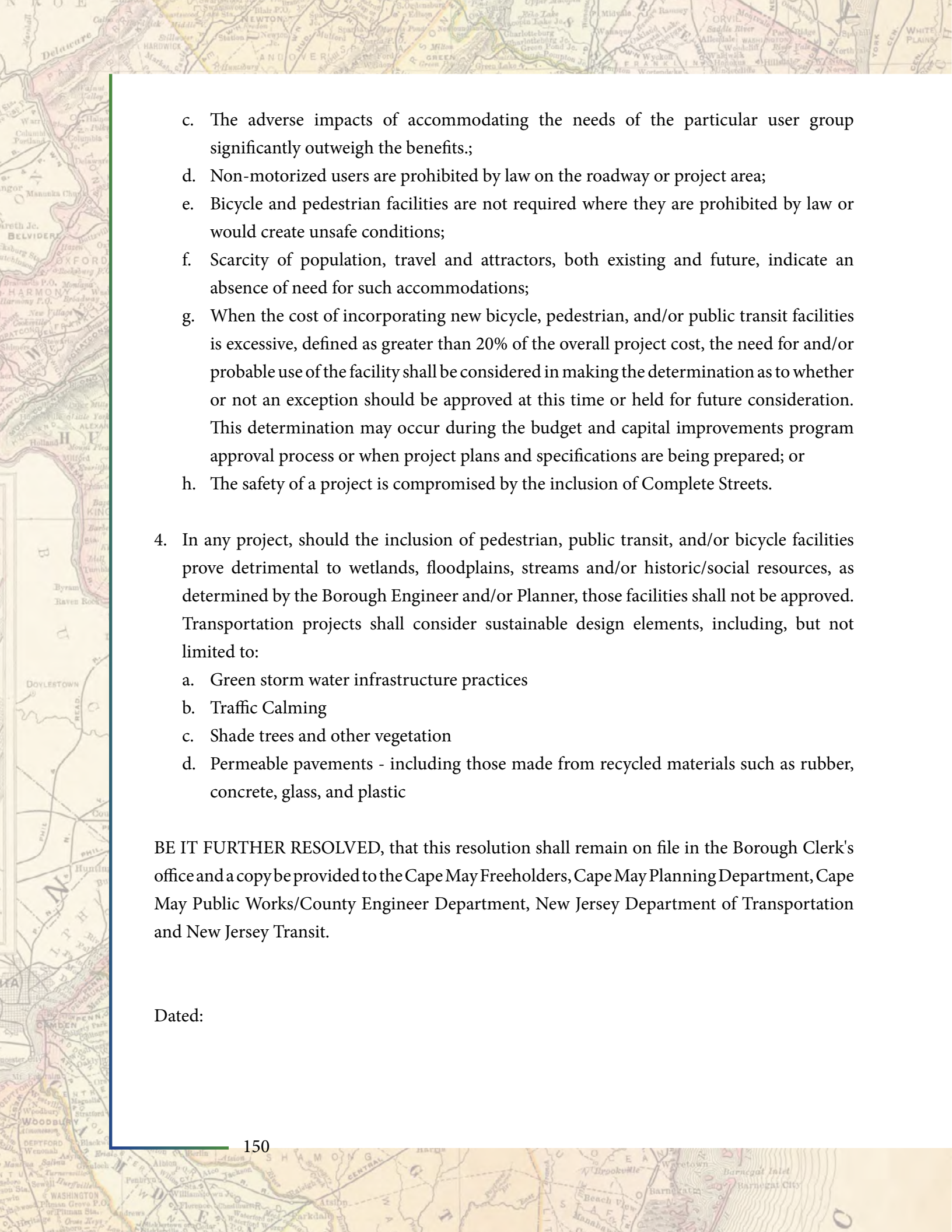
BE IT FURTHER RESOLVED that the Planning Board and Zoning Board, the Borough Clerk, the Borough Engineer, and Borough Planner should make Complete Streets practices and principles a standard part of everyday operations including planning and design studies, should approach every transportation project and program as an opportunity to improve public streets,

public health, and the transportation network in the Borough for all users, and should work in coordination with other departments, agencies, and jurisdictions including public health to achieve robust Complete Streets; and

BE IT FURTHER RESOLVED that the Complete Streets Policy as set forth above shall be implemented where practical and safe as follows:

- a. All Borough streets shall be designed and constructed to include accommodations for pedestrians, bicyclists, public transit, and motorists. Complete Streets shall accommodate users of all ages and abilities.
 - b. Recognizing the inter-connected multi-modal network of the street grid, the Borough will work with Cape May County and state agencies through existing planning efforts to ensure Complete Streets principles are incorporated in a context sensitive manner.
 - c. While Complete Streets principles are context sensitive, these features should be considered during the design, planning, maintenance, and operations phases and incorporate changes into some retrofit and reconstruction projects. Municipal Departments shall reference current editions and best practices of New Jersey Roadway Design Manual; the AASHTO Guide for the Development of Bicycle Facilities; AASHTO Guide for the Planning, Design and Operation of Pedestrian Facilities; the Manual of Uniform Traffic Control Devices; the NACTO Urban Bikeway Design Guide and other design criteria as necessary, striving to balance all needs, when repaving or reconstructing streets.
 - d. The Planning Board and Zoning Board, along with their respective planning and engineering professionals and the Borough Clerk, shall incorporate this Complete Streets Policy into its reviews and recommendations of major site plan and development/redevelopment projects; that all initial planning and designing studies, environmental reviews and other project reviews for projects requiring funding or approval by the Borough should (a) evaluate the effect of the proposed project on safe travel by all users, and (b) identify measures to mitigate any adverse impacts on such travel that are identified.
1. To facilitate timely implementation of the Complete Streets Policy, the following steps shall be taken: Within two years of the effective date of this Policy, the Borough shall inventory, audit, and modify its procedures, policies, documents, training programs, performance measures and other guidance documents. This includes, but is not limited to funding, planning, design, operating, and maintaining transportation infrastructure.
 - a. A memorandum outlining this new Policy will be distributed to all department heads and appropriate consultants within 90 days of adoption of this resolution outlining this formalized Policy.

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- b. At least one training session about Complete Streets will be attended by appropriate staff and consultants of the Borough within 180 days of adoption of this resolution.
 - c. Implementation and oversight of the new Policy will be handled by the Borough Clerk, or such other person designated by the Mayor and/or Borough Council.
 2. The Borough shall provide a good faith effort to collect, track, and monitor data to determine compliance with the Borough's Complete Street Policy using the following benchmarks:
 - a. Mileage of new and existing bicycle infrastructure including in communities of concern (e.g., bicycle lanes, bike parking, paths, and boulevards)
 - b. Linear feet (or mileage) of new and existing pedestrian infrastructure (e.g., sidewalks, trails, transit amenities, etc.)
 - c. Number of new and existing ADA-compliant infrastructure (e.g. curb ramps, pedestrian buttons, etc.)
 - d. Number of new street trees
 - e. Number of green street practices (e.g., rain gardens, bioswales, permeable pavement, etc.)
 - f. Number of pedestrian and bicycle lighting improvements
 - g. Bicycle and pedestrian counts
 - h. Commute mode percentages (e.g., drive alone, carpool, transit, bicycle, walk)
 - i. The number and percentage of designated transit stops accessible via sidewalks and curb ramps
 - j. The number and locations of motor vehicle crashes that are disproportionately above the average for the Borough, the number and locations of all fatalities within the Borough, and the location and causes (when they can be determined) for all motor vehicle crashes that involve pedestrian(s) and bicyclists anywhere in the Borough
 - k. The total number and percentage of children walking or bicycling to school
 3. A transportation project shall not be required to accommodate the needs of a particular user group if the Borough Clerk or her/his designee in consultation with the Borough Engineer and/or Planner determines in writing that:
 - a. The use of the transportation facility by the particular user group is prohibited by law or would create an unsafe condition;
 - b. There is a demonstrated absence of both a current and future need to accommodate the category of user (absence of future need may be shown via demographic, school, employment, and public transportation route data that demonstrate, for example, a low likelihood of bicycle, pedestrian, or transit activity in an area over the next 20 years);

- 
- A background map showing parts of Delaware and New Jersey. The map includes various towns, roads, and geographical features. Labels like 'Delaware', 'NEWTON', 'OXFORD', 'DOYLESTOWN', 'WOODBURY', and 'WASHINGTON' are visible. The map is oriented with North at the top.
- c. The adverse impacts of accommodating the needs of the particular user group significantly outweigh the benefits.;
 - d. Non-motorized users are prohibited by law on the roadway or project area;
 - e. Bicycle and pedestrian facilities are not required where they are prohibited by law or would create unsafe conditions;
 - f. Scarcity of population, travel and attractors, both existing and future, indicate an absence of need for such accommodations;
 - g. When the cost of incorporating new bicycle, pedestrian, and/or public transit facilities is excessive, defined as greater than 20% of the overall project cost, the need for and/or probable use of the facility shall be considered in making the determination as to whether or not an exception should be approved at this time or held for future consideration. This determination may occur during the budget and capital improvements program approval process or when project plans and specifications are being prepared; or
 - h. The safety of a project is compromised by the inclusion of Complete Streets.
4. In any project, should the inclusion of pedestrian, public transit, and/or bicycle facilities prove detrimental to wetlands, floodplains, streams and/or historic/social resources, as determined by the Borough Engineer and/or Planner, those facilities shall not be approved. Transportation projects shall consider sustainable design elements, including, but not limited to:
- a. Green storm water infrastructure practices
 - b. Traffic Calming
 - c. Shade trees and other vegetation
 - d. Permeable pavements - including those made from recycled materials such as rubber, concrete, glass, and plastic

BE IT FURTHER RESOLVED, that this resolution shall remain on file in the Borough Clerk's office and a copy be provided to the Cape May Freeholders, Cape May Planning Department, Cape May Public Works/County Engineer Department, New Jersey Department of Transportation and New Jersey Transit.

Dated:

A background map of the Woodbine, NJ area, showing streets, landmarks, and geographical features. The map is partially obscured by a green border on the right side.

Woodbine Borough, Cape May County NJ Complete Streets Policy

Introduction

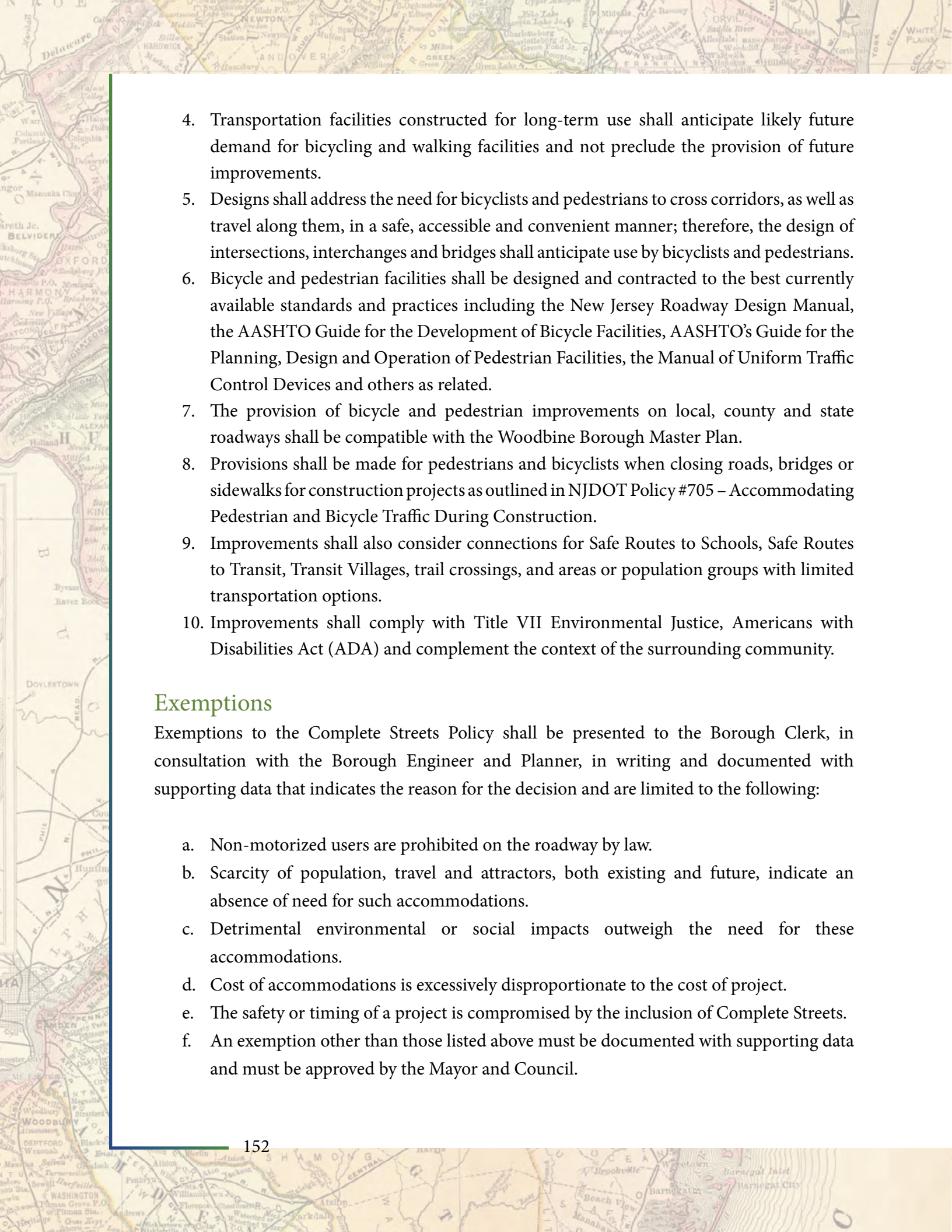
A Complete Street is defined as a means to provide safe access for all users by designing and operating a comprehensive, integrated, connected multi-modal network of transportation options. The benefits of Complete Streets include improving safety for pedestrians, bicyclists, children, older citizens, non-drivers, and the mobility challenged as well as those that cannot afford a car or choose to live car-free; providing connections to bicycling and walking trip generators such as employment, education, residential, recreation, retail centers and public facilities; promoting healthy lifestyles; creating more livable communities, reducing traffic congestion and reliance on carbon-based fuels thereby reducing greenhouse gas emissions; and saving money by incorporating sidewalks, on-street bike facilities, safe crossings, and transit amenities into the initial design of a project, thus sparing the expense of retrofits later.

Complete Streets Policy

Woodbine's Complete Streets Policy promotes a comprehensive, integrated, and connected multi-modal transportation network by providing connections to bicycling and walking trip generators such as employment, education, residential, recreational and public facilities, as well as retail and transit centers. The Policy is built around ten (10) main goals and a Project Checklist to address pedestrian, bicyclist, and transit accommodations with the presumption that they shall be included in each transportation and land use project that utilizes public funds, unless supporting documentation against inclusion is provided and found to be justifiable.

As adopted by the Mayor and Borough Council, Woodbine's Complete Streets Policy encompasses the following goals:

1. Create a comprehensive, integrated, connected multi-modal transportation network by facilitating connection to bicycling and walking trip generators such as employment, education, residential, recreational and public facilities, as well as retail and transit centers.
2. Provide safe and accessible accommodations for existing and future pedestrian, bicycle, and transit facilities.
3. Develop an established procedure (the Checklist) for Borough officials to evaluate transportation projects, major site plan reviews and redevelopment plans, and to ensure that adequate consideration of bicycle, pedestrian, and transit needs are incorporated into the planning, design, construction, and maintenance of projects. The Checklist shall also be applied to resurfacing projects.

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- A background map showing parts of Delaware and Maryland. The map includes various towns, roads, and geographical features. Labels like 'Delaware', 'Maryland', 'Dover', 'Wilmington', 'New Castle', 'Kent County', 'Sussex County', 'Kenton County', 'Washington County', 'Kent County', 'Sussex County', 'Kenton County', 'Washington County', 'Kent County', 'Sussex County', 'Kenton County', 'Washington County' are visible. The map is oriented with North at the top.
4. Transportation facilities constructed for long-term use shall anticipate likely future demand for bicycling and walking facilities and not preclude the provision of future improvements.
 5. Designs shall address the need for bicyclists and pedestrians to cross corridors, as well as travel along them, in a safe, accessible and convenient manner; therefore, the design of intersections, interchanges and bridges shall anticipate use by bicyclists and pedestrians.
 6. Bicycle and pedestrian facilities shall be designed and contracted to the best currently available standards and practices including the New Jersey Roadway Design Manual, the AASHTO Guide for the Development of Bicycle Facilities, AASHTO's Guide for the Planning, Design and Operation of Pedestrian Facilities, the Manual of Uniform Traffic Control Devices and others as related.
 7. The provision of bicycle and pedestrian improvements on local, county and state roadways shall be compatible with the Woodbine Borough Master Plan.
 8. Provisions shall be made for pedestrians and bicyclists when closing roads, bridges or sidewalks for construction projects as outlined in NJDOT Policy #705 – Accommodating Pedestrian and Bicycle Traffic During Construction.
 9. Improvements shall also consider connections for Safe Routes to Schools, Safe Routes to Transit, Transit Villages, trail crossings, and areas or population groups with limited transportation options.
 10. Improvements shall comply with Title VII Environmental Justice, Americans with Disabilities Act (ADA) and complement the context of the surrounding community.

Exemptions

Exemptions to the Complete Streets Policy shall be presented to the Borough Clerk, in consultation with the Borough Engineer and Planner, in writing and documented with supporting data that indicates the reason for the decision and are limited to the following:

- a. Non-motorized users are prohibited on the roadway by law.
- b. Scarcity of population, travel and attractors, both existing and future, indicate an absence of need for such accommodations.
- c. Detrimental environmental or social impacts outweigh the need for these accommodations.
- d. Cost of accommodations is excessively disproportionate to the cost of project.
- e. The safety or timing of a project is compromised by the inclusion of Complete Streets.
- f. An exemption other than those listed above must be documented with supporting data and must be approved by the Mayor and Council.



Complete Streets Checklist

The following checklist is an accompaniment to Woodbine's Complete Streets Policy and has been developed to assist in project planning, design, and development of proposed alternatives, as well as construction and maintenance of publicly funded projects in adherence to the Policy. The Checklist also includes provisions for evaluation of Planning Board, Zoning Board, and redevelopment applications.

Being in compliance with the Policy means that Project Managers and designers plan for, design, and construct all transportation projects to provide appropriate accommodation for bicyclists, pedestrians, and transit users on Woodbine's roadways, including local, county and state roads. It includes people of all ages and abilities. The checklist applies to all roadway and development projects that include public funds, and is intended for use on projects during the earliest stages of the Concept Development or Preliminary Engineering Phase so that any pedestrian or bicycle considerations are included in the project budget. Evaluation of privately funded transportation and land use projects should consider the incorporation of complete streets facilities, though strict adherence to the Policy is not required.

The Project Manager is responsible for completing the checklist and must work with the Designer to ensure that the checklist has been completed prior to advancement of a project to Final Design.

Using the Complete Streets Checklist

When completing the checklist, a brief description is required for each "Item to be Addressed" as a means to document that the item has been considered and can include supporting documentation. The Checklist shall be applied to all new publicly funded transportation and land use projects with the exception of:

- Sidewalk repairs
- Bicycle facility roadway markings, striping or signage
- Installation of bike racks or street furniture
- Installation of ADA curb ramps

Concept Development Checklist

Instructions:

For each box checked, please provide a brief description for how the item is addressed, not addressed or not applicable and include documentation to support your answer.

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Existing Bicycle, Pedestrian and Transit Accommodations</i>	Are there accommodations for bicyclists, pedestrians (including ADA compliance) and transit users included on or crossing the current facility? Examples include (but are not limited to): Sidewalks, public seating, bike racks, and transit shelters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Existing Bicycle and Pedestrian Operations</i>	Has the existing bicycle and pedestrian suitability or level of service on the current transportation facility been identified?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Have the bicycle and pedestrian conditions within the study area, including pedestrian and/or bicyclist treatments, volumes, important connections and lighting been identified?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Do bicyclists/pedestrians regularly use the transportation facility for commuting or recreation?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are there physical or perceived impediments to bicyclist or pedestrian use of the transportation facility?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Is there a higher than normal incidence of bicyclist/pedestrian crashes within the study area?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Existing Bicycle and Pedestrian Operations (continued)</i>	Have the existing volumes of pedestrian and/or bicyclist crossing activity at intersections including midblock and nighttime crossing been collected/ provided?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Existing Transit Operations</i>	Are there existing transit facilities within the study area, including bus and train stops/stations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Is the transportation facility on a transit route?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are there existing or proposed bicycle racks, shelters, or parking available at this transit stations? Are there bike racks on buses that travel along the facility?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Traffic Calming Measures</i>	What percentage of traffic exceeds the posted speed limit?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are there any existing traffic calming measures, including neck-downs, shoulder striping, midblock crosswalks, speed humps or tables, raised crosswalks, etc?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Is the speed limit adequately signed?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Existing Motor Vehicle Operations</i>	Are there existing concerns within the study area, regarding motor vehicle safety, traffic volumes/ congestion or access?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Existing Truck/ Freight Operations</i>	Are there existing concerns within the study area, regarding truck/freight safety, volumes, or access?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Existing Access and Mobility</i>	Are there any existing access or mobility considerations, including ADA compliance?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are there any schools, hospitals, senior care facilities, educational buildings, community centers, residences or businesses of persons with disabilities within or proximate to the study area?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Land Usage</i>	Have you identified the predominant land uses and densities within the study area, including any historic districts or special zoning districts?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Is the transportation facility in a high-density land use area that has pedestrian/bicycle/motor vehicle and transit traffic?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Major Sites</i>	Have you identified the major sites, destinations, and trip generators within or proximate to the study area, including prominent landmarks, employment centers, recreation, commercial, cultural and civic institutions, and public spaces?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Existing Streetscape</i>	Are there existing street trees, planters, buffer strips, or other environmental enhancements such as drainage swales within the study area?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Existing Plans</i>	<p>Are there any comprehensive planning documents that address bicyclist, pedestrian or transit user conditions within or proximate to the study area?</p> <p>Examples include (but are not limited to):</p> <ul style="list-style-type: none"> • SRTS Travel Plans • Municipal or County Master or Redevelopment Plan • Local, County and Statewide Bicycle and Pedestrian Plans • Sidewalk Inventories • MPO Transportation Plan • NJDOT Designated Transit Village 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Borough Planner Sign-Off

Statement of Compliance	YES	NO	If NO, Please Describe Why (refer to Exemptions Clause)
The plan or roadway improvement accommodates bicyclists and pedestrians as set forth in Woodbine's Complete Streets Policy.	<input type="checkbox"/>	<input type="checkbox"/>	



Preliminary Engineering Checklist

Instructions:

For each box checked, please provide a brief description for how the item is addressed, not addressed or not applicable and include documentation to support your answer.

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<p><i>Existing Bicycle, Pedestrian and Transit Accommodations</i></p>	<p>Does the proposed project design include accommodations for bicyclists?</p> <p>Examples include (but are not limited to):</p> <p>Bicycle facilities: bicycle path; bicycle lane; bicycle route; bicycle boulevard; wide outside lanes or improved shoulders; bicycle actuation at signals (loop detectors and stencil or other means); signs, signals and pavement markings specifically related to bicycle operation on roadways or shared- use facilities (Sharrows); bicycle safe inlet grates</p> <p>Bicycle amenities: Call boxes (for trail or bridge projects); drinking fountains (also for trail projects); secure long-term bicycle parking (e.g., for commuters and residents); and secure short term bicycle parking.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<p><i>Existing Bicycle, Pedestrian and Transit Accommodations (continued)</i></p>	<p>Does the proposed project design address accommodations for pedestrians?</p> <p>Examples include (but are not limited to):</p> <p>Pedestrian facilities: Sidewalks (preferably on both sides of the street); mid-block crosswalks; striped crosswalks; geometric modifications to reduce crossing distances such as curb extensions (bulb-outs); pedestrian-actuated traffic signals such as High Intensity Activated Crosswalk Beacons, Rapid Rectangular Flashing Beacons; dedicated pedestrian phase; pedestrian signal heads and pushbuttons; pedestrian signs for crossing and way-finding, lead pedestrian intervals; high visibility crosswalks (e.g., ladder or zebra); pedestrian-level lighting; in-road warning lights; pedestrian safety fencing; pedestrian detection system; pedestrian overpass/underpass; and median safety islands for roadways with (two or more traffic lanes in each direction).</p> <p>Pedestrian amenities: Shade trees; public seating; drinking fountains</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	<p>Have you coordinated with the corresponding transit authority to accommodate transit users in the project design?</p> <p>Transit facilities: Transit shelters, bus turnouts</p> <p>Transit amenities: public seating, signage, maps, schedules, trash and recycling receptacles</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Bicyclist and Pedestrian Operations</i>	Does the proposed design consider the desired future bicyclist and walking conditions within the project area including safety, volumes, comfort and convenience of movement, important walking and/or bicycling connections, and the quality of the walking environment and/or availability of bicycle parking?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Transit Operations</i>	Does the proposed design address the desired/ anticipated future transit conditions within the project area, including bus routes and operations and transit station access support transit usage and users?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Motor Vehicle Operations</i>	Does the proposed design address the desired future motor vehicle conditions within the project area, including volumes, access, important motor vehicle connections, appropriateness of motor vehicle traffic to the particular street (e.g., local versus through traffic) and the reduction of the negative impacts of motor vehicle traffic?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Neighborhood Traffic</i>	Does the proposed design incorporate traffic calming measures to address excessive motor vehicle speeds and/or neighborhood cut through traffic?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Truck/Freight Operations</i>	Does the proposed design address the desired future truck conditions within the project area, including truck routes, volumes, access, mobility and the reduction of the negative impacts of truck traffic?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Access and Mobility</i>	<p>Does the proposed design address accommodations for those with access or mobility challenges such as the disabled, elderly, and children, including ADA compliance?</p> <p>Examples include (but are not limited to):</p> <p>Curb ramps, including detectable warning surface; accessible signal actuation; adequate sidewalk or paved path (length & width or linear feet); acceptable slope and cross-slope (particularly for driveway ramps over sidewalks, over crossings and trails); and adequate green signal crossing time</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Land Usage</i>	<p>Is the proposed design compatible with the predominant land uses and densities within the project area, including any historic districts or special zoning districts?</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Major Sites</i>	<p>Can the proposed design support the major sites, destinations, and trip generators within or proximate to the project area, including prominent landmarks, commercial, cultural and civic institutions, and public spaces?</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Streetscape</i>	<p>Does the proposed design include landscaping, street trees, planters, buffer strips, or other environmental enhancements such as drainage swales?</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<p><i>Design Standards or Guidelines</i></p>	<p>Does the proposed design follow all applicable design standards or guidelines appropriate for bicycle and/or pedestrian facilities?</p> <p>Examples include (but are not limited to):</p> <p>American Association of State Highway and Transportation Officials (AASHTO) - A Policy on Geometric Design of Highway and Streets, Guide for the Development of Bicycle Facilities, Guide for the Planning, Design, and Operation of Pedestrian Facilities; Public Right-of-Way Accessibility Guide (PROWAG); Manual on Uniform Traffic Control Devices (MUTCD); Americans with Disabilities Act Accessibility Guidelines (ADAAG); National Association of City Transportation Officials (NACTO) - Urban Bikeway Design Guide; Urban Streets Stormwater Guide; New Jersey Department of Transportation (NJDOT) - Bicycle Compatible Roadways & Bikeways Planning and Design Guidelines, Pedestrian Planning and Design Guidelines, Complete Streets Design Guide. Rutgers University - Green Infrastructure Guidance Manual. ITE - Designing Walkable Urban Thoroughfares</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Borough Engineer Sign-Off

Statement of Compliance	YES	NO	If NO, Please Describe Why (refer to Exemptions Clause)
The Approved Project Plan accommodates bicyclists and pedestrians as set forth in Woodbine's Complete Streets Policy.	<input type="checkbox"/>	<input type="checkbox"/>	

Construction Checklist

The purpose of this section is to ensure that project sponsors are maintaining adequate access for all users during the construction of their project, which may be done via keeping some facilities open for traffic or via providing clear detour routes.

Instructions:

For each box checked, please provide a brief description for how the item is addressed, not addressed or not applicable and include documentation to support your answer.

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Maintenance of Traffic</i>	During construction, will safe access be maintained for all users, including pedestrians, bicyclists, transit users, and delivery vehicles?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Detours</i>	Will detour routes for all users on site or nearby be provided and clearly marked, including advanced warning signs?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Construction Official Sign-Off

Statement of Compliance	YES	NO	If NO, Please Describe Why (refer to Exemptions Clause)
The construction maintenance of traffic plan accommodates bicyclists and pedestrians as set forth in Woodbine's Complete Streets Policy.	<input type="checkbox"/>	<input type="checkbox"/>	

Maintenance Checklist

Instructions:

For each box checked, please provide a brief description for how the item is addressed, not addressed or not applicable and include documentation to support your answer.

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Street Cleaning</i>	Does the street cleaning include the shoulder or roadway to the curb?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are the sidewalks cleaned on a regular basis?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Snow Removal</i>	Does snow plowing block push snow into crosswalks, blocking clear access?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Does the Borough shovel out crosswalks or enforce residential requirements to clean snow from the crosswalk right of way?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Public Works Sign-Off

Statement of Compliance	YES	NO	If NO, Please Describe Why (refer to Exemptions Clause)
The Borough's roadway maintenance and snow removal plan/policies accommodates bicyclists and pedestrians as set forth in Woodbine's Complete Streets Policy.	<input type="checkbox"/>	<input type="checkbox"/>	

Planning Board, Zoning Board & Redevelopment Checklist

Instructions:

The Planning Board, Zoning Board & Redevelopment Checklist should be applied to all major applications and redevelopment projects that include commercial, retail, office and multi-family residential land uses. This checklist is intended to inform board members and professionals as to how well the proposed plans accommodate pedestrians, bicyclists and handicapped persons.

For each box checked, please provide a brief description for how the item is addressed, not addressed or not applicable and include documentation to support your answer.

Item to be Addressed	Checklist Consideration	YES	NO	N/A	Required Description
<i>Existing Bicycle and Pedestrian Accommodations</i>	Will bicyclists or pedestrians regularly access the property?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Are there accommodations for bicyclists and pedestrians at or within close proximity to the site? Examples include: bicycle parking, changing rooms, sidewalks, ADA ramps, etc.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Handicap Accessible</i>	Does the property accommodate handicapped (including visually impaired) persons?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Borough/Board Planning Consultant Sign-Off

Statement of Compliance	YES	NO	If NO, Please Describe Why (refer to Exemptions Clause)
The proposed site plan accommodates bicyclists and pedestrians as set forth in Woodbine's Complete Streets Policy.	<input type="checkbox"/>	<input type="checkbox"/>	

Appendix B: List of Parcels Owned by the Borough of Woodbine

List of Parcels Owned by the Borough of Woodbine

Block	Lot	Property Address	Parcel Size (Acres)	Status/Use
3	1	174 WEBSTER ST	0.29	VACANT LAND
3	7	725 GARFIELD AVE	0.25	VACANT LAND
3	9	714 GARFIELD AVE	0.27	VACANT LAND
3	10	713 GARFIELD AVE	0.27	VACANT LAND
3	14	101 CLAY ST	0.31	VACANT LAND
3	15	105 CLAY SY	0.27	VACANT LAND
4	5	104 CLAY ST	0.23	VACANT (FORECLOSURE)
4	6	100 CLAY ST	0.29	VACANT LAND
4	7	625 GARFIELD AVE	0.27	VACANT LAND
4	8	621 GARFIELD AVE	0.27	VACANT LAND
4	9	617 GARFIELD AVE	0.27	VACANT LAND
4	10	613 GARFIELD AVE	0.29	VACANT LAND
4	13	101 FRANKLIN ST	0.30	VACANT LAND
4	14	105 FRANKLIN ST	0.26	VACANT LAND
6	5	205 CLAY ST	0.25	VACANT LAND
6	6	209 CLAY ST	0.18	VACANT LAND
6	11	734 LINCOLN AVE	0.18	VACANT LAND
7	12	208 CLAY ST	0.17	VACANT LAND
7	17	630 LINCOLN AVE	0.18	VACANT LAND
12	2	729 JACKSON AVE	0.18	TAX LIEN FORECLOSURE
17	14	630 ADAMS AVE	0.08	VACANT LAND
20	1	108 LONGFELLOW ST	4.52	VACANT LAND
22	2	209 LONGFELLOW ST	3.48	VACANT LAND
23	1	208 LONGFELLOW ST	4.46	VACANT LAND
24	7	309 DEHIRSCH AVE	0.36	VACANT LAND

Block	Lot	Property Address	Parcel Size (Acres)	Status/Use
24	14	529 LINCOLN AVE	0.05	VACANT LAND
25	2	421 LINCOLN AVE	1.06	VACANT LAND
25	3	305 LONGFELLOW ST	0.60	VACANT LAND
25	11	312 DEHIRSCH AVE	0.34	VACANT LAND
26	11		2.39	
30	6	501 WASHINGTON AVE	0.85	BOROUGH HALL
30	8	513 DEHIRSCH AVE	0.19	VOL AMB CORPS
30	9	517-521 DEHIRSCH AVE	0.34	VOL FIRE COMPANY
30	15	540-544 ADAMS AVE	0.16	VACANT LAND
33	1	109 LOWELL ST	4.40	VACANT LAND
34	1	108 LOWELL ST	1.73	VACANT LAND
35	1	209 LOWELL ST	4.30	VACANT LAND
36	1	208 LOWELL ST	2.80	VACANT LAND
37	5	18 MARTINTOWN RD	2.62	VACANT LAND
39	1	309 LOWELL ST	4.45	VACANT LAND
40	1	308 LOWELL ST	3.83	VACANT LAND
42	1	12 WASHINGTON AVE	10.58	VACANT LAND
44	8		0.28	
46	4	201 WASHINGTON AVE	0.17	VACANT LAND
46	5	LOWELL ST	0.26	VACANT LAND
47	1	129 WASHINGTPN AVE	3.16	VACANT LAND
47	2	113 WASHINGTON AVE	0.91	VACANT LAND
52	4	725 ADAMS AVE	0.17	VACANT LAND
52	14	705 CLAY ST	0.18	VACANT LAND
52	17	717 CLAY ST	0.39	VACANT LAND
53	4	625 ADAMS AVE	0.26	VACANT LAND
56	11	MADISON AVE	0.18	VACANT LAND
57	12	820 WEBSTER ST	0.26	VACANT LAND
58	6.01	809 FRANKLIN ST	1.64	POLICE STATION
60.01	2	909 CLAY ST	0.08	VACANT LAND
63	1	1000 CLAY ST	0.19	VACANT LAND
63	11	1004 CLAY ST	0.19	VACANT LAND
64	8.02	514 JEFFERSON AVE	0.19	VACANT LAND
65	1	608 DEHIRSCH AVE	3.02	VACANT LAND

Block	Lot	Property Address	Parcel Size (Acres)	Status/Use
65	2	413 ADAMS AVE	1.22	MUA WATER DEPT/ TOWER
65	3	LONGFELLOW ST	0.08	VACANT LAND
67	6	517 JEFFERSON AVE	0.36	VACANT LAND
69	4	313 JEFFERSON AVE	0.19	VACANT LAND
69	6	305 JEFFERSON AVE	0.28	VACANT LAND
69	11	308 MADISON AVE	0.35	VACANT LAND
70	1	808 FRANKLIN ST	2.14	PARK TOT LOT
71	3	401 MADISON AVE/406 MONRO	1.06	DPW/DAY CARE CTR
72	14	812 LONGFELLOW ST	0.74	COMMUNITY CENTER
75	1	1000 DEHIRSCH AVE	20.67	PUBLIC PARK
82	4	812 BRYANT ST	0.19	VACANT LAND
88	2	1468 WASHINGTON AVE	13.87	VACANT LAND
88	3	1420 WASHINGTON AVE	15.05	VACANT LAND
97	1	1469 WASHINGTON AVE	30.08	VACANT LAND
97	2	1421 WASHINGTON AVE	30.03	VACANT LAND
97	3	1001 BANCROFT AVE	30.18	VACANT LAND
97	4	1420 TYLER RD	5.92	VACANT LAND
98	1	1361 WASHINGTON AVE	14.67	VACANT LAND
98	6	1320 TYLER RD	6.09	VACANT LAND
98	10	1388 TYLER RD	0.40	VACANT LAND
98	12	1000 BANCROFT AVE	30.59	VACANT LAND
99	5		0.27	
105	2	121 CALHOUN AVE	15.34	VACANT LAND
105	3	148 HAMILTON AVE	18.90	VACANT LAND
108	1.01	1148 SUMNER AVE	24.79	VACANT LAND
111	11		7.17	
112	2	1145 KEARNEY AVE	28.60	VACANT LAND
113	1	KEARNEY AVE	23.72	VACANT LAND
114	1	1152 CALHOUN AVE	15.49	VACANT LAND
114	5	1221 FREMONT AVE	14.72	VACANT LAND
114	6	1269 FREMONT AVE	14.39	VACANT LAND
114	7	1120 FIDLER RD	18.78	VACANT LAND
114	12	1020 FIDLER RD	0.53	VACANT LAND

Block	Lot	Property Address	Parcel Size (Acres)	Status/Use
117	1	1049 FIDLER RD	109.17	VACANT LAND
118	1		0.78	
120	1		0.90	
121	2		2.75	
122	1		1.51	
122	2		2.21	
125	1	DEHIRSCH AVE - AIRPORT	674.14	AIRPORT
125	1.02	KENNEDY DRIVE	5.39	AIRPORT
125	1.03	DEHIRSCH AVE	10.05	AIRPORT
127	5	DEHIRSCH AVE	0.73	VACANT LAND
140	1.02	DEHIRSCH AVE	9.84	VACANT LAND
143	1.01	1557 DEHIRSCH AVE	2.44	AIRPORT
143	1.03	1557 DEHIRSCH AVE	2.69	AIRPORT

Appendix C: Municipal Stormwater Management Plan

RESOLUTION NO. 11-133-2006

AUTHORIZING THE ADOPTION OF A MUNICIPAL STORMWATER MANAGEMENT PLAN

WHEREAS, the Borough of Woodbine is in the process of completing the passage and implementation of ordinances providing for Stormwater Control Regulations and the incorporation of certain design and performance standards relating to a Borough Stormwater Management Plan for all Borough lands lying within the jurisdiction of the New Jersey Pinelands Commission as well as those lands subject to the Coastal Area Facilities Review Act (CAFRA); and

WHEREAS, a Municipal Stormwater Management Plan (MSWMP) has been prepared by the Office of the Borough's Engineer, a copy of which is attached hereto as Schedule "A" and is on file with the Borough Clerk's Office; and

WHEREAS, the MSWMP documents a strategy for the Borough of Woodbine to address stormwater related impacts and is required by N.J.A.C. 7:14A-25, Municipal Stormwater Regulations; and

WHEREAS, the subject MSWMP contains all of the required elements described in the Stormwater Management Rules N.J.A.C. 7:8 et seq., including provisions addressing groundwater recharge, stormwater quantity, stormwater quality impacts, stormwater design and performance standards for new major development which will minimize adverse impact of stormwater runoff on water quality, water quantity and groundwater recharge; provides for build-out analysis as well as the review and update of existing ordinances and planning documents and finally provides for mitigation strategies where development exemption of design and performance standards is sought; and

WHEREAS, adoption and implementation of the MSWMP will allow for the advancement and protection of public health, safety and welfare through proper design and operation of stormwater basin.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Council of the Borough of Woodbine, in the County of Cape May and State of New Jersey, as follows:

1. The statements of the preamble are incorporated herein by this reference.
2. The Municipal Stormwater Management Plan, attached hereto as Schedule "A", and as is on file with the Office of the Borough Clerk be and the same is hereby adopted as the Borough's strategy for addressing stormwater related impacts in conformance with State law and

Municipal Ordinances adopted or to be adopted in connection with the control and regulation of stormwater runoff and impacts in the Borough of Woodbine.


WILLIAM RIKOLYCKY, MAYOR

ATTESTED:


LISA GARRISON, CLERK

DATED: NOVEMBER 1, 2006

OFFERED BY: SCHWEIBINZ

SECONDED BY: MURRAY

ROLL CALL

AYES: ORTIZ, MURRAY, SADUK, SCHWEIBINZ, RODRIGUEZ


NAYS:

ABSTAIN:

ABSENT: SANFORD

STATE OF NEW JERSEY }
COUNTY OF CAPE MAY }

I hereby certify that the foregoing resolution
was duly adopted at a Council meeting of the
Borough Council on November 2, 2006


Lisa Garrison - Clerk

DATED: November 6, 2006



Municipal Stormwater Management Plan

Prepared For The
Borough of Woodbine
By
Van Note-Harvey Associates

2005
Amended October 19, 2006

VNH File No. 35316-210-21

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Introduction

This Municipal Stormwater Management Plan (MSWMP) documents the strategy for the Borough of Woodbine to address stormwater related impacts. The creation of this plan is required by N.J.A.C. 7:14A-25, Municipal Stormwater Regulations and contains all of the required elements described in N.J.A.C. 7:8 Stormwater Management Rules. The plan addresses groundwater recharge, stormwater quantity, and stormwater quality impacts by incorporating stormwater design and performance standards for new major development, defined as projects that disturb one or more acre of land. These standards are intended to minimize the adverse impact of stormwater runoff on water quality and water quantity and the loss of groundwater recharge that provides baseflow in receiving waterbodies. The plan describes long-term operation and maintenance measures for existing and future stormwater facilities.

A build-out analysis has been included in this plan based upon existing zoning and land available for development. The plan also addresses the review and update of existing ordinances, the Township Master Plan, and other planning documents to allow for project designs that include low impact development techniques. The final component of this plan is a mitigation strategy for when a variance or exemption of the design and performance standards is sought. As part of the mitigation section of the stormwater plan, specific stormwater management measures are identified to lessen the impact of existing development.

Goals

The goals of this MSWMP are to:

- Limit the possibility of flood damage, including damage to life and property;
- Minimize, to the extent practical, any increase in stormwater runoff from any new development;
- Reduce soil erosion from any development or construction project;
- Assure the adequacy of existing and proposed culverts and bridges, and other in-stream structures;
- Maintain groundwater recharge;
- Prevent to the greatest extent feasible an increase in non-point source pollution;
- Maintain the integrity of stream channels for their biological functions, and drainage;
- Minimize pollutants in stormwater runoff from new and existing development to restore, enhance and maintain the chemical, physical, and biological integrity of the waters of the state, to protect public health, to safeguard fish and aquatic life and scenic and ecological values, and to enhance the domestic, municipal, recreational, industrial, and other uses of water; and
- Protect public safety through the proper design and operation of stormwater basins.

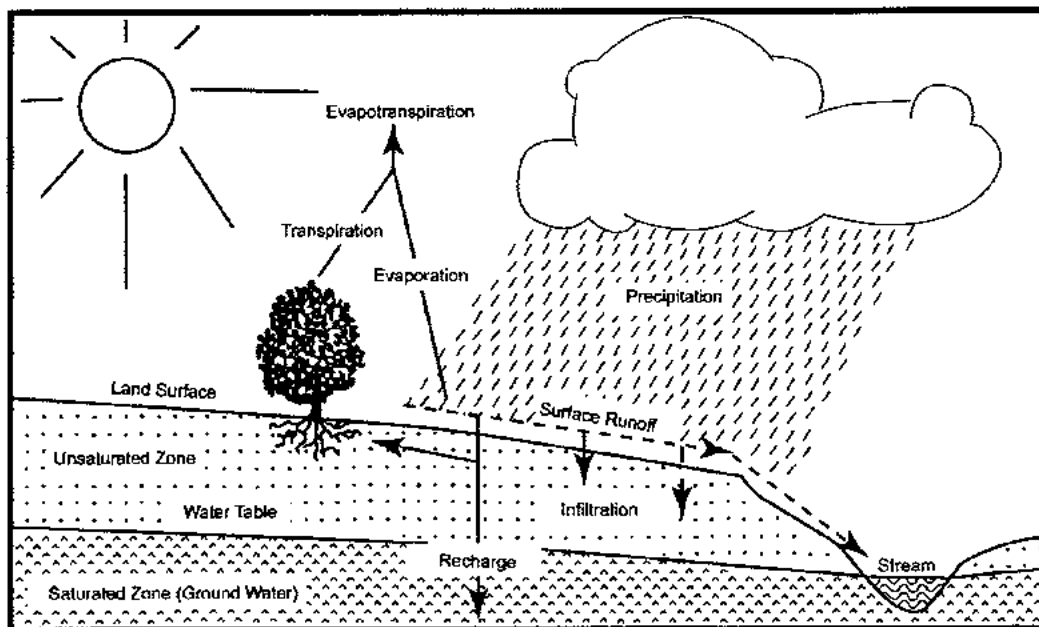
To achieve these goals, this plan outlines specific stormwater design and performance standards for new development. Additionally, the plan proposes stormwater management controls to address impacts from existing development. Preventative and corrective maintenance strategies are included in the plan to ensure long-term effectiveness of stormwater management

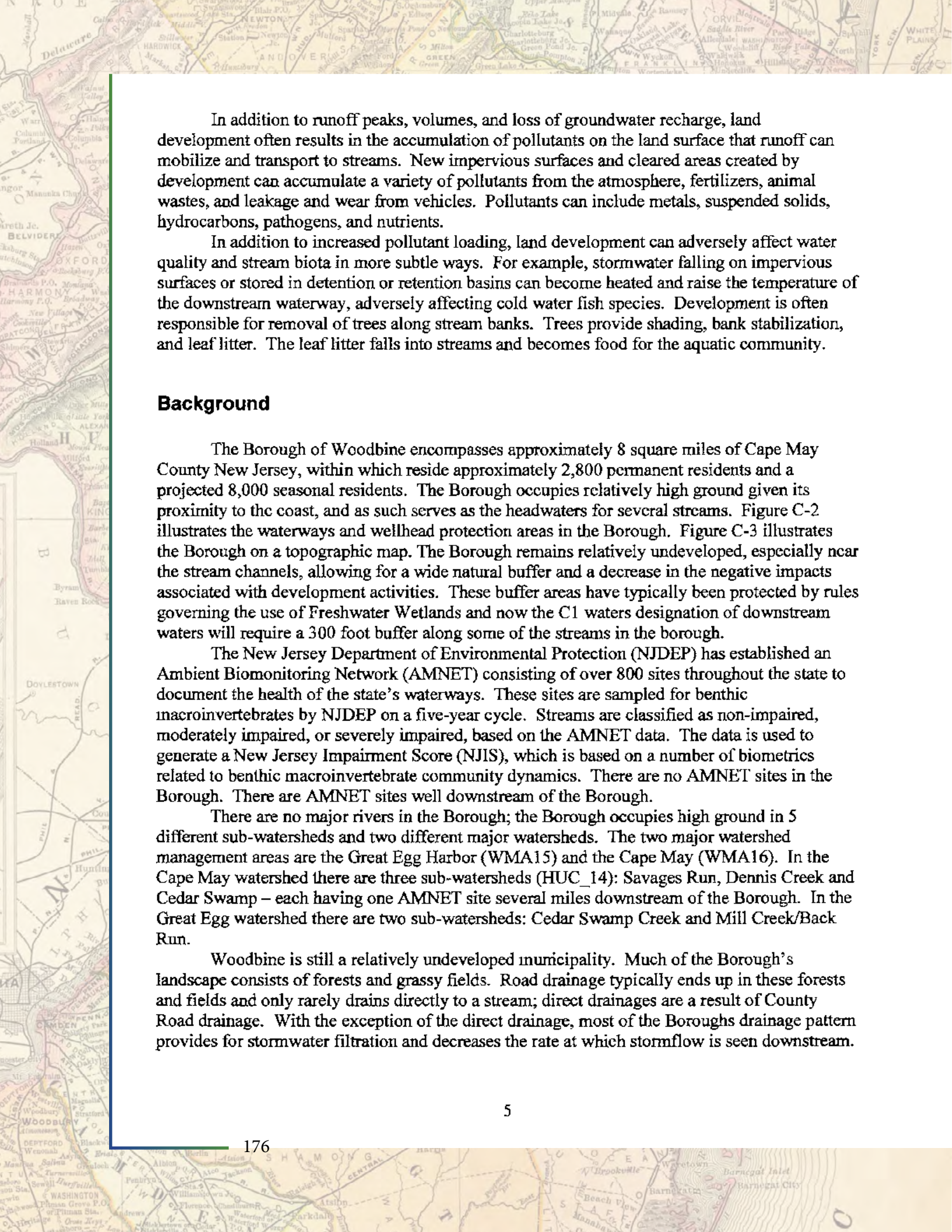
facilities. The plan also outlines safety standards for stormwater infrastructure to be implemented to protect public safety.

Stormwater Discussion

Land development can dramatically alter the hydrologic cycle (see figure C-1) of a site and, ultimately, an entire watershed. Prior to development, native vegetation can either directly intercept precipitation or draw that portion that has infiltrated into the ground and return it to the atmosphere through evapotranspiration. Development can remove this beneficial vegetation and replace it with lawn or impervious cover, reducing the site's evapotranspiration and infiltration rates. Clearing and grading a site can remove depressions that store rainfall. Construction activities also may compact the soil and diminish its infiltration ability, resulting in increased volumes and rates of stormwater runoff from a site. Impervious areas that are connected to each other through gutters, channels and storm sewers can transport runoff more quickly than natural areas. This shortening of the transport or travel time quickens the rainfall-runoff response of the drainage area, causing flow in downstream waterways to peak faster and higher than natural conditions. These increases can create new and aggravate existing downstream flooding and erosion problems and increase the quantity of sediment in the channel. Filtration of runoff and removal of pollutants by surface and channel vegetation is eliminated by storm sewers that discharge runoff directly into a stream. Increases in impervious area can also decrease opportunities for infiltration which, in turn, reduces stream base flow and groundwater recharge. Reduced base flows and increased peak flows produce greater fluctuations between normal and storm flow rates, which can increase channel erosion. Reduced base flows can also negatively impact the hydrology of adjacent wetlands and the health of biological communities that depend on base flows. Finally, erosion and sedimentation can destroy habitat from which some species cannot adapt.

Figure C-1: Groundwater recharge in the Hydrologic Cycle





In addition to runoff peaks, volumes, and loss of groundwater recharge, land development often results in the accumulation of pollutants on the land surface that runoff can mobilize and transport to streams. New impervious surfaces and cleared areas created by development can accumulate a variety of pollutants from the atmosphere, fertilizers, animal wastes, and leakage and wear from vehicles. Pollutants can include metals, suspended solids, hydrocarbons, pathogens, and nutrients.

In addition to increased pollutant loading, land development can adversely affect water quality and stream biota in more subtle ways. For example, stormwater falling on impervious surfaces or stored in detention or retention basins can become heated and raise the temperature of the downstream waterway, adversely affecting cold water fish species. Development is often responsible for removal of trees along stream banks. Trees provide shading, bank stabilization, and leaf litter. The leaf litter falls into streams and becomes food for the aquatic community.

Background

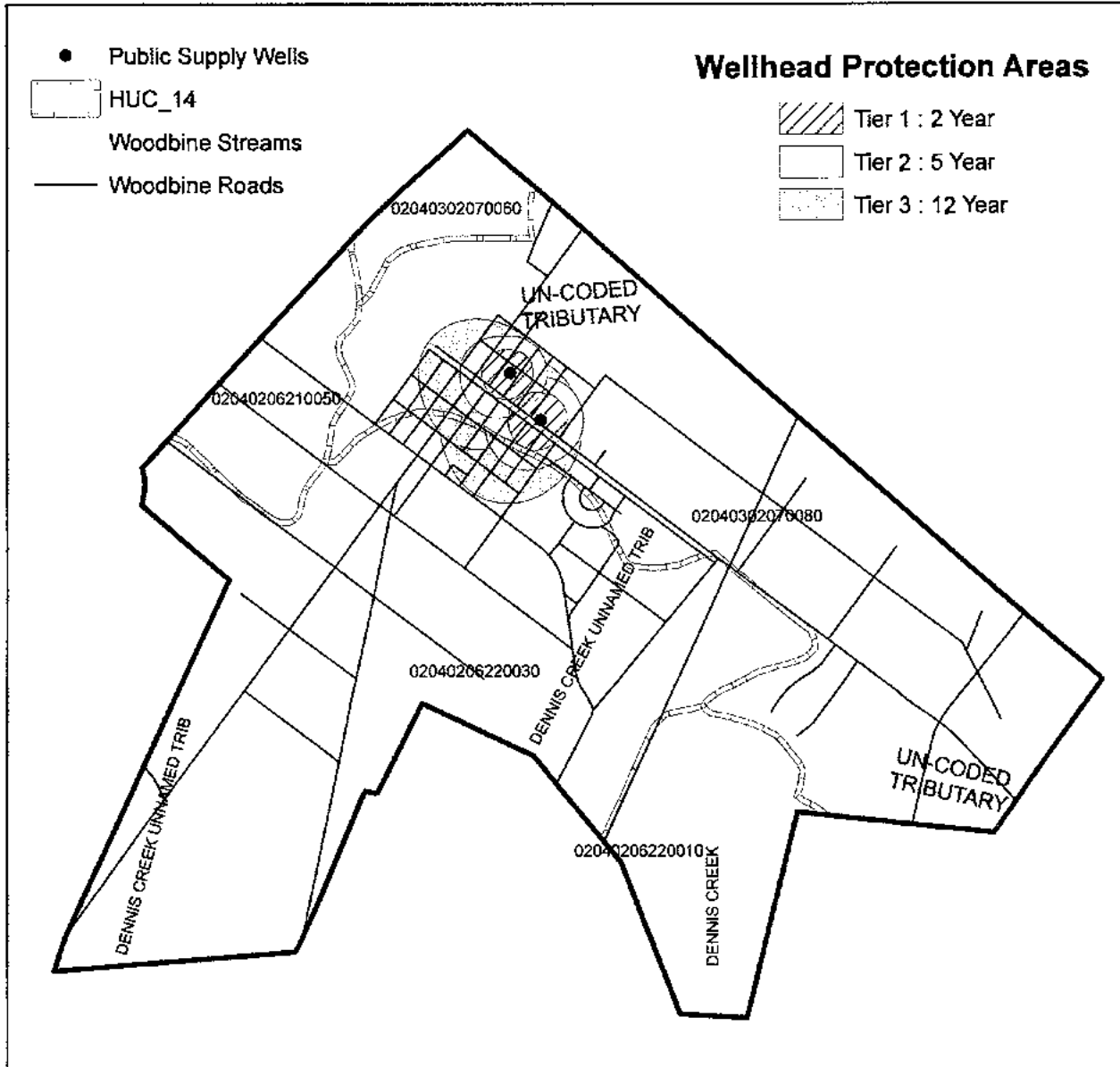
The Borough of Woodbine encompasses approximately 8 square miles of Cape May County New Jersey, within which reside approximately 2,800 permanent residents and a projected 8,000 seasonal residents. The Borough occupies relatively high ground given its proximity to the coast, and as such serves as the headwaters for several streams. Figure C-2 illustrates the waterways and wellhead protection areas in the Borough. Figure C-3 illustrates the Borough on a topographic map. The Borough remains relatively undeveloped, especially near the stream channels, allowing for a wide natural buffer and a decrease in the negative impacts associated with development activities. These buffer areas have typically been protected by rules governing the use of Freshwater Wetlands and now the C1 waters designation of downstream waters will require a 300 foot buffer along some of the streams in the borough.

The New Jersey Department of Environmental Protection (NJDEP) has established an Ambient Biomonitoring Network (AMNET) consisting of over 800 sites throughout the state to document the health of the state's waterways. These sites are sampled for benthic macroinvertebrates by NJDEP on a five-year cycle. Streams are classified as non-impaired, moderately impaired, or severely impaired, based on the AMNET data. The data is used to generate a New Jersey Impairment Score (NJIS), which is based on a number of biometrics related to benthic macroinvertebrate community dynamics. There are no AMNET sites in the Borough. There are AMNET sites well downstream of the Borough.

There are no major rivers in the Borough; the Borough occupies high ground in 5 different sub-watersheds and two different major watersheds. The two major watershed management areas are the Great Egg Harbor (WMA15) and the Cape May (WMA16). In the Cape May watershed there are three sub-watersheds (HUC_14): Savages Run, Dennis Creek and Cedar Swamp – each having one AMNET site several miles downstream of the Borough. In the Great Egg watershed there are two sub-watersheds: Cedar Swamp Creek and Mill Creek/Back Run.

Woodbine is still a relatively undeveloped municipality. Much of the Borough's landscape consists of forests and grassy fields. Road drainage typically ends up in these forests and fields and only rarely drains directly to a stream; direct drainages are a result of County Road drainage. With the exception of the direct drainage, most of the Boroughs drainage pattern provides for stormwater filtration and decreases the rate at which stormflow is seen downstream.

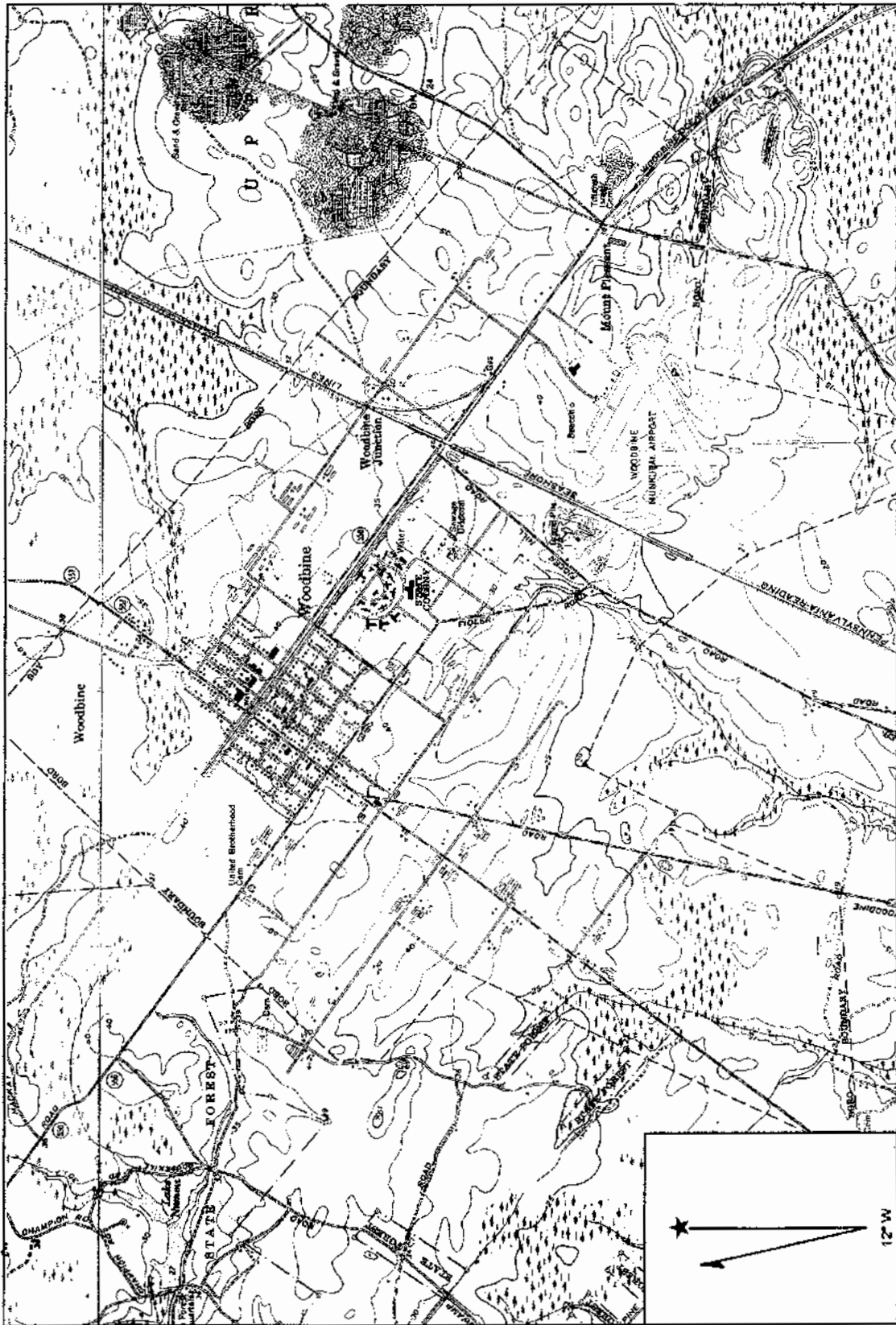
Figure C-2: Woodbine and Its Waterways



4,700 2,350 0 4,700

Feet



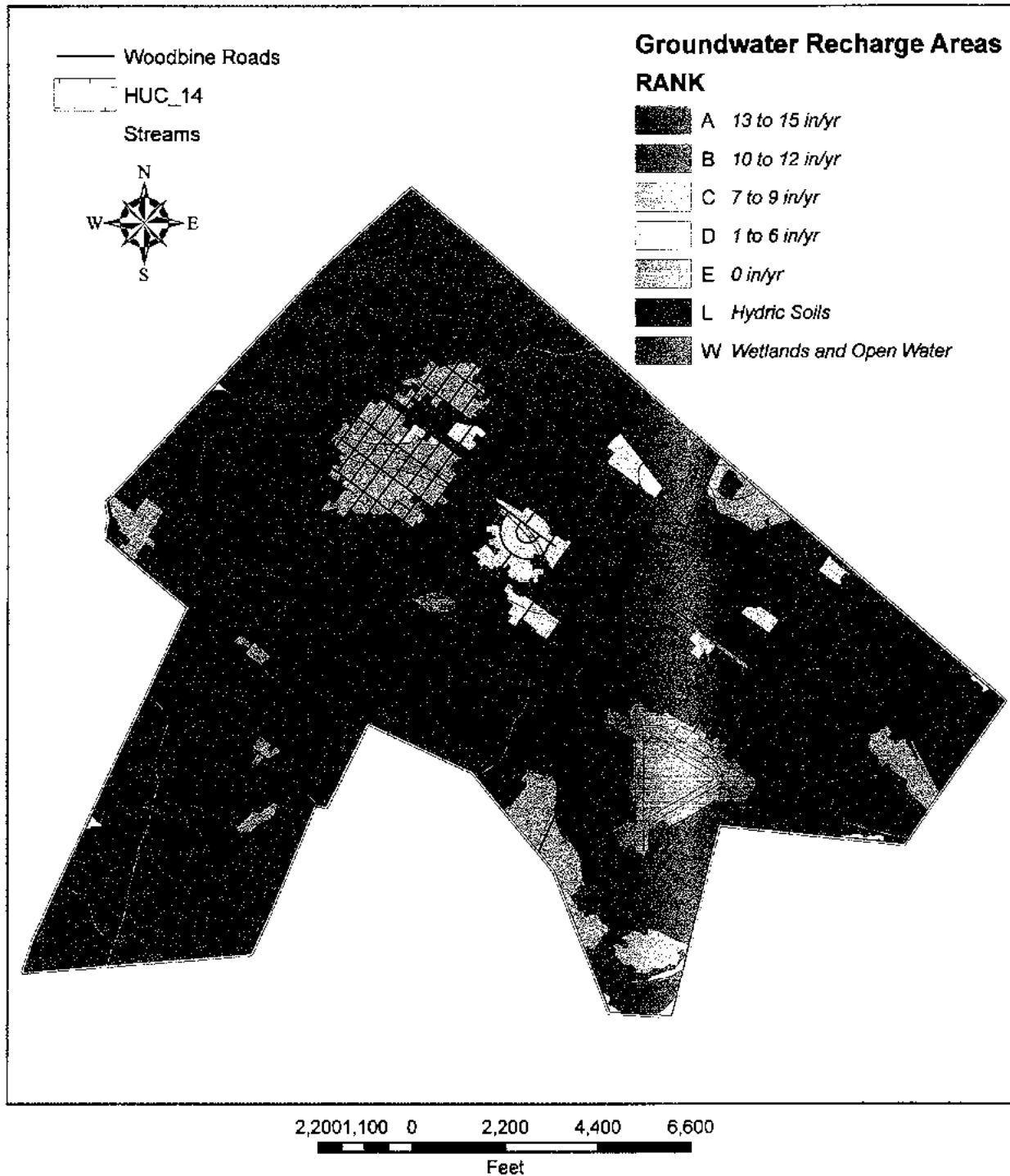


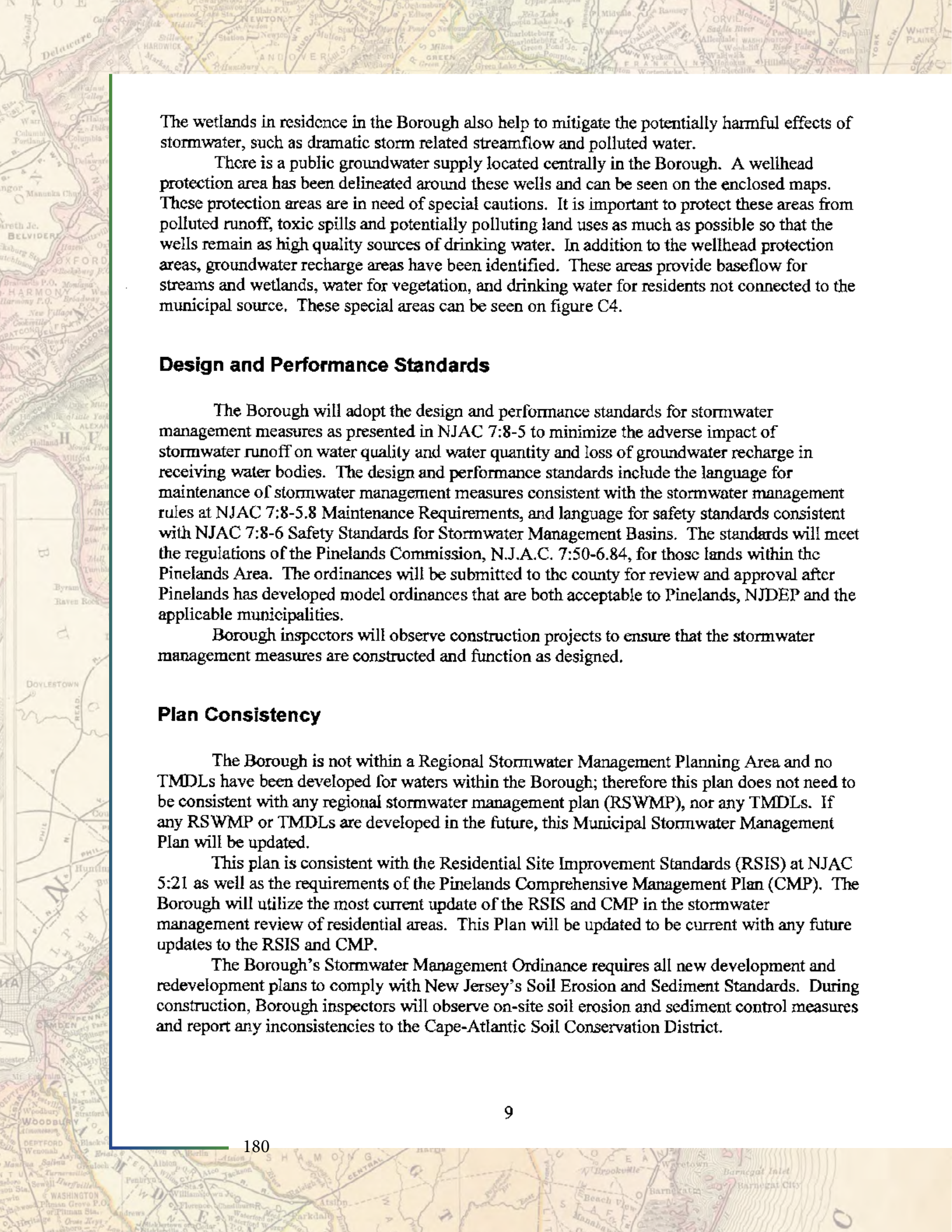
Location: 039° 13' 46.30" N 074° 48' 45.28" W
 Caption: Figure C-3: Woodbine on USGS Topographic Map

Name: WOODBINE
 Date: 3/17/2005
 Scale: 1 inch equals 2667 feet

Copyright (C) 1987, Maptech, Inc.

Figure C-4: Groundwater Recharge Areas Woodbine





The wetlands in residence in the Borough also help to mitigate the potentially harmful effects of stormwater, such as dramatic storm related streamflow and polluted water.

There is a public groundwater supply located centrally in the Borough. A wellhead protection area has been delineated around these wells and can be seen on the enclosed maps. These protection areas are in need of special cautions. It is important to protect these areas from polluted runoff, toxic spills and potentially polluting land uses as much as possible so that the wells remain as high quality sources of drinking water. In addition to the wellhead protection areas, groundwater recharge areas have been identified. These areas provide baseflow for streams and wetlands, water for vegetation, and drinking water for residents not connected to the municipal source. These special areas can be seen on figure C4.

Design and Performance Standards

The Borough will adopt the design and performance standards for stormwater management measures as presented in NJAC 7:8-5 to minimize the adverse impact of stormwater runoff on water quality and water quantity and loss of groundwater recharge in receiving water bodies. The design and performance standards include the language for maintenance of stormwater management measures consistent with the stormwater management rules at NJAC 7:8-5.8 Maintenance Requirements, and language for safety standards consistent with NJAC 7:8-6 Safety Standards for Stormwater Management Basins. The standards will meet the regulations of the Pinelands Commission, N.J.A.C. 7:50-6.84, for those lands within the Pinelands Area. The ordinances will be submitted to the county for review and approval after Pinelands has developed model ordinances that are both acceptable to Pinelands, NJDEP and the applicable municipalities.

Borough inspectors will observe construction projects to ensure that the stormwater management measures are constructed and function as designed.

Plan Consistency

The Borough is not within a Regional Stormwater Management Planning Area and no TMDLs have been developed for waters within the Borough; therefore this plan does not need to be consistent with any regional stormwater management plan (RSWMP), nor any TMDLs. If any RSWMP or TMDLs are developed in the future, this Municipal Stormwater Management Plan will be updated.

This plan is consistent with the Residential Site Improvement Standards (RSIS) at NJAC 5:21 as well as the requirements of the Pinelands Comprehensive Management Plan (CMP). The Borough will utilize the most current update of the RSIS and CMP in the stormwater management review of residential areas. This Plan will be updated to be current with any future updates to the RSIS and CMP.

The Borough's Stormwater Management Ordinance requires all new development and redevelopment plans to comply with New Jersey's Soil Erosion and Sediment Standards. During construction, Borough inspectors will observe on-site soil erosion and sediment control measures and report any inconsistencies to the Cape-Atlantic Soil Conservation District.

Nonstructural Stormwater Management Strategies

The Borough has reviewed the master plan and ordinances, and has provided a list of the sections in the Borough land use and zoning ordinances that are to be modified to incorporate nonstructural stormwater management strategies. These are the ordinances identified for revision. Once the ordinance texts are completed, they will be submitted to the County review agency for review. A copy will be sent to the Department of Environmental Protection at the time of submission.

The Borough Code was reviewed with regard to incorporating non-structural stormwater management strategies. Several changes were necessary to incorporate these strategies. The following ordinances were reviewed and identified as complete or requiring change or introduction. Modifying 26-35.6 "Storage and Waste Disposal" may be adequate to address several of the proposed ordinances.

Model Ordinance	Changes Necessary
Stormwater Control Ordinance (Pinelands)	Currently Does not Exist
3-1 Litter Control	Complete – No Changes
5-1.12 Pet Waste	Complete – No Changes
Wildlife Feeding	Currently Does not Exist
Yard Waste Collection Ordinance	Currently Does not Exist
Improper Disposal of Waste (Into Storm Sewers)	Currently Does not Exist
Illicit Connection	Currently Does not Exist
Containerized Yard Waste	Currently Does not Exist

Land Use / Build-Out Analysis

A detailed land use analysis for the Borough was conducted. Figure C-6 illustrates the existing land use in the Township based on 1995/1997 GIS information from NJDEP. Figure C-7 illustrates the HUC14s within the Borough. The Borough zoning map is shown in Figure 8. Figure C-9 illustrates the constrained lands within the Borough. The build-out calculations for impervious cover are shown in Table C-2. As expected, when developing agricultural and forest lands, the build-out of the HUC14s will result in a significant increase in impervious surfaces.

Table C-1 presents the pollutant loading coefficients by land cover. The pollutant loads at full build-out are presented in Table C-3. The zoning labels utilized in the Borough are illustrated in Table C-4.

Table C-1 Pollutant Loads by Land Cover

Land Cover	Total Phosphorus Load (lbs/acre/year) "TP"	Total Nitrogen Load (lbs/acre/year) "TN"	Total Suspended Solids Load (lbs/acre/yr) "TSS"
High, Medium Density Residential	1.4	15	140
Low Density, Rural Residential	0.6	5	100
Commercial	2.1	22	200
Industrial	1.5	16	200
Urban, Mixed Urban, Other Urban	1.0	10	120
Agricultural	1.3	10	300
Forest, Water, Wetlands	0.1	3	40
Barrenland/Transitional Area	0.5	5	60

Source: NJDEP Stormwater BMP Manual 2004.

Figure C-5: Woodbine's 1995 Land Use

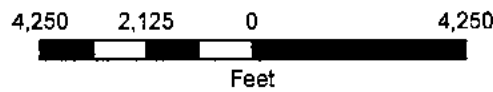
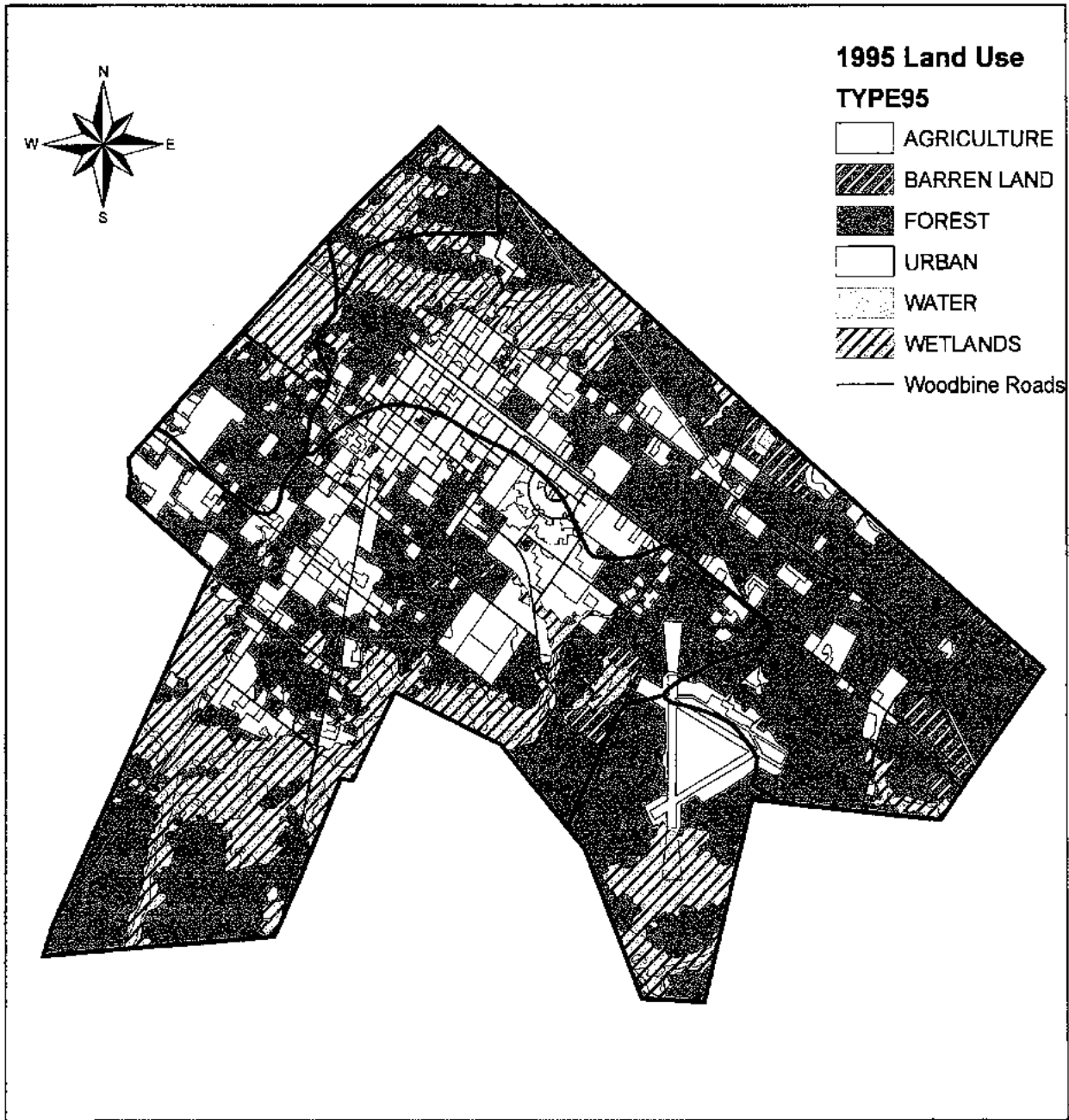


Figure C-6: Hydrologic Units (HUC14s)
Within Woodbine

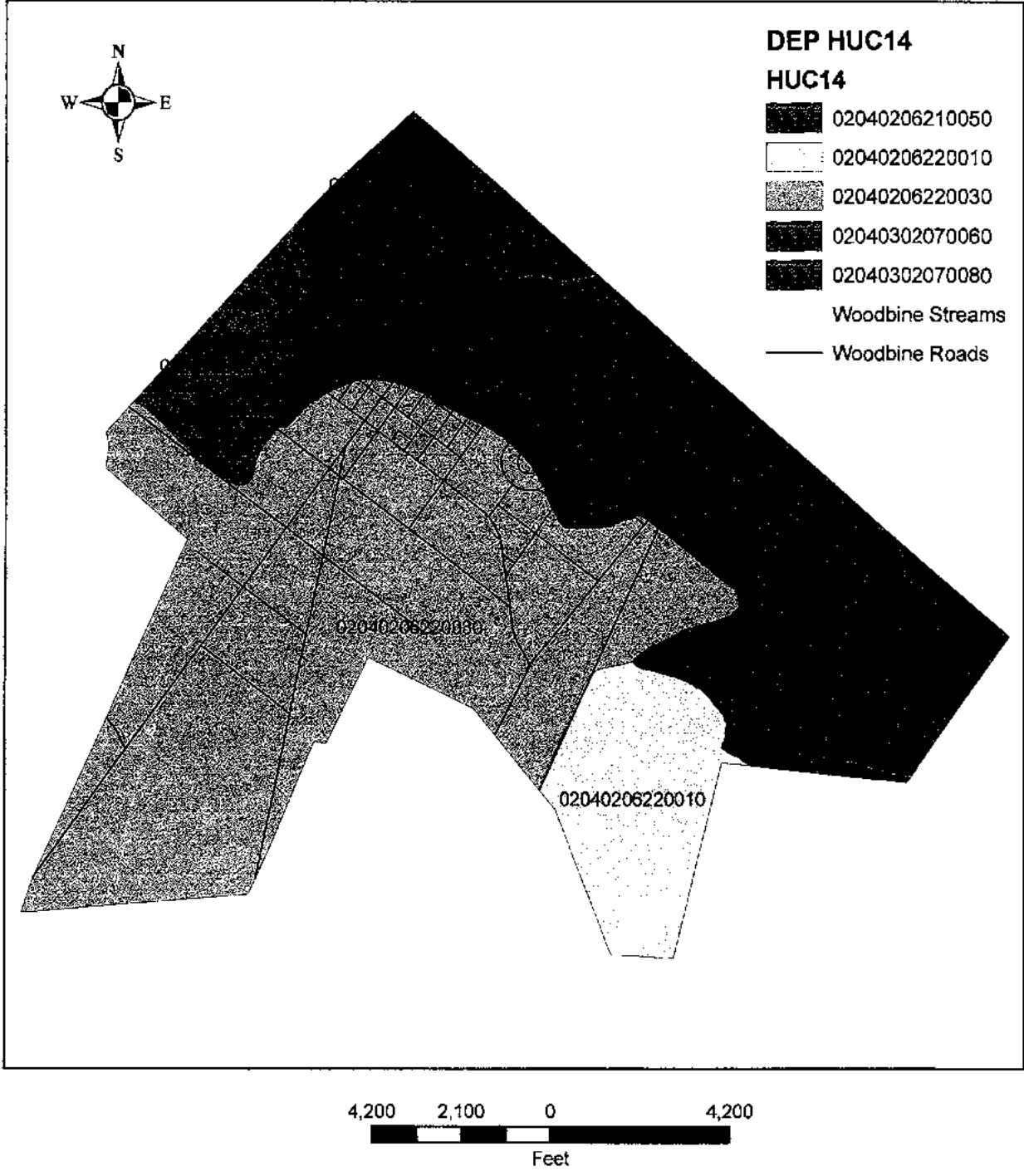


Figure C-7: Zoning Districts Within the Borough

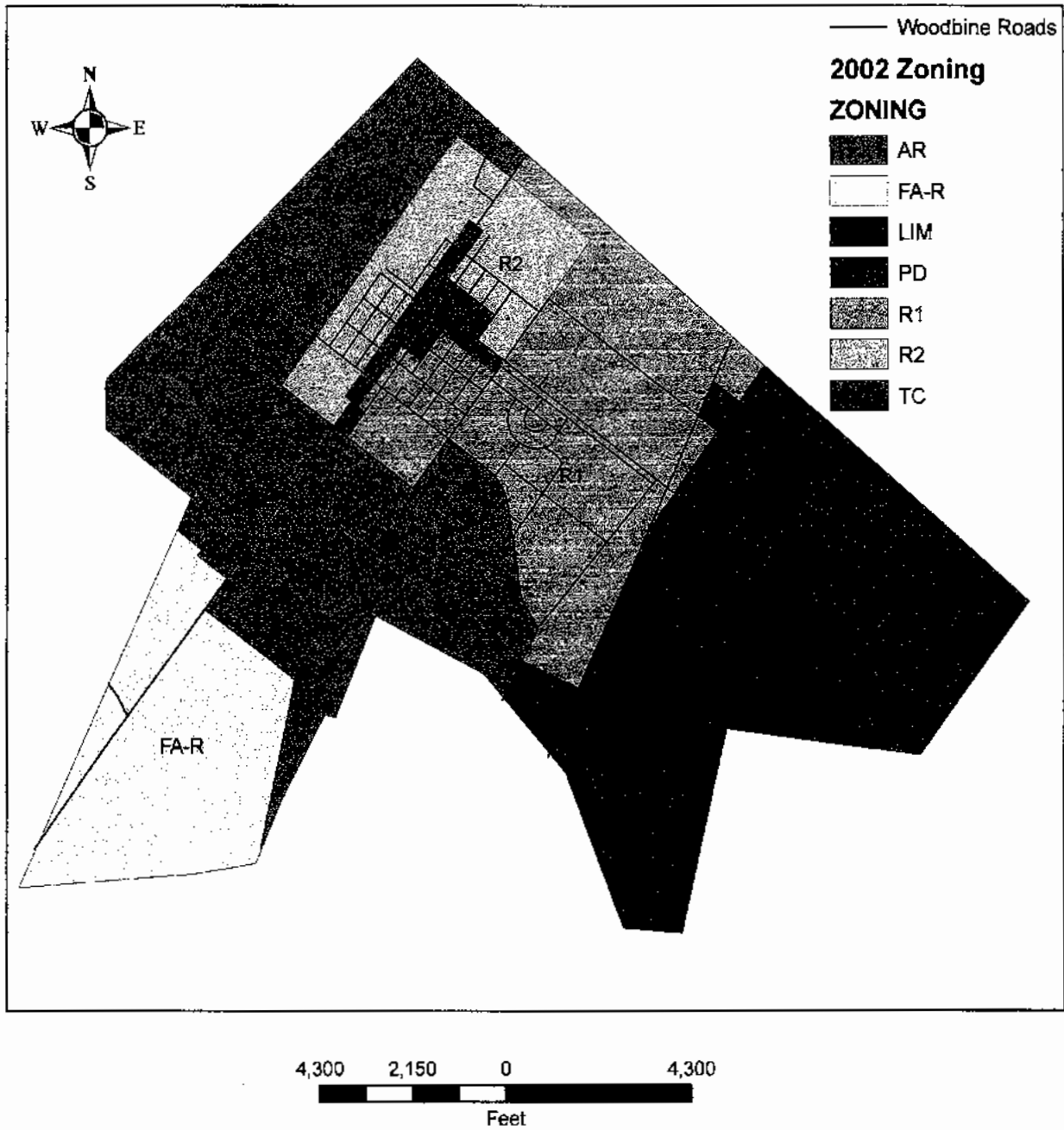


Figure C-8: Woodbine Constrained Land

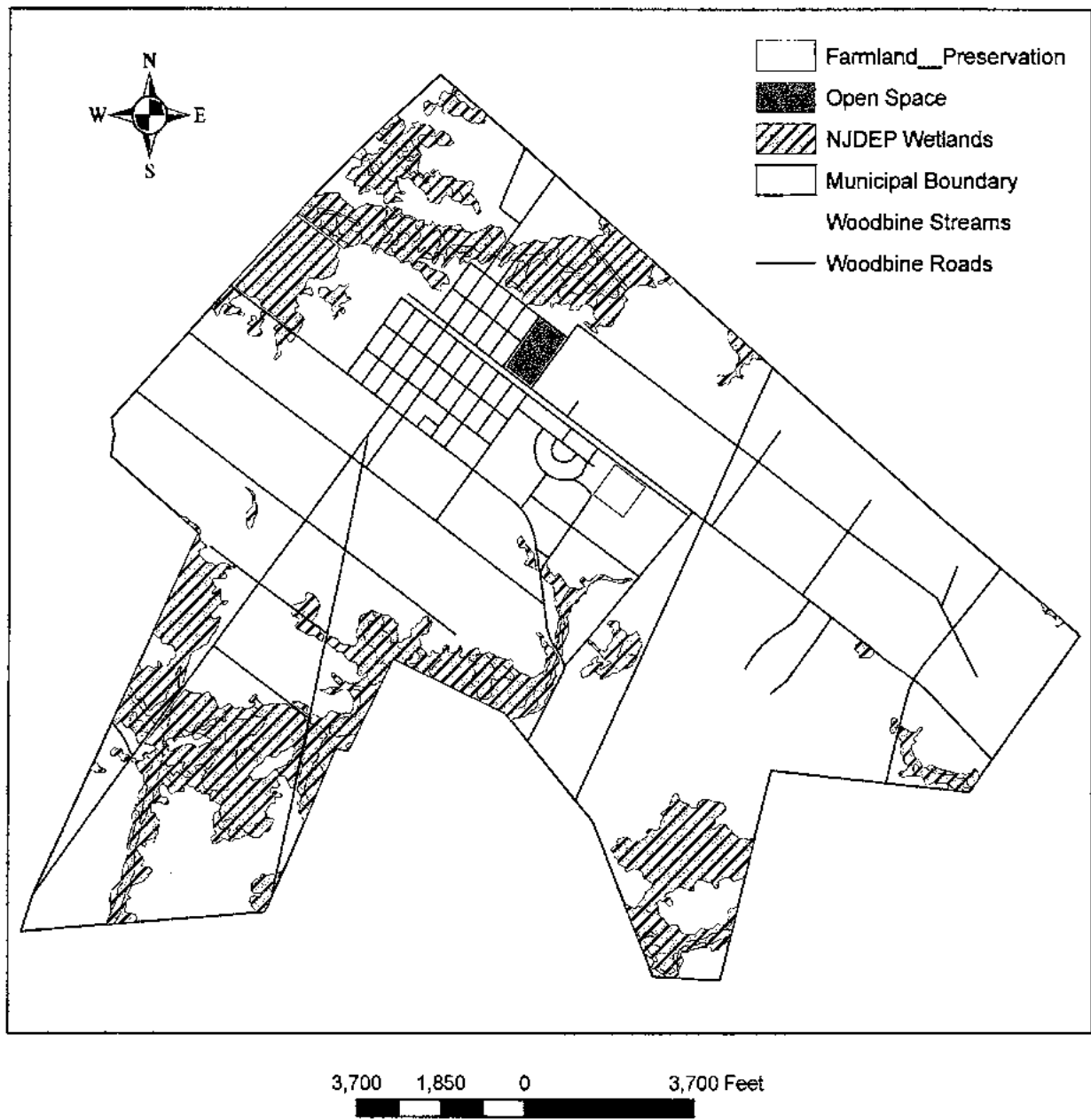


Table C-2. WMA 16 - Cape May Watershed - Woodbine Buildout Calculations

HUC_14 and Zone	1995 DEP Land Use Data				Bulk Requirements		Building Coverage	
	Total Area Acres	Existing Impervious %	Existing Impervious Acres	Wetlands / Water Area Acres	Developable Area Acres	Allowable Impervious %	Build-Out Impervious Acres	
2040206210050 - Savages Run								
A-R	276	7.67%	21.17	80	196	40%	78.4	
Totals	276				196		78.4	
2040206220030 - Dennis Creek								
FA-R	630	2.78%	17.5	284.87	345.13	20%	69.026	
A-R	950	14.11%	134	181.61	768.39	40%	307.356	
R1	310	26.16%	81.1	33.7	276.3	40%	110.52	
ALIM	50	14.40%	7.2	0	50	50%	25	
R2	180	56.06%	100.9	0	180	40%	72	
TC	30	100.00%	30	0	30	60%	18	
Totals	2150	17.24%	370.7	500.18	1649.82		601.902	
2040206220010 - Dennis Creek / Cedar Swamp								
ALIM	465	6.88%	32	132	333	50%	166.5	
Totals	465				333		166.5	

Table C-2. WMA 15 - Great Egg Harbor Watershed - Woodbine Buildout Calculations

HUC_14 and Zone	1995 DEP Land Use Data				Bulk Requirements		Build-Out	
	Total Area Acres	Existing Impervious %	Existing Impervious Acres	Wetlands / Water Area Acres	Developable Area Acres	Allowable Impervious %	Impervious Acres	
"Constrained Land"								
2040302070080 - Cedar Swamp Creek								
ALIM	275	10.76%	29.6	1.5	273.5	50%	136.75	
LIM	670	14.03%	94	20	650	50%	325	
R1	505	22.74%	114.86	60.5	444.5	40%	177.8	
A-R	144	1.39%	2	47	97	40%	38.8	
R2	325	34.78%	113.04	105	220	40%	88	
DLM	17	100.00%	17	0	17	50%	8.5	
TC	58	100.00%	58	0	58	60%	34.8	
Totals	1994	21.49%	428.5	234	1760		809.65	
2040302070060 - Mill Creek / Back Run								
A-R	140	0.14%	0.2	70	70	40%	28	
R2	10	12.00%	1.2	0.3	9.7	40%	3.88	
Totals	150	12.14%	1.4	70.3	80		31.88	

Table C-3. Cape May Watershed - Nonpoint Source Pollutant Loads at Build-Out

HUC_14 and Zone	Fully Developed (acres)	TP* (lbs/acre/yr)	TP (lbs/yr)	TN* (lbs/acre/yr)	TN (lbs/yr)	TSS* (lbs/acre/yr)	TSS (lbs/acre/yr)
2040206210050 - Savages Run							
A-R	78	0.6	47.04	5	392	100	7840
Totals	78		47.04		392		7840
2040206220030 - Dennis Creek							
FA-R	69	0.1	6.9026	3	207.08	40	2761.04
A-R	307	0.6	184.41	5	1536.8	100	30735.6
R1	111	1.4	154.73	15	1657.8	140	15472.8
ALIM	25	1.5	37.5	16	400	200	5000
R2	72	1.4	100.8	15	1080	140	10080
TC	18	2.1	37.8	22	396	200	3600
Totals	602		522.14		5277.7		67649.44
2040206220010 - Dennis Creek / Cedar Swamp							
ALIM	167	1.5	249.75	16	2664	200	33300
Totals	167		249.75		2664		33300

Table C-3 Great Egg Harbor Watershed - Nonpoint Source Pollutant Loads at Build-Out

HUC 14 and Zone	Fully Developed (acres)	TP* (lbs/acre/yr)	TP (lbs/yr)	TN* (lbs/acre/yr)	TN (lbs/yr)	TSS* (lbs/acre/yr)	TSS (lbs/acre)
2040302070080 - Cedar Swamp Creek							
ALIM	137	1.5	205.13	16	2188	200	27350
LIM	325		0		0		0
R1	178	1.4	248.92	15	2667	140	24892
A-R	39	0.6	23.28	5	194	100	3880
R2	88	1.4	123.2	15	1320	140	12320
DLM	9	1.5	12.75	16	136	200	1700
TC	35	2.1	73.08	22	765.6	200	6960
Totals	810		686.36		7270.6		77102

2040302070060 - Mill Creek / Back Run

A-R	28	0.6	16.8	5	140	100	2800
R2	4	1.4	5.432	15	58.2	140	543.2
Totals	32		22.232		198.2		3343.2

Table C-4: Woodbine Zoning Labels

Woodbine Zone	Abbreviations
Forest Area - Residential	FA-R
Agriculture - Residential	A-R
Light Residential	R-1
Medium Residential	R-2
Airport Light Industrial Manufacturing	ALIM
Light Industrial Manufacturing	LIM
DeHirsch Light Manufacturing	DLM
Town Commercial	TC



Mitigation Plans

This mitigation plan is provided for a proposed development that is granted a variance or exemption from the stormwater management design and performance standards and applies only to lands located outside the Pinelands Area. Listed below is a hierarchy of options.

Mitigation Project Criteria

1. The mitigation project must be implemented in the same drainage area as the proposed development. The project must provide additional groundwater recharge benefits, or protection from stormwater runoff quality and quantity from previously developed property that does not currently meet the design and performance standards outlined in this plan. The developer must ensure the long-term maintenance of the project, including the maintenance requirements under Chapters 8 and 9 of the NJDEP Stormwater BMP manual. The mitigation project must be acceptable to the Borough.
2. If a suitable site cannot be located in the same drainage area as the proposed development, as discussed in option 1, the mitigation project may provide mitigation that is not equivalent to the impacts for which the variance or exemption is sought, but that addresses the same issue. For example, if a variance is given because the 80 percent TSS requirement is not met, the selected project may address water quality impacts due to a fecal impairment.

The Borough may allow a developer to provide funding or partial funding to the Borough for an environmental enhancement project, or towards the development of a Regional Stormwater Management Plan. The funding must be equal to or greater than the cost to implement the mitigation outlined above, including costs associated with the long-term maintenance requirements of the mitigation measure.

On a case by case basis, the Borough may consider a variance or exemption from the stormwater management design and performance standards for a project within a Pinelands Area. If such a variance or waiver is considered by the Borough, the proposed mitigation project must satisfy the requirements of the Pinelands Comprehensive Management Plan. Furthermore, in order to consider any variance or exemption within a Pinelands Area, it will be necessary for the Borough to amend the mitigation section of their Municipal Stormwater Management Plan relative to the specific mitigation project and to have such amendment certified by the Pinelands Commission.

Appendix D: Woodbine Adopted Housing Element & Fair Share Plan & Implementing Ordinances

WOODBINE PLANNING BOARD BOROUGH OF WOODBINE STATE OF NEW JERSEY

RESOLUTION NO. 4-8-18

WHEREAS, pursuant to the New Jersey Municipal Land Use Law, specifically NJSA 40:55D-25 and NJSA 40:55D-28, the Planning Board is given exclusive authority to adopt or amend the Master Plan, or a component part thereof; and

WHEREAS, pursuant to the New Jersey Municipal Land Use Law, specifically NJSA 40:55D-64, the Planning Board is given the responsibility and authority to hold public hearings regarding amendments to a municipality's zoning ordinance or development regulations and report its findings and recommendations to the governing body of the municipality; and

WHEREAS, the Borough of Woodbine has participated in the Fair Share Housing litigation and has entered into a Consent Order which has been approved by judicial review and which review has required a series of actions to be taken by the Borough including submissions to the Planning Board for recommendation of changes to the Master Plan and Fair Share Plan; and

WHEREAS, the Planning Board finds the form and content of the proposed revisions to the Master Plan and the Fair Share Plan to be consistent with the purposes and intent voiced in the Master Plan; and

WHEREAS, the Planning Board also finds that the proposed ordinances implementing the terms of the Consent Order also to be consistent with the purposes and intent voiced in the Master Plan; and

WHEREAS, at a duly noticed public hearing occurring on August 15, 2018 the Board accepted public comment regarding the proposed amendments to the Master Plan, found the proposed changes are consistent with the Borough of Woodbine Master Plan and, by this Resolution, does recommend the adoption of the Housing Element, Fair Share Plan and appropriate modifications to the Master Plan as recommended by the Borough's Planner.

NOW, THEREFORE, BE IT RESOLVED by the Planning Board of the Borough of Woodbine on this 15th day of August, 2018 that the Planning Board hereby adopts the Housing Element and Fair Share Plan as part of the Master Plan; and

BE IT FURTHER RESOLVED that the Planning Board finds that the proposed ordinances implementing the terms of the Current Order specifically **Ordinance No. 576-2018** is consistent with the Master Plan and in the best interests of the Borough;

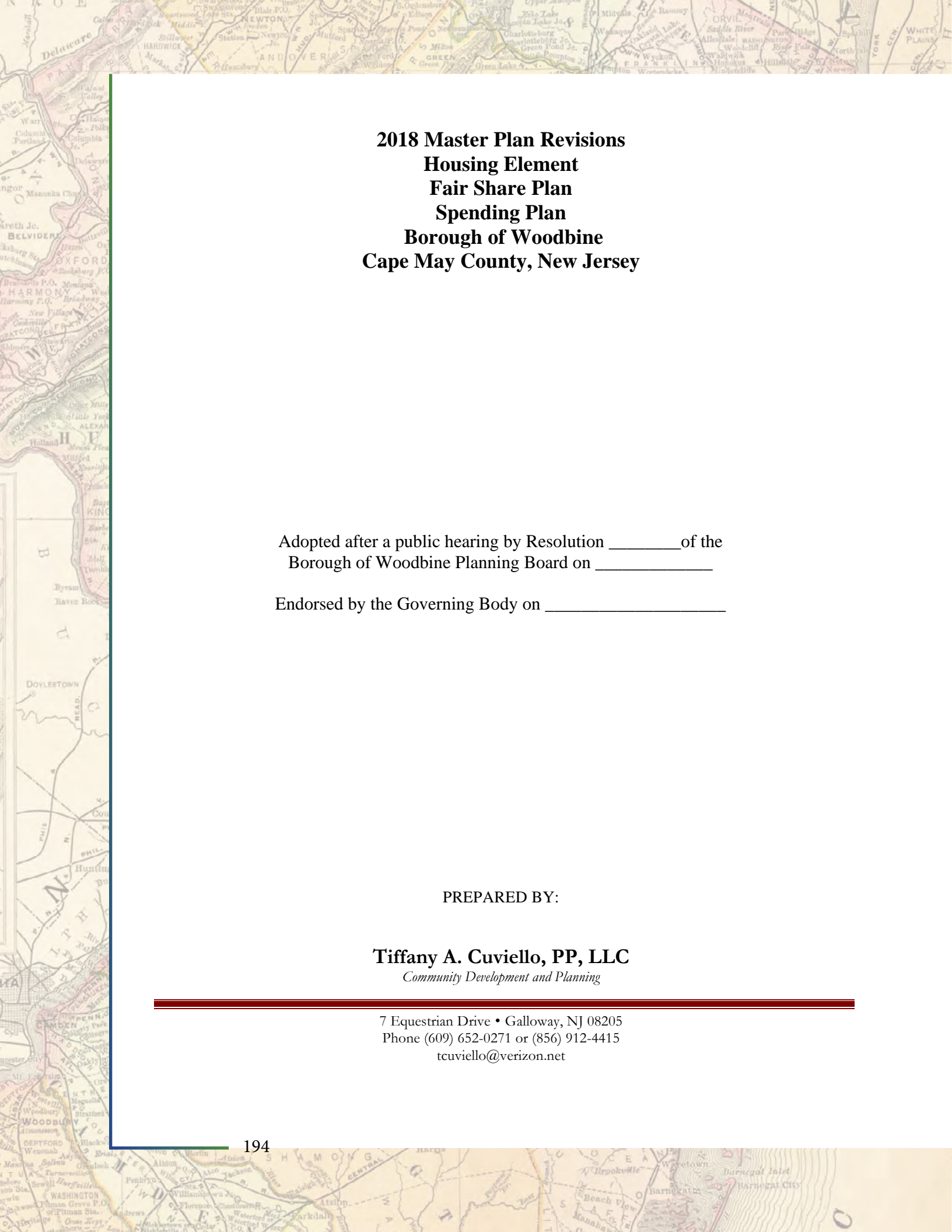
and BE IT FURTHER RESOLVED that a copy of this Resolution shall be filed in the Office of the Clerk of the Borough of Woodbine.

Monserrate Gallardo-Rodriguez
MONSERRATE GALLARDO-RODRIGUEZ, Secretary

CERTIFICATION

The foregoing is a true copy of a Resolution adopted by the Woodbine Planning / Zoning Board on **August 15, 2018** memorializing an action taken by the Board at a regular meeting of the Woodbine Planning / Zoning Board held on the same date of **August 15, 2018 at 7:00 p.m.**

Monserrate Gallardo-Rodriguez
MONSERRATE GALLARDO-RODRIGUEZ, Secretary



**2018 Master Plan Revisions
Housing Element
Fair Share Plan
Spending Plan
Borough of Woodbine
Cape May County, New Jersey**

Adopted after a public hearing by Resolution _____ of the
Borough of Woodbine Planning Board on _____

Endorsed by the Governing Body on _____

PREPARED BY:

Tiffany A. CuvIELLO, PP, LLC
Community Development and Planning

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**2018 Master Plan Revisions
Housing Element
Fair Share Plan
Spending Plan
Borough of Woodbine
Cape May County, New Jersey**

MAYOR

William Pikolycky

COUNCIL MEMBERS

Eduardo Ortiz, Council President

David Bennet

Hector Cruz

Michael Benson

Mary Helen Perez

Joseph E. Johnson III

PLANNING BOARD

Lisa Fisher, Chairperson

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David Bennet, Councilman

Jeff Doran

Michael Gaines

Diana Marra

Greg Hudgins

Patrick Keenan

Lee Watson

Prepared By:

Tiffany A. Morrissey, AICP, PP#5533

The original of this document was signed and sealed in accordance with NJAC 13:41-1.3.b

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A historical map of the region, showing various towns and geographical features. The map is oriented vertically, with the top of the page showing the Delaware River and the bottom showing the Atlantic Ocean. The map includes labels for various towns such as Woodbury, Dover, and Philadelphia, as well as geographical features like the Delaware River and the Atlantic Ocean. The map is a sepia-toned historical document.

EXECUTIVE SUMMARY

The Borough had prepared and adopted a Round Three Housing Element and Fair Share Plan in December of 2008, which was subsequently deemed complete by the Council on Affordable Housing (COAH). The Supreme Court invalidated the most recent version of the regulations adopted by the New Jersey Council on Affordable Housing (“COAH”) on September 26, 2013 in In re Adoption of N.J.A.C. 5:96 & 5:97 by NJ Council on Affordable Housing, 215 N.J. 578 (2013), this Affordable Housing Plan comports with COAH’s rules at N.J.A.C. 5:91 et seq. and N.J.A.C. 5:93 et seq., and subsequent applicable laws and regulations such as amendments to the FHA. As a result of the foregoing, the Township’s 2008 Housing Plan and Fair Share Plan was not certified by COAH.

The Township filed a Declaratory Judgment action in July of 2015 (the “DJ Action”) in accordance with the NJ Supreme Court’s March 10, 2015 decision commonly referred to as “Mount Laurel IV”. The DJ Action sought Court approval of a HEFSP and the imposition of a Judgment of Compliance and Repose (“JOR”). This plan has been prepared to address the Township’s current affordable housing obligation pursuant to the DJ Action, including the prior round and the prospective need through 2025.

This Housing Element and Fair Share Plan has been prepared for the Borough of Woodbine, Cape May County, in accordance with the N.J. Fair Housing Act (hereinafter the “FHA”) at N.J.S.A. 52:27D-30et. seq.

INTRODUCTION

Every municipality in New Jersey has a constitutional obligation to provide a “realistic opportunity” for the construction of its “fair share” of the regional need for low- and moderate-income housing. This obligation was established as a result of the two Supreme Court decisions in 1975 and 1983 commonly referred to as the Mount Laurel I decision (1975) and the Mount Laurel II decision (1983) and the subsequently adopted of the Fair Housing Act of 1985. In accordance with the Municipal Land Use Law, a municipality may not adopt a zoning ordinance unless it has adopted a Housing Element. (N.J.S.A. 40:55D-1 et. seq.). A Fair Share Plan addressing how the municipality will provide for affordable housing is an essential component of the Housing Element. Pursuant to N.J.S.A. 52:27D-310 the Housing Element is required to include the following:

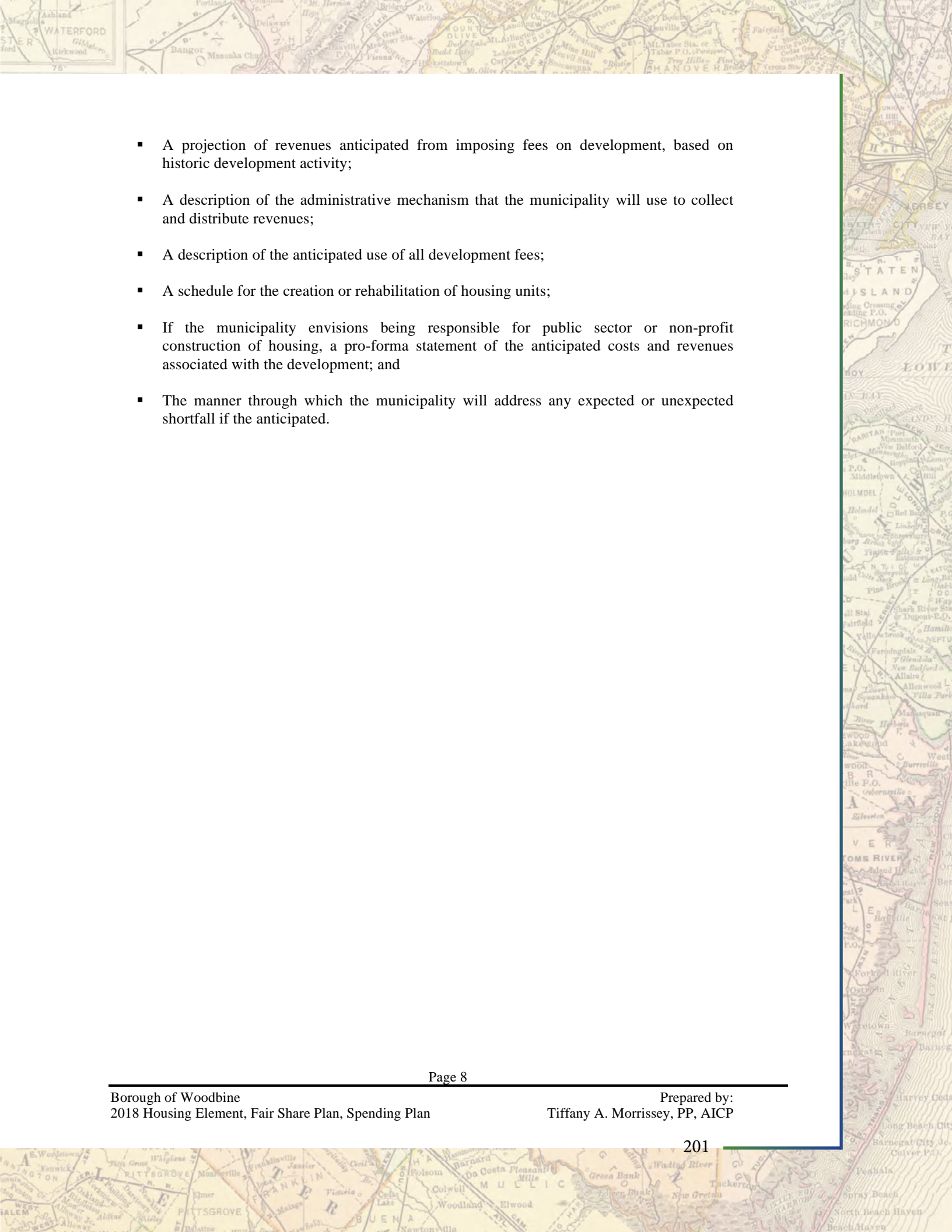
- An inventory of the municipality’s housing stock by age, condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated;
- A projection of the municipality’s housing stock, including the probable future construction of low and moderate income housing, for the next ten years, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development, and probable residential development trends;
- An analysis of the municipality’s demographic characteristics, including, but not necessarily limited to, household size, income level, and age;
- An analysis of the existing and probable future employment characteristics of the municipality;
- A determination of the municipality’s present and prospective fair share of low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share of low and moderate income housing; and
- A consideration of the lands most appropriate for construction of low and moderate income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

COAH’s regulations at N.J.A.C. 5:93-5.1 require the Township’s Housing Element to “include the municipality’s strategy for addressing its present and prospective housing needs,” and the following information and documentation must be submitted with the Housing Element and Fair Share Plan:

- The minimum requirements of the Fair Housing Act, N.J.S.A. 52:27D-310 (listed above);
- An inventory of the municipality’s housing stock by age, condition, purchase or rental value, occupancy characteristics and type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated;

- A projection of the municipality’s housing stock, including the probable future construction of low and moderate income housing, for the six years subsequent to the adoption of the housing element, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands;
- An analysis of the municipality’s demographic characteristics, including, but not limited to, household size, income level and age;
- An analysis of the existing and probable future employment characteristics of the municipality;
- A determination of the municipality’s present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing;
- A consideration of the lands that are most appropriate for construction of low and moderate income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing;
- A map of all sites designated by the municipality for the production of low and moderate income housing and a listing of each site that includes its owner, acreage, lot and block;
- The location and capacities of existing and proposed water and sewer lines and facilities relevant to the designated sites;
- Copies of necessary applications for amendments to, or consistency determinations regarding, applicable area wide water quality management plans (including wastewater management plans).
- A copy of the most recently adopted municipal master plan and where required, the immediately preceding, adopted master plan;
- For each designated site, a copy of the New Jersey Freshwater Wetlands maps where available. When such maps are not available, municipalities shall provide appropriate copies of the National Wetlands Inventory maps provided by the U.S. Fish and Wildlife Service;
- A copy of appropriate United States Geological Survey Topographic Quadrangles for designated sites; and
- Any other documentation pertaining to the review of the municipal housing element as may be required by the Council.

Pursuant to N.J.A.C. 5:93-5.15(c), if a municipality intends to collect development fees, it shall prepare a plan to spend development fees that includes the following:



- A projection of revenues anticipated from imposing fees on development, based on historic development activity;
- A description of the administrative mechanism that the municipality will use to collect and distribute revenues;
- A description of the anticipated use of all development fees;
- A schedule for the creation or rehabilitation of housing units;
- If the municipality envisions being responsible for public sector or non-profit construction of housing, a pro-forma statement of the anticipated costs and revenues associated with the development; and
- The manner through which the municipality will address any expected or unexpected shortfall if the anticipated.

A historical map of the region, showing various towns and geographical features. The map is in a sepia tone and includes labels for places like Delaware, Oxford, and Woodbury. It serves as a background for the text on the page.

HOUSING ELEMENT

Affordable housing is defined by the Fair Housing Act as a dwelling, either for sale or rent that is within the financial means of households of low or moderate income as income is measured within each housing region. The Borough of Woodbine is in COAH's Region 6, which includes Atlantic, Cape May, Cumberland and Salem counties. Moderate-income households are those earning between 50% and 80% of the regional median income. Low-income households are those with annual incomes that are between 30% and 50% of the regional median income. As required by the amended FHA (Roberts bill), COAH has also included a very low-income category, which is defined as households earning 30% or less of the regional median income.

Through the Uniform Housing Affordability Controls (hereinafter "UHAC") at N.J.A.C. 5:80-26.3(d) and (e), COAH requires that the maximum rent for a qualified unit be affordable to households that earn no more than 60% of the median income for the region. The average rent must be affordable to households earning no more than 52% of the median income. The maximum sale prices for affordable units must be affordable to households that earn no more than 70% of the median income. The average sale price must be affordable to a household that earns no more than 55% of the median income.

The regional median income is defined by COAH using the federal Department of Housing and Urban Development ("HUD") income limits on an annual basis. In the spring of each year HUD releases updated regional income limits which COAH reallocates to its regions. It is from these income limits that the rents and sale prices for affordable units are derived. These figures are updated annually and are available from COAH.

DEMOGRAPHIC ANALYSIS

The Borough of Woodbine is bordered to the north and northeast by Upper Township in Cape May County; to the northwest and south by Dennis Township in Cape May County. Ninety-eight percent (98%) of the Borough of Woodbine is located within the Pinelands Protection Area. The Pinelands Comprehensive Management Plan (CMP) regulates this area. A large amount of the Borough is part of a Pinelands Town which permits development at regulated densities, provided public infrastructure is available. The Borough has seen limited development over the past ten years. Additionally 29% of the existing housing units are vacant.

Population:

The Borough of Woodbine has seen a decline in population since 1990, with a 9% decrease from 2000 through 2010. The slow growth is further shown with the moderate amount of housing growth since 1990, of only 134 new units over twenty years. The following tables portray the population and housing change in the Borough, Cape May County, and the State.

Table 1 Population Trends			
	Woodbine Borough	Cape May County	New Jersey
1970	2,625	59,554	7,171,112
1980	2,809	82,266	7,365,011
1990	2,678	95,089	7,730,188
2000	2,716	102,326	8,414,350
2010	2,472	97,265	8,791,894
2016 (est)	2,690	95,404	8,915,456
1970 to 1980	7.0%	38.1%	2.7%
1980 to 1990	-4.7%	15.6%	5.0%
1990 to 2000	1.4%	7.6%	8.9%
2000 to 2010	-9.0%	-4.9%	4.5%
2010 to 2016 (est)	8.8%	-1.9%	1.4%
Source: US Census Data and 2012-2016 American Community Survey 5-yr estimate			

Reflective of the overall population changes, the age cohorts depict a loss of population in many categories from 2000 through 2010. The Borough's population is evenly split between male and female. The ethnicity of the Township includes a higher percentage of Caucasians and less of other ethnic groups than the County and the State.

Table 2					
2000 - 2010 Population Profiles or Cohorts - Woodbine Borough					
Age	2000		2010		2000 to 2010
< 5	249	9.2%	168	6.8%	-32.5%
5-9	190	7.0%	140	5.7%	-26.3%
10-14	190	7.0%	115	4.7%	-39.5%
15-19	164	6.0%	143	5.8%	-12.8%
20-24	147	5.4%	152	6.1%	3.4%
25-34	356	13.1%	280	11.3%	-21.3%
35-44	493	18.2%	323	13.1%	-34.5%
45-54	401	14.8%	483	19.5%	20.4%
55-59	124	4.6%	185	7.5%	49.2%
60-64	119	4.4%	157	6.4%	31.9%
65-74	149	5.5%	208	8.4%	39.6%
75-84	108	4.0%	85	3.4%	-21.3%
85+	26	1.0%	33	1.3%	26.9%
18+					
18+	1,993	73.4%	1,964	79.4%	-1.5%
62+					
62+	353	13.0%	414	16.7%	17.3%
65+					
65+	283	10.4%	326	13.2%	15.2%
Median Age					
Median Age	36.4	n/a	43.0	n/a	18.1%
Source: US Census Data					

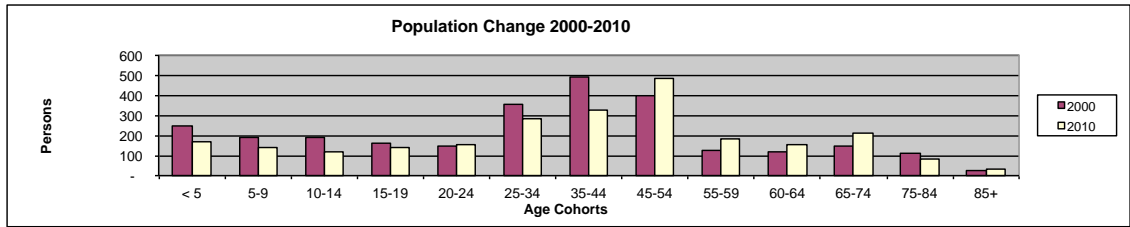


Table 3
Population by Categories

	Woodbine		Cape May County		New Jersey	
	Persons	%	Persons	%	Persons	%
Total	2,690	100%	95,404	100%	8,915,456	100%
Sex						
F	1,190	44.2%	48,810	51.2%	4,564,925	51.5%
M	1,500	55.8%	46,594	48.8%	4,350,531	48.5%
Race						
White	1,643	61.1%	86,962	91.2%	6,075,710	72.6%
Black or African American	672	25.0%	4,384	4.6%	1,207,221	13.6%
Asian	18	0.7%	1,013	1.1%	819,208	5.7%
American Indian and Alaska Native	9	0.3%	58	0.1%	18,470	5.6%
Native Hawaiian and Other Pacific Islander	-	0.0%	98	0.1%	2,811	5.6%
Other	210	7.8%	1,286	1.3%	566,323	2.5%
Two or More Races	138	5.1%	1,603	1.7%	225,713	2.5%
Hispanic or Latino	790	29.4%	6,836	7.2%	1,719,831	13.3%
Age						
25-64	1,422	52.9%	47,490	49.8%	4,800,256	53.9%
65+	330	12.3%	22,776	23.9%	1,312,291	13.2%
Median Age	40	n/a	48.4	n/a	39.5	n/a
Persons Per Household	2.61	n/a	2.33	n/a	2.83	n/a

Source: US Census Data and American Community Survey 5 Year Estimates 2012-2016

Housing:

The Borough has a small population base and an even smaller housing stock with only 70% of the total housing units occupied. Twenty-percent (20%) of the Borough’s population is within group quarters, accounting for the Woodbine Developmental Center. The Borough also has a high percentage of housing units that are rental occupied at 34.6% of the total occupied housing units. The total housing units in the Borough as of the 2010 Census was 1,079, no real change from 2000. The primary unit in the Borough is single-family detached at 58%. The Borough contains a substantial number of mobile home units at 24% of its total units.

Table 4 Housing Trends			
	Housing Units		
	Woodbine	Cape May County	New Jersey
1990	945	85,537	3,075,310
2000	1,080	91,047	3,310,275
2010	1,079	98,309	3,553,562
1990 to 2010	14.2%	14.9%	15.6%
1990 to 2000	14.3%	6.4%	7.6%
2000 to 2010	-0.1%	8.0%	7.3%

Source: US Census Data

Table 5 Woodbine Borough Housing Units by Tenant and Occupancy Status						
Year Round Housing Units			Owner-occupied		Rental	
Occupied	Vacant	Total	No.	%	No.	%
791	288	1,079	423	53.5%	368	46.5%

Source: American Community Survey 5 Year Estimates 2012-2016

Of the total occupied housing units in the Borough, 68% are family households and 32% are non-family households. Of the total 516 family households, over 55% consist of married couples. The average number of persons per household is 2.61.

Table 6		
Summary of Household Characteristics - Woodbine Borough		
	No. of Persons	% of Total
Family Households	516	68.16%
Non-Family Households	241	31.84%
Non-Family Households		
	Male	107
	Female	134
Family Households		
	Families	516
	Married	288
	Single Female	177
Total Households	757	100%
Persons Per Household	2.61	N/A
Source: 2010 US Census Data		

The bulk of the Borough's housing stock was built during in the 1960's and 1970's. A review of the 2012-2016 American Community Survey 5-Year Estimates indicated that the Borough's housing stock is well maintained. All of the occupied units had reported complete plumbing and less than 0.1% reported complete kitchen facilities. Units that were reported with overcrowded conditions (1.01 persons or more per room) consisted of 2.3% of the total occupied housing stock.

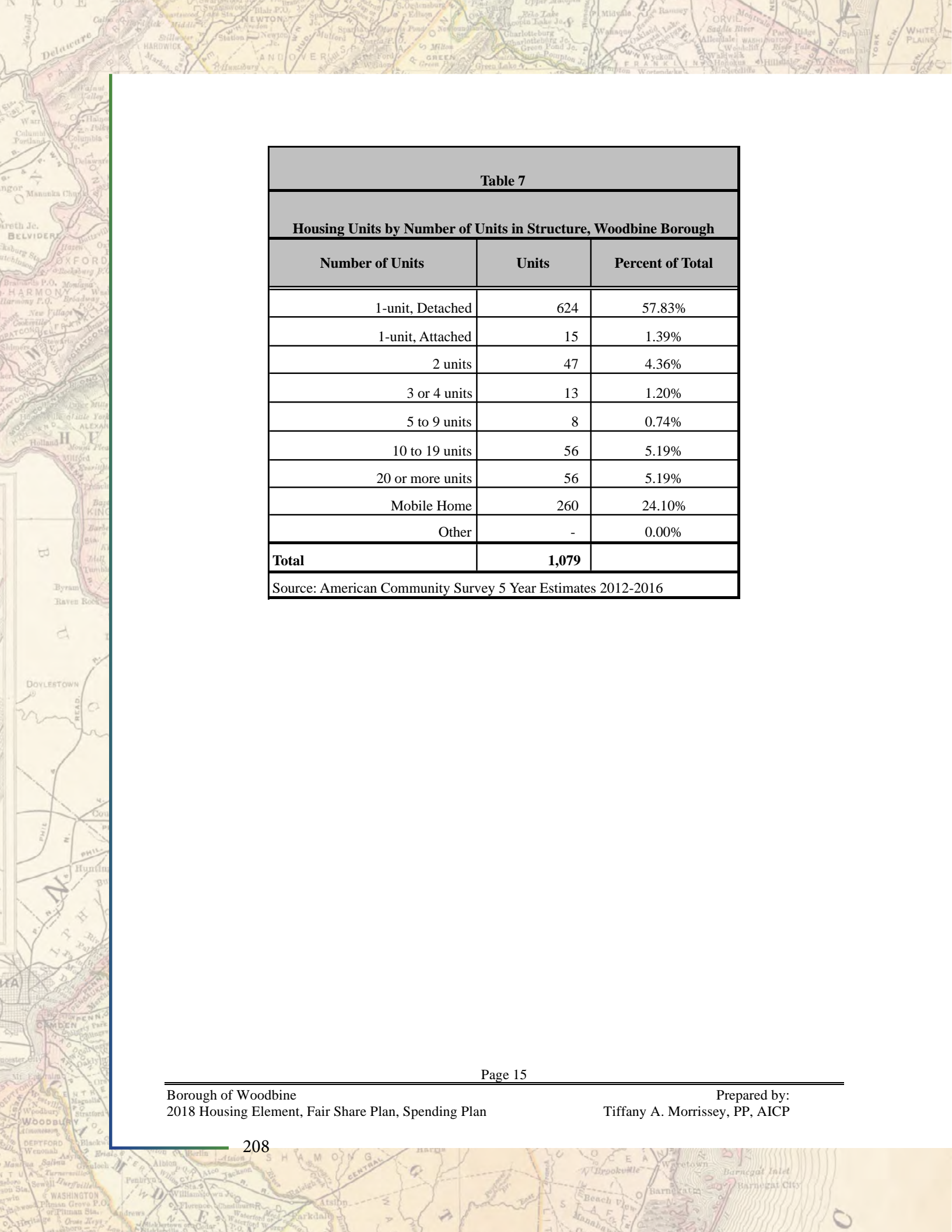


Table 7

Housing Units by Number of Units in Structure, Woodbine Borough

Number of Units	Units	Percent of Total
1-unit, Detached	624	57.83%
1-unit, Attached	15	1.39%
2 units	47	4.36%
3 or 4 units	13	1.20%
5 to 9 units	8	0.74%
10 to 19 units	56	5.19%
20 or more units	56	5.19%
Mobile Home	260	24.10%
Other	-	0.00%
Total	1,079	

Source: American Community Survey 5 Year Estimates 2012-2016

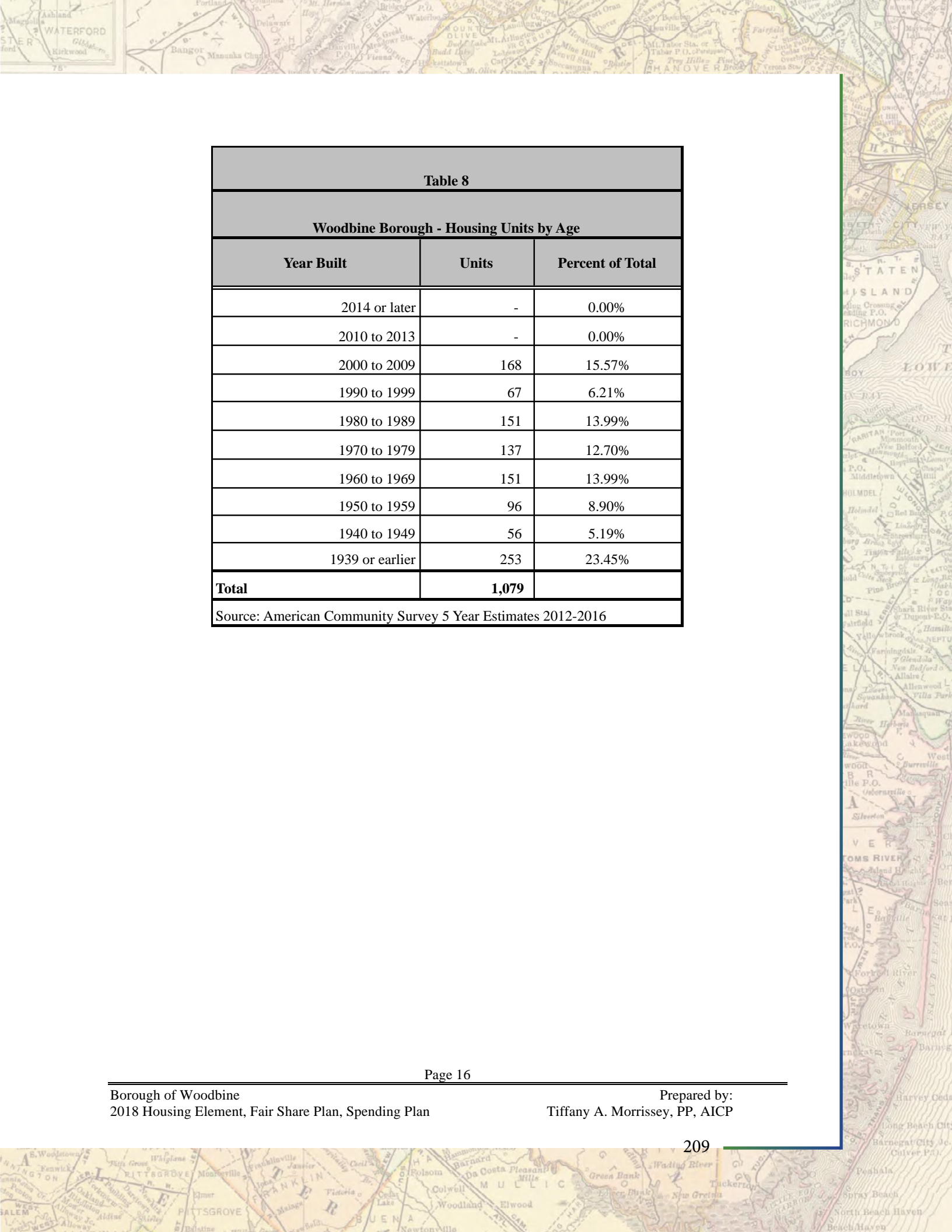


Table 8

Woodbine Borough - Housing Units by Age

Year Built	Units	Percent of Total
2014 or later	-	0.00%
2010 to 2013	-	0.00%
2000 to 2009	168	15.57%
1990 to 1999	67	6.21%
1980 to 1989	151	13.99%
1970 to 1979	137	12.70%
1960 to 1969	151	13.99%
1950 to 1959	96	8.90%
1940 to 1949	56	5.19%
1939 or earlier	253	23.45%
Total	1,079	

Source: American Community Survey 5 Year Estimates 2012-2016

Table 9 presents a breakdown of the Borough’s housing stock by number of rooms. The Borough housing stock has a median number of rooms at 4.9 per unit. Over 25% of the Borough’s housing stock consists of 4-bedroom homes.

Table 9		
Occupied Housing Units by Number of Rooms - Woodbine Borough		
Rooms	Housing Units	Percent of Total Housing Units
1	2	0.2%
2	27	2.5%
3	164	15.2%
4	275	25.5%
5	199	18.4%
6	146	13.5%
7	100	9.3%
8	123	11.4%
9+	43	4.0%
Total	1,079	100.0%
Median Rooms	4.9	

Source: American Community Survey 5 Year Estimates 2012-2016

Table 10		
Occupied Housing Units by Number of Bedrooms Woodbine Borough		
Bedrooms	Housing Units	Percent of Total Housing Units
No Bedrooms	2	0.2%
1-Bedroom	156	14.5%
2-Bedrooms	386	35.8%
3- Bedrooms	354	32.8%
4-Bedrooms	144	13.3%
5 + Bedrooms	37	3.4%
Total	1,079	100.0%

Source: American Community Survey 5 Year Estimates 2012-2016

The Borough has a median gross rent of \$96, lower than Cape May County. The Borough's median housing value of \$171,200, substantially lower the County. Twenty-three percent (23%) of the housing stock is valued between \$150,000 and \$199,999.

Table 11		
Housing Value, Owner Occupied Units - Woodbine Borough		
Value	Housing Units	Percent of Total Housing Units
Less than \$50,000	16	3.8%
\$50,000 to \$99,999	38	9.0%
\$100,000 to \$149,999	94	22.2%
\$150,000 to \$199,999	98	23.2%
\$200,000 to \$299,999	102	24.1%
\$300,000 to \$499,999	68	16.1%
\$500,000 to \$999,999	4	0.9%
\$1,000,000 or more	3	0.7%
Total	423	100.0%
Median Housing Value	\$171,200	

Source: American Community Survey 5 Year Estimates 2012-2016

Table 12					
Selected Housing or Housing Related Characteristics					
	Median Value Housing (owner-occupied)	Median Gross Rent	Median Household Income	Value Income Ratio	Rental Vacancy Rate
Woodbine Borough	\$171,200	\$960	\$38,092	4.49	0.0%
Cape May County	\$296,100	\$1,045	\$59,338	4.99	33.4%

Source: American Community Survey 5 Year Estimates 2012-2016

Employment and Labor:

According to the 2010 Census, 44% of the Borough's labor force is employed. Only six-percent (6.1%) of the population age 16 and over are unemployed, or not considered part of the labor force. The majority of the employers in the Borough are in the Educational Services, and Health Care and Social Assistance field at 38%. Those whom are employed primarily have service jobs as an occupation.

	Total	Percent of Population 16 Years and Over
Population 16 years and Over	2,147	100%
In Labor Force	1,078	50.21%
Civilian Labor Force	1,078	50.21%
Employed	947	44.11%
Unemployed	131	6.10%
Armed Forces	0	0.00%
Not In Labor Force	1,069	49.79%

Source: American Community Survey 5 Year Estimates 2012-2016

Table 14

Employment by Industry, Civilian Employed population 16 years and over

Occupation	No. Persons	% Upper
Agriculture, Forestry, Fishing and Hunting, and Mining	2	0.21%
Construction	78	8.24%
Manufacturing	27	2.85%
Wholesale Trade	0	0.00%
Retail Trade	93	9.82%
Transportation and Warehousing, Utilities	22	2.32%
Information	7	0.74%
Finance and Insurance, and Real Estate and Rental and Leasing	23	2.43%
Professional, Scientific, and Management, and Administrative and Waste Management Services	58	6.12%
Educational Services, and Health Care and Social Assistance	361	38.12%
Arts, Entertainment, and Recreation, and Accommodation and Food Services	157	16.58%
Other Services, except Public Administration	39	4.12%
Public Administration	80	8.45%
Total	947	100%

Source: American Community Survey 5 Year Estimates 2012-2016

Table 15

Employment by Occupation Civilian Employed population 16 years and over

Occupation	No. Persons	% Woodbine
Management, Business, Science, and Arts	223	23.55%
Service	347	36.64%
Sales and Office	158	16.68%
Natural Resources, Construction and Maintenance	85	8.98%
Production, Transportation & Material Moving	134	14.15%
Total	947	100%

Source: American Community Survey 5 Year Estimates 2012-2016

Income:

The income statistics found in Tables 16 through 20 indicate that Woodbine Borough has a much lower median income than the County and the State of New Jersey. The Borough has a median household income of \$38,092. Nineteen-percent (19%) of the total households in the Borough have a household income in the range of \$50,000 to \$74,999. The Borough also has a substantially higher percentage of persons and households below the poverty level than the County and State.

The Borough’s Median Household Income of \$35,000 is substantially lower than the moderate and low-income limits as published by HUD. The lower income levels of the residents in the Borough are further evidenced by the poverty levels. Almost 30% of the Borough population is below the poverty line. This is three times more than the County and the State.

Table 16 Income Levels			
	Woodbine Borough		
	Households	Families	Non-Family
Median Income	\$38,092	\$52,750	\$25,563
Mean Income	\$52,875	\$61,529	\$27,845

Source: American Community Survey 5 Year Estimates 2012-2016

Table 17 Median Income for Households and Families		
	Households	Families
Woodbine	\$38,092	\$52,750
Cape May County	\$59,338	\$75,594
New Jersey	\$73,702	\$90,757

Source: American Community Survey 5 Year Estimates 2012-2016

Table 18		
Household Income - Percent of Total Households		
	Woodbine	Cape May County
Less than \$10,000	9.5%	5.1%
10,000 - 14,999	7.3%	4.8%
15,000 - 24,999	16.3%	9.6%
25,000 - 34,999	13.9%	10.0%
35,000 - 49,999	12.3%	12.9%
50,000 - 74,999	19.3%	18.4%
75,000 - 99,999	8.1%	12.6%
100,000 - 149,999	9.0%	15.6%
150,000 - 199,999	2.1%	5.7%
200,000 +	2.1%	5.4%

Source: American Community Survey 5 Year Estimates 2012-2016

Table 19				
Percent Distribution Persons and Families below Poverty Level				
	All Persons Below Poverty Line	Persons Age 18+ Below the Poverty Line	Persons Age 65 + Below the Poverty Line	Families Below Poverty Line
Woodbine	29.9%	29.4%	13.0%	22.3%
Cape May County	10.4%	9.5%	8.1%	7.6%
Atlantic County	15.5%	12.7%	8.1%	12.1%
New Jersey	10.9%	9.5%	8.1%	8.1%

Source: American Community Survey 5 Year Estimates 2012-2016

Council on Affordable Housing (COAH) regulations define low income households (those earning up to 50% of the moderate household income) and moderate income households (those earning from more than 50% to 80% of the moderate household income). The figures are adjusted for household size and the municipality’s housing region.

Woodbine is part of Region Six, which includes Atlantic, Cape May, Cumberland and Salem Counties. The 2014 COAH Regional Income Limits for Region Six (based on household size) range from \$25,543 (one person) to \$48,166 (eight persons) for low income households. Income limits range from \$40,868 (one person) to \$77,066 (eight persons) for moderate income households. Median income for Region 6 in 2014 ranges from \$51,085 to \$96,332, the Township's median income in 2010 was reported at \$77,198.

	1 Person Household	2 Person Household	3 Person Household	4 Person Household	5 Person Household
Moderate Income(80% of Median)	\$ 40,868	\$ 46,706	\$ 52,545	\$ 58,383	\$ 63,054
Low Income (50% of Median)	\$ 25,543	\$ 29,192	\$ 32,840	\$ 36,489	\$ 39,409
Very Low Income (30% of Median)	\$ 15,326	\$ 17,515	\$ 19,704	\$ 21,894	\$ 23,645

Source: 2017 Regional Income Limits

FAIR SHARE PLAN

Woodbine Borough Planning Board adopted a new Housing Element and Fair Share Plan on December 11, 2008 consistent with the then-operative Round III growth share rules that became effective October 20, 2008. The Borough petitioned COAH for substantive certification and COAH deemed the application complete on March 25, 2009. COAH never approved this plan as the rules and regulations were deemed invalid by the Courts. The following time line demonstrates the Borough's efforts to remain compliant:

- December 11, 2008 – The Borough of Woodbine adopted a Housing Element and Fair Share Plan
- March 25, 2009 – COAH determined The Borough of Woodbine's petition Complete.

Consideration of Lands Appropriate for Affordable Housing

Consistent with smart growth principles, the Borough has chosen to intersperse affordable housing throughout existing residential neighborhoods. In crafting its plan, the Borough has analyzed all available compliance techniques including whether inclusionary zoning and the development of 100% affordable housing sites would best serve the Borough to address its fair share obligation. As discussed below the Borough has determined that a combination of these types of development would be appropriate to satisfy the Borough's fair share obligation. The Borough has identified areas for affordable housing development which provide for an appropriate balance and mix of land uses while meeting and exceeding the Borough's current identified affordable housing obligation (including durational adjustments to that obligation).

Ninety-eight percent (98%) of the Borough of Woodbine is located within the Pinelands Protection Area. The Pinelands Comprehensive Management Plan (CMP) regulates this area. A large amount of the Borough is part of a Pinelands Town which permits development at regulated densities, provided public infrastructure is available. The Borough has seen limited development over the past ten years. Additionally 29% of the existing housing units are vacant.

Availability of Existing and Proposed Infrastructure

The Cape May County Wastewater Management Plan was approved in 2012 which is consistent with the Pinelands Comprehensive Management Plan. As such the areas in Woodbine which are considered Pinelands Towns are included in a wastewater management area. However there does not exist any public sewer infrastructure or availability within the Borough of Woodbine, despite this designation.

Affordable Housing Obligation

Pursuant to a settlement agreement by and between the Borough and Fair Share Housing Center, the Borough's affordable housing obligation includes the following:

Rehabilitation Share (per Kinsey Report ¹)	18
Prior Round Obligation (pursuant to N.J.A.C. 5:93)	88
Third Round (1999-2025) Prospective Need (per Kinsey Report, as adjusted through the settlement agreement)	70

Present Need - Rehabilitation Component

The Rehabilitation obligation is defined as the number of deficient housing units occupied by low and moderate income households within the Township. This figure is calculated using indices such as overcrowding of units constructed prior to 1950, incomplete kitchen and plumbing facilities and the estimated number of low and moderate income households in the municipality. For the Borough of Woodbine a rehabilitation obligation was calculated at 18 units.

Prior Round

The prior round obligation is the municipality's 1987 through 1999 affordable housing obligation. (N.J.A.C. 5:97-1.4). This period corresponds with the first and second round of affordable housing compliance. Pursuant to N.J.A.C. 5:93, the Borough of Woodbine's prior round obligation is 88.

¹ David N. Kinsey, PhD, PP, FAICP, NEW JERSEY LOW AND MODERATE INCOME HOUSING OBLIGATIONS FOR 1999-2025 CALCULATED USING THE NJ COAH PRIOR ROUND (1987-1999) METHODOLOGY, July 2015.



Prospective Need

The third round prospective need obligation is 70 pursuant to the settlement agreement between the Borough and Fair Share Housing Center.

Durational Adjustment

The Borough of Woodbine does not have public sewer infrastructure available. The Borough includes a Pinelands Town area which is acknowledged in the wastewater management plan as an area which permits the future construction of public sewer infrastructure or on-site package treatment plants. However the ability to extend or provide any infrastructure in this area is limited and unlikely in the foreseeable future. In light of this the Borough has divided the Fair Share Plan into two parts consistent with Prior Round regulations concerning adjustments to the fair share predicated upon a lack of sewer – known as a durational adjustment. The first addresses the existing/approved units that are able to utilize existing infrastructure and development approvals. This will provide for a total of 95 affordable housing credits.

The balance of the Borough’s obligation (the “deferred portion”) (95 credits) will be deferred until adequate water and/or sewer capacity becomes available. The Borough of Woodbine will endorse all applications to the New Jersey Department of Environmental Protection (DEP) for water and/or sewer capacity to permit the development in the Pinelands Town areas. The anticipated build-out capacity for the Pinelands Town areas was used to determine the credits which would be available and are provided for under Proposed Units below.

Affordable Housing Plan

Rehabilitation Obligation:

The Borough of Woodbine works with Triad Associates to create opportunities for housing Rehabilitation. The Borough has utilized funding from the Neighborhood Stabilization Program to rehabilitate up to 2 units (located at 322 Washington Avenue and 530 Jackson Street). The Borough of Woodbine historically has identified 32 properties that were rehabilitated between 2000 and 2008. The intent is to continue working to improve the Borough’s housing stock with various programs and funding sources.

Prior Round and Prospective Need:

The Borough of Woodbine has a prior round (1987-1999) affordable housing obligation of 88 units and a prospective need obligation of 70 for a total obligation of 158². COAH has established rules that address rental requirements, age-restricted housing limitations and rental bonuses as housing credits. Accordingly the Borough’s housing obligation shall have a minimum of 39 rental units. The Borough is also permitted to receive a rental bonus for rental units that meet the criteria under N.J.A.C. 5:93-5.15(d), up to a maximum of 39 bonus credits. The total affordable housing units shall be permitted to utilize a maximum of 39 age-restricted units. (N.J.A.C. 5:93-5.14(a)3)

Borough of Woodbine Affordable Housing Obligation			
	Total Obligation	Prior Round	Prospective Need
Obligation	158	88	70
Less Prior Cycle Credits	0	0	0
Total Obligation	158	88	70
Rental Minimum – 25%	39	22	17
Age-Restricted Maximum – 25%	39	22	17
Maximum Rental Bonus – 25%	39	22	17

² As per Settlement Agreement dated February 12, 2018.

Existing/Approved Credits

Development	Type	Tenure	Status	Units	Bonus	Credits
Disabilities Resource Center	100% Affordable	Group Home	Complete	12	12	24
Cape Counseling 150 Summer Avenue	100% Affordable	Group Home	Complete	4	4	8
Cape Counseling 801 Summer Avenue	100% Affordable	Group Home	Complete	6	6	12
Devereux	100% Affordable	Group Home	Complete	9	9	18
NSP – 512 Longfellow Street	Market to Affordable	Family	Complete	1		1
Total				32	31	63

Prior Cycle Credits (1980-1986)

There are no existing affordable housing units in the Township that were occupied prior to 1986. Therefore there are no prior cycle credits to be taken at this time.

Existing Affordable Units

Supportive and Special Needs Housing –(62 credits)

The Borough has worked to establish numerous opportunities for special needs housing. These units would yield a total affordable housing credit of 31, including rental bonuses where the controls on affordability are in effect for at least 30 years (N.J.A.C. 5:93-5.8(d)). The Borough of Woodbine has three existing group homes that satisfy a portion of their affordable housing obligation. These are listed below:

- o Disabilities Resource Group Residence

Located at 1449 De Hirsch Avenue on Block 125, Lot 1.01 this is a 12-bedroom Group Home. This is a community residence for developmentally disabled adults. The property is licensed by the US Department of Housing and Urban Development carrying the appropriate

deed restrictions. (See documentation in the Appendix of the Fair Share Plan)

- o Cape Counseling Facilities

Located at 150 Summer Avenue on Block 1, Lot 1 this is a 4 Bedroom Group Home. The site was purchased by Cape Counseling Services in August of 2000. This is a community residence for adults with chronic mental illness. The property is licensed by the State of New Jersey Department of Human Services under the Division of Developmental Disabilities and received capital funding carrying the appropriate deed restrictions. (See documentation in the Appendix of the Fair Share Plan)

- o Cape Counseling Facilities

Located at 801 Summer Avenue on Block 107, Lot 2 this is a 6 Bedroom Group Home. The site was purchased in 1999. This is a community residence for adults with chronic mental illness. The property is licensed by the State of New Jersey Department of Human Services under the Division of Developmental Disabilities and received capital funding carrying the appropriate deed restrictions. (See documentation in the Appendix of the Fair Share Plan)

- o Devereux, NJ

Located at De Hirsch Avenue this is a 9 Bedroom Group Home. Devereux, New Jersey is a community residence for developmentally disabled adults. The property is licensed by the State of New Jersey Department of Human Services under the Division of Developmental Disabilities and received capital funding carrying the appropriate deed restrictions. (See documentation in the Appendix of the Fair Share Plan)

Market to Affordable –(1 credit)

The Borough received funding under the Neighborhood Stabilization Program (NSP) in 2010 to create a market to affordable unit at 512 Longfellow Street. The Borough implemented a 30-year deed restriction on this unit allowing it to qualify as an affordable housing credit. This unit is currently occupied by a qualifying household. (See documentation in the Appendix of the Fair Share Plan)

Proposed Credits

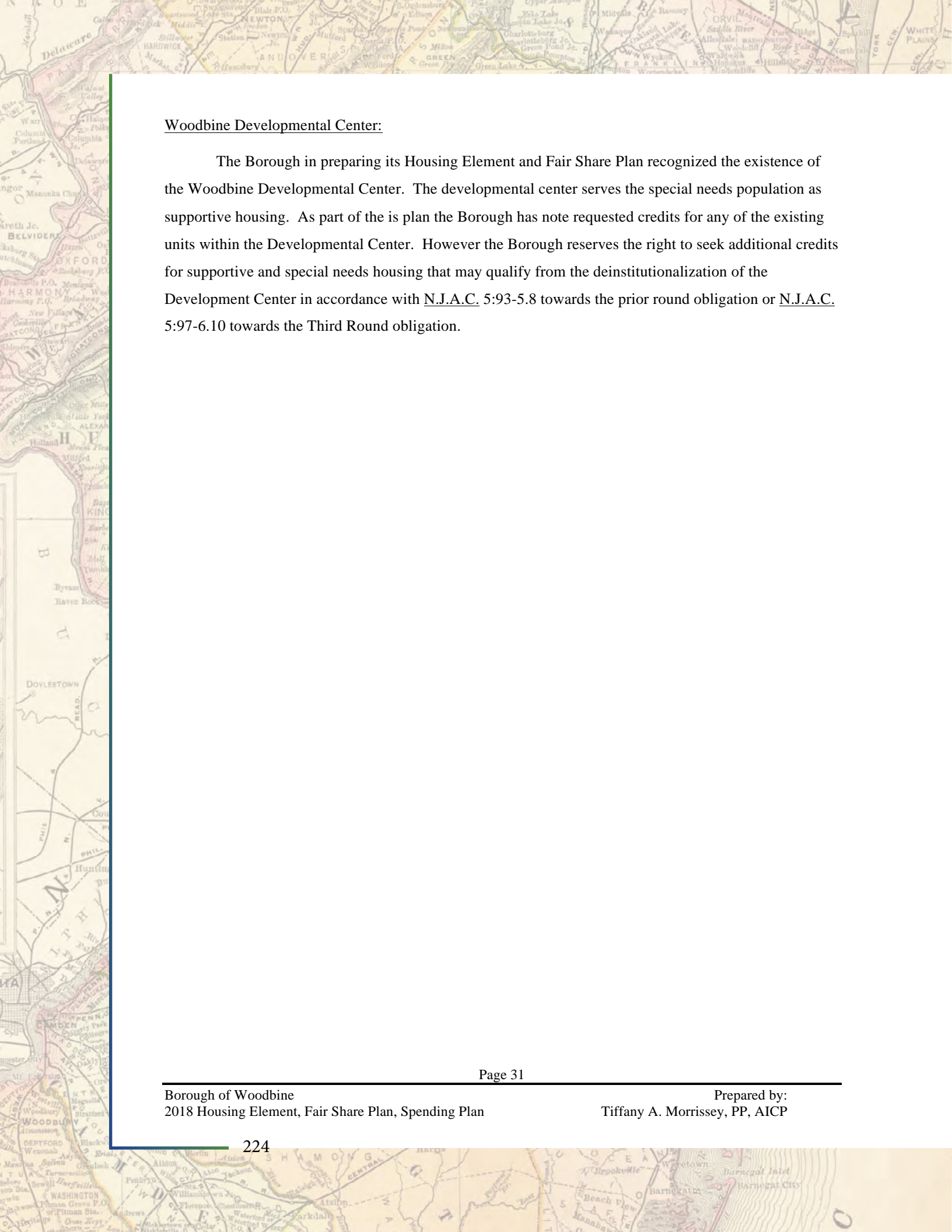
The Borough reviewed various available sites to provide opportunities to meet their affordable housing obligation. The Borough has limited areas with the ability to provide public sewer or wastewater treatment plants and therefore the available parcels were restricted. The infrastructure capacity and availability limited the lands available for affordable housing development. As such the Borough is creating a requirement for development within a Pinelands Town to provide a 20% affordable housing set-aside. This requirement would become effective if public sewer becomes available or where package treatment plants are implemented.

Development	Type	Status	Units	Bonus	Credits
Pinelands Towns	Inclusionary	Proposed Zoning	95		95
Total			95		95

Accordingly, wherever 20 or more residential units are proposed in a single development (based upon the contiguous land and existing lot of record such that a developer could not subdivide a tract to avoid this requirement) the development would require a 20% affordable housing set-aside. Based upon the build-out capacity for the Pinelands Town area as prepared by the Pinelands Commission in part, it is estimated that a total of 673 units could be developed in the Town areas. At a 20% set-aside this would yield up to 135 housing units and would exceed the 95 units of unmet need identified herein.

Market to Affordable Option

The Borough will provide an opportunity for a market to affordable program to be utilized by developments in the Pinelands Town areas to satisfy their affordable housing obligation off-site and within existing units in the Borough. These units will be family units and would make use of existing structures in the Borough.



Woodbine Developmental Center:

The Borough in preparing its Housing Element and Fair Share Plan recognized the existence of the Woodbine Developmental Center. The developmental center serves the special needs population as supportive housing. As part of the is plan the Borough has note requested credits for any of the existing units within the Developmental Center. However the Borough reserves the right to seek additional credits for supportive and special needs housing that may qualify from the deinstitutionalization of the Development Center in accordance with N.J.A.C. 5:93-5.8 towards the prior round obligation or N.J.A.C. 5:97-6.10 towards the Third Round obligation.

Bonus Provisions

In accordance with N.J.A.C. 5:93-5.15 the Borough of Woodbine intends to take bonus credits for up to 25% the rental units in this plan at the time they are completed and occupied. The projected rental bonus would account for up to 39 credits.

Very Low Income Requirement

The Borough will amend its affordable housing ordinance to require that thirteen (13%) of affordable units in future rental developments will be available to very-low-income families. Currently the units within the existing group home contributes to the satisfaction of this requirement. This requirement for future units will be included in the amended Fair Share Ordinance of the Borough of Woodbine.

Affordable Housing Trust Fund

The Borough of Woodbine will adopt an affordable housing trust fund ordinance in accordance with rules for the purposes of funding affordable housing activities. The Borough's Spending Plan is included as part of this document for approval by the Court. The proposed Affordable Housing Trust Fund ordinance is attached as an Appendix to this report.

Cost Generation

The Borough of Woodbine will provide for expediting the review of development applications containing affordable housing. Such expedition may consist of, but is not limited to, scheduling of pre-application conferences and special monthly public hearings for projects involving affordable housing. Furthermore, development applications containing affordable housing shall be reviewed for consistency with the Land Development Ordinance and Residential Site Improvement Standards (N.J.A.C. 5:21-1 et seq.) The Borough shall comply with COAH's requirements for unnecessary cost generating requirements under N.J.A.C. 5:93-10.

Monitoring

The Borough of Woodbine shall complete COAH's annual monitoring reports for the Borough's Affordable Housing Trust Fund and of the affordable housing units and programs.

Fair Share Ordinance And Affirmative Marketing

The Borough of Woodbine has prepared an Affirmative Marketing and Fair Share Ordinance in accordance with COAH's substantive rules, N.J.A.C. 5:93-9, and the UHAC at N.J.A.C. 5:80-26. The Borough's Fair Share Ordinance will govern the administration of affordable units in the Borough as well as regulating the occupancy of such units. The Fair Share Ordinance (see draft in Appendix) covers the phasing of affordable units, the low/moderate income split, bedroom distribution, occupancy standards, affordability controls, establishing rents and sales prices, affirmative marketing, income qualification and the like. The costs of advertising and affirmative marketing of the affordable units (including the contract with the Administrative Agent) shall be the responsibility of the developer, sponsor or owner, unless otherwise determined or agreed to by the Borough.

The affirmative marketing plan is designed to attract buyers and/or renters of all majority and minority groups, regardless of race, creed, color, national origin, ancestry, marital or familial status, gender, affectional or sexual orientation, disability, age or number of children to the affordable units located in the Township. Additionally, the affirmative marketing plan is intended to target those potentially eligible persons who are least likely to apply for affordable units and who reside in Housing Region #6, consisting of Atlantic, Cape May, Cumberland and Salem counties.

The affirmative marketing plan includes regulations for qualification of income eligibility, price and rent restrictions, bedroom distribution, affordability control periods, and unit marketing in accordance with N.J.A.C. 5:80-26. All newly created affordable units will comply with the thirty-year affordability control required by UHAC, N.J.A.C. 5:80-26-5 and 5:80-26-11. This plan must be adhered to by all private, non-profit or municipal developers of affordable housing units and must cover the period of deed restriction or affordability controls on each affordable unit. The costs of implementing the affirmative marketing plan (i.e., the costs of advertising the availability of affordable units, contract with the Administrative Agent, etc.) are the responsibilities of the developers of the affordable units. This requirement will be included in the Borough's fair share ordinances and shall be a condition of any municipal development approval.

SPENDING PLAN

This Spending Plan has been prepared in accordance with the approved Settlement Agreement with Fair Share Housing Center. The Borough of Woodbine has not collected any fees for affordable housing as they have not implemented the proposed Development Fee Ordinance included in the Appendix of this report. Any future funds collected under this ordinance will be deposited into the affordable housing trust fund. These funds shall be spent in accordance with N.J.A.C. 5:93-8.1-8.22 as described in the sections that follow.

Revenues for Certification Period

To calculate a projection of revenue anticipated during the period of third round substantive certification, Woodbine Borough considered the following:

- (a) Development fees:
 - 1. Projects which have had development fees imposed upon them at the time of development approvals;
 - 2. All projects currently before the planning and zoning boards for development approvals that may apply for certificates of occupancy; and
 - 3. Future development that is likely to occur based on historical rates of development and/or projected development in accordance with COAH projections.
 - 4. Revenues from the 2.5 non-residential, for all commercial development
- (b) Other funding sources: Other funding sources: No other funds have been or are anticipated to be collected.
- (c) Projected interest: Interest on the projected revenue in the municipal affordable housing trust fund based upon the average amount earned on prior years.

SOURCE OF FUNDS	PROJECTED REVENUES-HOUSING TRUST FUND - 2018 THROUGH 2025								
	2018	2019	2020	2021	2022	2023	2024	2025	Total
(a) Projected Development fees:	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	200,000
(b) Payments in Lieu of Construction	0	0	0	0	0	0	0	0	0
(c) Other Funds	0	0	0	0	0	0	0	0	0
(d) Interest – 2% estimated	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD
Total	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	200,000

The above projected revenues are based upon projected residential and commercial development growth rates from prior years. The above assumes up to 10 residential units per year and limited commercial development. From 2008 through September of 2015 the Borough has realized 70 new residential units, less than 10 units per year thus we are conservative in our estimates above. Woodbine Borough projects a total of \$200,000 in revenue to be collected between January 1, 2018 and December 31, 2025. All interest earned on the account shall accrue to the account to be used only for the purposes of affordable housing.

Administrative Mechanism To Collect And Distribute Funds

The following procedural sequence for the collection and distribution of development fee revenues shall be followed by the Borough of Woodbine:

(a) Collection of development fee revenues:

Collection of development fee revenues shall be consistent with the Borough of Woodbine’s development fee ordinance for both residential and non-residential developments in accordance with FHAA’s rules and P.L.2008, c.46, sections 8 (C. 52:27D-329.2) and 32- 38 (C. 40:55D-8.1 through 8.7).

(b) Distribution of development fee revenues:

The Borough of Woodbine’s Housing Liaison recommends to the governing body the expenditure of development fee revenues as set forth in this spending plan. The governing body reviews the request for consistency with the spending plan and adopts the recommendation by resolution.

The release of funds requires the adoption of the governing body resolution in accordance with the FHAA-approved spending plan. Once a request is approved by resolution, the Chief Financial Officer releases the requested revenue from the trust fund for the specific use approved in the governing body’s resolution.

Anticipated Use Of Affordable Housing Funds

Regulations permit the use of revenues generated by a development fee ordinance for activities that address the municipal fair share obligation including, but not limited to, rehabilitation, new construction, improvement to land, roads and infrastructure for affordable housing, assistance to render units more affordable, and administrative costs of housing plan implementation.

(a) New construction programs and projects (N.J.A.C. 5:97-8.7)

The Borough of Woodbine will dedicate \$100,000 to new construction and rehabilitation programs (see detailed descriptions in Fair Share Plan). The Borough of Woodbine will develop a market to affordable program, which would subsidize a minimum of \$25,000 per unit to make units affordable to moderate-income households and \$30,000 per unit to make units affordable to low-income households. Additional funding may be provided through the Affordability Assistance program to designate these units for very low-income households.

(b) Affordability Assistance (N.J.A.C. 5:97-8.8)

The Borough commits to providing affordability assistance in accordance with the COAH requirements (N.J.A.C. 5:97-8.8). In accordance with the projections for new development prepared by COAH, the Borough of Woodbine has prepared a table projecting the minimum affordability assistance requirement. The following table has been prepared solely to meet the requirements of N.J.A.C.5:97-8.8:

Development fees collected through July 2018		\$0
Development fees projected 1/2018-2025		\$200,000
30 percent requirement	x 0.30 =	\$ 60,000
PROJECTED MINIMUM Affordability Assistance Requirement through 12/31/2025	=	\$ 60,000
PROJECTED MINIMUM Very Low-Income Affordability Assistance Requirement through 12/31/2025	1/3 rd of Requirement	\$ 18,000

The Borough of Woodbine will dedicate a minimum of 30% of the total collected fees (estimated at \$60,000) from the Affordable Housing Trust Fund to render units more affordable, including a minimum of 1/3rd of the required 30% (estimated at \$18,000) to render units more affordable to households earning 30 percent or less of median income by region. Affordability assistance programs will include down-payment assistance, rental assistance, and the conversion of low-income units to very-low-income units (including the accessory apartments) and other programs approved by FHAA.

(c) Administrative Expenses (N.J.A.C. 5:97-8.9)

The Borough of Woodbine projects that a maximum of 20% of the collected revenues (estimated at \$40,000) will be available from the affordable housing trust fund to be used for administrative purposes. Projected administrative expenditures:

The fee will be utilized for administrative purposes such as salaries and benefits for municipal employees or consultant fees necessary to develop or implement municipal housing programs such as rehabilitation, accessory apartments, new construction, housing elements and/or affirmative marketing programs. Administrative funds may be used to income qualify households and monitor implementation. Development fees may be used to defray the costs of staff or consultants that are preparing or implementing a Fair Share Plan.

Development fees collected through July 2018		\$0
Development fees projected 1/2018-2025		\$200,000
20 percent cap requirement	x 0.20 =	\$ 40,000
Available for Administrative Expense through 12/31/2025	=	\$ 40,000

Expenditure Schedule

Woodbine Borough intends to use affordable housing trust fund revenues for the creation of new affordable housing units through a market to affordable program. The following summarizes the use of the funds as required under N.J.A.C.5:97-8.10(a)8:

Projected Revenue 2018-2025		\$200,000
Expenditures		
New Construction Projects	-	\$100,000
Affordability Assistance	-	\$60,000
Administrative Expense	-	\$ 40,000
Total Projected Expenditures	=	\$200,000
Remaining Balance	=	\$0.00

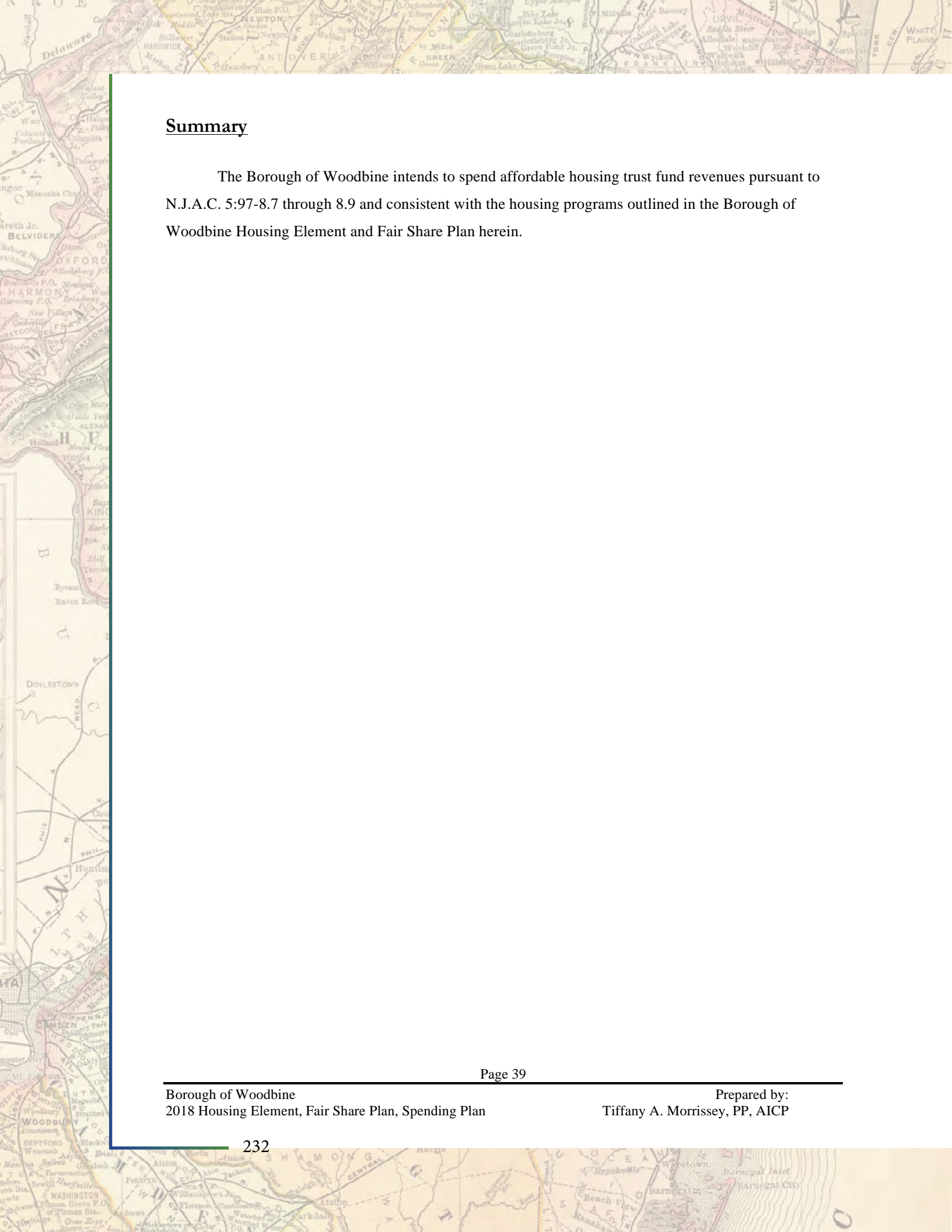
Administrative Expenses: The Borough of Woodbine will expend funds for administrative expenses through December 31, 2025 for the purposes of salaries and benefits of the municipal employees involved in the implementation and administration of the Borough’s Affordable Housing program, Housing Element and Fair Share Plan, and affirmative marketing program, as well as any other permitted program under N.J.A.C.5:97-8.9.

Affordability Assistance: The Borough of Woodbine intends to spend funds for affordability assistance in accordance with N.J.A.C.5:97-8.8. One-third of the balance will be utilized for the affordability assistance to very low-income households.

Housing Programs: The Borough of Woodbine intends to utilize the remaining Housing Trust Fund balance on the programs highlighted in the Fair Share Plan.

Excess Or Shortfall Of Funds

Pursuant to the Housing Element and Fair Share Plan, the governing body of The Borough of Woodbine has adopted a resolution agreeing to fund any shortfall of funds required for implementing the Fair Share Plan. In the event that a shortfall of anticipated revenues occurs, the Borough of Woodbine intends to bond to cover the additional costs. A copy of the adopted resolution is provided. In the event of excess funds, any remaining funds above the amount necessary to satisfy the municipal affordable housing obligation will be used to supplement the affordability assistance program or the municipally sponsored 100% affordable program.



Summary

The Borough of Woodbine intends to spend affordable housing trust fund revenues pursuant to N.J.A.C. 5:97-8.7 through 8.9 and consistent with the housing programs outlined in the Borough of Woodbine Housing Element and Fair Share Plan herein.



APPENDIX B – Disabilities Resource Center Documentation

APPENDIX C – Cape Counseling 150 Summer Avenue Documentation

APPENDIX D – Cape Counseling 801 Summer Avenue Documentation

APPENDIX E – Devereux NJ Documentation

APPENDIX F – Market to Affordable NSP 512 Longfellow Documentation

APPENDIX G – Implementing Ordinances (Including Affirmative Marketing Plan and Development Fee Ordinance)

APPENDIX H – Borough of Woodbine “Intent to Bond” Resolution

APPENDIX I – Fairness Hearing Order

**BOROUGH OF WOODBINE
COUNTY OF CAPE MAY**

ORDINANCE NO. 576- 2018

**AN ORDINANCE AMENDING CHAPTER XXV DEVELOPMENT FEES AND
CHAPTER XXVI ZONING, OF THE BOROUGH OF WOODBINE CREATING
PROVISIONS FOR AFFORDABLE HOUSING**

WHEREAS, the purpose of this Ordinance is to amend Chapter XXV Development Fees and Chapter XXVI, Zoning, of the Code of the Borough of Woodbine to incorporate standards for affordable housing in accordance with the adopted Housing Element and Fair Share Plan and Spending Plan; and

WHEREAS, the Planning Board of Woodbine Borough, Cape May County, State of New Jersey, adopted a Housing Element, Fair Share Plan and Spending Plan on August 16, 2018 in accordance with COAH's rules at N.J.A.C. 5:91 et seq. and N.J.A.C. 5:93 et seq., and subsequent applicable laws and regulations such as amendments to the FHA; and

WHEREAS, the Borough Planning Board recommends the adoption of this ordinance pursuant to the approval of the Housing Element and Fair Share Plan and Spending Plan to the Borough Council in accordance with the requirements of N.J.S.A. 40:55D-64. The Planning Board found that the proposed ordinance is consistent with the adopted Master Plan Elements and made a favorable recommendation supporting the ordinance amendments at their Aug 15, 2018 meeting; and

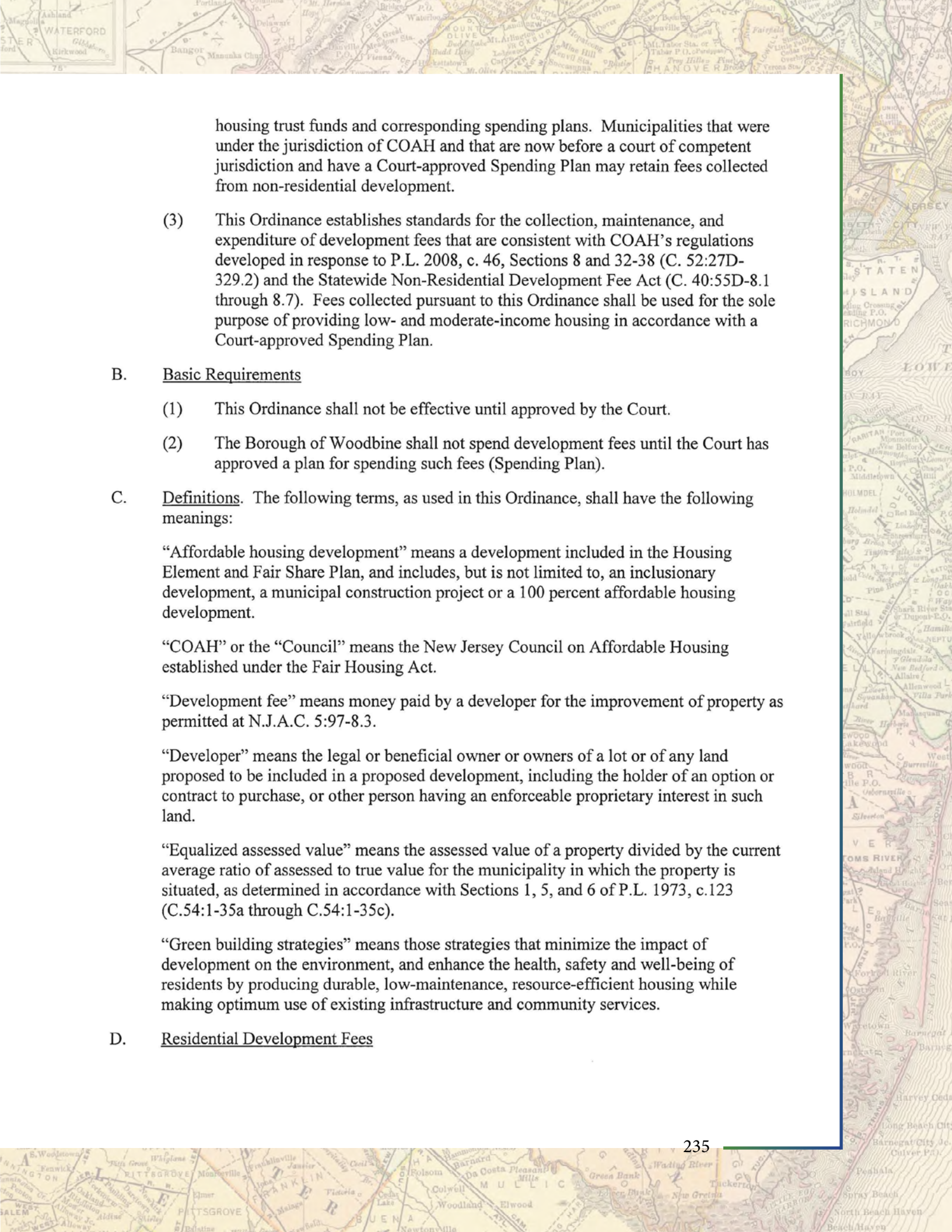
NOW THEREFORE, BE IT ORDAINED by the Governing Body for the Borough of Woodbine, County of Cape May and State of New Jersey, that Chapter XXV Development Fees and Chapter XXVI, Zoning is hereby amended as follows:

SECTION I. Within Chapter XXV Development Fees, Delete Section 25-4 COAH Fees and Compliance in its entirety and replace with the following:

Section 25-4 Development Fee Ordinance

A. Purpose

- (1) In Holmdel Builder's Association v. Holmdel Township, 121 N.J. 550 (1990), the New Jersey Supreme Court determined that mandatory development fees are authorized by the Fair Housing Act of 1985, N.J.S.A. 52:27d-301 *et seq.*, and the State Constitution, subject to the adoption of Rules by the Council on Affordable Housing (COAH).
- (2) Pursuant to P.L. 2008, c. 46, Section 8 (C. 52:27D-329.2) and the Statewide Non-Residential Development Fee Act (C. 40:55D-8.1 through 8.7), COAH was authorized to adopt and promulgate regulations necessary for the establishment, implementation, review, monitoring and enforcement of municipal affordable



housing trust funds and corresponding spending plans. Municipalities that were under the jurisdiction of COAH and that are now before a court of competent jurisdiction and have a Court-approved Spending Plan may retain fees collected from non-residential development.

- (3) This Ordinance establishes standards for the collection, maintenance, and expenditure of development fees that are consistent with COAH's regulations developed in response to P.L. 2008, c. 46, Sections 8 and 32-38 (C. 52:27D-329.2) and the Statewide Non-Residential Development Fee Act (C. 40:55D-8.1 through 8.7). Fees collected pursuant to this Ordinance shall be used for the sole purpose of providing low- and moderate-income housing in accordance with a Court-approved Spending Plan.

B. Basic Requirements

- (1) This Ordinance shall not be effective until approved by the Court.
- (2) The Borough of Woodbine shall not spend development fees until the Court has approved a plan for spending such fees (Spending Plan).

C. Definitions. The following terms, as used in this Ordinance, shall have the following meanings:

“Affordable housing development” means a development included in the Housing Element and Fair Share Plan, and includes, but is not limited to, an inclusionary development, a municipal construction project or a 100 percent affordable housing development.

“COAH” or the “Council” means the New Jersey Council on Affordable Housing established under the Fair Housing Act.

“Development fee” means money paid by a developer for the improvement of property as permitted at N.J.A.C. 5:97-8.3.

“Developer” means the legal or beneficial owner or owners of a lot or of any land proposed to be included in a proposed development, including the holder of an option or contract to purchase, or other person having an enforceable proprietary interest in such land.

“Equalized assessed value” means the assessed value of a property divided by the current average ratio of assessed to true value for the municipality in which the property is situated, as determined in accordance with Sections 1, 5, and 6 of P.L. 1973, c.123 (C.54:1-35a through C.54:1-35c).

“Green building strategies” means those strategies that minimize the impact of development on the environment, and enhance the health, safety and well-being of residents by producing durable, low-maintenance, resource-efficient housing while making optimum use of existing infrastructure and community services.

D. Residential Development Fees

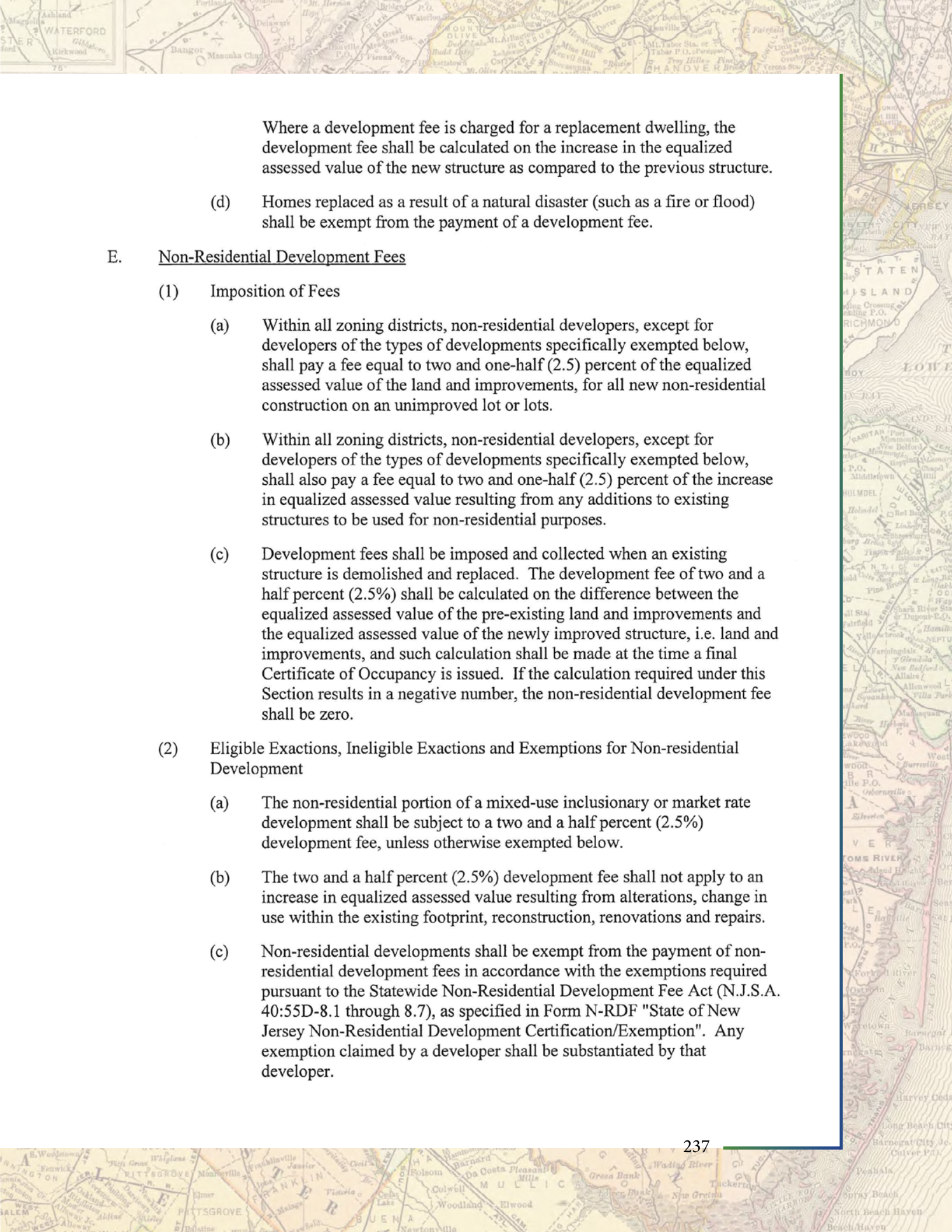
(1) **Imposition of Fees.** Within the Borough of Woodbine, all residential developers, except for developers of the types of developments specifically exempted below and developers of developments that include affordable housing, shall pay a fee in accordance with the following:

- (a) Within all zoning districts, residential developers, except for developers of the types of development specifically exempted below, shall pay a fee of one (1%) percent of the equalized assessed value for residential development provided no increased density is permitted.
- (b) When an increase in residential density pursuant to N.J.S.A. 40:55D-70d(5) (known as a “d” variance) has been permitted, developers may be required to pay a development fee of two and one-half (2.5%) percent of the equalized assessed value for each additional unit that may be realized. However, if the zoning on a site has changed during the two-year period preceding the filing of such a variance application, the base density for the purposes of calculating the bonus development fee shall be the highest density permitted by right during the two-year period preceding the filing of the variance application.

Example: If an approval allows four (4) units to be constructed on a site that was zoned for two (2) units, the fees could equal one (1%) percent of the equalized assessed value on the first two (2) units; and the specified higher percentage up to six (6%) percent of the equalized assessed value for the two (2) additional units, provided zoning on the site has not changed during the two-year period preceding the filing of such a variance application.

(2) **Eligible Exactions, Ineligible Exactions and Exemptions for Residential Developments**

- (a) Affordable housing developments and/or developments where the developer has made a payment in lieu of on-site construction of affordable units, if permitted by Ordinance or by Agreement with the Borough of Woodbine, shall be exempt from the payment of development fees.
- (b) Developments that have received preliminary or final site plan approval prior to the adoption of this Ordinance shall be exempt from the payment of development fees, unless the developer seeks a substantial change in the original approval. Where site plan approval is not applicable, the issuance of a Zoning Permit and/or Construction Permit shall be synonymous with preliminary or final site plan approval for the purpose of determining the right to an exemption. In all cases, the applicable fee percentage shall be determined based upon the Development Fee Ordinance in effect on the date that the Construction Permit is issued.
- (c) Improvements or additions to existing one and two-family dwellings on individual lots shall not be required to pay a development fee, but a development fee shall be charged for any new dwelling constructed as a replacement for a previously existing dwelling on the same lot that was or will be demolished, unless the owner resided in the previous dwelling for a period of one year or more prior to obtaining a demolition permit.



Where a development fee is charged for a replacement dwelling, the development fee shall be calculated on the increase in the equalized assessed value of the new structure as compared to the previous structure.

- (d) Homes replaced as a result of a natural disaster (such as a fire or flood) shall be exempt from the payment of a development fee.

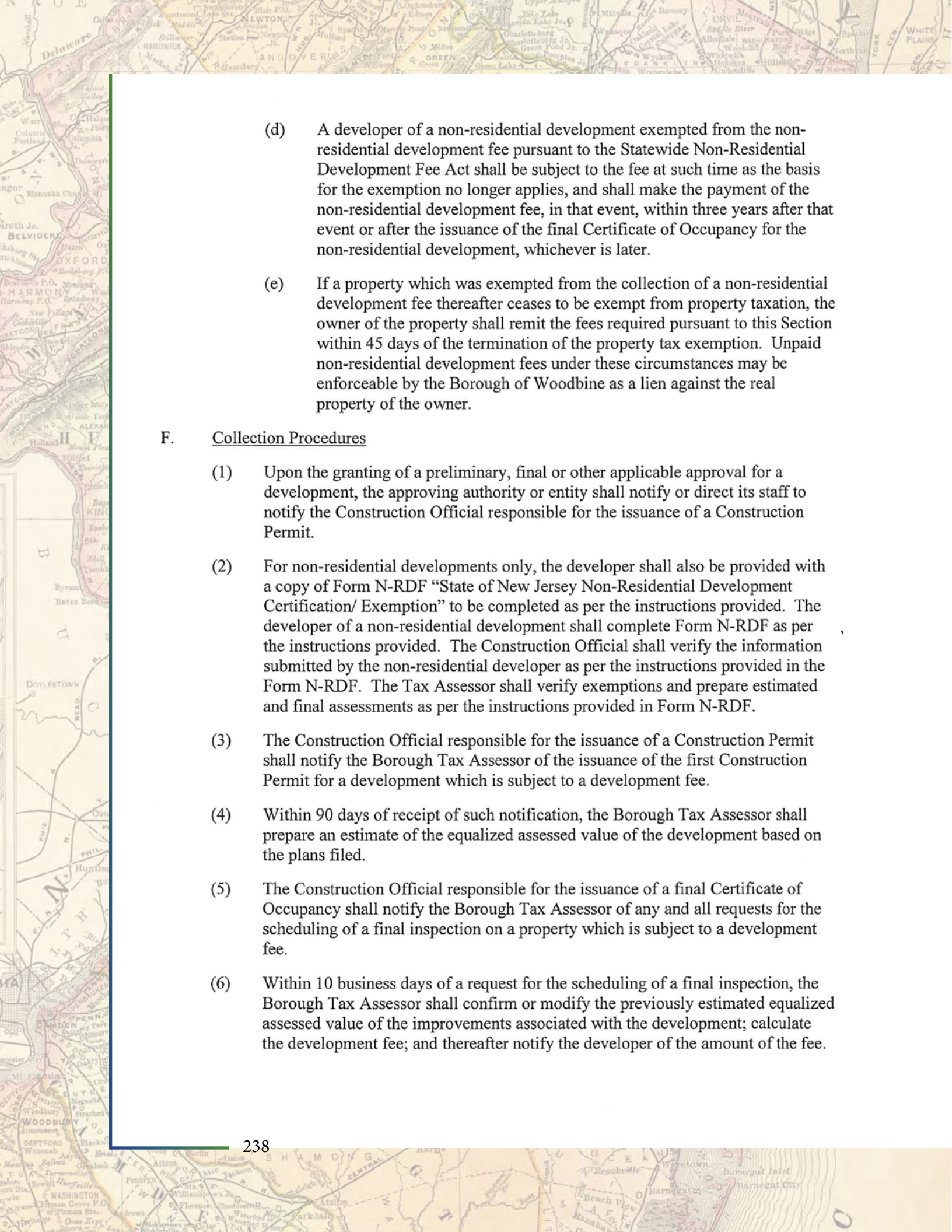
E. Non-Residential Development Fees

(1) Imposition of Fees

- (a) Within all zoning districts, non-residential developers, except for developers of the types of developments specifically exempted below, shall pay a fee equal to two and one-half (2.5) percent of the equalized assessed value of the land and improvements, for all new non-residential construction on an unimproved lot or lots.
- (b) Within all zoning districts, non-residential developers, except for developers of the types of developments specifically exempted below, shall also pay a fee equal to two and one-half (2.5) percent of the increase in equalized assessed value resulting from any additions to existing structures to be used for non-residential purposes.
- (c) Development fees shall be imposed and collected when an existing structure is demolished and replaced. The development fee of two and a half percent (2.5%) shall be calculated on the difference between the equalized assessed value of the pre-existing land and improvements and the equalized assessed value of the newly improved structure, i.e. land and improvements, and such calculation shall be made at the time a final Certificate of Occupancy is issued. If the calculation required under this Section results in a negative number, the non-residential development fee shall be zero.

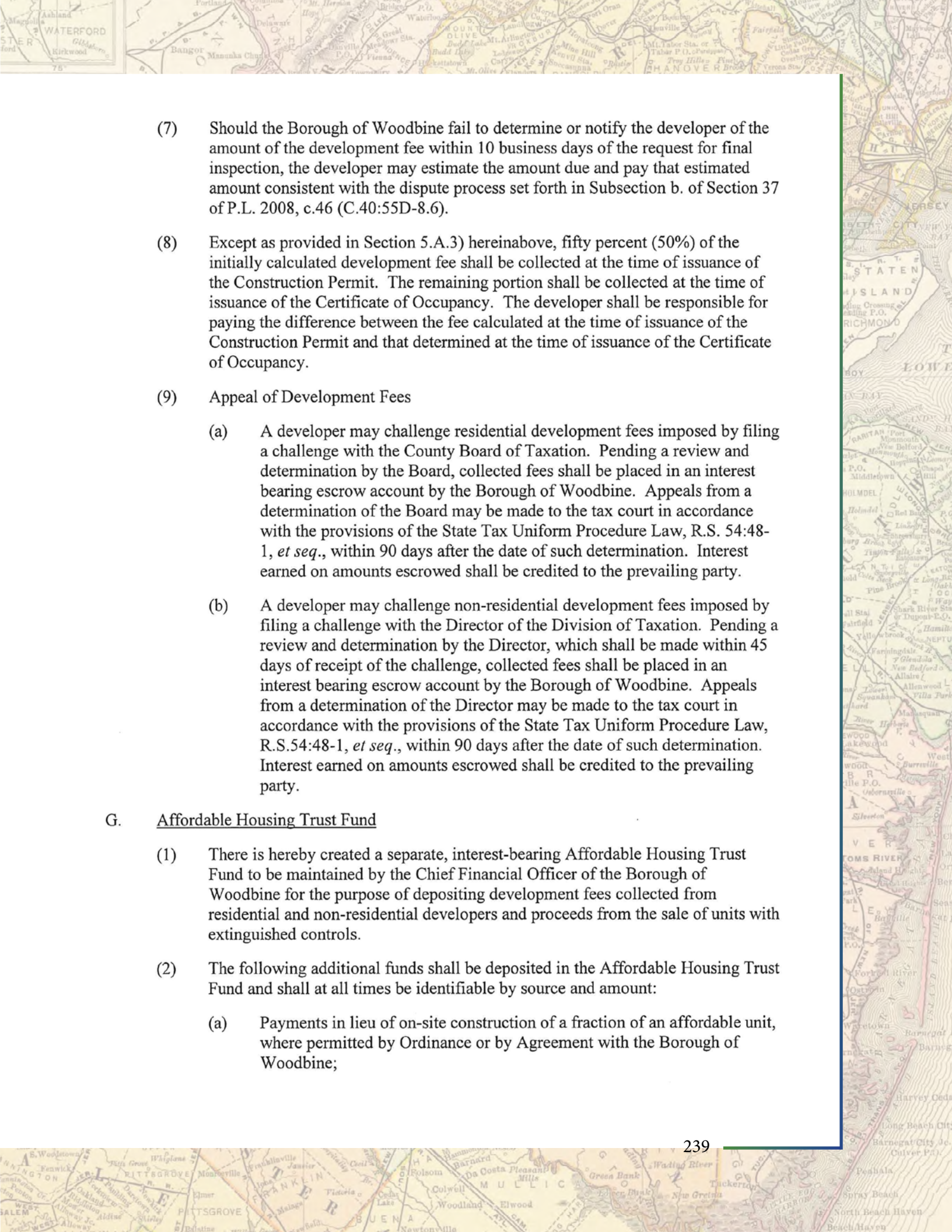
(2) Eligible Exactions, Ineligible Exactions and Exemptions for Non-residential Development

- (a) The non-residential portion of a mixed-use inclusionary or market rate development shall be subject to a two and a half percent (2.5%) development fee, unless otherwise exempted below.
- (b) The two and a half percent (2.5%) development fee shall not apply to an increase in equalized assessed value resulting from alterations, change in use within the existing footprint, reconstruction, renovations and repairs.
- (c) Non-residential developments shall be exempt from the payment of non-residential development fees in accordance with the exemptions required pursuant to the Statewide Non-Residential Development Fee Act (N.J.S.A. 40:55D-8.1 through 8.7), as specified in Form N-RDF "State of New Jersey Non-Residential Development Certification/Exemption". Any exemption claimed by a developer shall be substantiated by that developer.

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- A background map showing parts of Delaware and New Jersey. The map includes various towns and cities such as Newark, Camden, Philadelphia, and Woodbury. It also shows geographical features like the Delaware River and the Chesapeake Bay. The map is oriented with North at the top.
- (d) A developer of a non-residential development exempted from the non-residential development fee pursuant to the Statewide Non-Residential Development Fee Act shall be subject to the fee at such time as the basis for the exemption no longer applies, and shall make the payment of the non-residential development fee, in that event, within three years after that event or after the issuance of the final Certificate of Occupancy for the non-residential development, whichever is later.
 - (e) If a property which was exempted from the collection of a non-residential development fee thereafter ceases to be exempt from property taxation, the owner of the property shall remit the fees required pursuant to this Section within 45 days of the termination of the property tax exemption. Unpaid non-residential development fees under these circumstances may be enforceable by the Borough of Woodbine as a lien against the real property of the owner.

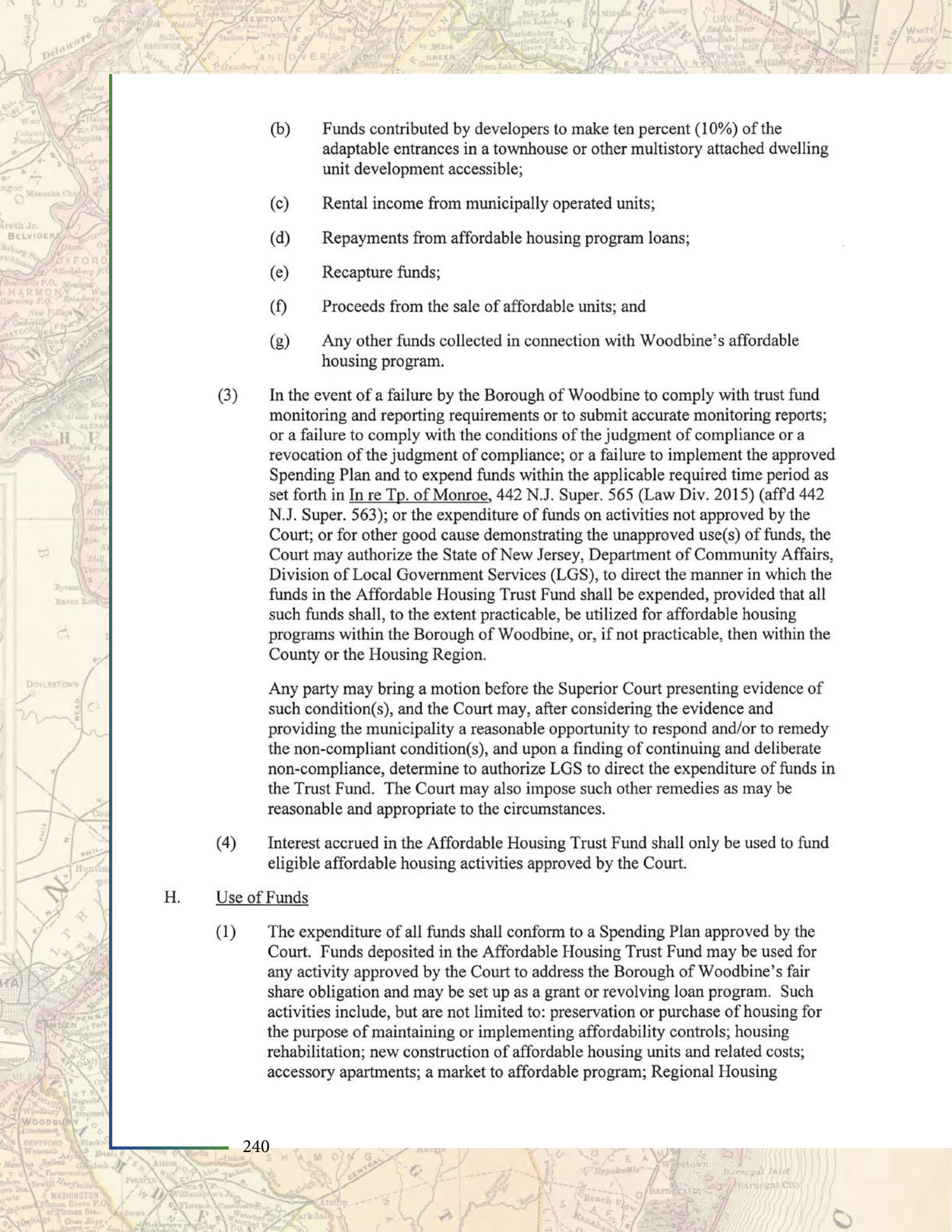
F. Collection Procedures

- (1) Upon the granting of a preliminary, final or other applicable approval for a development, the approving authority or entity shall notify or direct its staff to notify the Construction Official responsible for the issuance of a Construction Permit.
- (2) For non-residential developments only, the developer shall also be provided with a copy of Form N-RDF "State of New Jersey Non-Residential Development Certification/ Exemption" to be completed as per the instructions provided. The developer of a non-residential development shall complete Form N-RDF as per the instructions provided. The Construction Official shall verify the information submitted by the non-residential developer as per the instructions provided in the Form N-RDF. The Tax Assessor shall verify exemptions and prepare estimated and final assessments as per the instructions provided in Form N-RDF.
- (3) The Construction Official responsible for the issuance of a Construction Permit shall notify the Borough Tax Assessor of the issuance of the first Construction Permit for a development which is subject to a development fee.
- (4) Within 90 days of receipt of such notification, the Borough Tax Assessor shall prepare an estimate of the equalized assessed value of the development based on the plans filed.
- (5) The Construction Official responsible for the issuance of a final Certificate of Occupancy shall notify the Borough Tax Assessor of any and all requests for the scheduling of a final inspection on a property which is subject to a development fee.
- (6) Within 10 business days of a request for the scheduling of a final inspection, the Borough Tax Assessor shall confirm or modify the previously estimated equalized assessed value of the improvements associated with the development; calculate the development fee; and thereafter notify the developer of the amount of the fee.

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- (7) Should the Borough of Woodbine fail to determine or notify the developer of the amount of the development fee within 10 business days of the request for final inspection, the developer may estimate the amount due and pay that estimated amount consistent with the dispute process set forth in Subsection b. of Section 37 of P.L. 2008, c.46 (C.40:55D-8.6).
 - (8) Except as provided in Section 5.A.3) hereinabove, fifty percent (50%) of the initially calculated development fee shall be collected at the time of issuance of the Construction Permit. The remaining portion shall be collected at the time of issuance of the Certificate of Occupancy. The developer shall be responsible for paying the difference between the fee calculated at the time of issuance of the Construction Permit and that determined at the time of issuance of the Certificate of Occupancy.
 - (9) Appeal of Development Fees
 - (a) A developer may challenge residential development fees imposed by filing a challenge with the County Board of Taxation. Pending a review and determination by the Board, collected fees shall be placed in an interest bearing escrow account by the Borough of Woodbine. Appeals from a determination of the Board may be made to the tax court in accordance with the provisions of the State Tax Uniform Procedure Law, R.S. 54:48-1, *et seq.*, within 90 days after the date of such determination. Interest earned on amounts escrowed shall be credited to the prevailing party.
 - (b) A developer may challenge non-residential development fees imposed by filing a challenge with the Director of the Division of Taxation. Pending a review and determination by the Director, which shall be made within 45 days of receipt of the challenge, collected fees shall be placed in an interest bearing escrow account by the Borough of Woodbine. Appeals from a determination of the Director may be made to the tax court in accordance with the provisions of the State Tax Uniform Procedure Law, R.S.54:48-1, *et seq.*, within 90 days after the date of such determination. Interest earned on amounts escrowed shall be credited to the prevailing party.

G. Affordable Housing Trust Fund

- (1) There is hereby created a separate, interest-bearing Affordable Housing Trust Fund to be maintained by the Chief Financial Officer of the Borough of Woodbine for the purpose of depositing development fees collected from residential and non-residential developers and proceeds from the sale of units with extinguished controls.
- (2) The following additional funds shall be deposited in the Affordable Housing Trust Fund and shall at all times be identifiable by source and amount:
 - (a) Payments in lieu of on-site construction of a fraction of an affordable unit, where permitted by Ordinance or by Agreement with the Borough of Woodbine;

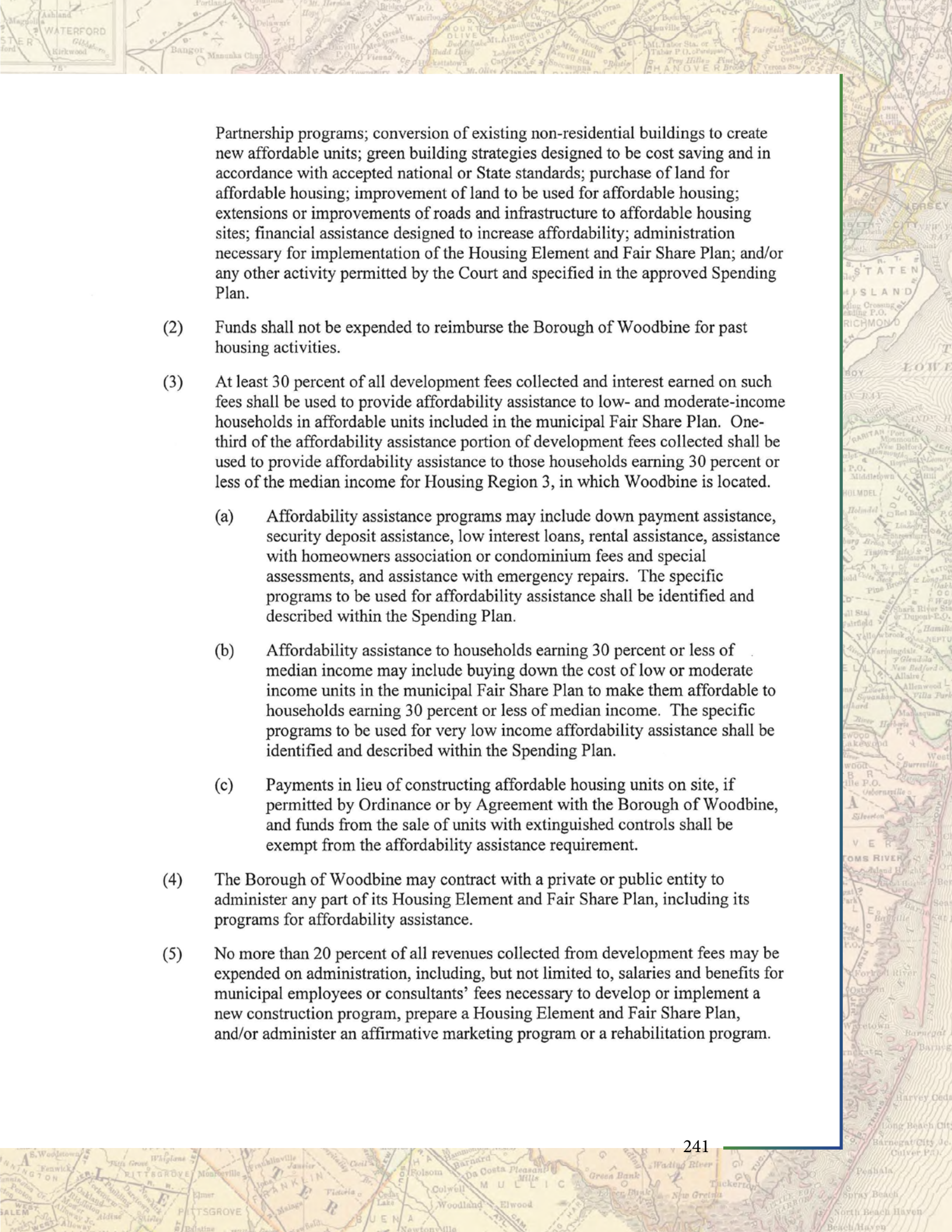
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- A background map showing parts of Delaware and New Jersey. The map includes labels for various towns and cities such as Delaware, Newark, Philadelphia, and Woodbury. It also shows geographical features like the Delaware River and the Chesapeake Bay.
- (b) Funds contributed by developers to make ten percent (10%) of the adaptable entrances in a townhouse or other multistory attached dwelling unit development accessible;
 - (c) Rental income from municipally operated units;
 - (d) Repayments from affordable housing program loans;
 - (e) Recapture funds;
 - (f) Proceeds from the sale of affordable units; and
 - (g) Any other funds collected in connection with Woodbine’s affordable housing program.
- (3) In the event of a failure by the Borough of Woodbine to comply with trust fund monitoring and reporting requirements or to submit accurate monitoring reports; or a failure to comply with the conditions of the judgment of compliance or a revocation of the judgment of compliance; or a failure to implement the approved Spending Plan and to expend funds within the applicable required time period as set forth in In re Tp. of Monroe, 442 N.J. Super. 565 (Law Div. 2015) (aff’d 442 N.J. Super. 563); or the expenditure of funds on activities not approved by the Court; or for other good cause demonstrating the unapproved use(s) of funds, the Court may authorize the State of New Jersey, Department of Community Affairs, Division of Local Government Services (LGS), to direct the manner in which the funds in the Affordable Housing Trust Fund shall be expended, provided that all such funds shall, to the extent practicable, be utilized for affordable housing programs within the Borough of Woodbine, or, if not practicable, then within the County or the Housing Region.

Any party may bring a motion before the Superior Court presenting evidence of such condition(s), and the Court may, after considering the evidence and providing the municipality a reasonable opportunity to respond and/or to remedy the non-compliant condition(s), and upon a finding of continuing and deliberate non-compliance, determine to authorize LGS to direct the expenditure of funds in the Trust Fund. The Court may also impose such other remedies as may be reasonable and appropriate to the circumstances.

- (4) Interest accrued in the Affordable Housing Trust Fund shall only be used to fund eligible affordable housing activities approved by the Court.

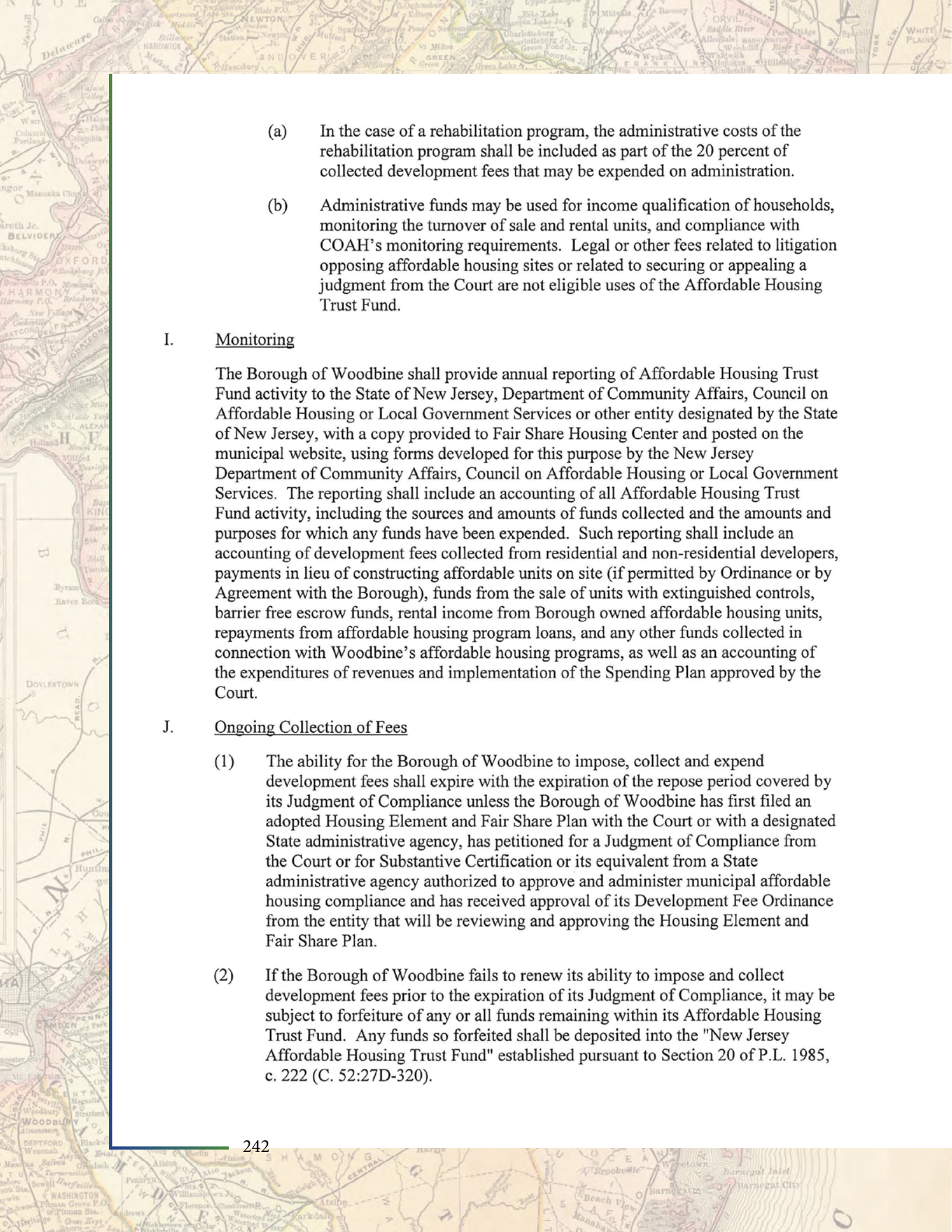
H. Use of Funds

- (1) The expenditure of all funds shall conform to a Spending Plan approved by the Court. Funds deposited in the Affordable Housing Trust Fund may be used for any activity approved by the Court to address the Borough of Woodbine’s fair share obligation and may be set up as a grant or revolving loan program. Such activities include, but are not limited to: preservation or purchase of housing for the purpose of maintaining or implementing affordability controls; housing rehabilitation; new construction of affordable housing units and related costs; accessory apartments; a market to affordable program; Regional Housing



Partnership programs; conversion of existing non-residential buildings to create new affordable units; green building strategies designed to be cost saving and in accordance with accepted national or State standards; purchase of land for affordable housing; improvement of land to be used for affordable housing; extensions or improvements of roads and infrastructure to affordable housing sites; financial assistance designed to increase affordability; administration necessary for implementation of the Housing Element and Fair Share Plan; and/or any other activity permitted by the Court and specified in the approved Spending Plan.

- (2) Funds shall not be expended to reimburse the Borough of Woodbine for past housing activities.
- (3) At least 30 percent of all development fees collected and interest earned on such fees shall be used to provide affordability assistance to low- and moderate-income households in affordable units included in the municipal Fair Share Plan. One-third of the affordability assistance portion of development fees collected shall be used to provide affordability assistance to those households earning 30 percent or less of the median income for Housing Region 3, in which Woodbine is located.
 - (a) Affordability assistance programs may include down payment assistance, security deposit assistance, low interest loans, rental assistance, assistance with homeowners association or condominium fees and special assessments, and assistance with emergency repairs. The specific programs to be used for affordability assistance shall be identified and described within the Spending Plan.
 - (b) Affordability assistance to households earning 30 percent or less of median income may include buying down the cost of low or moderate income units in the municipal Fair Share Plan to make them affordable to households earning 30 percent or less of median income. The specific programs to be used for very low income affordability assistance shall be identified and described within the Spending Plan.
 - (c) Payments in lieu of constructing affordable housing units on site, if permitted by Ordinance or by Agreement with the Borough of Woodbine, and funds from the sale of units with extinguished controls shall be exempt from the affordability assistance requirement.
- (4) The Borough of Woodbine may contract with a private or public entity to administer any part of its Housing Element and Fair Share Plan, including its programs for affordability assistance.
- (5) No more than 20 percent of all revenues collected from development fees may be expended on administration, including, but not limited to, salaries and benefits for municipal employees or consultants' fees necessary to develop or implement a new construction program, prepare a Housing Element and Fair Share Plan, and/or administer an affirmative marketing program or a rehabilitation program.

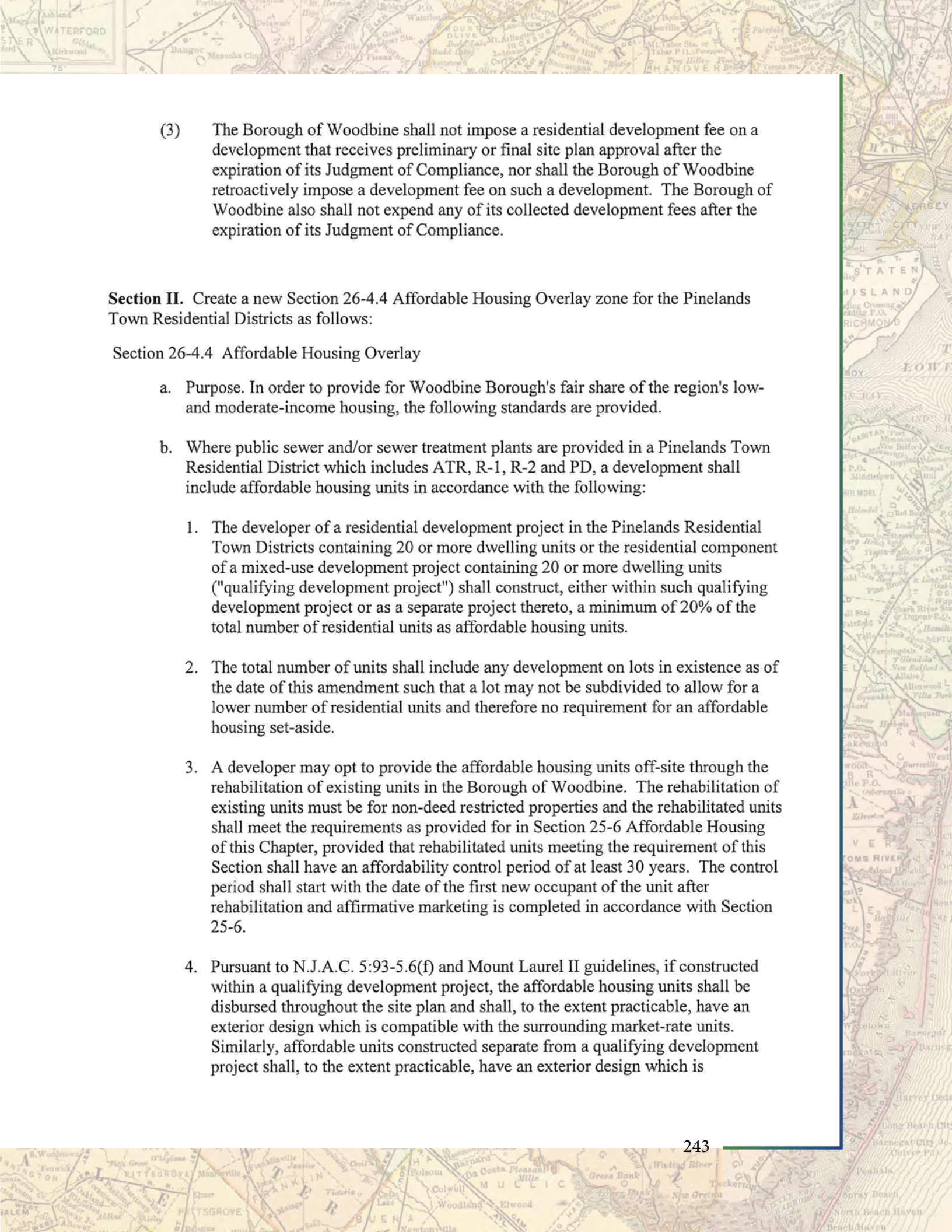
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- (a) In the case of a rehabilitation program, the administrative costs of the rehabilitation program shall be included as part of the 20 percent of collected development fees that may be expended on administration.
 - (b) Administrative funds may be used for income qualification of households, monitoring the turnover of sale and rental units, and compliance with COAH's monitoring requirements. Legal or other fees related to litigation opposing affordable housing sites or related to securing or appealing a judgment from the Court are not eligible uses of the Affordable Housing Trust Fund.

I. Monitoring

The Borough of Woodbine shall provide annual reporting of Affordable Housing Trust Fund activity to the State of New Jersey, Department of Community Affairs, Council on Affordable Housing or Local Government Services or other entity designated by the State of New Jersey, with a copy provided to Fair Share Housing Center and posted on the municipal website, using forms developed for this purpose by the New Jersey Department of Community Affairs, Council on Affordable Housing or Local Government Services. The reporting shall include an accounting of all Affordable Housing Trust Fund activity, including the sources and amounts of funds collected and the amounts and purposes for which any funds have been expended. Such reporting shall include an accounting of development fees collected from residential and non-residential developers, payments in lieu of constructing affordable units on site (if permitted by Ordinance or by Agreement with the Borough), funds from the sale of units with extinguished controls, barrier free escrow funds, rental income from Borough owned affordable housing units, repayments from affordable housing program loans, and any other funds collected in connection with Woodbine's affordable housing programs, as well as an accounting of the expenditures of revenues and implementation of the Spending Plan approved by the Court.

J. Ongoing Collection of Fees

- (1) The ability for the Borough of Woodbine to impose, collect and expend development fees shall expire with the expiration of the repose period covered by its Judgment of Compliance unless the Borough of Woodbine has first filed an adopted Housing Element and Fair Share Plan with the Court or with a designated State administrative agency, has petitioned for a Judgment of Compliance from the Court or for Substantive Certification or its equivalent from a State administrative agency authorized to approve and administer municipal affordable housing compliance and has received approval of its Development Fee Ordinance from the entity that will be reviewing and approving the Housing Element and Fair Share Plan.
- (2) If the Borough of Woodbine fails to renew its ability to impose and collect development fees prior to the expiration of its Judgment of Compliance, it may be subject to forfeiture of any or all funds remaining within its Affordable Housing Trust Fund. Any funds so forfeited shall be deposited into the "New Jersey Affordable Housing Trust Fund" established pursuant to Section 20 of P.L. 1985, c. 222 (C. 52:27D-320).

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- (3) The Borough of Woodbine shall not impose a residential development fee on a development that receives preliminary or final site plan approval after the expiration of its Judgment of Compliance, nor shall the Borough of Woodbine retroactively impose a development fee on such a development. The Borough of Woodbine also shall not expend any of its collected development fees after the expiration of its Judgment of Compliance.

Section II. Create a new Section 26-4.4 Affordable Housing Overlay zone for the Pinelands Town Residential Districts as follows:

Section 26-4.4 Affordable Housing Overlay

- a. Purpose. In order to provide for Woodbine Borough's fair share of the region's low- and moderate-income housing, the following standards are provided.
- b. Where public sewer and/or sewer treatment plants are provided in a Pinelands Town Residential District which includes ATR, R-1, R-2 and PD, a development shall include affordable housing units in accordance with the following:
 1. The developer of a residential development project in the Pinelands Residential Town Districts containing 20 or more dwelling units or the residential component of a mixed-use development project containing 20 or more dwelling units ("qualifying development project") shall construct, either within such qualifying development project or as a separate project thereto, a minimum of 20% of the total number of residential units as affordable housing units.
 2. The total number of units shall include any development on lots in existence as of the date of this amendment such that a lot may not be subdivided to allow for a lower number of residential units and therefore no requirement for an affordable housing set-aside.
 3. A developer may opt to provide the affordable housing units off-site through the rehabilitation of existing units in the Borough of Woodbine. The rehabilitation of existing units must be for non-deed restricted properties and the rehabilitated units shall meet the requirements as provided for in Section 25-6 Affordable Housing of this Chapter, provided that rehabilitated units meeting the requirement of this Section shall have an affordability control period of at least 30 years. The control period shall start with the date of the first new occupant of the unit after rehabilitation and affirmative marketing is completed in accordance with Section 25-6.
 4. Pursuant to N.J.A.C. 5:93-5.6(f) and Mount Laurel II guidelines, if constructed within a qualifying development project, the affordable housing units shall be disbursed throughout the site plan and shall, to the extent practicable, have an exterior design which is compatible with the surrounding market-rate units. Similarly, affordable units constructed separate from a qualifying development project shall, to the extent practicable, have an exterior design which is

compatible with the surrounding housing in the neighborhood.

5. Where said 20% affordable housing units are to be constructed as part of the qualifying development project, all land use approvals and permits required to construct such units, including, but not limited to, Woodbine Planning Board, Woodbine Zoning Board, County Planning Board, Pinelands, NJDEP/CAFRA and local building permits, shall be obtained under a single series of applications. Where said 20% affordable housing units are to be constructed separately from the qualifying development project, all land use approvals and permits required to construct the qualifying development project and the affordable units shall be obtained by the filing of separate but simultaneous applications.
6. Regardless of whether constructed as part of a qualifying development project or as separate units, no certificate of occupancy for the market-rate units shall be issued unless a proportionate number of certificates of occupancy are issued for the affordable units. Similarly, where a qualifying development project is proposed to be constructed in phases, the developer shall provide a phasing plan which provides for the affordable housing to be developed proportionately with the market-rate units.
7. The proportion of affordable to market-rate units to be issued certificate of occupancy shall be in accordance with Section 25-6 Affordable Housing regulations in this Chapter.
8. The regulations contained in Section 25-6 Affordable Housing shall also apply.

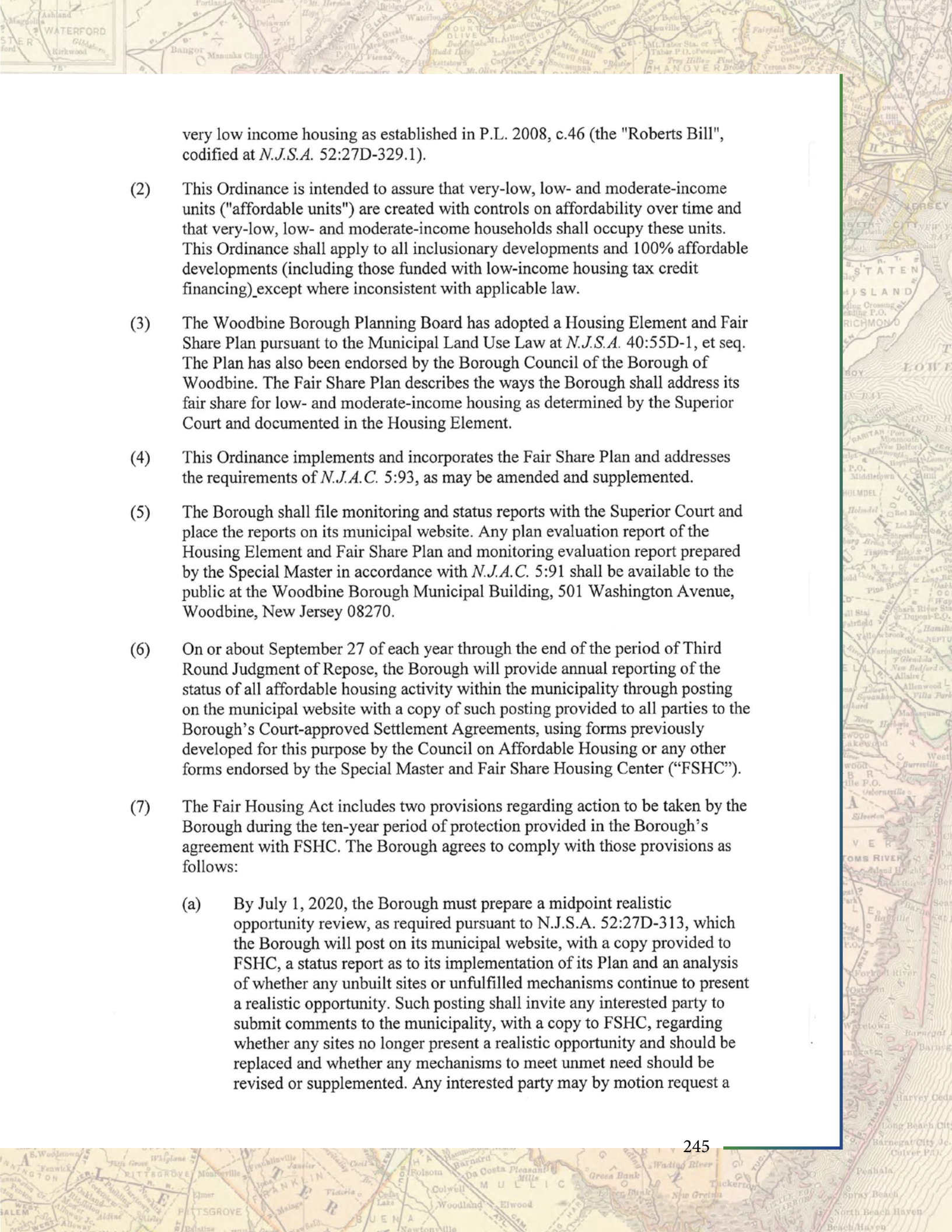
SECTION III. Within Chapter XXVI Zoning Create New Section 25-6 Affordable Housing as follows:

Section 25-6 Affordable Housing

Section 25-6.1 General Program Purposes, Procedures

A. Affordable Housing Obligation.

- (1) This section of the Borough Code sets forth regulations regarding the low and moderate income housing units in the Borough consistent with the provisions known as the “Substantive Rules of the New Jersey Council on Affordable Housing”, *N.J.A.C. 5:93 et seq.*, the Uniform Housing Affordability Controls (“UHAC”), *N.J.A.C. 5:80-26.1 et seq.* except where modified by the terms of a Settlement Agreement between the Borough and Fair Share Housing Center (“FSHC”) such that the statutory requirement to provide very-low income units equal to 13% of affordable units approved and constructed after July 1, 2008, to be affordable to households at 30% of the regional median income, overrides the UHAC requirement that 10% of all low- and moderate-income units must be affordable at 35% of the regional median income, and the Borough's constitutional obligation to provide a fair share of affordable housing for low and moderate income households. In addition, this section applies requirements for



very low income housing as established in P.L. 2008, c.46 (the "Roberts Bill", codified at *N.J.S.A. 52:27D-329.1*).

- (2) This Ordinance is intended to assure that very-low, low- and moderate-income units ("affordable units") are created with controls on affordability over time and that very-low, low- and moderate-income households shall occupy these units. This Ordinance shall apply to all inclusionary developments and 100% affordable developments (including those funded with low-income housing tax credit financing) except where inconsistent with applicable law.
- (3) The Woodbine Borough Planning Board has adopted a Housing Element and Fair Share Plan pursuant to the Municipal Land Use Law at *N.J.S.A. 40:55D-1*, et seq. The Plan has also been endorsed by the Borough Council of the Borough of Woodbine. The Fair Share Plan describes the ways the Borough shall address its fair share for low- and moderate-income housing as determined by the Superior Court and documented in the Housing Element.
- (4) This Ordinance implements and incorporates the Fair Share Plan and addresses the requirements of *N.J.A.C. 5:93*, as may be amended and supplemented.
- (5) The Borough shall file monitoring and status reports with the Superior Court and place the reports on its municipal website. Any plan evaluation report of the Housing Element and Fair Share Plan and monitoring evaluation report prepared by the Special Master in accordance with *N.J.A.C. 5:91* shall be available to the public at the Woodbine Borough Municipal Building, 501 Washington Avenue, Woodbine, New Jersey 08270.
- (6) On or about September 27 of each year through the end of the period of Third Round Judgment of Repose, the Borough will provide annual reporting of the status of all affordable housing activity within the municipality through posting on the municipal website with a copy of such posting provided to all parties to the Borough's Court-approved Settlement Agreements, using forms previously developed for this purpose by the Council on Affordable Housing or any other forms endorsed by the Special Master and Fair Share Housing Center ("FSHC").
- (7) The Fair Housing Act includes two provisions regarding action to be taken by the Borough during the ten-year period of protection provided in the Borough's agreement with FSHC. The Borough agrees to comply with those provisions as follows:
 - (a) By July 1, 2020, the Borough must prepare a midpoint realistic opportunity review, as required pursuant to *N.J.S.A. 52:27D-313*, which the Borough will post on its municipal website, with a copy provided to FSHC, a status report as to its implementation of its Plan and an analysis of whether any unbuilt sites or unfulfilled mechanisms continue to present a realistic opportunity. Such posting shall invite any interested party to submit comments to the municipality, with a copy to FSHC, regarding whether any sites no longer present a realistic opportunity and should be replaced and whether any mechanisms to meet unmet need should be revised or supplemented. Any interested party may by motion request a

hearing before the Court regarding these issues. In the event the Court determines that a site or mechanism no longer presents a realistic opportunity and should be replaced or supplemented, then the municipality shall have the opportunity to supplement or revise its plan to correct any deficiency.

- (b) Within 30 days of September 27, 2020 and September 27, 2023 the Borough shall prepare a review of compliance with the very low income housing requirements required by N.J.S.A. 52:27D-329.1 and its Settlement Agreement with Fair Share Housing Center. The Borough will post on its municipal website, with a copy provided to FSHC, a status report as to its satisfaction of its very low income requirements, including the family very low income requirements referenced herein and in the Borough's Settlement Agreement with FSHC. Such posting shall invite any interested party to submit comments to the municipality and FSHC on the issue of whether the municipality has complied with its very low income housing obligation.

B. Definitions. As used herein the following terms shall have the following meanings:

“Accessory apartment” means a self-contained residential dwelling unit with a kitchen, sanitary facilities, sleeping quarters and a private entrance, which is created within an existing home, or through the conversion of an existing accessory structure on the same site, or by an addition to an existing home or accessory building, or by the construction of a new accessory structure on the same site.

“Act” means the Fair Housing Act of 1985, P.L. 1985, c. 222 (*N.J.S.A. 52:27D-301 et seq.*).

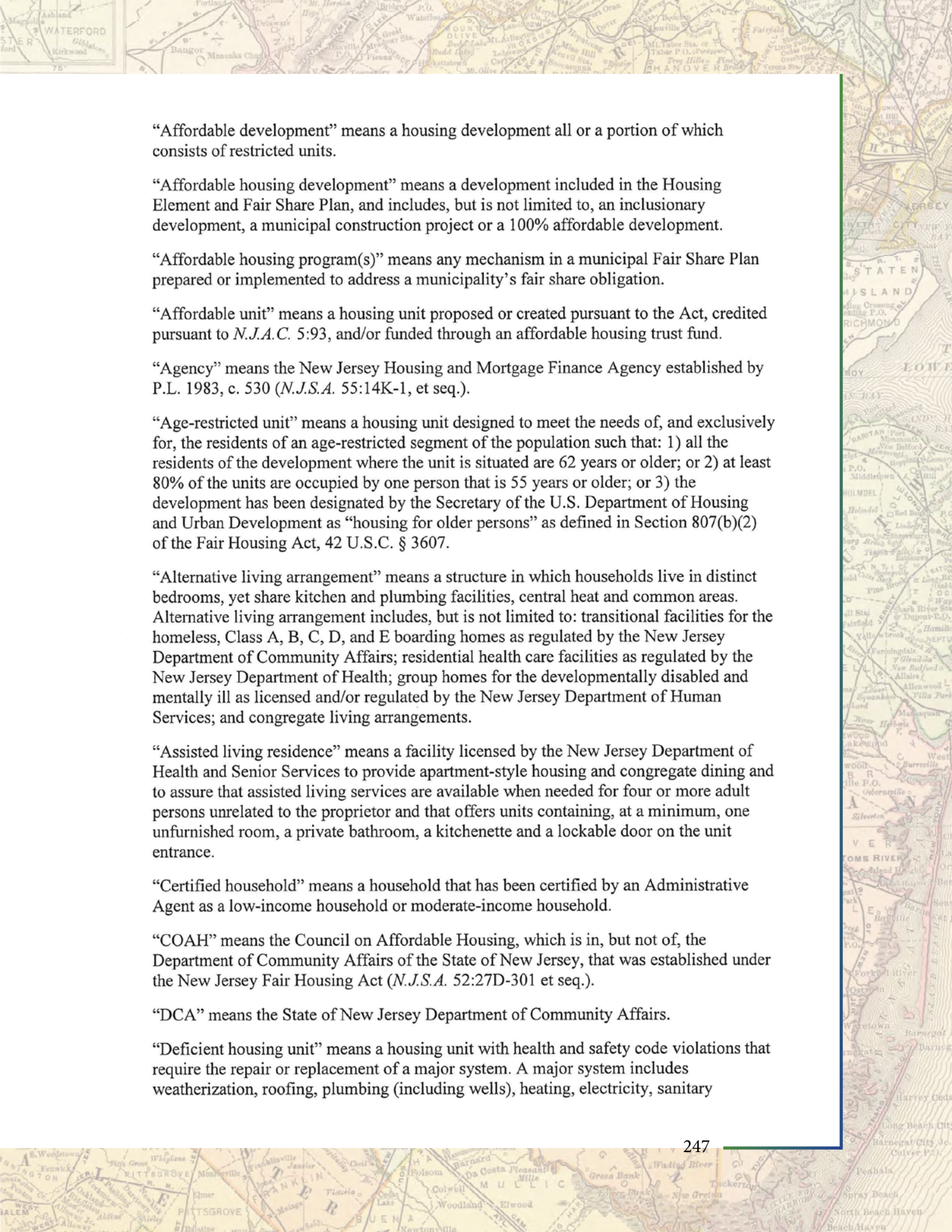
“Adaptable” means constructed in compliance with the technical design standards of the Barrier Free Subcode, *N.J.A.C. 5:23-7*.

“Administrative agent” means the entity responsible for the administration of affordable units in accordance with this ordinance, *N.J.A.C. 5:91*, *N.J.A.C. 5:93* and *N.J.A.C. 5:80-26.1 et seq.*

“Affirmative marketing” means a regional marketing strategy designed to attract buyers and/or renters of affordable units pursuant to *N.J.A.C. 5:80-26.15*.

“Affordability average” means the average percentage of median income at which restricted units in an affordable housing development are affordable to low- and moderate-income households.

“Affordable” means, a sales price or rent within the means of a low- or moderate-income household as defined in *N.J.A.C. 5:93-7.4*; in the case of an ownership unit, that the sales price for the unit conforms to the standards set forth in *N.J.A.C. 5:80-26.6*, as may be amended and supplemented, and, in the case of a rental unit, that the rent for the unit conforms to the standards set forth in *N.J.A.C. 5:80-26.12*, as may be amended and supplemented.



“Affordable development” means a housing development all or a portion of which consists of restricted units.

“Affordable housing development” means a development included in the Housing Element and Fair Share Plan, and includes, but is not limited to, an inclusionary development, a municipal construction project or a 100% affordable development.

“Affordable housing program(s)” means any mechanism in a municipal Fair Share Plan prepared or implemented to address a municipality’s fair share obligation.

“Affordable unit” means a housing unit proposed or created pursuant to the Act, credited pursuant to *N.J.A.C. 5:93*, and/or funded through an affordable housing trust fund.

“Agency” means the New Jersey Housing and Mortgage Finance Agency established by P.L. 1983, c. 530 (*N.J.S.A. 55:14K-1*, et seq.).

“Age-restricted unit” means a housing unit designed to meet the needs of, and exclusively for, the residents of an age-restricted segment of the population such that: 1) all the residents of the development where the unit is situated are 62 years or older; or 2) at least 80% of the units are occupied by one person that is 55 years or older; or 3) the development has been designated by the Secretary of the U.S. Department of Housing and Urban Development as “housing for older persons” as defined in Section 807(b)(2) of the Fair Housing Act, 42 U.S.C. § 3607.

“Alternative living arrangement” means a structure in which households live in distinct bedrooms, yet share kitchen and plumbing facilities, central heat and common areas. Alternative living arrangement includes, but is not limited to: transitional facilities for the homeless, Class A, B, C, D, and E boarding homes as regulated by the New Jersey Department of Community Affairs; residential health care facilities as regulated by the New Jersey Department of Health; group homes for the developmentally disabled and mentally ill as licensed and/or regulated by the New Jersey Department of Human Services; and congregate living arrangements.

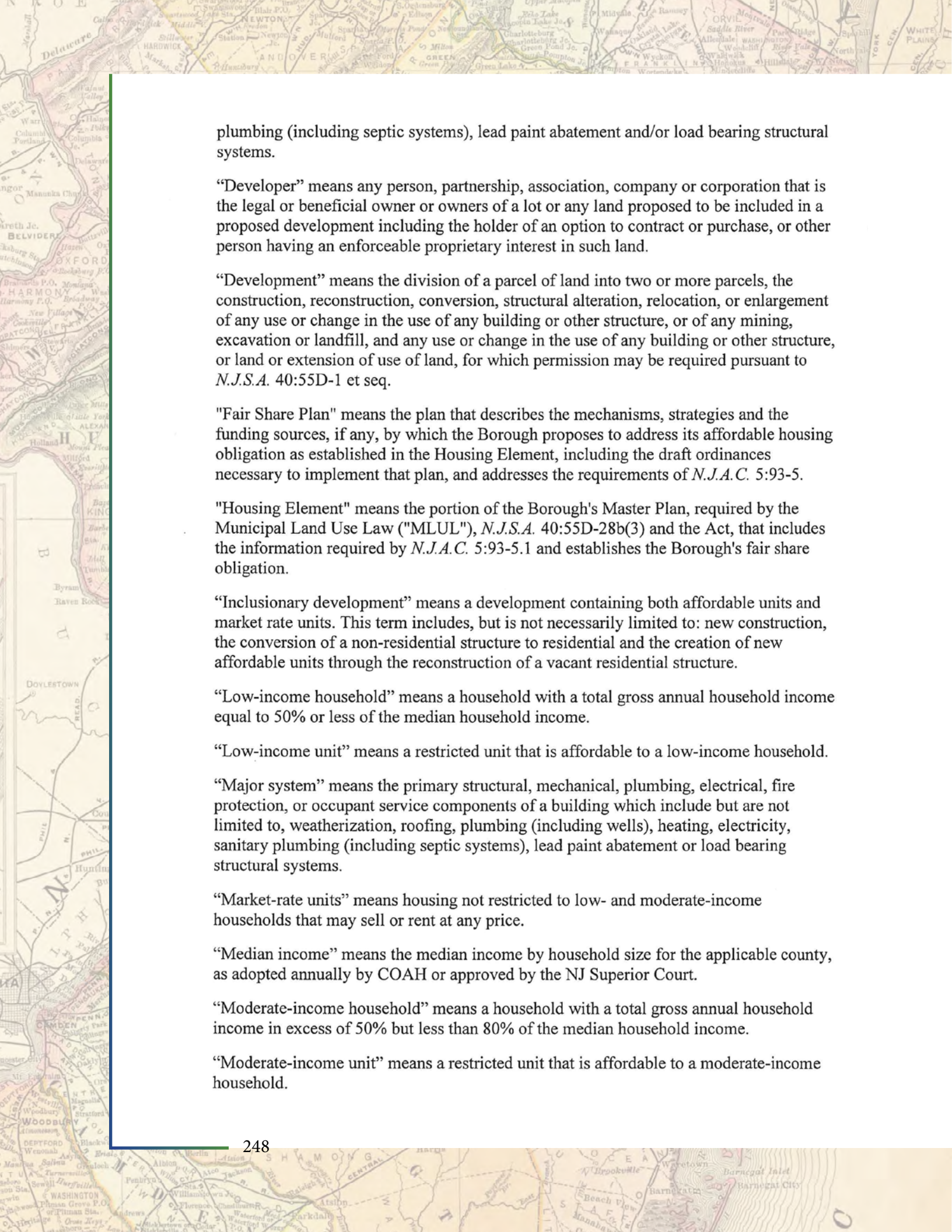
“Assisted living residence” means a facility licensed by the New Jersey Department of Health and Senior Services to provide apartment-style housing and congregate dining and to assure that assisted living services are available when needed for four or more adult persons unrelated to the proprietor and that offers units containing, at a minimum, one unfurnished room, a private bathroom, a kitchenette and a lockable door on the unit entrance.

“Certified household” means a household that has been certified by an Administrative Agent as a low-income household or moderate-income household.

“COAH” means the Council on Affordable Housing, which is in, but not of, the Department of Community Affairs of the State of New Jersey, that was established under the New Jersey Fair Housing Act (*N.J.S.A. 52:27D-301* et seq.).

“DCA” means the State of New Jersey Department of Community Affairs.

“Deficient housing unit” means a housing unit with health and safety code violations that require the repair or replacement of a major system. A major system includes weatherization, roofing, plumbing (including wells), heating, electricity, sanitary



plumbing (including septic systems), lead paint abatement and/or load bearing structural systems.

“Developer” means any person, partnership, association, company or corporation that is the legal or beneficial owner or owners of a lot or any land proposed to be included in a proposed development including the holder of an option to contract or purchase, or other person having an enforceable proprietary interest in such land.

“Development” means the division of a parcel of land into two or more parcels, the construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any use or change in the use of any building or other structure, or of any mining, excavation or landfill, and any use or change in the use of any building or other structure, or land or extension of use of land, for which permission may be required pursuant to *N.J.S.A. 40:55D-1* et seq.

“Fair Share Plan” means the plan that describes the mechanisms, strategies and the funding sources, if any, by which the Borough proposes to address its affordable housing obligation as established in the Housing Element, including the draft ordinances necessary to implement that plan, and addresses the requirements of *N.J.A.C. 5:93-5*.

“Housing Element” means the portion of the Borough's Master Plan, required by the Municipal Land Use Law (“MLUL”), *N.J.S.A. 40:55D-28b(3)* and the Act, that includes the information required by *N.J.A.C. 5:93-5.1* and establishes the Borough's fair share obligation.

“Inclusionary development” means a development containing both affordable units and market rate units. This term includes, but is not necessarily limited to: new construction, the conversion of a non-residential structure to residential and the creation of new affordable units through the reconstruction of a vacant residential structure.

“Low-income household” means a household with a total gross annual household income equal to 50% or less of the median household income.

“Low-income unit” means a restricted unit that is affordable to a low-income household.

“Major system” means the primary structural, mechanical, plumbing, electrical, fire protection, or occupant service components of a building which include but are not limited to, weatherization, roofing, plumbing (including wells), heating, electricity, sanitary plumbing (including septic systems), lead paint abatement or load bearing structural systems.

“Market-rate units” means housing not restricted to low- and moderate-income households that may sell or rent at any price.

“Median income” means the median income by household size for the applicable county, as adopted annually by COAH or approved by the NJ Superior Court.

“Moderate-income household” means a household with a total gross annual household income in excess of 50% but less than 80% of the median household income.

“Moderate-income unit” means a restricted unit that is affordable to a moderate-income household.

“Non-exempt sale” means any sale or transfer of ownership other than the transfer of ownership between husband and wife; the transfer of ownership between former spouses ordered as a result of a judicial decree of divorce or judicial separation, but not including sales to third parties; the transfer of ownership between family members as a result of inheritance; the transfer of ownership through an executor’s deed to a class A beneficiary and the transfer of ownership by court order.

“Random selection process” means a process by which currently income-eligible households are selected for placement in affordable housing units such that no preference is given to one applicant over another except for purposes of matching household income and size with an appropriately priced and sized affordable unit (e.g., by lottery).

“Regional asset limit” means the maximum housing value in each housing region affordable to a four-person household with an income at 80% of the regional median as defined by adopted/approved Regional Income Limits.

“Rehabilitation” means the repair, renovation, alteration or reconstruction of any building or structure, pursuant to the Rehabilitation Subcode, *N.J.A.C. 5:23-6*.

“Rent” means the gross monthly cost of a rental unit to the tenant, including the rent paid to the landlord, as well as an allowance for tenant-paid utilities computed in accordance with allowances published by DCA for its Section 8 program. In assisted living residences, rent does not include charges for food and services.

“Restricted unit” means a dwelling unit, whether a rental unit or ownership unit, that is subject to the affordability controls of *N.J.A.C. 5:80-26.1*, as may be amended and supplemented, but does not include a market-rate unit financed under UHORP or MONI.

“Special master” means an expert appointed by a judge to make sure that judicial orders are followed. A master’s function is essentially investigative, compiling evidence or documents to inform some future action by the court.

“UHAC” means the Uniform Housing Affordability Controls set forth in *N.J.A.C. 5:80-26.1 et seq.*

“Very low-income household” means a household with a total gross annual household income equal to 30% or less of the median household income.

“Very low-income unit” means a restricted unit that is affordable to a very low-income household.

“Weatherization” means building insulation (for attic, exterior walls and crawl space), siding to improve energy efficiency, replacement storm windows, replacement storm doors, replacement windows and replacement doors, and is considered a major system for rehabilitation.

C. New Construction. The following requirements shall apply to all new or planned developments that contain low- and moderate- income housing units.

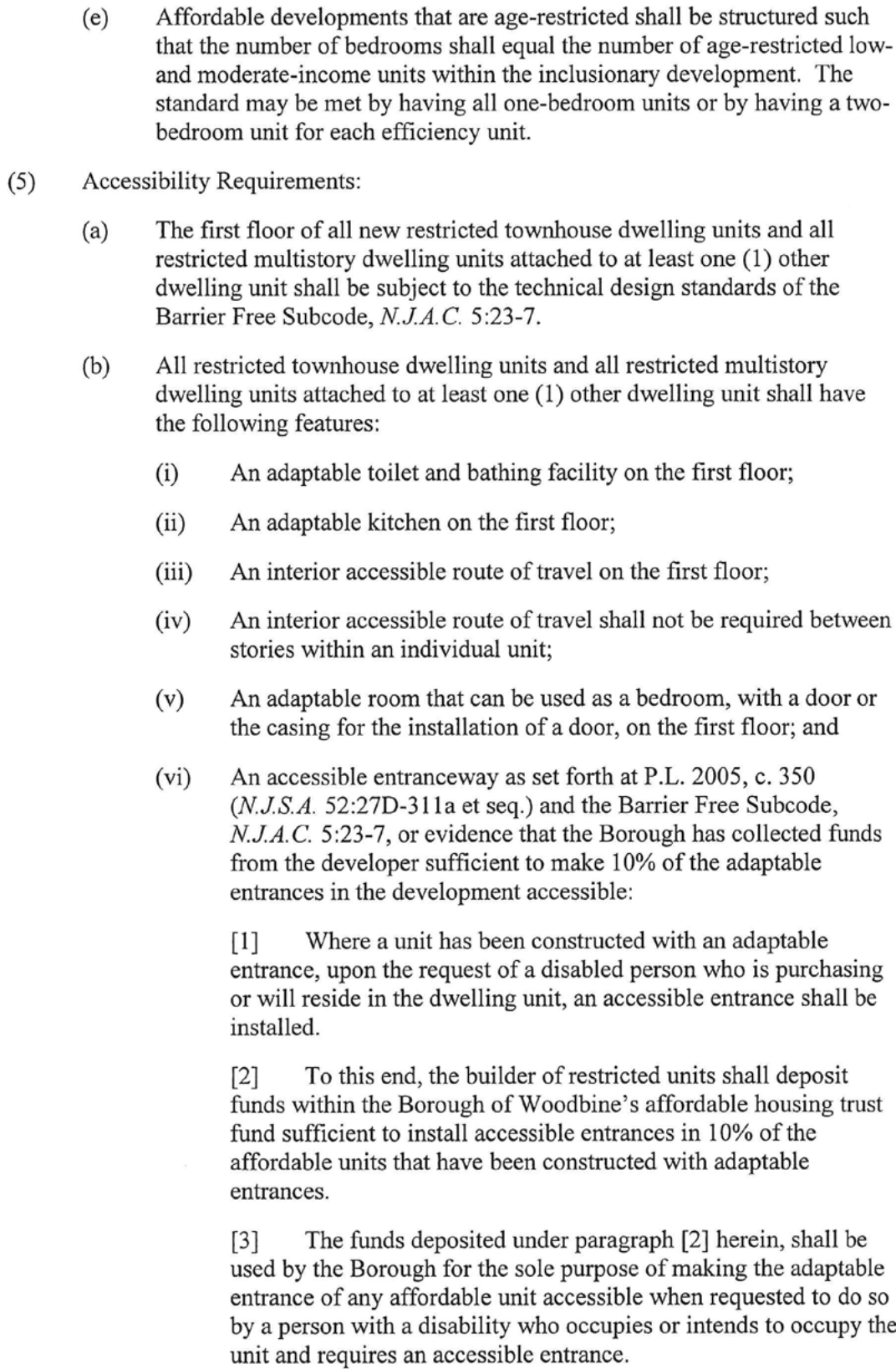
- (1) Phasing. Final site plan or subdivision approval shall be contingent upon the affordable housing development meeting the following phasing schedule for low

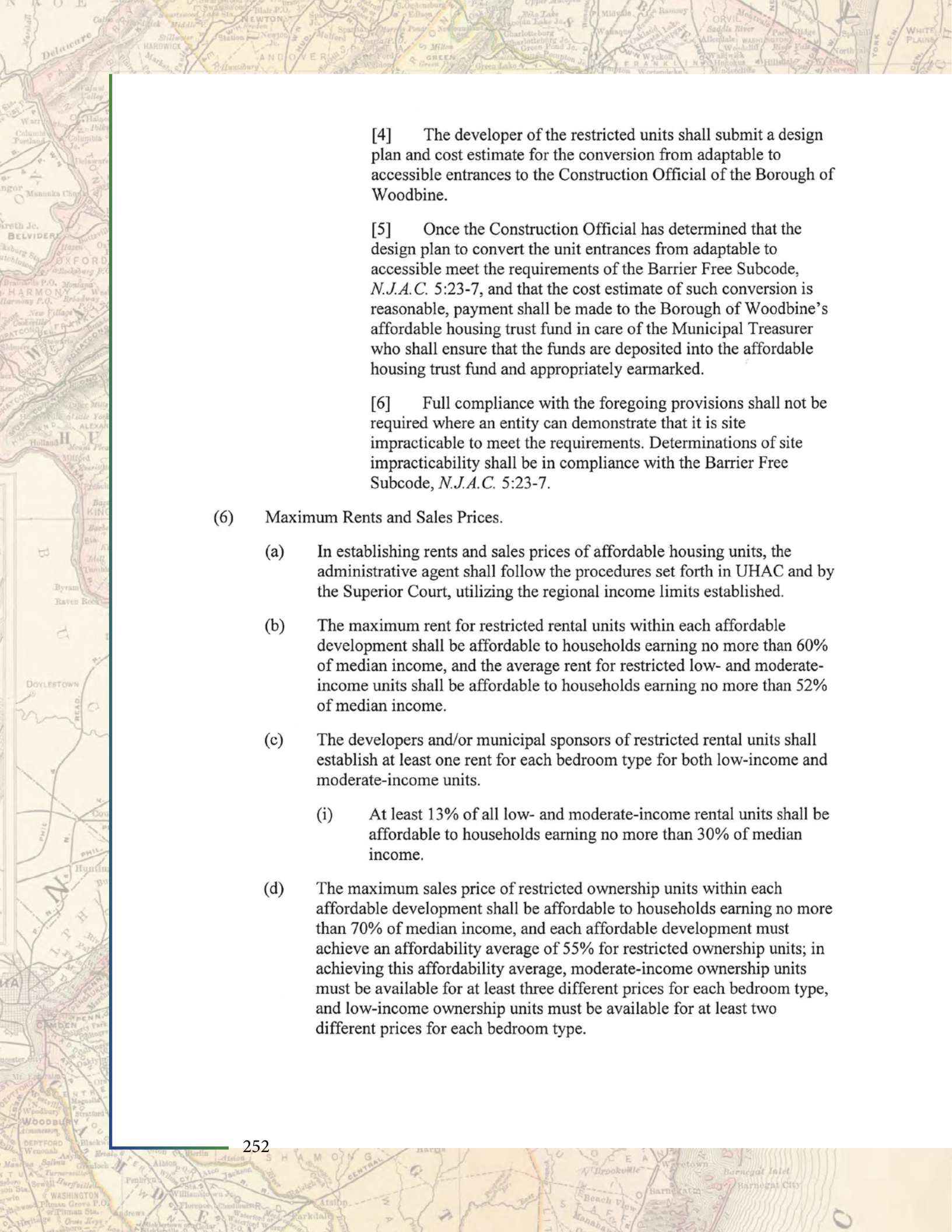
and moderate income units whether developed in a single phase development, or in a multi-phase development:

Maximum Percentage of Market-Rate Units	Minimum Percentage of Low- and Moderate- Income Units Completed
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<u>Completed</u>	<u>Units Completed</u>
25	0
25+1	10
50	50
75	75
90	100

- (2) Design. In inclusionary developments, to the extent possible, low- and moderate-income units shall be integrated with the market units.
- (3) Utilities. Affordable units shall utilize the same type of heating source as market units within the affordable development.
- (4) Low/Moderate Split and Bedroom Distribution of Affordable Housing Units:
 - (a) The fair share obligation shall be divided equally between low- and moderate- income units, except that where there is an odd number of affordable housing units, the extra unit shall be a low income unit.
 - (b) In each affordable development, at least 50% of the restricted units within each bedroom distribution shall be low-income units.
 - (c) Within rental developments, of the total number of affordable rental units, at least 13% shall be affordable to very low income households.
 - (d) Affordable developments that are not age-restricted shall be structured in conjunction with realistic market demands such that:
 - (i) The combined number of efficiency and one-bedroom units shall be no greater than 20% of the total low- and moderate-income units;
 - (ii) At least 30% of all low- and moderate-income units shall be two bedroom units;
 - (iii) At least 20% of all low- and moderate-income units shall be three bedroom units; and
 - (iv) The remaining units may be allocated among two and three bedroom units at the discretion of the developer.

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- (e) Affordable developments that are age-restricted shall be structured such that the number of bedrooms shall equal the number of age-restricted low- and moderate-income units within the inclusionary development. The standard may be met by having all one-bedroom units or by having a two-bedroom unit for each efficiency unit.
- (5) Accessibility Requirements:
- (a) The first floor of all new restricted townhouse dwelling units and all restricted multistory dwelling units attached to at least one (1) other dwelling unit shall be subject to the technical design standards of the Barrier Free Subcode, *N.J.A.C. 5:23-7*.
- (b) All restricted townhouse dwelling units and all restricted multistory dwelling units attached to at least one (1) other dwelling unit shall have the following features:
- (i) An adaptable toilet and bathing facility on the first floor;
 - (ii) An adaptable kitchen on the first floor;
 - (iii) An interior accessible route of travel on the first floor;
 - (iv) An interior accessible route of travel shall not be required between stories within an individual unit;
 - (v) An adaptable room that can be used as a bedroom, with a door or the casing for the installation of a door, on the first floor; and
 - (vi) An accessible entranceway as set forth at P.L. 2005, c. 350 (*N.J.S.A. 52:27D-311a et seq.*) and the Barrier Free Subcode, *N.J.A.C. 5:23-7*, or evidence that the Borough has collected funds from the developer sufficient to make 10% of the adaptable entrances in the development accessible:
- [1] Where a unit has been constructed with an adaptable entrance, upon the request of a disabled person who is purchasing or will reside in the dwelling unit, an accessible entrance shall be installed.
- [2] To this end, the builder of restricted units shall deposit funds within the Borough of Woodbine's affordable housing trust fund sufficient to install accessible entrances in 10% of the affordable units that have been constructed with adaptable entrances.
- [3] The funds deposited under paragraph [2] herein, shall be used by the Borough for the sole purpose of making the adaptable entrance of any affordable unit accessible when requested to do so by a person with a disability who occupies or intends to occupy the unit and requires an accessible entrance.



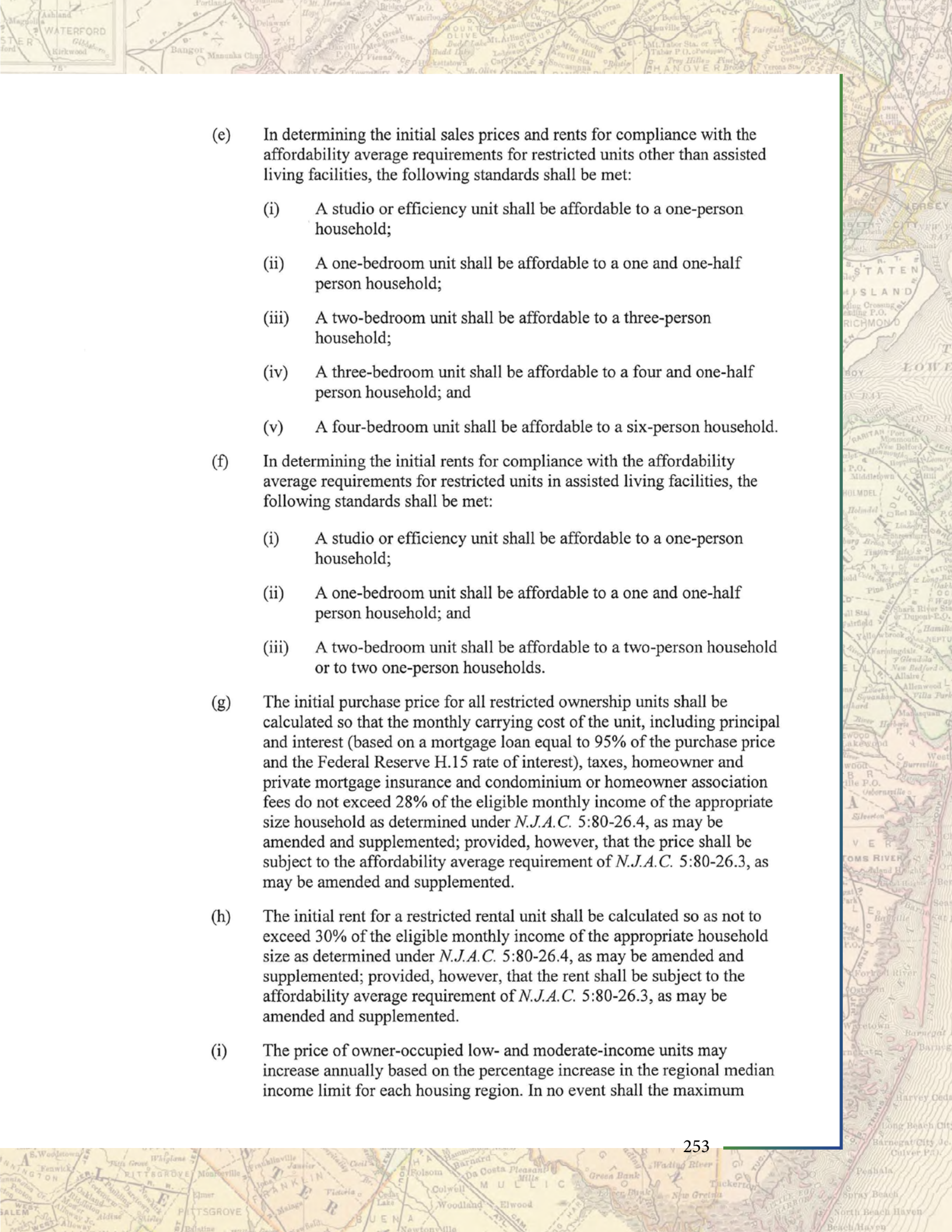
[4] The developer of the restricted units shall submit a design plan and cost estimate for the conversion from adaptable to accessible entrances to the Construction Official of the Borough of Woodbine.

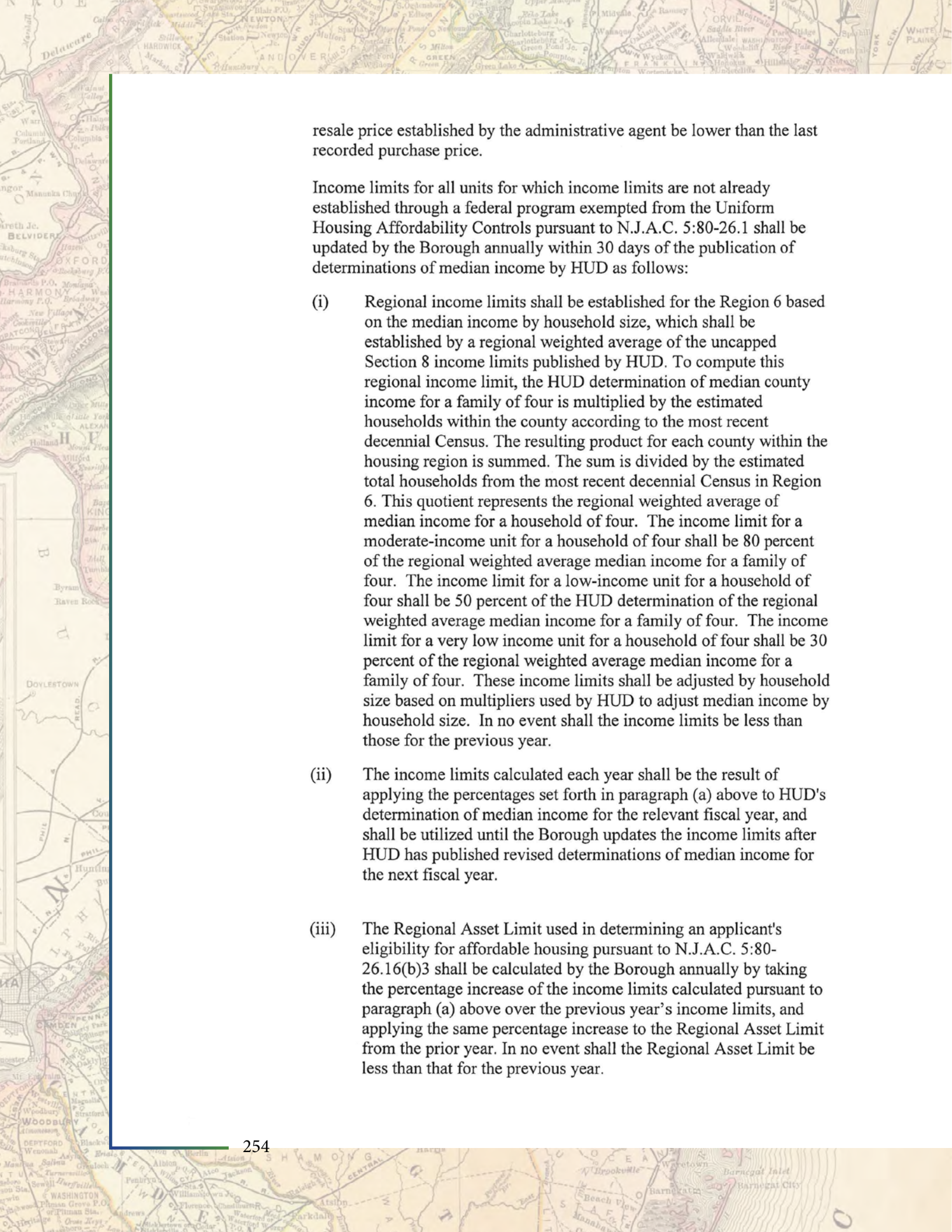
[5] Once the Construction Official has determined that the design plan to convert the unit entrances from adaptable to accessible meet the requirements of the Barrier Free Subcode, *N.J.A.C. 5:23-7*, and that the cost estimate of such conversion is reasonable, payment shall be made to the Borough of Woodbine's affordable housing trust fund in care of the Municipal Treasurer who shall ensure that the funds are deposited into the affordable housing trust fund and appropriately earmarked.

[6] Full compliance with the foregoing provisions shall not be required where an entity can demonstrate that it is site impracticable to meet the requirements. Determinations of site impracticability shall be in compliance with the Barrier Free Subcode, *N.J.A.C. 5:23-7*.

(6) Maximum Rents and Sales Prices.

- (a) In establishing rents and sales prices of affordable housing units, the administrative agent shall follow the procedures set forth in UHAC and by the Superior Court, utilizing the regional income limits established.
- (b) The maximum rent for restricted rental units within each affordable development shall be affordable to households earning no more than 60% of median income, and the average rent for restricted low- and moderate-income units shall be affordable to households earning no more than 52% of median income.
- (c) The developers and/or municipal sponsors of restricted rental units shall establish at least one rent for each bedroom type for both low-income and moderate-income units.
 - (i) At least 13% of all low- and moderate-income rental units shall be affordable to households earning no more than 30% of median income.
- (d) The maximum sales price of restricted ownership units within each affordable development shall be affordable to households earning no more than 70% of median income, and each affordable development must achieve an affordability average of 55% for restricted ownership units; in achieving this affordability average, moderate-income ownership units must be available for at least three different prices for each bedroom type, and low-income ownership units must be available for at least two different prices for each bedroom type.

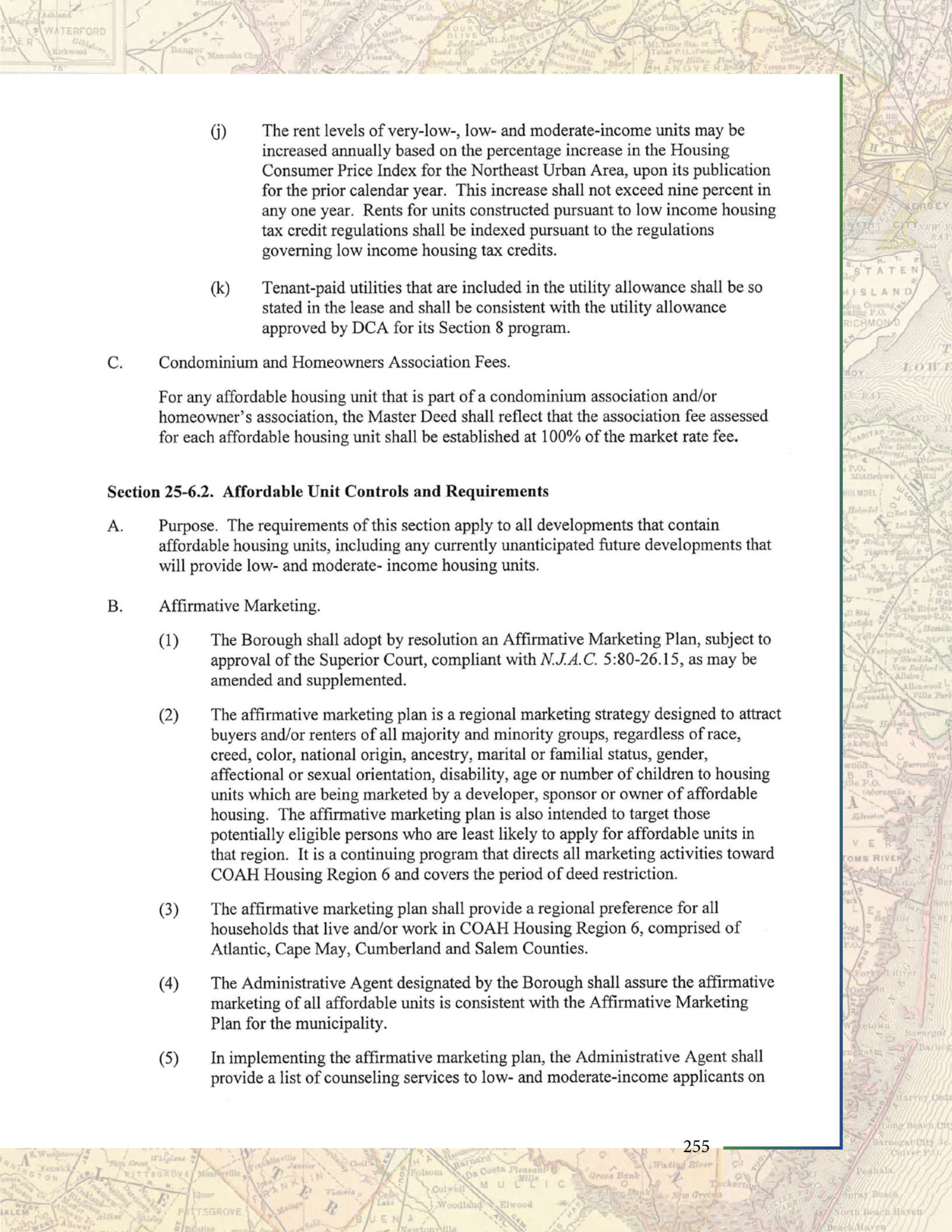
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- (e) In determining the initial sales prices and rents for compliance with the affordability average requirements for restricted units other than assisted living facilities, the following standards shall be met:
- (i) A studio or efficiency unit shall be affordable to a one-person household;
 - (ii) A one-bedroom unit shall be affordable to a one and one-half person household;
 - (iii) A two-bedroom unit shall be affordable to a three-person household;
 - (iv) A three-bedroom unit shall be affordable to a four and one-half person household; and
 - (v) A four-bedroom unit shall be affordable to a six-person household.
- (f) In determining the initial rents for compliance with the affordability average requirements for restricted units in assisted living facilities, the following standards shall be met:
- (i) A studio or efficiency unit shall be affordable to a one-person household;
 - (ii) A one-bedroom unit shall be affordable to a one and one-half person household; and
 - (iii) A two-bedroom unit shall be affordable to a two-person household or to two one-person households.
- (g) The initial purchase price for all restricted ownership units shall be calculated so that the monthly carrying cost of the unit, including principal and interest (based on a mortgage loan equal to 95% of the purchase price and the Federal Reserve H.15 rate of interest), taxes, homeowner and private mortgage insurance and condominium or homeowner association fees do not exceed 28% of the eligible monthly income of the appropriate size household as determined under *N.J.A.C. 5:80-26.4*, as may be amended and supplemented; provided, however, that the price shall be subject to the affordability average requirement of *N.J.A.C. 5:80-26.3*, as may be amended and supplemented.
- (h) The initial rent for a restricted rental unit shall be calculated so as not to exceed 30% of the eligible monthly income of the appropriate household size as determined under *N.J.A.C. 5:80-26.4*, as may be amended and supplemented; provided, however, that the rent shall be subject to the affordability average requirement of *N.J.A.C. 5:80-26.3*, as may be amended and supplemented.
- (i) The price of owner-occupied low- and moderate-income units may increase annually based on the percentage increase in the regional median income limit for each housing region. In no event shall the maximum



resale price established by the administrative agent be lower than the last recorded purchase price.

Income limits for all units for which income limits are not already established through a federal program exempted from the Uniform Housing Affordability Controls pursuant to N.J.A.C. 5:80-26.1 shall be updated by the Borough annually within 30 days of the publication of determinations of median income by HUD as follows:

- (i) Regional income limits shall be established for the Region 6 based on the median income by household size, which shall be established by a regional weighted average of the uncapped Section 8 income limits published by HUD. To compute this regional income limit, the HUD determination of median county income for a family of four is multiplied by the estimated households within the county according to the most recent decennial Census. The resulting product for each county within the housing region is summed. The sum is divided by the estimated total households from the most recent decennial Census in Region 6. This quotient represents the regional weighted average of median income for a household of four. The income limit for a moderate-income unit for a household of four shall be 80 percent of the regional weighted average median income for a family of four. The income limit for a low-income unit for a household of four shall be 50 percent of the HUD determination of the regional weighted average median income for a family of four. The income limit for a very low income unit for a household of four shall be 30 percent of the regional weighted average median income for a family of four. These income limits shall be adjusted by household size based on multipliers used by HUD to adjust median income by household size. In no event shall the income limits be less than those for the previous year.
- (ii) The income limits calculated each year shall be the result of applying the percentages set forth in paragraph (a) above to HUD's determination of median income for the relevant fiscal year, and shall be utilized until the Borough updates the income limits after HUD has published revised determinations of median income for the next fiscal year.
- (iii) The Regional Asset Limit used in determining an applicant's eligibility for affordable housing pursuant to N.J.A.C. 5:80-26.16(b)3 shall be calculated by the Borough annually by taking the percentage increase of the income limits calculated pursuant to paragraph (a) above over the previous year's income limits, and applying the same percentage increase to the Regional Asset Limit from the prior year. In no event shall the Regional Asset Limit be less than that for the previous year.

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- (j) The rent levels of very-low-, low- and moderate-income units may be increased annually based on the percentage increase in the Housing Consumer Price Index for the Northeast Urban Area, upon its publication for the prior calendar year. This increase shall not exceed nine percent in any one year. Rents for units constructed pursuant to low income housing tax credit regulations shall be indexed pursuant to the regulations governing low income housing tax credits.
 - (k) Tenant-paid utilities that are included in the utility allowance shall be so stated in the lease and shall be consistent with the utility allowance approved by DCA for its Section 8 program.

C. Condominium and Homeowners Association Fees.

For any affordable housing unit that is part of a condominium association and/or homeowner's association, the Master Deed shall reflect that the association fee assessed for each affordable housing unit shall be established at 100% of the market rate fee.

Section 25-6.2. Affordable Unit Controls and Requirements

- A. Purpose. The requirements of this section apply to all developments that contain affordable housing units, including any currently unanticipated future developments that will provide low- and moderate- income housing units.
- B. Affirmative Marketing.
 - (1) The Borough shall adopt by resolution an Affirmative Marketing Plan, subject to approval of the Superior Court, compliant with *N.J.A.C. 5:80-26.15*, as may be amended and supplemented.
 - (2) The affirmative marketing plan is a regional marketing strategy designed to attract buyers and/or renters of all majority and minority groups, regardless of race, creed, color, national origin, ancestry, marital or familial status, gender, affectional or sexual orientation, disability, age or number of children to housing units which are being marketed by a developer, sponsor or owner of affordable housing. The affirmative marketing plan is also intended to target those potentially eligible persons who are least likely to apply for affordable units in that region. It is a continuing program that directs all marketing activities toward COAH Housing Region 6 and covers the period of deed restriction.
 - (3) The affirmative marketing plan shall provide a regional preference for all households that live and/or work in COAH Housing Region 6, comprised of Atlantic, Cape May, Cumberland and Salem Counties.
 - (4) The Administrative Agent designated by the Borough shall assure the affirmative marketing of all affordable units is consistent with the Affirmative Marketing Plan for the municipality.
 - (5) In implementing the affirmative marketing plan, the Administrative Agent shall provide a list of counseling services to low- and moderate-income applicants on

subjects such as budgeting, credit issues, mortgage qualification, rental lease requirements, and landlord/tenant law.

- (6) The affirmative marketing process for available affordable units shall begin at least four months prior to the expected date of occupancy.
- (7) The costs of advertising and affirmative marketing of the affordable units shall be the responsibility of the developer, sponsor or owner, unless otherwise determined or agreed to by the Borough of Woodbine.

C. Occupancy Standards.

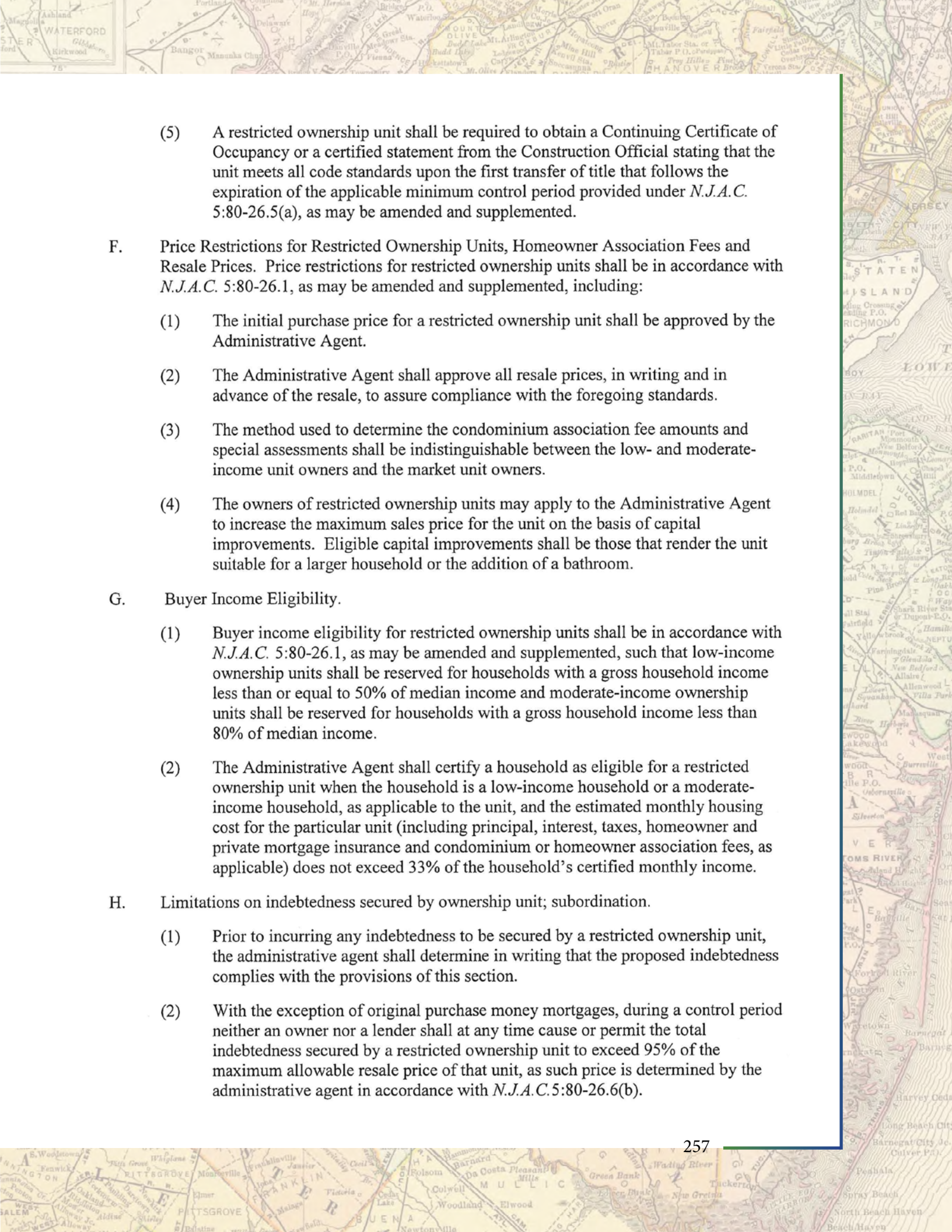
- (1) In referring certified households to specific restricted units, to the extent feasible, and without causing an undue delay in occupying the unit, the Administrative Agent shall strive to:
 - (a) Provide an occupant for each bedroom;
 - (b) Provide separate bedrooms for parents and children;
 - (c) Provide children of different sexes with separate bedrooms; and
 - (d) Prevent more than two persons from occupying a single bedroom.
- (2) Additional provisions related to occupancy standards (if any) shall be provided in the municipal Operating Manual.

D. Selection of Occupants of Affordable Housing Units.

- (1) The administrative agent shall use a random selection process to select occupants of low- and moderate- income housing.
- (2) A waiting list of all eligible candidates will be maintained in accordance with the provisions of *N.J.A.C. 5:80-26 et seq.*

E. Control Periods for Restricted Ownership Units and Enforcement Mechanisms.

- (1) Control periods for restricted ownership units shall be in accordance with *N.J.A.C. 5:80-26.5*, and each restricted ownership unit shall remain subject to the controls on affordability for a period of at least 30 years, until the municipality takes action to release the controls on affordability.
- (2) Rehabilitated owner-occupied housing units that are improved to code standards shall be subject to affordability controls for a period of 10 years.
- (3) The affordability control period for a restricted ownership unit shall commence on the date the initial certified household takes title to the unit.
- (4) The affordability controls set forth in this Ordinance shall remain in effect despite the entry and enforcement of any judgment of foreclosure with respect to restricted ownership units.

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- (5) A restricted ownership unit shall be required to obtain a Continuing Certificate of Occupancy or a certified statement from the Construction Official stating that the unit meets all code standards upon the first transfer of title that follows the expiration of the applicable minimum control period provided under *N.J.A.C. 5:80-26.5(a)*, as may be amended and supplemented.

F. Price Restrictions for Restricted Ownership Units, Homeowner Association Fees and Resale Prices. Price restrictions for restricted ownership units shall be in accordance with *N.J.A.C. 5:80-26.1*, as may be amended and supplemented, including:

- (1) The initial purchase price for a restricted ownership unit shall be approved by the Administrative Agent.
- (2) The Administrative Agent shall approve all resale prices, in writing and in advance of the resale, to assure compliance with the foregoing standards.
- (3) The method used to determine the condominium association fee amounts and special assessments shall be indistinguishable between the low- and moderate-income unit owners and the market unit owners.
- (4) The owners of restricted ownership units may apply to the Administrative Agent to increase the maximum sales price for the unit on the basis of capital improvements. Eligible capital improvements shall be those that render the unit suitable for a larger household or the addition of a bathroom.

G. Buyer Income Eligibility.

- (1) Buyer income eligibility for restricted ownership units shall be in accordance with *N.J.A.C. 5:80-26.1*, as may be amended and supplemented, such that low-income ownership units shall be reserved for households with a gross household income less than or equal to 50% of median income and moderate-income ownership units shall be reserved for households with a gross household income less than 80% of median income.
- (2) The Administrative Agent shall certify a household as eligible for a restricted ownership unit when the household is a low-income household or a moderate-income household, as applicable to the unit, and the estimated monthly housing cost for the particular unit (including principal, interest, taxes, homeowner and private mortgage insurance and condominium or homeowner association fees, as applicable) does not exceed 33% of the household's certified monthly income.

H. Limitations on indebtedness secured by ownership unit; subordination.

- (1) Prior to incurring any indebtedness to be secured by a restricted ownership unit, the administrative agent shall determine in writing that the proposed indebtedness complies with the provisions of this section.
- (2) With the exception of original purchase money mortgages, during a control period neither an owner nor a lender shall at any time cause or permit the total indebtedness secured by a restricted ownership unit to exceed 95% of the maximum allowable resale price of that unit, as such price is determined by the administrative agent in accordance with *N.J.A.C. 5:80-26.6(b)*.

I. Control Periods for Restricted Rental Units.

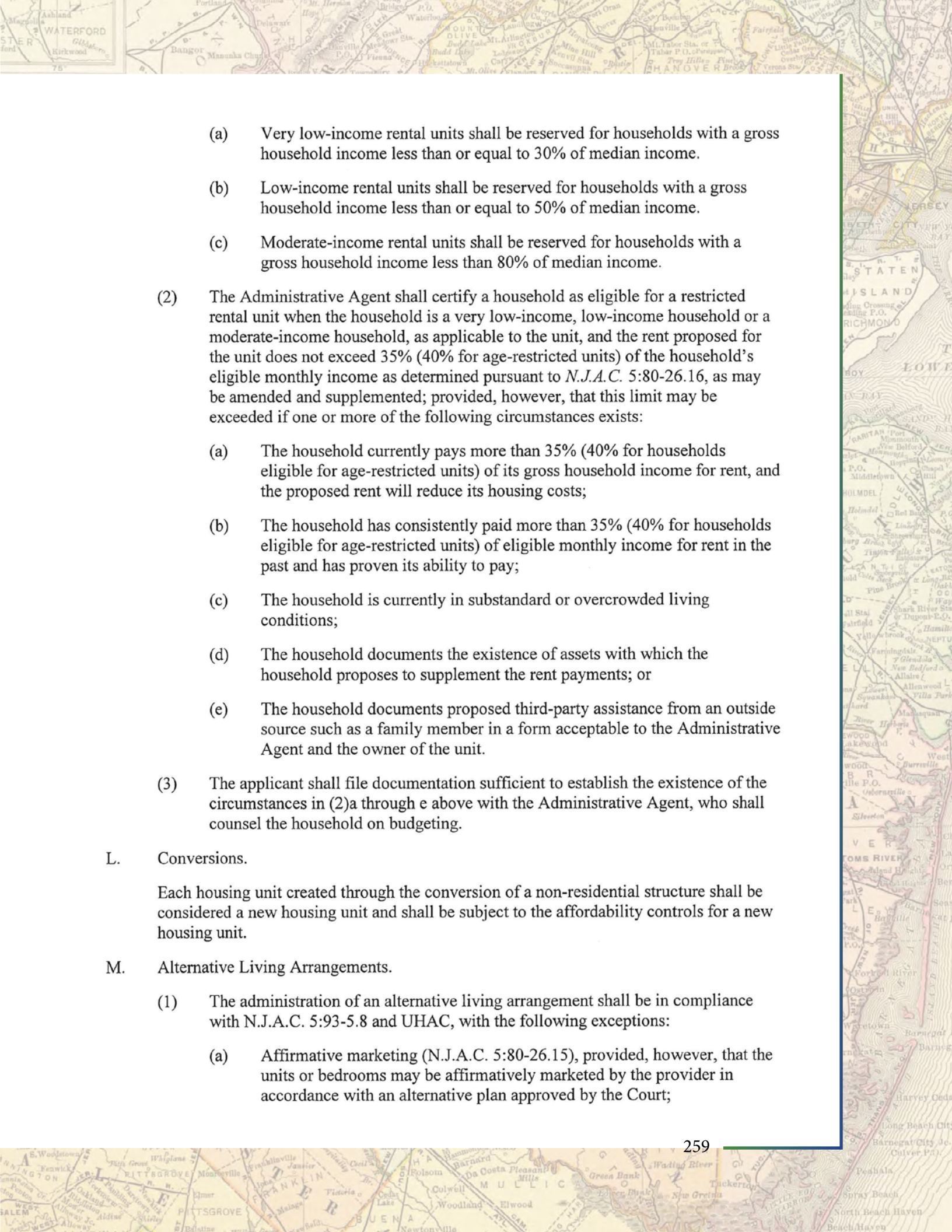
- (1) Control periods for restricted rental units shall be in accordance with *N.J.A.C.* 5:80-26.11, and each restricted rental unit shall remain subject to the controls on affordability for a period of at least 30 years, until the municipality takes action to release the controls on affordability.
 - (a) Restricted rental units created as part of developments receiving nine percent (9%) Low Income Housing Tax Credits must comply with a control period of not less than a 30-year compliance period plus a 15-year extended use period.
- (2) Rehabilitated renter-occupied housing units that are improved to code standards shall be subject to affordability controls for a period of 10 years.
- (3) Deeds of all real property that include restricted rental units shall contain deed restriction language. The deed restriction shall have priority over all mortgages on the property, and the deed restriction shall be filed by the developer or seller with the records office of the County of Cape May. A copy of the filed document shall be provided to the Administrative Agent within 30 days of the receipt of a Certificate of Occupancy.
- (4) A restricted rental unit shall remain subject to the affordability controls of this Ordinance, despite the occurrence of any of the following events:
 - (a) Sublease or assignment of the lease of the unit;
 - (b) Sale or other voluntary transfer of the ownership of the unit; or
 - (c) The entry and enforcement of any judgment of foreclosure.

J. Price Restrictions for Rental Units; Leases.

- (1) A written lease shall be required for all restricted rental units, except for units in an assisted living residence, and tenants shall be responsible for security deposits and the full amount of the rent as stated on the lease. A copy of the current lease for each restricted rental unit shall be provided to the Administrative Agent.
- (2) No additional fees or charges shall be added to the approved rent (except, in the case of units in an assisted living residence, to cover the customary charges for food and services) without the express written approval of the Administrative Agent.
- (3) Application fees (including the charge for any credit check) shall not exceed 5% of the monthly rent of the applicable restricted unit and shall be payable to the Administrative Agent to be applied to the costs of administering the controls applicable to the unit as set forth in this Ordinance.

K. Tenant Income Eligibility.

- (1) Tenant income eligibility shall be in accordance with *N.J.A.C.* 5:80-26.13, as may be amended and supplemented, and shall be determined as follows:

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- (a) Very low-income rental units shall be reserved for households with a gross household income less than or equal to 30% of median income.
 - (b) Low-income rental units shall be reserved for households with a gross household income less than or equal to 50% of median income.
 - (c) Moderate-income rental units shall be reserved for households with a gross household income less than 80% of median income.
- (2) The Administrative Agent shall certify a household as eligible for a restricted rental unit when the household is a very low-income, low-income household or a moderate-income household, as applicable to the unit, and the rent proposed for the unit does not exceed 35% (40% for age-restricted units) of the household's eligible monthly income as determined pursuant to *N.J.A.C. 5:80-26.16*, as may be amended and supplemented; provided, however, that this limit may be exceeded if one or more of the following circumstances exists:
- (a) The household currently pays more than 35% (40% for households eligible for age-restricted units) of its gross household income for rent, and the proposed rent will reduce its housing costs;
 - (b) The household has consistently paid more than 35% (40% for households eligible for age-restricted units) of eligible monthly income for rent in the past and has proven its ability to pay;
 - (c) The household is currently in substandard or overcrowded living conditions;
 - (d) The household documents the existence of assets with which the household proposes to supplement the rent payments; or
 - (e) The household documents proposed third-party assistance from an outside source such as a family member in a form acceptable to the Administrative Agent and the owner of the unit.
- (3) The applicant shall file documentation sufficient to establish the existence of the circumstances in (2)a through e above with the Administrative Agent, who shall counsel the household on budgeting.

L. Conversions.

Each housing unit created through the conversion of a non-residential structure shall be considered a new housing unit and shall be subject to the affordability controls for a new housing unit.

M. Alternative Living Arrangements.

- (1) The administration of an alternative living arrangement shall be in compliance with *N.J.A.C. 5:93-5.8* and UHAC, with the following exceptions:
 - (a) Affirmative marketing (*N.J.A.C. 5:80-26.15*), provided, however, that the units or bedrooms may be affirmatively marketed by the provider in accordance with an alternative plan approved by the Court;

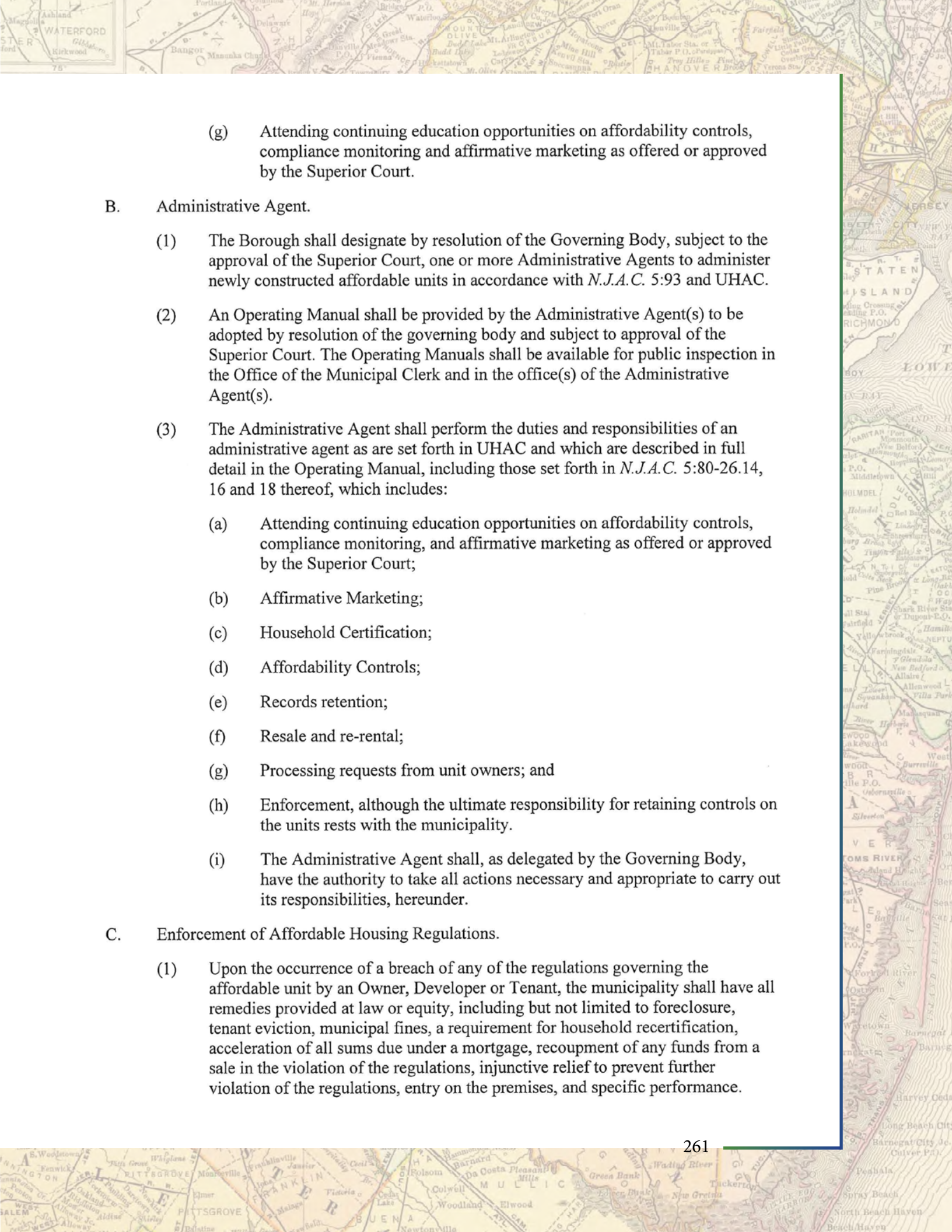
(b) Affordability average and bedroom distribution (N.J.A.C. 5:80-26.3).

- (2) With the exception of units established with capital funding through a 20-year operating contract with the Department of Human Services, Division of Developmental Disabilities, alternative living arrangements shall have at least 30 year controls on affordability in accordance with UHAC, unless an alternative commitment is approved by the Court.
- (3) The service provider for the alternative living arrangement shall act as the Administrative Agent for the purposes of administering the affirmative marketing and affordability requirements for the alternative living arrangement.

Section 25-6.3. Administration.

A. Municipal Housing Liaison.

- (1) The position of Municipal Housing Liaison for the Borough of Woodbine is hereby established. The Municipal Housing Liaison shall be appointed by duly adopted resolution of the Governing Body and be subject to the approval by the Superior Court.
- (2) The Municipal Housing Liaison must be either a full-time or part-time employee of the Borough of Woodbine.
- (3) The Municipal Housing Liaison must meet the requirements for qualifications, including initial and periodic training found in *N.J.A.C. 5:93*.
- (4) The Municipal Housing Liaison shall be responsible for oversight and administration of the affordable housing program for the Borough of Woodbine, including the following responsibilities which may not be contracted out to the Administrative Agent:
 - (a) Serving as the municipality's primary point of contact for all inquiries from the State, affordable housing providers, Administrative Agents and interested households;
 - (b) The implementation of the Affirmative Marketing Plan and affordability controls.
 - (c) When applicable, supervising any contracting Administrative Agent.
 - (d) Monitoring the status of all restricted units in the Borough of Woodbine's Fair Share Plan;
 - (e) Compiling, verifying and submitting annual reports as required by the Superior Court;
 - (f) Coordinating meetings with affordable housing providers and Administrative Agents, as applicable; and

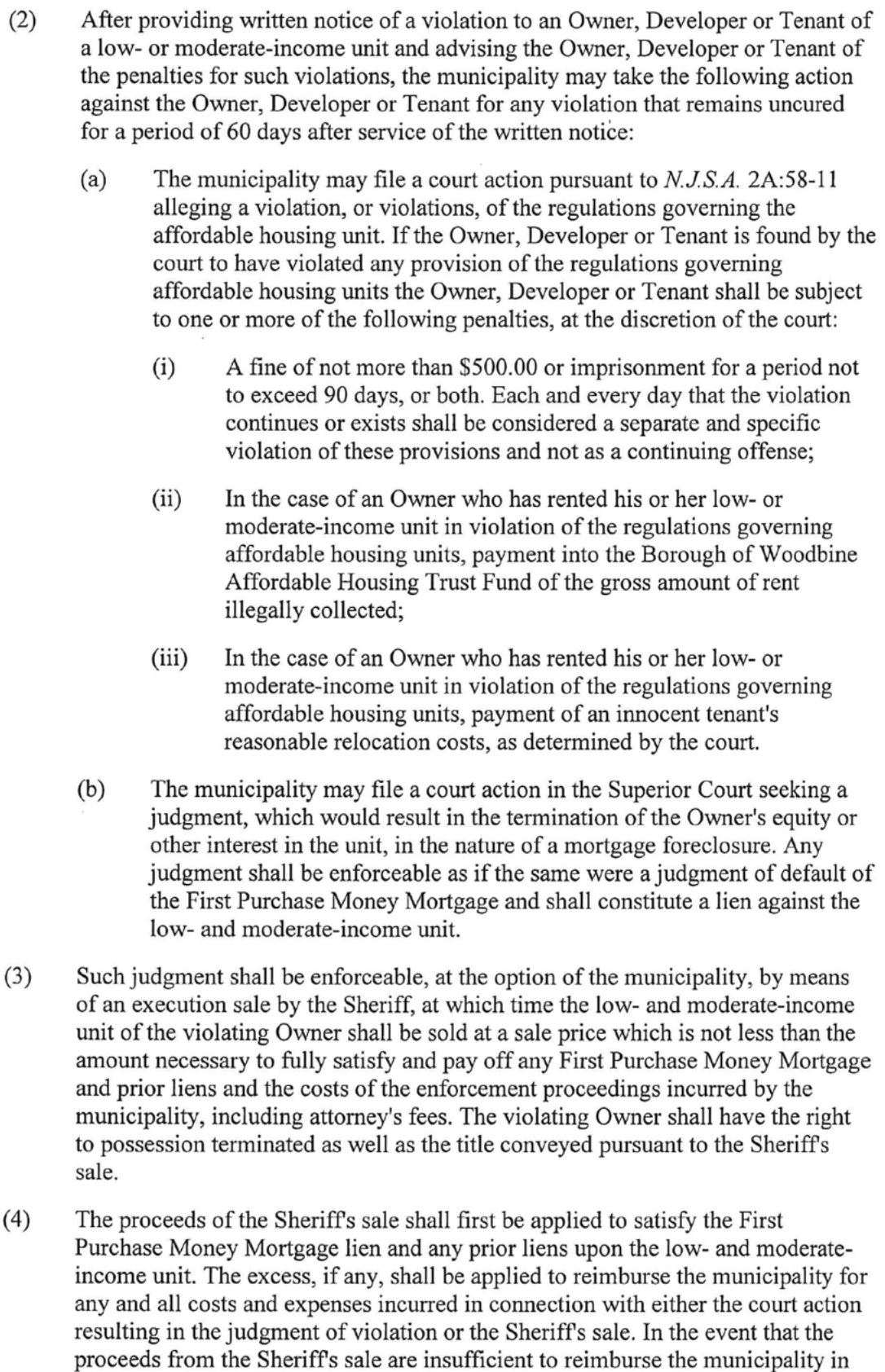
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- (g) Attending continuing education opportunities on affordability controls, compliance monitoring and affirmative marketing as offered or approved by the Superior Court.

B. Administrative Agent.

- (1) The Borough shall designate by resolution of the Governing Body, subject to the approval of the Superior Court, one or more Administrative Agents to administer newly constructed affordable units in accordance with *N.J.A.C.* 5:93 and UHAC.
- (2) An Operating Manual shall be provided by the Administrative Agent(s) to be adopted by resolution of the governing body and subject to approval of the Superior Court. The Operating Manuals shall be available for public inspection in the Office of the Municipal Clerk and in the office(s) of the Administrative Agent(s).
- (3) The Administrative Agent shall perform the duties and responsibilities of an administrative agent as are set forth in UHAC and which are described in full detail in the Operating Manual, including those set forth in *N.J.A.C.* 5:80-26.14, 16 and 18 thereof, which includes:
 - (a) Attending continuing education opportunities on affordability controls, compliance monitoring, and affirmative marketing as offered or approved by the Superior Court;
 - (b) Affirmative Marketing;
 - (c) Household Certification;
 - (d) Affordability Controls;
 - (e) Records retention;
 - (f) Resale and re-rental;
 - (g) Processing requests from unit owners; and
 - (h) Enforcement, although the ultimate responsibility for retaining controls on the units rests with the municipality.
 - (i) The Administrative Agent shall, as delegated by the Governing Body, have the authority to take all actions necessary and appropriate to carry out its responsibilities, hereunder.

C. Enforcement of Affordable Housing Regulations.

- (1) Upon the occurrence of a breach of any of the regulations governing the affordable unit by an Owner, Developer or Tenant, the municipality shall have all remedies provided at law or equity, including but not limited to foreclosure, tenant eviction, municipal fines, a requirement for household recertification, acceleration of all sums due under a mortgage, recoupment of any funds from a sale in the violation of the regulations, injunctive relief to prevent further violation of the regulations, entry on the premises, and specific performance.

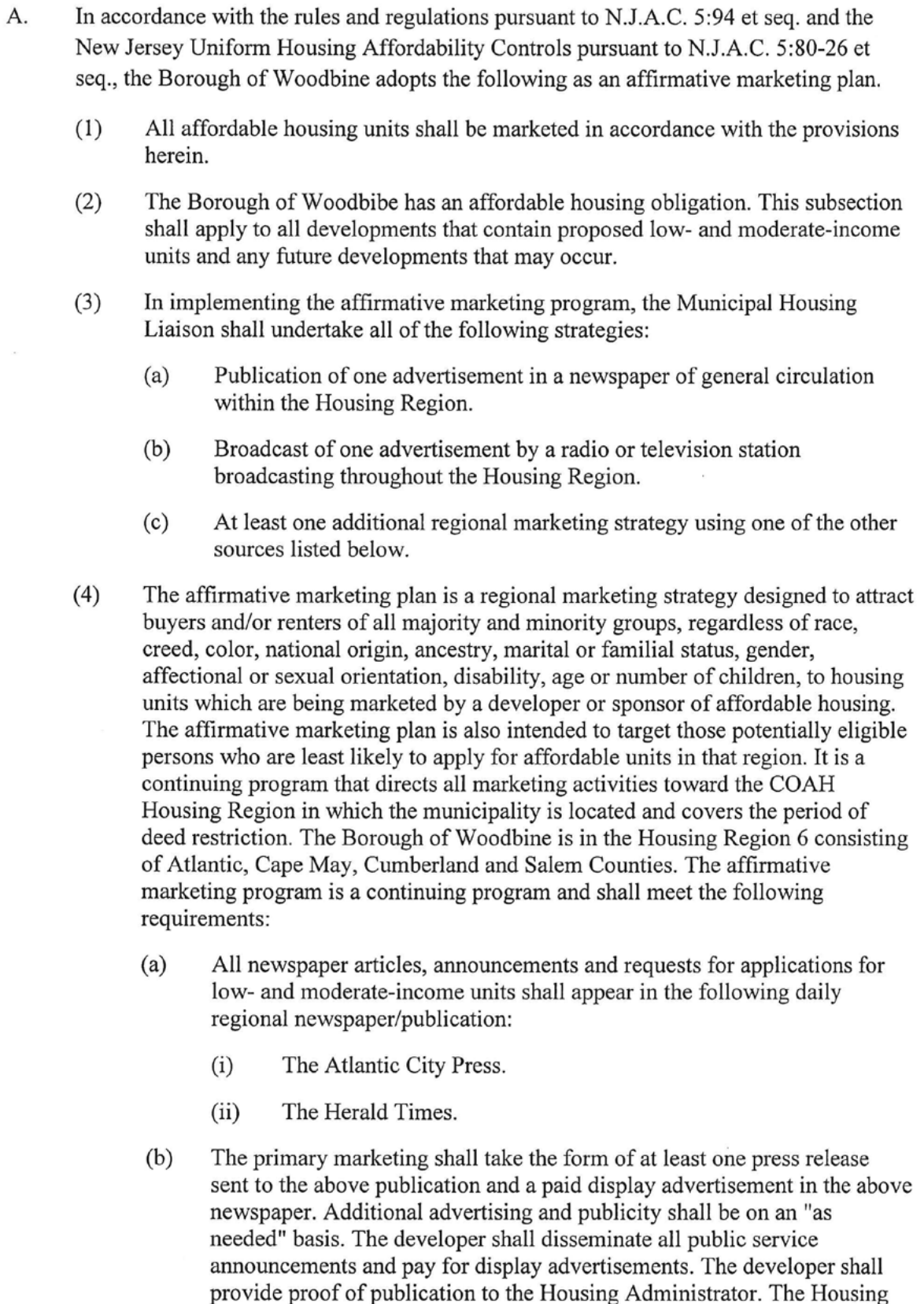
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- (2) After providing written notice of a violation to an Owner, Developer or Tenant of a low- or moderate-income unit and advising the Owner, Developer or Tenant of the penalties for such violations, the municipality may take the following action against the Owner, Developer or Tenant for any violation that remains uncured for a period of 60 days after service of the written notice:
- (a) The municipality may file a court action pursuant to *N.J.S.A. 2A:58-11* alleging a violation, or violations, of the regulations governing the affordable housing unit. If the Owner, Developer or Tenant is found by the court to have violated any provision of the regulations governing affordable housing units the Owner, Developer or Tenant shall be subject to one or more of the following penalties, at the discretion of the court:
 - (i) A fine of not more than \$500.00 or imprisonment for a period not to exceed 90 days, or both. Each and every day that the violation continues or exists shall be considered a separate and specific violation of these provisions and not as a continuing offense;
 - (ii) In the case of an Owner who has rented his or her low- or moderate-income unit in violation of the regulations governing affordable housing units, payment into the Borough of Woodbine Affordable Housing Trust Fund of the gross amount of rent illegally collected;
 - (iii) In the case of an Owner who has rented his or her low- or moderate-income unit in violation of the regulations governing affordable housing units, payment of an innocent tenant's reasonable relocation costs, as determined by the court.
 - (b) The municipality may file a court action in the Superior Court seeking a judgment, which would result in the termination of the Owner's equity or other interest in the unit, in the nature of a mortgage foreclosure. Any judgment shall be enforceable as if the same were a judgment of default of the First Purchase Money Mortgage and shall constitute a lien against the low- and moderate-income unit.
- (3) Such judgment shall be enforceable, at the option of the municipality, by means of an execution sale by the Sheriff, at which time the low- and moderate-income unit of the violating Owner shall be sold at a sale price which is not less than the amount necessary to fully satisfy and pay off any First Purchase Money Mortgage and prior liens and the costs of the enforcement proceedings incurred by the municipality, including attorney's fees. The violating Owner shall have the right to possession terminated as well as the title conveyed pursuant to the Sheriff's sale.
- (4) The proceeds of the Sheriff's sale shall first be applied to satisfy the First Purchase Money Mortgage lien and any prior liens upon the low- and moderate-income unit. The excess, if any, shall be applied to reimburse the municipality for any and all costs and expenses incurred in connection with either the court action resulting in the judgment of violation or the Sheriff's sale. In the event that the proceeds from the Sheriff's sale are insufficient to reimburse the municipality in

full as aforesaid, the violating Owner shall be personally responsible for and to the extent of such deficiency, in addition to any and all costs incurred by the municipality in connection with collecting such deficiency. In the event that a surplus remains after satisfying all of the above, such surplus, if any, shall be placed in escrow by the municipality for the Owner and shall be held in such escrow for a maximum period of two years or until such earlier time as the Owner shall make a claim with the municipality for such. Failure of the Owner to claim such balance within the two-year period shall automatically result in a forfeiture of such balance to the municipality. Any interest accrued or earned on such balance while being held in escrow shall belong to and shall be paid to the municipality, whether such balance shall be paid to the Owner or forfeited to the municipality.

- (5) Foreclosure by the municipality due to violation of the regulations governing affordable housing units shall not extinguish the restrictions of the regulations governing affordable housing units as the same apply to the low- and moderate-income unit. Title shall be conveyed to the purchaser at the Sheriff's sale, subject to the restrictions and provisions of the regulations governing the affordable housing unit. The Owner determined to be in violation of the provisions of this plan and from whom title and possession were taken by means of the Sheriff's sale shall not be entitled to any right of redemption.
- (6) If there are no bidders at the Sheriff's sale, or if insufficient amounts are bid to satisfy the First Purchase Money Mortgage and any prior liens, the municipality may acquire title to the low- and moderate-income unit by satisfying the First Purchase Money Mortgage and any prior liens and crediting the violating owner with an amount equal to the difference between the First Purchase Money Mortgage and any prior liens and costs of the enforcement proceedings, including legal fees and the maximum resale price for which the low- and moderate-income unit could have been sold under the terms of the regulations governing affordable housing units. This excess shall be treated in the same manner as the excess which would have been realized from an actual sale as previously described.
- (7) Failure of the low- and moderate-income unit to be either sold at the Sheriff's sale or acquired by the municipality shall obligate the Owner to accept an offer to purchase from any qualified purchaser which may be referred to the Owner by the municipality, with such offer to purchase being equal to the maximum resale price of the low- and moderate-income unit as permitted by the regulations governing affordable housing units.
- (8) The Owner shall remain fully obligated, responsible and liable for complying with the terms and restrictions of governing affordable housing units until such time as title is conveyed from the Owner.

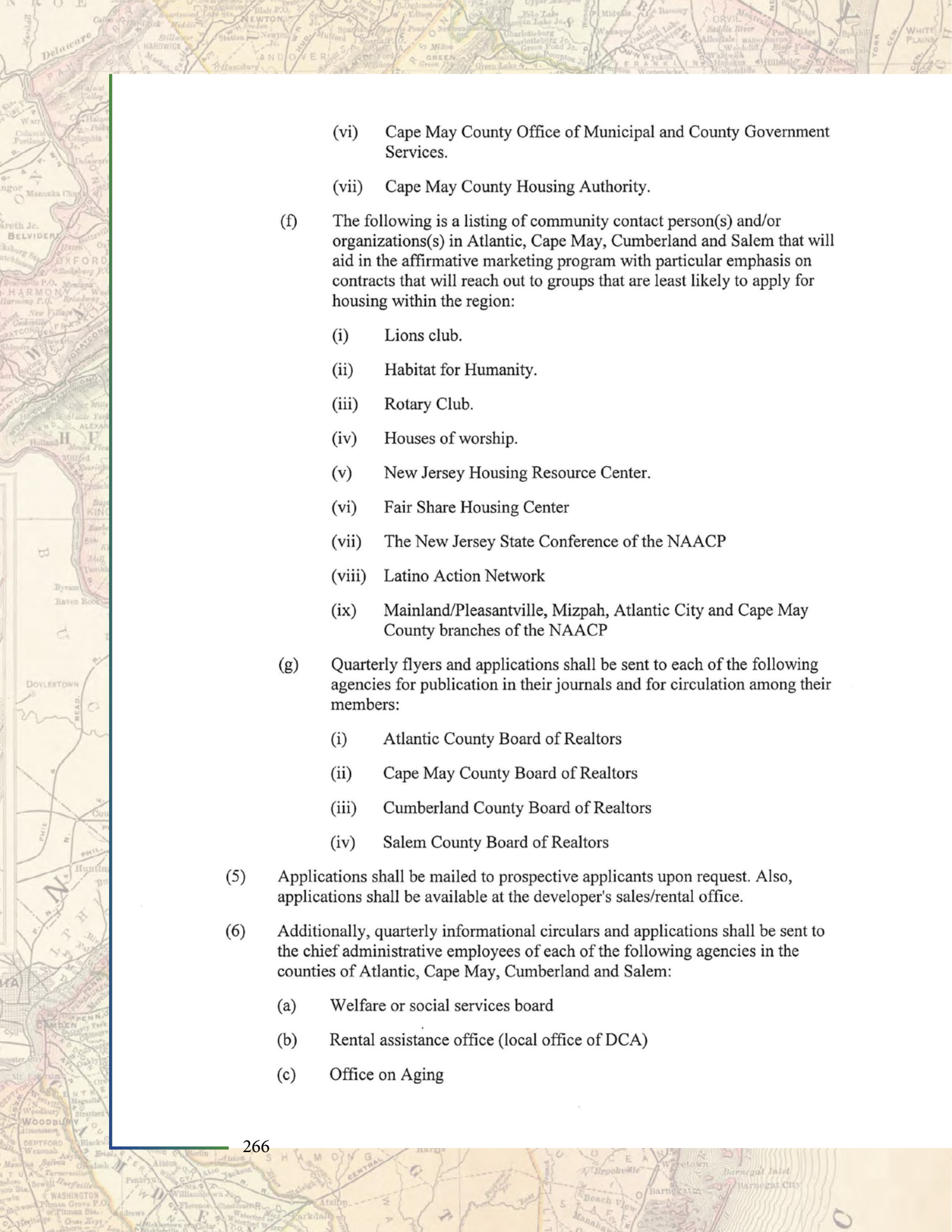
D. Appeals. Appeals from all decisions of an Administrative Agent designated pursuant to this Ordinance shall be filed in writing with the Borough.

Section 25-6.4 Affirmative marketing Plan

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- A. In accordance with the rules and regulations pursuant to N.J.A.C. 5:94 et seq. and the New Jersey Uniform Housing Affordability Controls pursuant to N.J.A.C. 5:80-26 et seq., the Borough of Woodbine adopts the following as an affirmative marketing plan.
- (1) All affordable housing units shall be marketed in accordance with the provisions herein.
 - (2) The Borough of Woodbine has an affordable housing obligation. This subsection shall apply to all developments that contain proposed low- and moderate-income units and any future developments that may occur.
 - (3) In implementing the affirmative marketing program, the Municipal Housing Liaison shall undertake all of the following strategies:
 - (a) Publication of one advertisement in a newspaper of general circulation within the Housing Region.
 - (b) Broadcast of one advertisement by a radio or television station broadcasting throughout the Housing Region.
 - (c) At least one additional regional marketing strategy using one of the other sources listed below.
 - (4) The affirmative marketing plan is a regional marketing strategy designed to attract buyers and/or renters of all majority and minority groups, regardless of race, creed, color, national origin, ancestry, marital or familial status, gender, affectional or sexual orientation, disability, age or number of children, to housing units which are being marketed by a developer or sponsor of affordable housing. The affirmative marketing plan is also intended to target those potentially eligible persons who are least likely to apply for affordable units in that region. It is a continuing program that directs all marketing activities toward the COAH Housing Region in which the municipality is located and covers the period of deed restriction. The Borough of Woodbine is in the Housing Region 6 consisting of Atlantic, Cape May, Cumberland and Salem Counties. The affirmative marketing program is a continuing program and shall meet the following requirements:
 - (a) All newspaper articles, announcements and requests for applications for low- and moderate-income units shall appear in the following daily regional newspaper/publication:
 - (i) The Atlantic City Press.
 - (ii) The Herald Times.
 - (b) The primary marketing shall take the form of at least one press release sent to the above publication and a paid display advertisement in the above newspaper. Additional advertising and publicity shall be on an "as needed" basis. The developer shall disseminate all public service announcements and pay for display advertisements. The developer shall provide proof of publication to the Housing Administrator. The Housing

Administrator shall approve all press releases and advertisements in advance. The advertisement shall include a description of the:

- (i) Location of the units;
 - (ii) Direction to the units;
 - (iii) Range of prices for the units;
 - (iv) Size, as measured in bedrooms, of units;
 - (v) Maximum income permitted to qualify for the units;
 - (vi) Location of applications;
 - (vii) Business hours when interested households may obtain an application; and
 - (viii) Application fees, if any.
- (c) All newspaper articles, announcements and requests for applications for low- and moderate-income housing shall appear in the following neighborhood-oriented weekly newspapers within the region:
- (i) Atlantic City Press.
 - (ii) Cape May County Herald.
 - (iii) The Herald Times.
- (d) The following regional cable television station or regional radio station shall be used. The developer must provide satisfactory proof of public dissemination:
- (i) South Jersey News Channel.
 - (ii) New Jersey 101.5 FM.
 - (iii) WNJZ 90.3 Public Radio (WHYY).
- (e) The following is the location of applications, brochure(s), sign(s) and/or poster(s) used as part of the affirmative marketing program:
- (i) Borough of Woodbine Municipal Building.
 - (ii) Cape May County Public Library and Branches.
 - (iii) Woodbine Borough Web site.
 - (iv) Developer's sales office.
 - (v) Municipal libraries and municipal administrative buildings in the region.



- (vi) Cape May County Office of Municipal and County Government Services.
- (vii) Cape May County Housing Authority.
- (f) The following is a listing of community contact person(s) and/or organizations(s) in Atlantic, Cape May, Cumberland and Salem that will aid in the affirmative marketing program with particular emphasis on contracts that will reach out to groups that are least likely to apply for housing within the region:
 - (i) Lions club.
 - (ii) Habitat for Humanity.
 - (iii) Rotary Club.
 - (iv) Houses of worship.
 - (v) New Jersey Housing Resource Center.
 - (vi) Fair Share Housing Center
 - (vii) The New Jersey State Conference of the NAACP
 - (viii) Latino Action Network
 - (ix) Mainland/Pleasantville, Mizpah, Atlantic City and Cape May County branches of the NAACP
- (g) Quarterly flyers and applications shall be sent to each of the following agencies for publication in their journals and for circulation among their members:
 - (i) Atlantic County Board of Realtors
 - (ii) Cape May County Board of Realtors
 - (iii) Cumberland County Board of Realtors
 - (iv) Salem County Board of Realtors
- (5) Applications shall be mailed to prospective applicants upon request. Also, applications shall be available at the developer's sales/rental office.
- (6) Additionally, quarterly informational circulars and applications shall be sent to the chief administrative employees of each of the following agencies in the counties of Atlantic, Cape May, Cumberland and Salem:
 - (a) Welfare or social services board
 - (b) Rental assistance office (local office of DCA)
 - (c) Office on Aging

- (d) Housing Agency or Authority
 - (e) Library
 - (f) Area community action agencies
- (7) A random selection method to select occupants of low- and moderate-income housing will be used by the Municipal Housing Liaison, in conformance with N.J.A.C. 5:80-26.16 (1).

- B. The Municipal Housing Liaison is the person responsible to administer the program. The Municipal Housing Liaison has the responsibility to income qualify low- and moderate-income households; to place income-eligible households in low- and moderate-income units upon initial occupancy; to provide for the initial occupancy of low- and moderate-income units with income-qualified households; to continue to qualify households for reoccupancy of units as they become vacant during the period of affordability controls; to assist with outreach to low- and moderate-income households; and to enforce the terms of the deed restriction and mortgage loan as per N.J.A.C. 5:80-26. The Municipal Housing Liaison within the Borough of Woodbine is the designated housing officer to act as liaison to the Borough Administrator. Also, the Municipal Housing Liaison shall direct qualified low- and moderate-income applicants to counseling services on subjects such as budgeting, credit issues, mortgage qualifications, rental lease requirements and landlord/tenant law.
- C. All developers of low- and moderate-income housing units shall be required to assist in the marketing of the affordable units in their respective developments.
- D. The marketing program shall commence at least 120 days before the issuance of either temporary or permanent certificates of occupancy. The marketing program shall continue until all low-income housing units are initially occupied and for as long as affordable units are deed restricted and occupancy or reoccupancy of units continue to be necessary.
- E. The Municipal Housing Liaison will comply with monitoring and reporting requirements as per N.J.A.C. 5:80-26

NOW THEREFORE, BE IT FURTHER ORDAINED by the Governing Body for the Borough of Woodbine, County of Cape May and State of New Jersey, that a certified copy of this ordinance is forwarded to the Pinelands Commission for certification.


WILLIAM PUKOLYCKY, MAYOR

ATTEST:

LISA GARRISON, CLERK

INTRODUCED: JUNE 19, 2018
ADOPTED: AUGUST 16, 2018

