



UPPER TOWNSHIP 2006 MASTER PLAN REEXAMINATION REPORT

NOVEMBER 2006

ADOPTED BY THE TOWNSHIP OF UPPER PLANNING BOARD ON

**PREPARED FOR THE
TOWNSHIP OF UPPER PLANNING BOARD
CAPE MAY COUNTY, NEW JERSEY**

PREPARED BY



MARCIA R. SHIFFMAN, AICP, PP, CLA
NEW JERSEY PROFESSIONAL PLANNERS LICENSE NO. 2428

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2006 MASTER PLAN REEXAMINATION REPORT

INTRODUCTION

This report is prepared as a reexamination of the 2001 *Master Plan Reexamination Report*. A *Master Plan update with amendments* addressing the *Land Use Plan*, the *Housing Element and Fair Share Plan* ("HEFSP"), and the *Storm Water Management Plan* has also been prepared together with a *Natural Resources Inventory*. These documents will be adopted as an Amendment to the Township's Master Plan together with the 2006 Master Plan Reexamination Report.

Upper Township adopted their first Master Plan in 1975. The last 1993 *Upper Township Master Plan* was adopted on July 21, 1994. On November 16, 1989, the Township adopted the *Housing and Fair Share Plan* which was submitted to the New Jersey Council on Affordable Housing for substantive certification, but later withdrawn due to lack of funds to address the 105 rehabilitation component required. A *Master Plan Reexamination Report and Master Plan Amendment* was adopted on July 19, 2001. Subsequently on June 20, 2001, a *Master Plan Reexamination of the Land Use Plan Element* was adopted which addressed specific land use recommendation of the 2001 Reexamination Report.

The 1993 *Master Plan* was prepared to address growing residential development and the few larger scale commercial developments along Route 9 which had significant impacts on the Township "some of which have been adverse, affecting the community's natural environment, its traffic circulation system and its public facilities and services. An update of the Township's Master Plan was determined to be necessary to respond to the changing conditions of the social, physical, economical and environmental fabric of the community."¹ The 1993 *Master Plan* included a comprehensive review through Land Use Plan, Housing Plan, Circulation Plan, Utility Service Plan, Community Facilities Plan, Recreation Plan, Historic Conservation Plan, Economic Plan and Recycling Plan in addition to the Assumptions that formed the basis of the Plan and Goals and Policy Objectives as require by the MLUL.

Since the 1993 *Master Plan*, a number of planning efforts have been underway in the Township. In November 2002 the Strathmere Beach Management Plan was prepared. In 2004, a Draft *Housing Element and Fair Share Plan* ("HEFSP") was prepared; however, this Housing Plan was not adopted since it was predicated on confirmation of the Township Centers which was on placed on hold by the New Jersey Office of Smart Growth ("NJOSG"). In 2005, the Township prepared a *Storm Water Management Plan* and proposed regulations. This plan has been updated to reflect Pinelands Storm Water Management regulations and will be adopted as part of this Reexamination and Master Plan Update. In September 2005, the Township adopted an *Area in Need of Redevelopment Study for Beesley's Point*. In August 2006, a *Natural Resources Inventory* was prepared as an adjunct to this Reexamination Report and Master Plan Update. It will be adopted as an Appendix to the Master Plan.

¹ 1993 Master Plan, Upper Township, page 5.

Since 1999, the Township has attempted to address the State Development and Redevelopment Plan through designation of the Township's Centers. Plans were prepared in 1999 as part of a Centers Designation Petition which was not acted upon by the State. Since 2004, the Township has attempted to address its Centers through the Plan Endorsement Process. This Reexamination Report and Master Plan Amendments will update that Township's planning process to be consistent with State policies and regulations and to permit designation of the Township's Centers.

REEXAMINATION REPORT REQUIREMENTS

The Municipal Land Use Law ("MLUL") requires a periodic reexamination of the Master Plan (NJSO 40:55D-89) at least once every six years.

The MLUL (C.40:55D-89) provides that the reexamination report consider five area which includes:

- a. *The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.*
- b. *The extent to which such problems and objectives have been reduced or have increased subsequent to such date.*
- c. *The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection , disposition , and recycling of designated recyclable materials, and change in State, county and municipal policies and objectives.*
- d. *The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.*
- e. *The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Plan," P.L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*

The following sections discuss each of these five areas since the prior 2001 Master Plan Reexamination Report was prepared. This Reexamination Report refers to the 1993 Master Plan Elements which is the approach used in the 2001 Reexamination Report.

EVALUATION OF CONDITIONS SINCE THE 2001 MASTER PLAN

Land Use

At the time of the adoption of the 2001, problems affecting land use including need to obtain Centers Designation from NJOSG. The Township also needed to address the February 7, 2001

NJDEP adoption of revisions to the Coastal Permit Program rules for Coastal Zone Management, known as CAFRA II Interim Centers was identified. These rules limited the development potential outside of the five township interim CAFRA designated centers. The 2001 Plan indicated that these rules would be considered as part of the Plan Endorsement Process. The CAFRA Interim Centers expired in February 7, 2005; since the Township was engaged in the Plan Endorsement Process with the NJOSG, the Township's interim centers were continued until March 2007.

The Township originally submitted a Centers Designation petition to the NJOSG in 1999. It was not acted upon. The NJOSG had established the Plan Endorsement Process in 2004 which folded in the Centers designation into a broader evaluation of the municipality not just the centers. For the Township, this process also included required approvals of these Centers by the NJDEP which would terminate the interim CAFRA centers and establish adopted Centers.

In 2004, the Township received a smart growth grant to prepare a Plan Endorsement Petition as part of a "Smart Growth Study for the Route 9 Corridor in Dennis, Middle and Upper Townships". Upper prepared their *Initial Plan Endorsement Petition* and filed it with NJOSG in September 2005. The Township has had meeting with NJOSG and the State Agencies to refine the Centers boundaries for the four proposed Township centers: Marmora Palermo and Beesley's Pont Town Center, Seaville Town Center, Petersburg Village Center and Tuckahoe Village Center.

On January 20, 2006 the Township's petition was declared complete. In April 2006, the NJOSG adopted additional consistency threshold requirements as part of the Plan Endorsement Guidelines. In addition, in April 2006, the NJDEP refined their consistency requirements. This was especially critical for the Township where the Township Centers were required to have both State Planning Commission approval and the subsequent approval of the NJDEP confirming the centers in CAFRA areas. On April 21, 2006, the NJOSG declared the Petition was inconsistent with the State Plan policies.

For the Township to maintain their interim centers, a number of actions needed to be addressed prior to March 2007 for the interim centers to continue. The Township entered into a Memorandum of Understanding with the NJOSG detailing an Action Plan to meet the timetable to gain Plan Endorsement for the Township and subsequently to address NJDEP requirements. As part of this MOU, the Township agreed to prepare a Natural Resources Inventory, update their Land Use Plan, prepare and adopt a Housing Element and Fair Share Plan and prepare and adopt zoning amendments to implement the Land Use Plan recommendations. The goals of this effort were to ensure that Upper Township's regulations were consistent with the policies and objectives of the State Development and Redevelopment Plan.

The 2001 Reexamination Report indicated that the Land Use Plan was amended to show the new Tuckahoe Village Zoning District as well as other proposed zoning changes including those in the Pinelands. The Pinelands zoning amendments were subsequently addressed in the 2002 Master Plan Amendment and on March 16, 2004, the Pinelands Commission certified revised these changes. The Pinelands Management Plan includes two Pinelands Villages including Tuckahoe

and Petersburg. The Tuckahoe and Petersburg Villages are part of a larger village area including the CAFRA Centers.

Assumptions regarding population and land use have generally followed expected historic trends as identified in the 2001 Plan. There has been continued commercial growth in Marmora included the Super Wawa, mini-storage facilities, bank, new car dealerships, a proposed 100,000 square foot Shop Rite Shopping Center and in Seaville a new CVS store, Yamaha dealerships, preschool facility and wicker retail store. Also renovation of the older Tuckahoe Center has been proceeding.

Residential development has continued since 2001 with 331 certificates of occupancy issues for new housing units during this 5 year period. These housing units are typically single family residential lots on a minimum 40,000 square foot property since there are no public sewers in the Township. In 1994, Osprey Point a 149 unit active adult community located along Route 9 in Seaville was an exception. This development was constructed at a density of over 3 du/acre and included a community package wastewater treatment plant which permitted higher density uses.

Development in Tuckahoe Village has resulted in formation of a Greater Area Tuckahoe Management Association to promote economic development in the Village. Renovation of the train station has been completed. An excursion train was activated in 2005 between Tuckahoe and Richland in Atlantic County. Planned extension of the Cape May Seashore line to Cape May Courthouse is under discussion and waiting funding for repair to the existing rail infrastructure.

Recommended land use and zoning changes are addressed in the Land Use Plan which is being adopted concurrently with this Reexamination Report. These changes include the establishment of the four Township Centers - Marmora, Palermo and Beesley's Point Town Center, Seaville Town Center, Petersburg Village Center and Tuckahoe Village Center. Land use in areas outside of the Centers and Suburban Planning Areas is proposed for low density development and is generally compatible with CAFRA policies to limit impervious coverage and vegetative removal and protection of critical environmental habitat.

No changes are proposed for the Pinelands area including the two Pinelands Villages except for the recommendation to permit a residential cluster option and to rezone a limited area in Pinelands along Rt-50 in Petersburg from CM Commercial to PV Pinelands Village & RPPV Recreation Park Pinelands. Which reflects dedicated parklands and the PV designation is more compatible with surrounding uses.

In 2005, the Township identified the Beesley's Point area as being a potential candidate for redevelopment. The Atlantic City Electric ("ACE") Company which owned the B. L. England Power Plant planned to sell the facility. The plant was in the process of environmental cleanup with NJDEP oversight. In September 2005, the Township adopted a *Determination of an Area In Need of Redevelopment Study* for the ACE property and surrounding lands in Beesley's Point. As of September 2006, the ACE announced that the B.L. England facility was being sold to Rockland Capital Energy Investments who plan to upgrade the plant to meet NJDEP requirements and who will operate the facility. A Redevelopment Plan was not proposed for the study area at the date of

the writing of this Reexamination Report. No other areas for possible redevelopment have been identified at this time.

In November 2004, the Smith Airport on Route 9 in Seaville was abandoned and the property has been subdivided and developed for housing. Therefore no airport hazard zone is now required for this property. The Woodbine Airport hazard zone does not affect Upper Township.

Housing

The need to address a full range of housing options was identified in the Plan. The 1993 Master Plan included a Housing Plan. In 1989, the Upper Township Planning Board adopted a Housing and Fair Share Plan and filed a petition for Substantive Certification with the New Jersey Council on Affordable Housing ("COAH"). However, on October 28, 1991, the Township Committee adopted a Resolution withdrawing its petition from COAH due to a lack of resources to fund the required rehabilitation of 105 indigenous housing units.

In 2001, the Township indicated in the Reexamination Report that they were now pursuing certification from the Council on Affordable Housing. In 2004, a *Draft HEFSP* was prepared but not adopted by Township since it was directly tied to the designation of the Township's centers which were on hold by the NJOSG.

In December 2004, COAH adopted new rules ("Third Round Plan") which established a precertified affordable housing obligation of 341 new construction units and 0 rehabilitation units to meet the 1987 to 1999 affordable housing ("Prior Rounds") obligation. The Third Round Plan also forecasts future growth between 2004 to 2014 as part of the Growth Share obligation based upon actual housing and non-residential development to be constructed during this time frame.

The Township will adopt a Housing Element and Fair Share Plan to address its Third Round obligation as part of the *2006 Master Plan*.

Circulation Plan

Most of the transportation improvements recommended in the 1993 Master Plan have been completed by 2001. The only recommended 1993 Plan improvements not completed by 2001 were the installation of a signalized intersection at State Routes 50 and 49 in Tuckahoe and the replacement of the Route 50 Tuckahoe River Bridge. The signalized intersection has since been completed replacing the flashing lights; the NJDOT is scheduled to replace the Route 50 Bridge over the Tuckahoe River and make roadway improvements through Tuckahoe to Marshall Avenue in 2008.

The Township currently maintains 71 miles of local roads which represents an increase of 3 road miles since 2001.

As identified in the 2001 Reexamination Report: "In the past, the Township has allowed the improvement of a number of older right-of-ways with gravel surfaces. Because of the problems

associated with the maintenance of these roads and problems caused by the tracking of dirt onto adjoining roads, the Township should avoid allowing this practice in the future.” This road improvement standard should still be addressed in the Township’s road design regulations.

The Beesley’s Point Bridge (US Route 9) over the Great Egg Harbor Bay was closed in June 2004. The status of this bridge and whether and when it will be repaired is an important transportation circulation issue that needs to be addressed.

The Garden State Parkway (“GSP”) is a major statewide north-south roadway. Upper Township is the northern most exit in Cape May County on the GSP. In May 2006, the exit ramp at Exit 25 in Marmora was widened to improve service.

As required by the NJDOT and as stated in the Township’s September 2005 *Petition for Plan Endorsement* Planning and Implementation Agenda and in the Memorandum of Understanding, the Township will review and amend their regulations to be compatible with the access management regulations on State highways.

The Township is interested in pursuing pedestrian and bicycle improvements that will connect community activity areas with residential areas. This would be especially important to connect Amanda’s Field in Petersburg with the Woodbine bike path. The Township should also work with the County to develop an Upper Township component of the larger County bike path system. Bicycle facilities should be planned as part of any new major subdivision or site plan improvements. Within the Township centers, providing pedestrian improvements are important to provide connections and to create a walkable environment.

Other proposed improvements include the following:

- The NJDOT is scheduled to replace the Route 49 Bridge over the Conrail Railroad in Tuckahoe in 2007.
- Cape May County is scheduled to replace the Tuckahoe Road Bridge over Cedar Swamp Creek and raise the roadway to flood elevation in 2009.
- The NJDOT and Cape May County are proposing to install traffic signals at Route 50 and Hope Corson Road in Seaville and Tuckahoe Road and Old Tuckahoe Road in Marmora.
- The Township has requested and the New Jersey Highway Authority is evaluating constructing a southbound exit on the GSP at Milepost 20 in Seaville. The Township had requested a full interchange.
- Cape May County is planning to replace the currently closed bridge on Marshallville Road over Mill Creek.

Utility Service Plan

The 2001 Reexamination Report stated that water service was installed in Marmora and Beesley's Point to address contaminated ground water contamination issues in this area. As of this date, water mains have been extended south down Stagecoach Road across Church Road and Butter Road to Evergreen Drive; down Evergreen Drive to US Route 9; extending south down US Route 9 to the Osprey Point Active Adult Community in Marmora. Water service is provided through New Jersey American Water. Public water services also assist firefighting capabilities in these areas.

The 2001 Reexamination Report identified potential wastewater treatment facilities for Strathmere. At this date, there is no impetus to provide public sewer to Strathmere. Because the island is not at this time proposed to be designated as a Center, the likelihood of public sewer as part of an amended Wastewater Treatment Plan is remote.

The Township should update its Wastewater Management Plan to allow for on-site sewage disposal systems with flows greater than 2,000 gallons per day to accommodate commercial and mixed use growth in the proposed Centers.

Community Facilities Plan

As identified in the 2001 Report, the State Police operated a temporary "substation" in the Township Hall to address heavy summer visitors. This temporary substation has been discontinued from Township Hall. The Township operated a local government/education television station UTTV2 to provide information to the residential of the Township. The Township has also constructed an addition at Township Hall to provide a more effective Emergency Management Headquarters.

The Township has prepared an Emergency Management Plan dated July 22, 2004, which was submitted and approved by the New Jersey State Police.

Since 2001, an addition to the Middle School has been completed. The 2001 Reexamination Report identified a possible site for a High School next to the Middle School on Tuckahoe Road; however, the Township joined with Ocean City to construct a new High School in Ocean City. Currently about 65% of the students at the High School are from Upper Township.

Recreation Plan

The 2001 Reexamination Report states alternative approach to focus recreational facilities on larger recreational sites as opposed to smaller neighborhood fields.

Since 2001, the Township has begun construction at the recreation complex, Amanda's Field, located on Route 50 in Petersburg. There are a variety of recreational facilities including a 1.3 mile bicycle/ jogging path, a skate park, soccer fields, an indoor batting cage facility, a playground and swings, a concession stand with restrooms, a maintenance building and an in-line hockey rink.

Historic Preservation Plan

In consultation with the Upper Township Historical Preservation Society, Inc. several historical buildings has been added to the historic buildings list. This information is presented in the Natural Resource Inventory which is being adopted as an Appendix to the *2006 Master Plan Update*.

Conservation Plan

In 2006, the Township has prepared a *Natural Resources Inventory* which is being adopted as part of the *2006 Master Plan Update*. Although the Township has a number of environmental maps included as part of the 1993 Master Plan and additional environmental maps were prepared as part of the *Initial Plan Endorsement Petition*, the *2006 Natural Resources Inventory* will serve as a useful tool for planning and development activities in the Township.

The Township should also amend their zoning to provide regulatory tools to allow for identification and protection of natural and cultural resources. This is required to complete the NJDEP requirements to adopt the Township Centers. The Township has prepared an Environmental Assessment Checklist and related ordinances to protect these resources and these are recommended for adoption.

The Township's regulations and Master Plan has been certified by the Pinelands Commission most recently on March 16, 2004 and these regulations provide for protection of the critical pinelands resources.

The Tuckahoe River Management Plan has been implemented through the adoption of the Tuckahoe Riverfront District. This protected area is further recommended for expansion under the proposed zoning recommendation as part of the refinement of the Tuckahoe Village Center planning area proposed as part of the Land Use Plan Update and in coordination with recommendation of the NJDEP and NJOSG.

RECOMMENDED CHANGES TO MASTER PLAN AND REGULATIONS

40:55D-89d. *The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared*

The updated *2006 Master Plan* elements – *Land Use Plan*, *Housing Element and Fair Share Plan* and *Storm Water Management Plan* provide for land use changes and zoning amendments to address these changes. These documents are being adopted in concert with the *2006 Master Plan Reexamination Report*.

In addition, the *2006 Natural Resources Inventory* provides detailed information on environmental and cultural resources. It will be adopted as part of the 2006 Master Plan documents and will also serve to strength the *Conservation Plan* and the *Historic Preservation Plan*.

Regarding whether other non-required elements of the Master Plan should be prepared, the Township should consider updating the following sections of the Master Plan as follows:

1. The Circulation Plan should be updated to address multimodal improvements including planning for bicycle and pedestrian improvements. This planning should be coordinated with the County bicycle planning efforts.
2. The Township should consider updating the *1994 Recreation Facilities Plan* to prepare a *Recreation and Open Space Plan* which can be submitted to NJDEP Green Acres to facilitate funding of acquisition and construction of parks and open space areas.
3. A *Farmland Preservation Plan* should be considered to inventory and prioritize the estimated 115 farmland parcels for acquisition and preservation.
4. An updated *Historic Preservation Plan* can also provide useful recommendations for renovations of historic properties and new construction within historic areas.
5. A *Wastewater Management Plan Amendment* should be prepared by the Township and filed with NJDEP to support planned centers development.
6. The Township should evaluate the use of Transfer of Development Rights to better preserve and protect natural and historic resources. This can be coordinated with the County sponsored TDR Feasibility Study which is currently in a preliminary phase.
7. A Tuckahoe Village Plan should be prepared to comprehensively address streetscape improvements, architectural design, signage, lighting and other improvements. This effort should be coordinated with the Greater Area Tuckahoe Management Committee and the NJDOT.
8. Detailed plans should be prepared for the Marmora Palermo Beesley's Point and Seaville Town Centers to comprehensively address area improvements.

Summary Recommendations

Changes to the land use, zoning and development regulations are summarized below.

The 2006 Land Use Plan Update, provides for changes in the proposed Centers, especially Marmora Palermo Beesley's Point Town Center and the Seaville Town Center to accommodate mixed use development with higher density development in the core areas. The plan provides for greater protection of the Environs through adoption of environmental performance standards and limited development intensity and impervious coverage for lands outside of the Centers. Development tools including conservation residential cluster subdivision regulations to protect constrained lands and Density Transfer provisions into the proposed Town Center zones are recommended. Within the Marmora Palermo Beesley's Point and Seaville Town Centers, certain

areas are defined for on-site wastewater treatment to accommodate higher density housing and mixed use development. This will require an amendment to the Wastewater Management Plan.

The Housing Element and Fair Share Plan also proposed changes in zoning to accommodate inclusionary development sites to meet the Township's Fair Share Housing Obligation.

Proposed Zoning Amendments are listed below:

1. Create new TCC Town Center Core and TC Town Center zones in the core areas of the Marmora Palermo Beesley's Point and Seaville Town Centers to accommodate higher density mixed use development and to provide opportunity for density transfer from the Environs.
2. Amend AR and C zones to provide conservation residential cluster development regulations to better protect open space and to provide for non-contiguous parcel density transfer to the TCC and TC zones.
3. Rezone areas in PA5 that are "R" & "AR" to "C" Conservation.
4. Rezone areas in PA4 that are "R" to "AR" Agriculture & Rural Residential.
5. Amend and extend the TR Tuckahoe Riverfront District to incorporate lands outside the proposed Tuckahoe Center boundary along the Tuckahoe River in the CAFRA zone.
6. Amend Residential District Requirements to provide specific impervious coverage and vegetative removal requirements generally compatible with CAFRA coastal regulations appropriate to the underlying planning areas.
 - a. Rezone residential areas in the Marmora Palermo Beesley's Point Town Center, Seaville Town Center and Petersburg Village Center to R Residential Town Center.
 - b. Rezone residential areas outside of the Town Center but within the PA2 Suburban Planning Area to R2.
7. Amend CM Community Commercial zone requirements to provide specific impervious coverage and vegetative removal requirements generally compatible with CAFRA coastal regulations appropriate to the underlying planning areas.
8. Adopt Environmental Assessment Ordinance with specific environmental performance standards and a related Environmental Assessment Checklist to protect critical natural resources.
9. Adopt Affordable Housing Inclusionary Zoning regulations as specified in the Housing Element and Fair Share Plan including
 - a. MH Zone – Affordable Mobile Home Zone

- b. AH1 Affordable Housing Zone 100% Affordable Housing
 - c. AH2 Affordable Housing Zone – 100% Senior Housing
 - d. Assisted Living Facilities
 - e. Age restricted housing
 - f. Accessory Apartments
10. Rezone area in Pinelands along Rt-50 in Petersburg from CM to PV & RPPV to reflect existing park and character of adjoining uses. .
11. Amend Pinelands Residential zones to permit conservation residential and density transfer cluster in accordance with Pinelands Commission recommendations.
12. Accessory Uses should be evaluated and regulations amended to address on-going zoning issues identified for these accessory uses.
- a. Pole Barns (size and height requirement) for all residential zones
 - b. Sheds in the “C” Zone
 - c. Pools in the “RR” Zone
 - d. Gazebos (size and height requirement) for all residential zones
 - e. Tents (height, size and number requirements) for all residential zones
 - f. Detached garages (size and eight requirements) in “PV” zone
 - g. Height requirement for garages in “TR” Zone
13. Junk Yards should be specifically not permitted as either principal or accessory uses in all residential zones. Amend regulations to require permit for existing non-conforming junk yard uses.
14. Signage Regulations should be assessed and amended to:
- a. Provide signage standards for Town Center districts
 - b. Review requirements for flashing message board signs (timing & scrolling criteria)
 - c. Review and modify signage ordinances to include specific provisions for window signs in commercial zones.
15. Clarify or provide requirements for lot mergers,

REDEVELOPMENT PLANS

40:55D-89e. *The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local Redevelopment and Housing Plan,” P.:L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*

The Township has no adopted redevelopment plans. A *Determination of Needs Study for the Beesley's Point Area* was adopted in September 2005. This study was submitted and approved by the New Jersey Department of Community Affairs on May 9, 2006. However, at the time of the writing of this Master Plan Reexamination, the Township has not taken action to prepare a redevelopment plan for this area.

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