

LAND USE PLAN

The Land Use Plan is designed to help implement the goals and objectives of this Master Plan in map and text form. It does this by designating different geographic areas of Wenonah into land use classifications and by describing the development policies associated with each one. The Land Use Plan forms the basis for zoning regulations that govern the intensity of development.

The previously adopted 1977 Land Use Plan classified land into seven categories, including residential, residential with professional uses, commercial, municipal, utilities and transportation, conservation and recreation, and, formal parks. Land use regulation has grown more complex in the fifteen years since the adoption of the Master Plan in response to changing real estate markets, new housing products, increasing environmental awareness, new objectives from other levels of government, and continuing judicial interpretations.

The Land Use Plan must also be responsive to changes in the state of the art of planning as new techniques are proposed, examined, and adopted. The intent is to create an implementation document that will be used regularly to review and judge development and redevelopment proposals. The Land Use Plan, in conjunction with the Goals and Objectives, synthesizes the land development policies of Wenonah.

Wenonah was laid out in a grid pattern, common to new towns until the 1940's, with antecedents dating back to Roman times. The Borough is divided into quadrants by the north/south alignment of the railroad and the east/west line of Mantua Avenue. The railroad line is disruptive of the connectivity of the grid system since there are only three crossing, all at-grade. In other places where the grid is interrupted, it is typically because of streams and steep slopes. The grid pattern is an efficient way to develop land and was probably chosen for that reason. In only a few places in Wenonah is the road pattern connected outside the Borough. Most of these are in the northeast quadrant where they connect with Woodbury-Glassboro Road (County Route 553). The roadway pattern has helped to form some of the perceptions about the community expressed by residents. The small blocks in Wenonah have encouraged neighborhood interaction and have made it easy to move around from one part to another. The lack of connectivity to other municipalities, on the other hand, has reinforced the notion of Wenonah as a community.

Wenonah is a predominantly residential town with only limited commercial uses and no industrial ones. Very little vacant land remains and is generally found in scattered lots. The largest tracts of land are being held for conservation purposes and typically have one or more environmental constraints for development. The percentages of land presently occupied by the main land use categories are as follows:

Table 1. Existing Land Use in Acres and as Percentage of Total Land Area.[†]

<u>Land Use</u>	<u>Acres</u>	<u>Percentage</u>
Residential	441.9	69.2%
Commercial	7.5	1.1 %
Institutional	10.6	1.6%
Conservation	111.5	17.5%
Recreation	22.7	3.6%
Vacant	44.8	7.0%
Total	639.0	100.0%

[†] - Land areas are approximate. Land area in rights-of-way included in adjacent land use.

Land development policy is substantially described in the land use classifications. Several other aspects of land use not within the classifications will also be discussed. The land use classifications of the Master Plan are described under the major headings below.

RESIDENTIAL USES

Wenonah is primarily a residential community and is expected to remain one for the foreseeable future. Within the Borough, single family detached dwellings are by far the most prevalent form of housing. Most buildings that house more than one unit were converted from single family forms. Many of these added units were constructed during the Depression when the income from an extra dwelling often made the difference between keeping or losing the home. A few houses were initially built as single family attached and these are generally found within a two block radius of the town center. The Land Use Plan contemplates the continuation of this policy but with some important modifications. The Land Use Plan map depicts the land use classifications on page 33.

RESIDENTIAL

The Residential land use classification includes most of the land area of the Borough. The uses in this classification would be single family detached and attached housing. Under certain circumstances, such as those already established by the Borough's land development regulations, conversion of existing dwellings would be permitted into two units. In one area, along W. Mantua Avenue between Jefferson and Monroe Avenues, professional and administrative offices would be permitted. The density of development, most of which already exists, ranges from approximately 11 units to .2 per acre. This range, however, exaggerates the diversity of lot sizes. Wenonah was laid out with a 11,250 sq. ft. lot size (75 feet x 150 feet) or approximately 3.5 units per acre. Grand houses on larger lots were built that fronted on Mantua Avenue, the widest street in the

Borough, and is a development pattern common to the era. Most areas have a density between 3 and 6 units to the acre.

Since Wenonah is a developed municipality, significant changes in density or use would have a damaging effect on the character of the community. Greater density through unrestricted conversion or a reduction in bulk standards would alter the physical appearance of the Borough and may introduce undesirable social or environmental changes by reducing open yard areas for play and increasing private vehicle use. Lesser density would change the relationship of buildings to streets and to each other. Much social interaction in a community occurs between adjacent neighbors. Wider distances between buildings reduces the chance of interaction between neighbors and would be counter to the goals of this Plan.

The density for this land use classification should remain at 3 to 6 units per acre. This suggests a review of the land development regulations in the zoning ordinance that require a lower density for new construction or subdivision approval.

LOW AND MODERATE INCOME HOUSING

The Land Use Plan includes a classification for low and moderate income housing, meaning in this context, affordable for households whose income is up to 80% of the region's median income. Details on affordable housing based on the demographic characteristics of households are found in the Housing Plan Element, after this portion of the Master Plan.

The intent with this land use classification is to provide a realistic opportunity for low and moderate income households to live in Wenonah. Except under extraordinary circumstances, the housing normally produced by developers is not affordable to people at these income levels. The most efficient housing, that is using the least amount of land and infrastructure, is multi-family housing in a townhouse or garden apartment configuration (sometimes called "flats"). By designating an area for higher densities than found in the RESIDENCE land use classification, a developer will be able to provide housing affordable to low and moderate income households. In this land use classification, the density of housing is 14 units to the acre, compared to a range of 3 to 11 units to the acre in the RESIDENCE classification.

The amount of land designated for this category is sufficient to construct 65 units of which 13, or 20% would be affordable to low and moderate income households. Thirteen is the number determined by State formula to be Wenonah's prospective share of the regional future need. By slightly increasing the cost of the 80% of units to be sold at prevailing market rates, the extra money obtained is used to subsidize the units that would be made available to lower income families. At this time subsidies are averaging about \$27,000 per unit. The rationale for designating this tract of land is contained in the Housing Plan Element as well as specific policy proposals.

LOW DENSITY RESIDENTIAL

The Low Density Residential land use classification is reserved for the land south of the Monongahela Brook. In this area, which is still being developed, the density of development is less than one dwelling for every two acres. A few other areas in Wenonah contain lots in excess of two acres, however, they are insufficiently different from the surrounding lots or in a concentrated enough area to justify separate land development regulations.

Specific lot standards, such as area and yard requirements, for the low density residential land use classification should be developed that are appropriate for their larger size. A new zoning district for this area should then be adopted as part of the zoning ordinance by the Borough Council.

SENIOR CITIZEN OVERLAY

The Senior Citizen Overlay classification is intended to provide an area for the development of age-restricted housing in accordance with the federal Fair Housing Amendments Act of 1988. One of the findings by the Mayor's Commission for Planning the Future of Wenonah is the lack of alternate types of housing for older residents. People have different housing needs at different stages of their lives. Many older residents no longer desire to maintain a single family detached house yet would like to remain in Wenonah. The density of development is recommended to be no more than ten units to the acre in keeping with the upper range of existing development in Wenonah. Three housing types are recommended, small lot single family detached, single family attached, and townhouse. It is expected that the exterior maintenance of the grounds and buildings would be handled by a condominium, co-operative, or homeowner's association.

The further intent of this classification is that the development would be of high quality design and materials in keeping with the surrounding single family uses. Significant landscaping of both the street and front yards would be a requirement.

As its name suggests, the land use classification would be an optional use of the designated area. The underlying land use is the RESIDENCE category. The area so designated is currently being used as a commercial greenhouse, just to the east of the southern recreational fields. The current use of the land would continue until such time as the establishment moved or was dissolved. Two factors influence the continuance of the greenhouse use on the property. One is the need to expand as business grows. There is insufficient land to do much expansion so significant growth can not take place at this location. The second is the relatively low capital cost of moving the operation to another location outside of Wenonah. Greenhouses are not expensive buildings. Both factors bring into question the long term use of the property for a commercial greenhouse. The Senior Citizen Overlay classification is intended to address this policy issue.

PROFESSIONAL OFFICE

In the land use plan, the professional office designation serves several purposes. It first classifies existing such uses in an appropriate category. Secondly, it provides areas for additional conversion of existing dwellings into commercial uses in a way most likely to preserve the architectural character of the buildings and in areas best able to accommodate parking. Thirdly, professional office uses bring people to the center of Wenonah, thereby reinforcing the notion of the town center area where commercial and governmental functions predominate. Fourth, the institution of this land use classification will signal an intent to confine such uses to a specific location in Wenonah to guard against ad hoc conversions in inappropriate places elsewhere. Lastly, the professional office classification is being used as a non-residential category where commercial uses would be too intensive.

All of the professional office areas are located within a two block area of the intersection of Mantua Avenue with the railroad line, with the exception of the Core States Bank (formerly First Peoples Bank) and are depicted on the land use plan.

INSTITUTIONAL

In the context of the land use plan, the Institutional classification refers to governmental and religious uses. The Institutional land use may be contrasted with other governmental uses such as public open space, which includes active and passive recreation; and, conservation lands. These are placed in either the PARKS AND RECREATION or CONSERVATION categories because it is useful to distinguish these different functions of government. The land development policies of institutional uses will differ from those of open space and provides the basis for classifying them into three categories.

Institutional land uses tend to be more intensive uses of land than residential ones. Institutional uses in residential areas can have significant negative consequences if their location and intensity of use is not fully controlled. It is recommended that a specific set of criteria for the location of institutional uses in residential areas be adopted in the land development regulations for institutional uses.

COMMERCIAL

With one exception, existing commercial uses are located in the center of town or along Woodbury-Glassboro Road. The exception is the commercial greenhouse between the southern recreational fields and S. Marion Avenue, already discussed under the SENIOR CITIZEN OVERLAY land use classification.

Commercial uses are most concentrated in the center of Wenonah and tend to be small service shops dealing with a local clientele. Historically, this area contained the necessary commercial enterprises that made living in Wenonah on a day-to-day basis possible. Because of Wenonah's size, however, shopping for more than daily necessities or services was located in Woodbury, and was easily accessible by train or carriage. Both Camden and Philadelphia were also within daily commuting distance by train and ferry for more varied shopping. The center of Wenonah still functions as a shopping area, though to a lesser degree than earlier times because of competition from other retail areas built along state and county highways since World War II.

In the northwest section of Wenonah, two commercial uses are presently existing. The first is the farm market just south of Linden Avenue associated with the one remaining agricultural use in Wenonah. Approximately 500 feet further south on Woodbury-Glassboro Road is an automobile service station. Both of these uses are proposed to be redeveloped for low and moderate income housing. Both uses underutilize the land associated with them and the services or products they provide are easily found within a short distance.

The commercial areas that are depicted on the land use plan are those that already exist. No new commercial areas are proposed with the land use plan. One existing commercial use, the bank at the corner of Mantua Avenue and Woodbury-Glassboro Road, has been placed in the PROFESSIONAL OFFICE category because the commercial classification would allow more intensive uses than considered appropriate for the entrance to Wenonah. Though these uses are designated commercial, many include apartment dwellings above the retail uses on the first floor. These apartment uses, though residential in nature are proposed to continue as part of the commercial land development policy of the Borough.

An examination of the yard and area requirements for commercial development should be reviewed to ensure that new buildings are compatible both architecturally and in site development with the existing ones. For example, reductions in front yard requirements should be encouraged where the existing yard is smaller than that required by ordinance. In this way, visual gaps could be prevented in the streetscape.

PARKS AND RECREATION

In the Parks and Recreation land use category both public and quasi-public active recreation is included. The existing public parks are Wenonah Park, the Wenonah Lake swimming area, the Hayes Avenue ball fields, and the Cedar Avenue ballfield. Wenonah Park, located on E. Mantua Avenue, is a special case because of its prominence both historically and functionally in the center of the Borough. A study of the facility has been undertaken and recommendations

made to retain the prominence of the park in the cultural and recreational life of the Borough.

The Wenonah Swimming Club is the one quasi-public land use in the Borough and is located between Linden and Maple Streets, with access from Princeton and Stockton Avenues. Even though the swim club is not public, it functions in much the same way as the other active recreational uses in Wenonah and for that reason has been included in this category.

Park areas are normally designed to accommodate the needs of residents of a specific population size. Because of Wenonah's small population, however, there is not a functional need to address any of the parks differently from each other since they are close enough to all residents to ensure adequate recreational opportunities.

At this time, there is no need for additional recreational areas to be identified. In the long term, the Wenonah Lake area should be considered for additional active recreation. The lake area offers several advantages; it is already Borough owned, portions are level enough for active recreation, the Department of Public Works is in the same area which makes maintenance more efficient, and present plans for utility improvements would permit the installation of rest rooms. Any future plans for the lake should carefully consider its location to prevent any adverse impacts on water quality.

The Land Use Plan map designates the existing active recreational facilities as Parks and Recreation. These areas should be regulated through the residential standards that already exist in the zoning ordinance.

CONSERVATION

The Conservation land use classification is based on the Conservation Plan element previously discussed in the Master Plan. Most of the land classified in this category is publicly owned and was specifically purchased for this use. The Frank Stewart Estate Trust has played a leading role in providing funding outside of government for the purchase of land to be left in its natural estate. The Conservation land use classification consists of land that has one or more environmental constraints, including freshwater or tidal wetlands, floodplains, alluvial soils, and steep slopes. Adjacent upland areas intended to be buffers between development and these environmentally sensitive lands are also included in the category. Land within this classification should not be developed.

In certain areas, particularly along Mantua Creek on the southwest side of Wenonah and between the railroad and S. Marion Ave., privately held land within the floodplains has been designated for conservation. It is the intent of the Master Plan to protect these lands from any development or development in the upland area that may adversely affect their natural functions of flood control, habitat maintenance for wildlife, and aquifer recharge. These lands may be

protected in a number of ways, including fee simple ownership by government, held in perpetuity by a land trust, through conservation easements, or any number of deed restrictions or covenants on the land. The Borough's Environmental Commission is the logical organization to follow through on implementing this goal of the Plan because of their expertise on the issues and prior efforts.

The Conservation land use classification is further expected to become part of Gloucester County's Greenways program to link together important stream corridors in a continuous open space network. The Greenways concept, and its sister idea Blueways, for connecting streams and bodies of water, is a product of the state Department of Environmental Protection and Energy that is being implemented at the county level.

OTHER LAND USE CONSIDERATIONS

During the course of deliberations on the Master Plan, three other issues relating to land use and circulation were raised by the Mayor's Commission for Planning the Future of Wenonah. These issues relate directly to meeting the goals for development noted in the Statement of Goals and Objectives.

BOROUGH HALL

Present municipal government functions are located in three structures owned by the Borough. These are the present Borough Hall located at the intersection of S. West Avenue and W. Cherry Street, the Community Center, housed in the former train station at the intersection of E. Mantua Avenue and N. East Avenue, and the Department of Public Works (DPW) on W. Maple Street. Municipal court functions, the Borough Clerk's office, and Tax Assessor's office are located in the Community Center. The remainder of the local government is in the Borough Hall, excepting the Department of Public Works. Because of the space needs and equipment storage needed by Public Works, its location on W. Maple St. is a logical and reasonable one. The remainder of this section will deal with the other municipal departments.

There are a number of problems with the existing arrangement of the municipal government. These include:

- A functionally obsolete Borough Hall.
- Overuse of the Community Center meeting room.
- Lack of face-to-face coordination among municipal employees.
- Antiquated heating and air conditioning in the Community Center.
- Inefficiency in providing services to residents, businesses, and visitors.

- Lack of compliance with the handicapped access provisions in the Americans with Disabilities Act.

The combination of these problems points to the need for a new Borough Hall that would contain all municipal government employees, with the exception of DPW under one roof. A new Borough Hall should be specifically designed for handicapped access, be capable of expansion, include a new meeting room, and be well located to residents.

The center of Wenonah has historically included the seat of government and other community services such as the library and the post office. The retention of the Borough Hall in a two block radius surrounding the Community Center would reinforce the notion of centrality in Wenonah that is being promoted by the Master Plan and would continue the historical location of the government.

There are several possible sites within the town center area that could function as a location for a Borough Hall, these include:

- The present Borough Hall site.
- The present post office site.
- Cumberland Farms site.
- Between the Community Center and N. West Avenue.

The Borough Hall site would require the demolition of the existing building and the construction of at least a two story building with a better floor arrangement and access. For the fire company, however, this is the only reasonable area for expansion, should it ever become needed, and is attractive for the company because they have first rights on the land should the municipal government vacate the site. The municipal government would also incur additional cost and inconvenience to find a location for its employees while the demolition and construction took place.

The present post office is in a leased one story building that has insufficient square footage for the needs of the municipal government. It is possible that a new two story building could overcome these limitations and that the U. S. Postal Service would execute a lease for at least a portion of the lower floor. As with the first option, a temporary location would have to be found for the post office and the property would have to be purchased from the existing owner.

The Cumberland Farms store is well located at the corner of W. Mantua Avenue and S. West Avenue. The building is insufficiently large to house all of the governmental functions and should either be greatly expanded or demolished. In either event, one advantage would be the removal of a building that is completely out of character with the rest of the town center and replacing it with one that would be more architecturally appealing. There are several negative consequences with this scenario, however. The conversion of the site would

remove the only place to purchase essential foodstuffs in Wenonah. Its acquisition by the Borough would remove one of the few non-residential uses from the tax rolls. Lastly, the site itself is small (4,750 sq. ft.) and would not allow much room for expansion or parking.

The fourth location appears to represent, perhaps, a more feasible location. A building adjacent to the Community Center between the rail line and N. West Avenue would have certain advantages. The town center area suffers to some extent from the bifurcation of Wenonah by the railroad. There is a long distance between buildings on the east side and the west side of the Borough. A new Borough Hall here would help to tie together the whole north side of Mantua Avenue in a physical and visual sense. This site is more centrally located than the present Borough Hall and, since it would be located next to the Community Center, could provide functions that support the Center better.

The fourth site is owned by Conrail and would require either the purchase of part of the property or a long term land lease. Physically, the width of the site is the most important constraint. Between the edge of the old station platform and the parking lane of N. West Avenue is approximately 65 feet. A new building of 5,000 sq.ft. in a 50 x 100 foot one story configuration could be designed for the site. This would permit approximately ten more feet of clearance for train passage than the existing Community Center allows.

The difficulties with attempting to find a location in the town center for a new Borough Hall and negotiating with the owners may prove intractable. Outside of the town center, these other sites may be considered:

- Adjacent to the Department of Public Works building on W. Maple Street.
- First Peoples Bank.

The DPW site would allow the consolidation of all of the municipal functions at one site on W. Maple Street. Sufficient land is available for any future expansion, if needed. Ample room for parking is available. The Borough already owns the land, thereby achieving some initial cost savings. Relocating a building here, however, removes the municipal government function from the center of the Borough and weakens the town center area as the social and cultural nucleus of Wenonah. This site has historically been intended for recreation and conservation, rather than administrative functions.

The First Peoples Bank site, though not located in the town center, is on Mantua Avenue, the main boulevard. The bank building also marks the entrance to the Borough from the east and has high visibility. The building could be usefully converted to administrative purposes; the vault would provide protection for valuable municipal records. The site has room for expansion and parking, if needed. This site would also remove municipal functions from the town center and its tax revenue would be lost if it was converted to governmental use.

Though this site is not on the market, the bank's holding company was recently acquired by another larger company (Core States Bank). Along with this news, the new company officials stated that a consolidation of branch banks and a reduction in personnel would occur. It is possible that the continuation of the business could end in the foreseeable future.

MANTUA AVENUE BEAUTIFICATION

Mantua Avenue is the main thoroughfare in Wenonah and is the entrance way for much of the vehicular traffic in the Borough. The legal width of the street is 100 feet though the paved portion is about half that at 46 feet wide. The width of the street is typical for four lanes of travel yet is intended for only two. The excessive width encourages high speed travel on the road even though there are a substantial number of cross street intersections, the railroad track, and in some areas parking. The size of the roadway with its expanses of asphalt also detracts from the aesthetic nature of the Borough.

A planted median of at least ten feet in width down the center of Mantua Avenue would help to reduce the negative effects of the present road. It would create a place for the planting of trees. The median would allow pedestrians a safer crossing than attempting to navigate such a wide expanse of road. Motorists, perceiving a narrower road, would slow down. A planted median would convey these benefits.

Mantua Avenue is a county road and any design changes for the street would have to be negotiated with the appropriate entities. Though there is a capital cost to installing the medians, over the long run, less maintenance would be needed for the street because of the reduced amount of paving needed. It is recommended that the design speed of the roadway be twenty-five miles per hour to allow for the median. Maintenance of the medians may be an issue with the Gloucester County Highway Department, but with the right plantings, maintenance can be minimized. Planted medians can also be maintained by civic organizations who have a stake in beautifying the Borough.

It is suggested that the Borough Council explore this issue as a recommendation of the Land Use Plan.

VACATIONS OF STREETS

Wenonah was planned as a grid system of streets that did not always consider the suitability for development of the lands that fronted on them. In a number of locations, property acquired for conservation purposes has rendered the need for a street unnecessary. At various times in the past, parts of streets have been vacated but no systematic approach has been taken. None of the streets proposed have actually been improved for use by vehicles and no active street would be vacated. The recommended street vacations are as follows:

- N. Garfield Avenue.
- S. Hayes Avenue.
- W. Cherry Street between S. Hayes Avenue and S. Garfield Avenue.
- Holly (a.k.a. Orchid) Street between S. Hayes Avenue and S. Jackson Avenue.
- The westernmost portion of W. Cedar Street, 225 feet from the intersection of W. Cedar and S. Jefferson Avenue.
- The westernmost portion of W. Willow Street, 400 feet from the intersection of W. Willow and S. Jefferson Avenue.
- The southernmost section of S. West Avenue, 450 feet from the intersection of S. West and W. Cedar Street.
- S. Stockton Avenue between E. Willow Street and E. Cedar Street.

MASTER PLAN RELATIONSHIP TO OTHER PLANNING DOCUMENTS

The Master Plan of Wenonah is developed specifically to address land policies in the Borough, but its effects must also be reviewed in light of the land development policies of surrounding municipalities, Gloucester County, and with the State Development and Redevelopment Plan. Wenonah's land development policies in the Land Use Plan will be examined for their compatibility with the policy of other governmental jurisdictions.

ADJACENT MUNICIPALITIES

Wenonah is adjacent to two municipalities, Deptford and Mantua Townships. Both municipalities have significantly more land area and population than Wenonah. Perhaps more importantly, both municipalities have substantial land areas that can be converted from agricultural or vacant uses to residential, commercial, and industrial ones. The conversion of these lands from less intensive agriculture to more intensive uses is one that should be constantly monitored by the Borough government to minimize any adverse impacts from such development.

DEPTFORD TOWNSHIP

Aside from some minor areas, all of the adjacent land use in Deptford is intended to be residential. In the Oak Valley area of Deptford, on the northwest side, the future land use is designated for single family residential at medium to high densities. In this context, high density is between 6 and 7 units to the acre. Medium density means a density of 2 to 4 units per acre. Both of these types of densities are similar to those found in Wenonah. Certain small portions of the area are intended for institutional use for conservation (directly adjacent to Wenonah Lake) and the Oak Valley fire company. Both uses are compatible with those in Wenonah.

On the north side of Linden Avenue the land use plan of Deptford indicates medium density residential and residential/commercial transition for the Newton Machine Tool Company. This last classification is intended to provide either housing or low scale commercial uses and to phase out, in this instance, the manufacturing facility. Deptford's master plan recommends appropriate buffering for commercial uses that should ameliorate any adverse impacts.

The long common boundary of Wenonah with Deptford on Woodbury-Glassboro Road is shown as medium density residential even though there are scattered-site commercial and institutional uses now existing. A planned unit development overlay classification has also been depicted from Bankbridge Boulevard to Bankbridge Road. This allows integrated commercial and institutional uses as

well as residential ones. The planned unit development is preferred to piecemeal development because it enables both municipalities to assess the cumulative impacts up front rather than afterward. Properly designed, the planned unit development can reduce the impacts that conventional development would otherwise impose. A development of this type, however, necessitates adequate open space and recreation since Wenonah is incapable on its own of providing such services for residents outside of its borders.

On the south side, Deptford's master plan indicates low density single family housing at a density of one unit to the acre, which would be compatible with the larger lots found in Wenonah south of the Monongahela Branch. An institutional use is depicted for the nursing care facility at the intersection of Woodbury-Glassboro Road and Salinas Road. Since the institutional use is a nursing care facility, there is little negative impact on Wenonah.

MANTUA TOWNSHIP

The boundary with Mantua Township occurs along Mantua Creek in the southwest part of the Borough. In this location, two land use designations are shown, high density residential and medium density residential. The high density designation includes much of the existing village of Mantua and includes all of the land north of Mantua Avenue. In this instance high density residential is in excess of 4 units to the acre but less than the 10 units per acre of multi-family housing areas. Medium density residential is 1 to 2 units per acre. Both designations are compatible with Wenonah's Land Use Plan.

GLOUCESTER COUNTY

Though the County government has not adopted an overall comprehensive plan for development since the early 1970's, its land development policies have been expressed in various documents since that time. Gloucester County land development policies are illuminated in the *Gloucester County Cross Acceptance Report*, dated November 1989, that was developed in response to the State Development and Redevelopment Plan. The Cross Acceptance Report noted several major planning concerns for future growth and development. These are sewerage capacity, water supply, farmland preservation, the impact of Rt. 55 on agricultural land, and the question of mass transit. Most of these issues, which are of regional importance, will have relatively little effect on Wenonah.

OTHER COUNTY-WIDE ISSUES

The most likely issue of direct importance concerns water supply. The Borough supplies most of the municipality except for a few homes on Woodbury-Glassboro Road and the Woods of Wenonah which obtain their water directly from the City of Woodbury. The long term ability to supply water will depend on the outcome of the state Department of Environmental Protection and Energy's attempt to reduce water consumption from the Potomac-Raritan-Magothy aquifer and New Jersey

American Water Company's attempt to supply treated water from the Delaware River. The amount of water being pumped, however, does not affect the Borough's more pressing need, which is to increase its water storage capacity. An increase in storage capacity is needed independent of the question of water supply. A possible solution to both the water supply and water capacity needs is a joint venture with the Deptford Township Municipal Utilities Authority. It is a recommendation of this plan that this avenue be explored by the Borough Council.

In all other respects, the land development policies of the County are compatible with the goals and objectives of this Master Plan.

STATE DEVELOPMENT AND REDEVELOPMENT PLAN

There is a substantial amount of consistency between the Master Plan's land development policies and the State Development and Redevelopment Plan in the Interim version. As noted in the PLANNING BACKGROUND section of the Master Plan, Wenonah has been designated as being located in the Metropolitan Planning Area. The Land Use Plan is consistent with this designated area by continuing the present pattern of development which fits into the concepts being promoted under the Interim State Plan. Other aspects of the Interim State Plan as it relates to Wenonah may be found in the PLANNING BACKGROUND section.

DISTRICT SOLID WASTE MANAGEMENT PLAN

The district's solid waste management plan, in this instance, is coequal with Gloucester County's plan for handling solid waste. This has three aspects to it: the separation of the municipal solid waste stream into recyclable and non-recyclable materials, the transportation of the two types of solid waste to different facilities, and the final disposition of the waste. The Master Plan is in conformance with both types of solid waste in its own policies and those regulations mandated by law. Recyclable material is discussed in the RECYCLING ELEMENT that is a part of the Master Plan. Non-recyclable waste is collected and hauled to the County resource recovery facility in West Deptford Township, approximately five miles away, where it is incinerated. The ash from the plant and any other solid waste not accounted for is hauled to the County's South Harrison Township landfill where it is ultimately disposed of.

HOUSING PLAN ELEMENT

In previous years, a housing element was an optional part of the master plan but, like many municipalities, Wenonah's 1977 Master Plan devoted only a small section of its land use plan to residential issues. Over the past twenty years, housing issues have become much more important. For those municipalities who chose to enforce a zoning ordinance, the housing element is now a mandatory component of the Master Plan. The change from an optional to a mandatory housing element is the result of the Fair Housing Act of 1985 that has sought to create new opportunities for the provision of affordable housing throughout the state. This element is intended to address the Borough's obligation to provide affordable housing opportunities to low and moderate income households in Wenonah.

HISTORICAL BACKGROUND ON AFFORDABLE HOUSING

Though affordable housing issues had received attention previously, the present constitutional obligation to provide sufficient opportunity for such housing stems from a local zoning case in Mt. Laurel Township, Burlington County. In Mt. Laurel, a local resident, Ethel Lawrence, petitioned the Mt. Laurel Zoning Board in 1970 to erect a modest house on a small lot. The new house was intended to replace an existing substandard dwelling that she then lived in. The lot, however, was too small to meet the standards established for the zoning district in which it was located and the Zoning Board denied the application. In response, the Southern Burlington County NAACP brought suit against Mt. Laurel Township on behalf of Mrs. Lawrence, arguing that the zoning ordinance required the development of larger homes than she was able to afford and that in effect it unlawfully excluded low and moderate income persons. The case was carried through the judicial system until it was finally decided by the New Jersey Supreme Court in 1975¹. The case had been expanded in scope by that time. The Supreme Court held that "... the issue here is not confined to Mount Laurel. The same question arises with respect to any number of other municipalities of sizeable land area outside the central cities ... of our North and South Jersey metropolitan areas..." This landmark case has come to be known as *Mt. Laurel I*. The Supreme Court held that municipalities could not discriminate against lower income households by virtue of the standards contained in their land use regulations and it found Mount Laurel's zoning ordinance to be invalid.

The initial decision was expanded and refined by the New Jersey Supreme Court in the ensuing years through a number of subsequent cases and became known

¹ - Southern Burlington County NAACP v. Township of Mount Laurel, 67 N.J. 151, 336 A. 2d 713, 423 U.S. 808 (1975), hereafter cited as *Mt. Laurel I*.

as the *Mt. Laurel Doctrine*, but the volume of litigation continued to increase. The New Jersey Supreme Court consolidated a number of cases before it and, in 1983, issued another landmark decision, known as *Mt. Laurel II*.² This decision signaled a stronger response to municipal inaction by assigning three judges to specifically hear and rule on the growing number of *Mt. Laurel Doctrine* cases which were being filed. Each judge was given exclusive responsibility for an area of the state and was granted broad powers to insure that no New Jersey municipality discriminated against lower and moderate income households. These special assignments continue to the present.

The *Mt. Laurel II* decision defined low income households to be those with annual incomes which were equal to 50% or less than the median income for the region in which they were located and are mainly based on criteria established by the U.S. Department of Housing and Urban Development (HUD). The current low income standards as they apply to Wenonah residents are as follows:

Table 2. Low Income^a Limits for Wenonah Residents.

Household Size in Persons	Upper Limit of Low Income 50% Median	Maximum Monthly House Payment ^b 28% of Gross Income	Maximum Monthly Rent ^c 30% of Gross Income
1	\$14,490	\$338	\$362
2	\$16,560	\$386	\$414
3	\$18,360	\$428	\$459
4	\$20,700	\$483	\$518
5	\$22,356	\$522	\$559
6	\$24,012	\$560	\$600
7	\$25,668	\$599	\$642
8	\$27,324	\$638	\$683

Source: New Jersey Council on Affordable Housing, July 1, 1992

Affordable housing has come to be defined as 30% of a household's monthly income for rental units while for sale housing is limited to no more than 28% of income. These costs include utilities and, in the case of for-sale housing, mortgage interest, principal, taxes, and insurance. The maximum payments for a household at the upper limits of the low and moderate income categories are shown in Tables 2 and 3, respectively. The total purchase price of affordable for-sale housing will depend upon each of these factors but, for a household of 4 persons, it is equal to approximately \$69,500 for the upper limit of moderate income households and \$43,500 for the upper limit of low income households. This is based on a conservative rule-of-thumb that, to qualify for a mortgage, the purchase price of a house should be no more than two and one-tenth times yearly gross income. Obviously, the amount of the down payment, closing costs, and

² - Southern Burlington County NAACP v. Township of Mount Laurel, 92 N.J. 158, 456 A. 2d 390 (1983), hereafter cited as *Mt. Laurel II*.

prevailing interest rates, as well as other pertinent factors, will have a large effect on the qualification of households for mortgages that would affect the actual sales price of an affordable housing unit.

Table 3. Moderate Income^a Limits for Wenonah Residents.

Household Size in Persons	Upper Limit of Moderate Income 80% Median	Maximum Monthly House Payment ^b 28% of Gross Income	Maximum Monthly Rent ^c 30% of Gross Income
1	\$23,184	\$541	\$580
2	\$26,496	\$618	\$662
3	\$29,808	\$696	\$745
4	\$33,120	\$773	\$828
5	\$35,770	\$835	\$894
6	\$38,419	\$896	\$960
7	\$41,069	\$958	\$1,027
8	\$43,718	\$1,020	\$1,093

Source: New Jersey Council on Affordable Housing, July 1, 1992

Notes, Tables 2 and 3

- Low income limit is equal to 50% and moderate income limit is equal to 80% of the regional median annual income for the Counties of Burlington, Camden, Gloucester, and Mercer as calculated by the US Department of Housing and Urban Development, May 1, 1992.
- Maximum monthly housing payment is applicable to purchased housing and includes the sum of mortgage interest and principal, taxes, insurance, and utilities. It is calculated at 28% of monthly income.
- Maximum monthly rent includes utility costs and is calculated at 30% of monthly income.

The *Mount Laurel II* decision also decreed that a regional approach must be taken to the question of affordable housing demand and that it must address both present (existing) need and prospective need (that which would be created if people were able to find affordable housing wherever they chose to live). The exact method for determining a municipality's "fair share" of the regional housing need was not specified in the decision but continuing litigation soon created a consensus formula. One of the most significant aspects of *Mt. Laurel II* was the creation of the so called "builders remedy." It provided a mechanism for developers to increase the density permitted on a site where the court had determined that a municipality's land use regulations unfairly discriminated against lower income households. This institutionalized the concept of permitting four market rate units for each affordable dwelling.

THE FAIR HOUSING ACT

In July, 1985 the legislature passed the Fair Housing Act which was subsequently signed by Thomas Kean, the governor. This act was designed as a legislative response to the *Mt. Laurel Doctrine* decisions. It created the Council on Affordable Housing (COAH) to administer the implementation of an affordable housing policy among local governments and provided somewhat different guidelines as to the determination of housing regions and their fair share

allocation formulas than had occurred in settling litigation. A formula was eventually developed by COAH and detailed regulations and deadlines for the preparation of municipal housing plans were established throughout 1986. Further refinements continue.

The Fair Housing Act made the previously optional housing plan element a mandatory part of the municipal master plan, effective in August, 1988. After that date the housing plan element would be required in each New Jersey community that chose to enact and enforce a zoning ordinance.

No community is required to submit their housing plan to COAH but those that choose to do so will have their plans reviewed by that agency and, if accepted, the plan will carry a presumption of validity against future legal challenges.

HOUSING CHARACTERISTICS

A housing plan element in a master plan must contain certain types of demographic information in order to highlight existing and projected trends in housing, population, and employment. Because of Wenonah's small size at 2,331 people in 1990, certain data which is available for all municipal civil divisions above 2,500 people is lacking. Further, because of the timing of the release of U.S. Census data from the 1990 decennial count, certain types of general information are also not available. Where specific information is lacking, existing trends have been extrapolated from the most current data available. Most of the information from the 1990 U.S. Census will be released by 1993, including income data which performs a specific role in an affordable housing plan. Also in 1993, the Council on Affordable Housing is expected to release new target figures for the provision of low and moderate income housing. The formula for determining a municipality's fair share housing number is expected to change with the release of the 1993 target figures. For these reasons, it is recommended that the Housing Plan Element be reviewed for consistency with COAH requirements and any additional data from the 1990 U.S. Census in 1993.

GENERAL TRENDS

During the 1970's, Wenonah's population declined slightly from 2,364 persons in 1970 to 2,303 persons in 1980. In the decade between 1980 and 1990, the population increased by 28 people to 2,331 persons. Because of lower birth rates, an increase in single persons living alone, and smaller families, the household size has declined from 2.93 persons per household to 2.82 persons per household. The number of housing units grew by a net of 51 dwellings (55 built, 4 demolitions) from 1980 to 1990 for a total of 837 housing units. All but two of the new units were single family dwellings. In 1990 itself, building permits for five units were authorized, continuing a steady trend of a few units per year being constructed.

AGES OF HOUSING UNITS

Wenonah was laid out in 1872 when the first houses and the Wenonah Hotel were constructed. Steady construction of housing units has occurred since that time.

By the present era most of the vacant developable land has already been used for housing and it is projected that the approximately 40 acres that remain will be developed within the next decade. Because of the age of the Borough and its historic development, most of Wenonah's housing is more than 50 years old. Table 4 indicates the age of the housing stock as of 1990.

Table 4. Year Housing Units Built in Wenonah

Year Structure Built	Number of Units	% of Total
1980-1989	51	6.1
1970-1979	50	5.9
1960-1969	105	12.5
1950-1959	153	18.3
1940-1949	80	9.6
1939 or earlier	398	47.6
Total	837	100.0

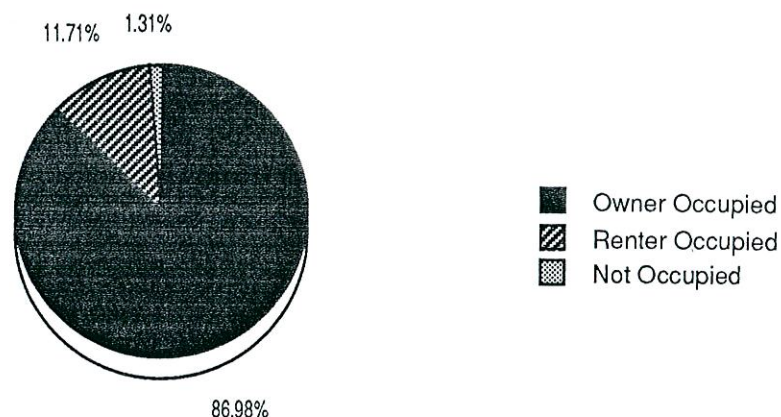
Source: U.S. Bureau of the Census, 1980; New Jersey Department of Labor, Residential Building Permits, 1980-1990

Nearly a majority of the housing units were constructed prior to 1939, meaning that the housing stock is significantly older than in many other communities.

OCCUPANCY CHARACTERISTICS

The total number of housing units in the Borough in 1990 was 837. Of this number, 728 were owner occupied, or 86.98%. Renter occupied housing units totalled 98, or 11.71% of the total number of units. Slightly greater than one

Figure 1. Occupancy Characteristics of Wenonah Housing Units, 1990.



Source: U.S. Bureau of the Census, 1990, Profile 6, Summary Tape File 1, NJ State Data Center

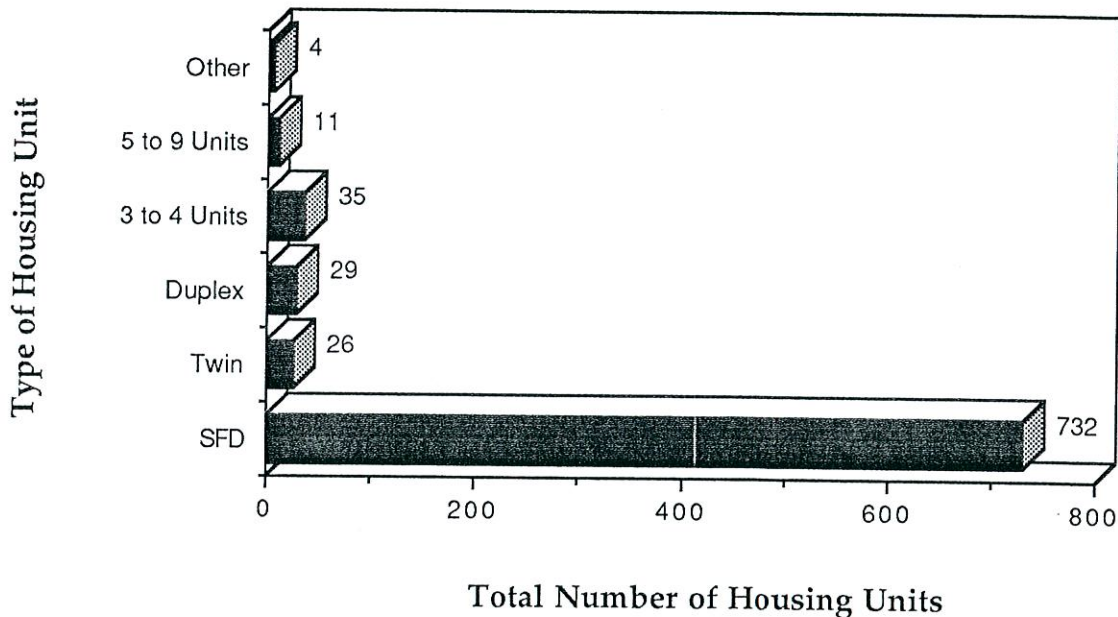
percent of the units were not occupied for a total number of 11 vacant units. Most of these were either for sale (5 units) or rent (4 units) rather than being held for other purposes (only two units).

Wenonah has a higher percentage of owner occupied housing, 87%, in comparison to Gloucester County, where slightly less than 75% have this characteristic. The very few number of units for sale (less than .5% of the total number of units) is an indication of a tight housing market. This is usually interpreted as a sign of high demand for residential units in the market and is an indication of the desirability of Wenonah as a place to live.

HOUSING TYPE

Most of the housing units in Wenonah are single family detached (SFD) housing units. Single family detached units include 732 of the 837, or 87.5%, of all dwellings in Wenonah. Another 26 units are single family attached (SFA), meaning they have a common wall with another unit. In Wenonah all of these are twin units. Of the remaining 79 units, 29 are duplexes (one unit above the other), 35 are 3 to 4 unit structures, 11 are 5 to 9 units in a structure, or else other types. The Borough has a considerably higher percentage of total single family units (SFA's and SFD's), 90.6% to 72.6%, than the County average.

Figure 2. Number of Units for Each Housing Type.

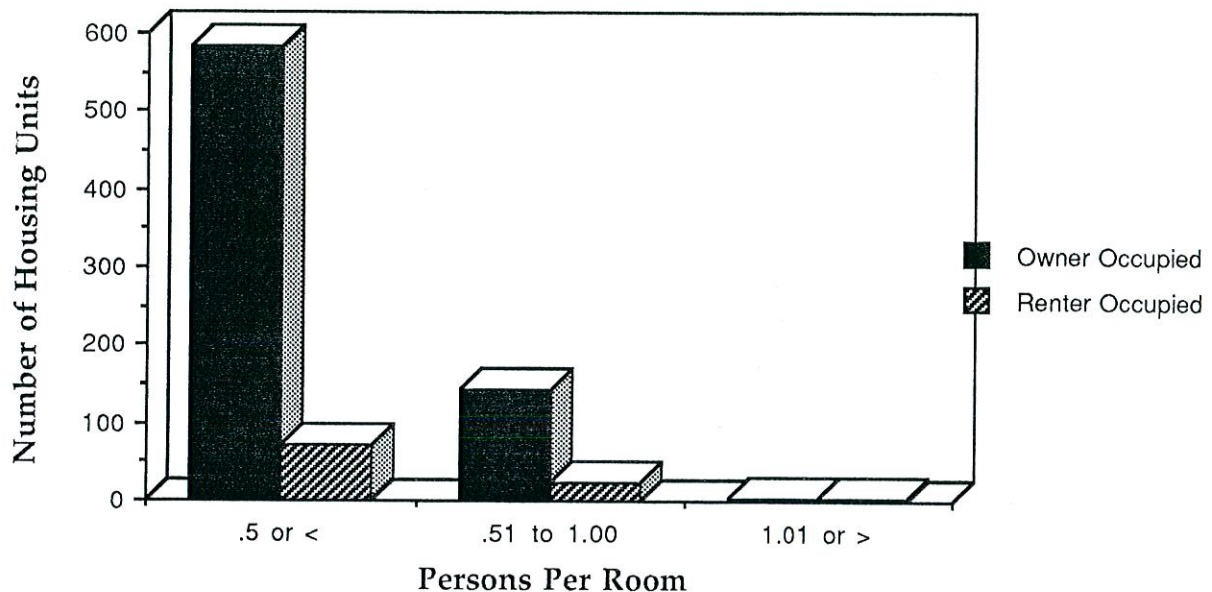


Source: U.S. Bureau of the Census, 1990, Profile 8, Summary Tape File 1, NJ State Data Center

HOUSING DEFICIENCIES

Only a very small percentage of households occupy overcrowded units, meaning greater than one person per room. In 1990, 5 out of 826 occupied housing units were overcrowded, or 0.6% of the total. Of the 5 units, 3 were owner occupied and 2 were renter occupied, or 0.4% and 2.0% of their respective tenure category. Overcrowding is only a small problem in the Borough.

Figure 3. Number of Overcrowded Units by Tenure of Occupancy.



Source: U.S. Bureau of the Census, 1990, Profile 6, Summary Tape File 1, NJ State Data Center

Using the income limits for low and moderate income households in Wenonah from Tables 2 and 3, 2 units would be affordable for low income and approximately 26 units for moderate income levels for a total of 28 units that are affordable for a family of four persons. This constitutes about 3.3% of the housing stock in the municipality. See Figure 4 for housing value distribution.

Using the same tables, approximately 66 of the rental units in the Borough would be affordable to persons of low income and all but four rental units of the total rental stock of 87 units for which cash rent was paid in the Borough. See Figure 5 for rental cost distribution.

Additional data that relates income levels to housing is not yet available.

HOUSING VALUE AND RENTAL COST

Housing values have increased substantially since the 1980 decennial census. One indication is that the highest reporting level in the 1980 U.S. Census was \$80,000. By 1990, this was raised to \$500,000. The median housing value in Wenonah in 1990 was \$134,800, the highest in the county. Table 5 compares Wenonah housing value with Gloucester County as a whole.

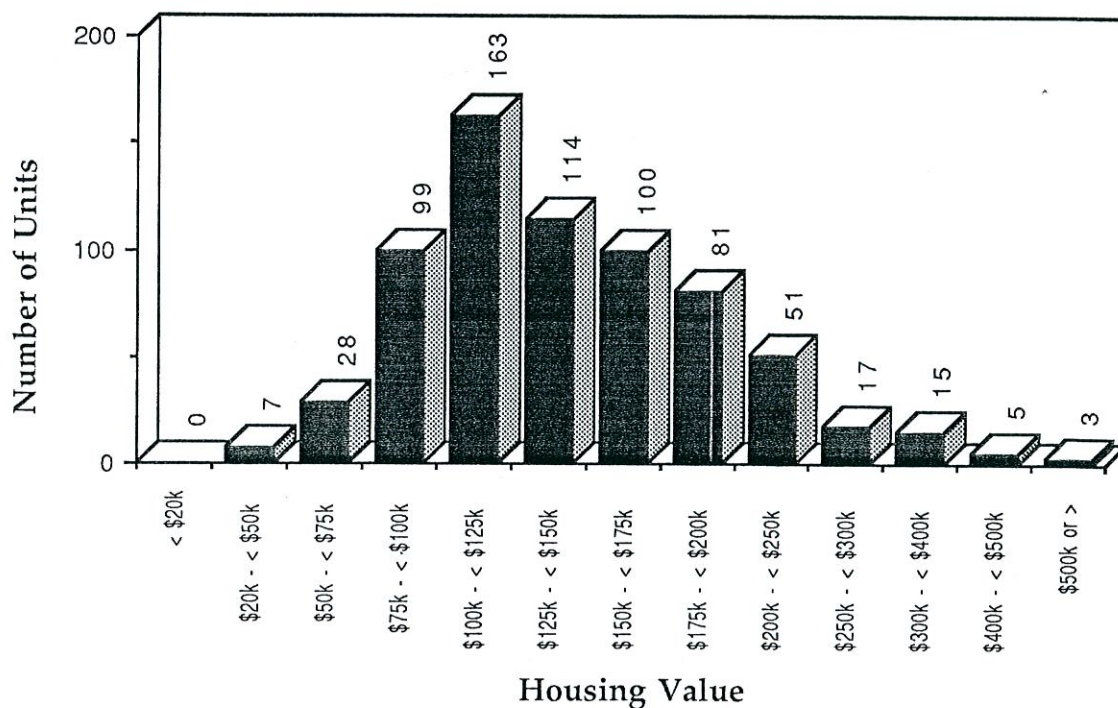
Table 5. Comparison of Wenonah and Gloucester County Housing Value.

	Wenonah Housing Values	Gloucester County Housing Values	Wenonah as % of County
Lower Quartile	\$105,600	\$78,700	134.2%
Median	\$134,800	\$99,300	135.8%
Upper Quartile	\$175,400	\$130,400	134.5%
Aggregate Value	\$101,865,000	\$5,869,910,000	1.7%

Source: U.S. Bureau of the Census, 1990, Profile 7, Summary Tape File 1, NJ State Data Center. Lower quartile refers to the 25th percentile of housing value; upper quartile to the 75th percentile. Aggregate value is the sum of all self-reported housing value for the respective places.

The distribution of housing value is illustrated in Figure 4.

Figure 4. Distribution of Housing Value in Wenonah, 1990



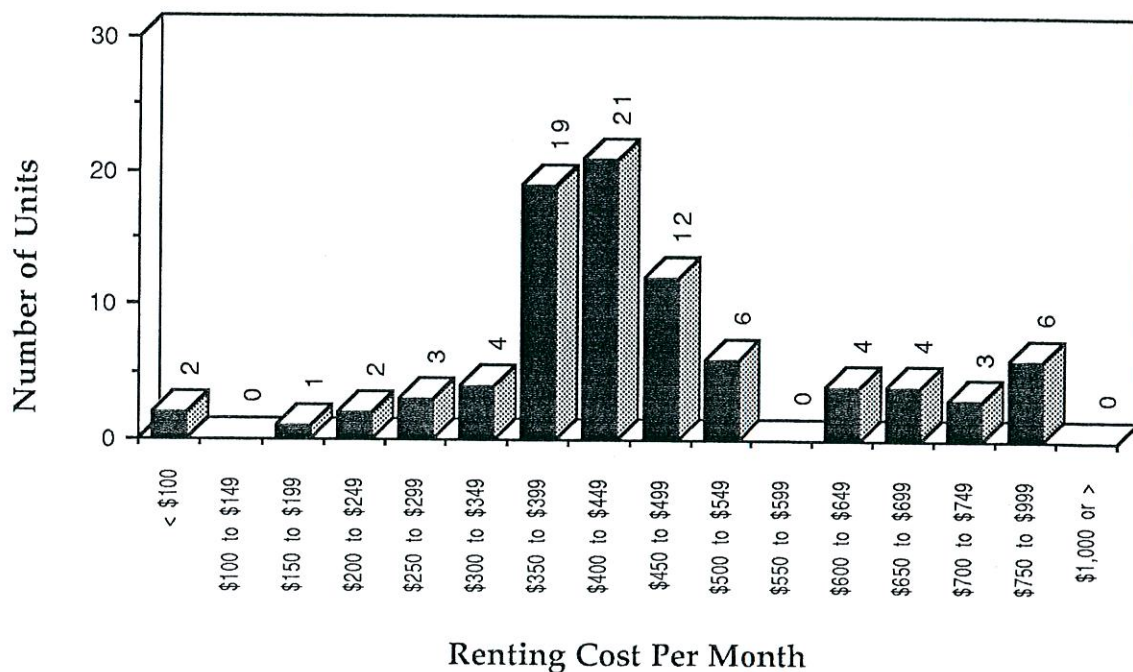
Source: U.S. Bureau of the Census, 1990, Profile 7, Summary Tape File 1, NJ State Data Center.

The bulk of the housing stock was valued in the \$75,000 to \$200,000 range, with few units lower. About 13% were higher in value. The median value, meaning that half the housing units had value under and the other other half had value over this amount, was \$134,800. The lower value quartile (25% below, 75% above in value) was \$105,600. Conversely, the upper value quartile was \$175,400. This data, from the 1990 decennial census, is self-reported value. Because of the respondents uncertainty how the data will be used, this value tends to be underreported. The Borough government recently undertook a revaluation of real property in the municipality and determined a median value of \$153,000 for residential units at the end of 1991.

Housing value in Gloucester County, as noted in the decennial census, was substantially lower than in Wenonah. Wenonah's housing value was 35.8% higher than the County's as a whole, with about the same spread in values.

Figure 5 indicates the distribution of rental costs for the eighty-seven households reporting that they paid cash rent for shelter.

Figure 5. Distribution of Rental Cost in Wenonah, 1990



Source: U.S. Bureau of the Census, 1990, Profile 7, Summary Tape File 1, NJ State Data Center.

The higher value of housing in Wenonah in comparison to Gloucester County, however, does not translate into higher rental costs. Wenonah's median of \$430 is less than the County's \$437. Table 6 compares further rental costs in Wenonah compared to Gloucester County.

Table 6. Comparison of Wenonah and Gloucester County Rental Costs.

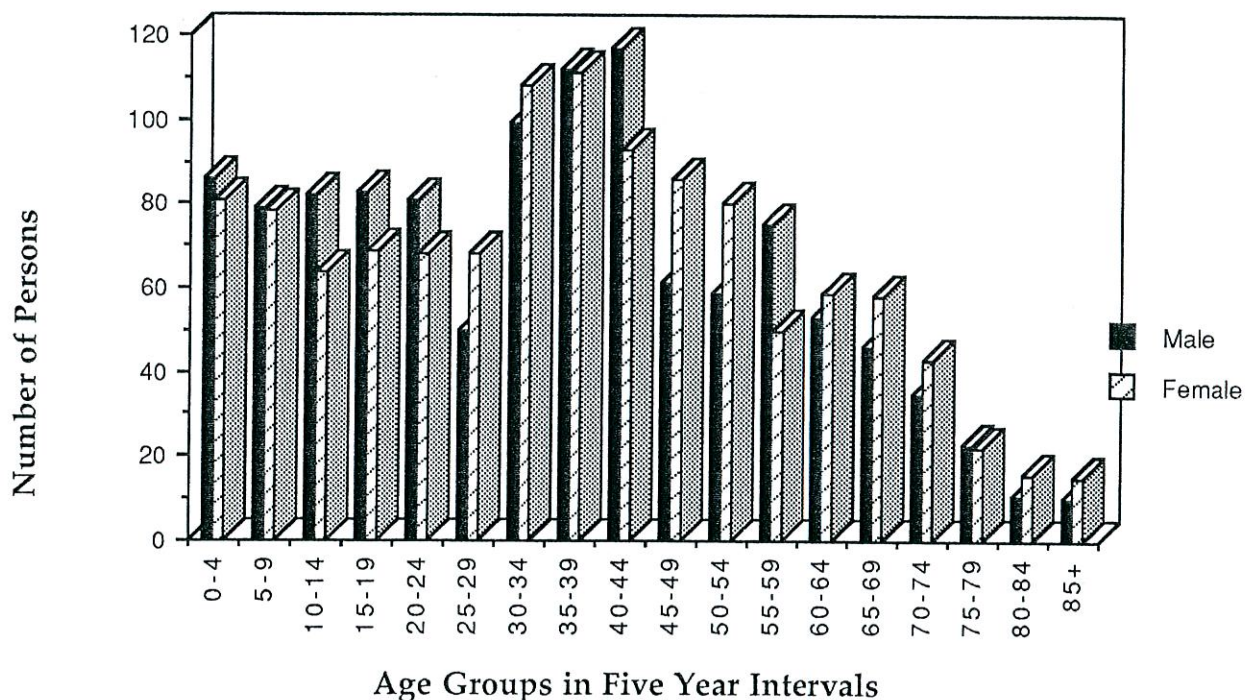
	Wenonah Rental Costs	Gloucester County Rental Costs	Wenonah as % of County
Lower Quartile	\$376	\$342	109.9%
Median	\$430	\$437	98.4%
Upper Quartile	\$510	\$526	96.9%
Aggregate Value	\$40,175	\$6,905,016	0.06%

Source: U.S. Bureau of the Census, 1990, Profile 7, Summary Tape File 1, NJ State Data Center. Lower quartile refers to the 25th percentile of rental costs; upper quartile to the 75th percentile. Aggregate value is the sum of all self-reported contract rent for the respective places.

POPULATION CHARACTERISTICS

AGE COHORTS

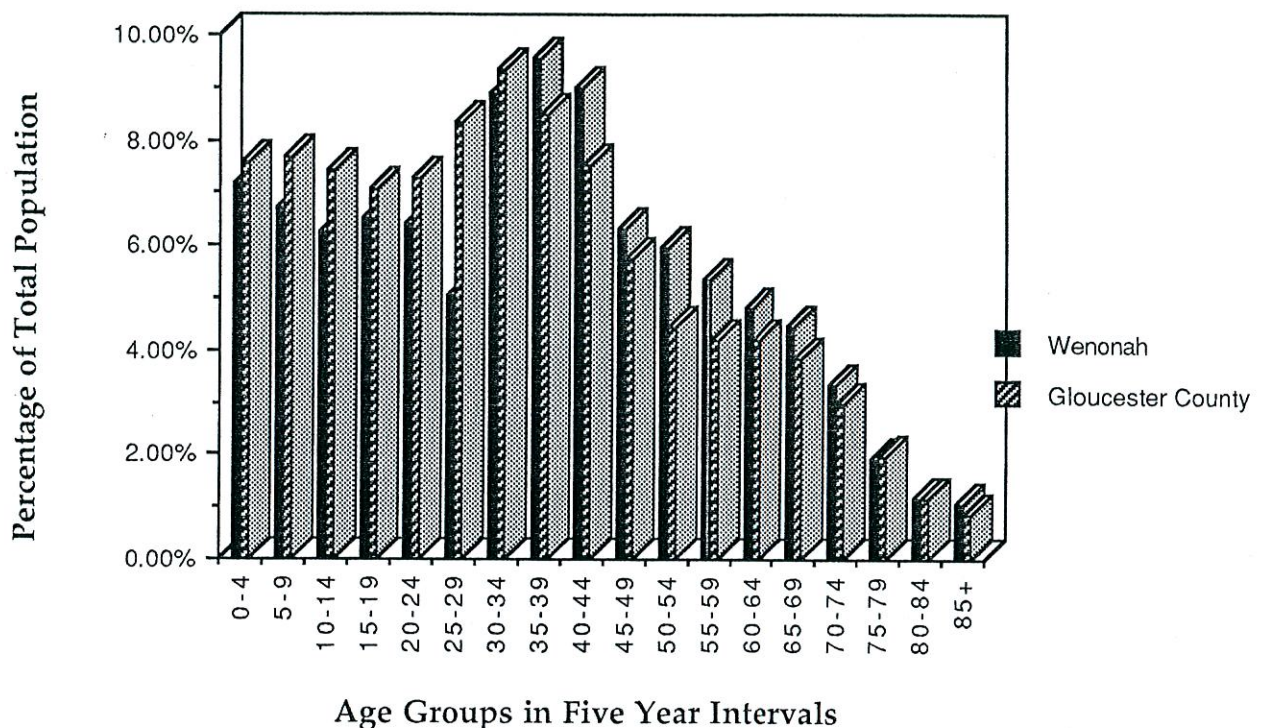
The population of Wenonah can be characterized as older than the rest of the County. The greatest male population occurs in the 40 to 44 year old category while in the female population this occurs in the 35 to 39 year old cohort. The median age in Wenonah is 36.6 years. Figure 6 indicates the distribution of population by gender in the Borough.

Figure 6. Wenonah Population Distribution by Gender, 1990

Source: U.S. Bureau of the Census, 1990, Profile 1, Summary Tape File 1, NJ State Data Center.

In Figure 7, the age distribution is strikingly different for Wenonah in comparison with Gloucester County. Higher percentages of total population prevail in each age cohort through the 30 to 34 years old category for Gloucester County. Wenonah has a significantly higher percentage of its total population in the 35 to 39 years old cohort through and including the 70 to 74 years old age cohort. Only for the three oldest age cohorts do both Wenonah and Gloucester County have similar percentages of people. Wenonah has the oldest population in the County.

Figure 7. Comparisons of Age Cohorts, Wenonah and Gloucester County, 1990



Source: U.S. Bureau of the Census, 1990, Profile 1, Summary Tape File 1, NJ State Data Center.

INCOME

The determination of income levels within the Borough is the component of the housing plan that is most fraught with data difficulties. Results from the 1990 U.S. Census has not yet been released and the information that is available is either out of date or depicts an incomplete picture. It is clear, however, that average incomes in Wenonah are significantly higher than the County as a whole and represent the highest incomes of any individual municipality within Gloucester County. In 1987, median per capita income, that is half of all incomes

were higher and the other half were lower, was estimated at \$17,199³. In 1979 per capita income was \$9,782. In comparison, the median for Gloucester County was \$12,167 in 1987 and \$6,939 in 1979. The next highest median incomes in a municipality was Harrison Township in 1987 at an estimated \$13,960 per capita and West Deptford Township in 1979 at a reported \$8,029. Incomes in Wenonah grew an estimated 75.8%, virtually the same as the County average in the eight year period.

Family income is also available from the 1980 U.S. Census for the year 1979 (which is where the figures for 1979 above originally came from). Family income differs from household income in that families on average have more people in them and have higher incomes. 1980 family incomes in Wenonah are as follows:

Table 7. Family Income Distribution in Wenonah, 1980

Income Ranges	Number of Families	% of Total
\$0 - 4,999	15	2.3
\$5,000 - \$9,999	38	5.9
\$10,000 - \$14,999	64	9.9
\$15,000 - \$24,999	146	22.6
\$25,000 - \$49,999	291	45.0
\$50,000 - \$74,999	74	11.5
\$75,000 - & above	18	2.8

If it is assumed that the median income gains experienced between 1979 and 1987 (75.8%) were extended to 1990, then the income ranges in Wenonah would be as follows:

Table 8. Extrapolated Family Income Distribution in Wenonah, 1990

Income Ranges, 1980	Income Ranges, 1990	Families in 1980
\$0 - 4,999	\$0 - \$10,212	15
\$5,000 - \$9,999	\$10,213 - \$20,425	38
\$10,000 - \$14,999	\$20,426 - \$30,637	64
\$15,000 - \$24,999	\$30,638 - \$51,063	146
\$25,000 - \$49,999	\$51,064 - \$102,127	291
\$50,000 - \$74,999	\$102,128 - \$153,191	74
\$75,000 - & above	\$153,192 - & above	18

Median family income would also have increased from \$27,143 in 1979 to \$55,443 by 1990 under the same assumptions since family size has stayed virtually the same.

The segment of the population which is of particular concern in the housing plan is the low and moderate income group. Based on Table 2, a one person low

³ - New Jersey Department of Labor, Division of Labor Market and Demographic Research,
Per Capita Money Income for New Jersey 1979 and 1987, March 1990

income household would have an upper limit of \$14,490 per year in income. A four person low income family's limit would be \$20,700. For moderate income households, one person units would have an upper limit of \$23,184, and for four person families, \$33,120. This suggests that approximately 120 households in Wenonah, or 18%, of the 667 families have low and moderate incomes. It is not possible from the data available to determine how many non-family households are low and moderate income. In comparison, it is estimated that 31.3% of all households in Gloucester County are low and moderate income.⁴

PROJECTIONS

The population in Wenonah has remained stable over the course of the past two decades. The addition of new housing units, which adds to the population, has been offset by the declining average size of households, which subtracts from the population. Forecasts by the Delaware Valley Regional Planning Commission (DVRPC) for Wenonah indicate a steady decline in population of a few percent per decade, reflecting the demographic trend of decreasing household size and the built up nature of the Borough. Table 9 indicates historic and forecast population.

Table 9. 1970 - 2010 Historic and Forecast Population

Year	Population (1)	% Change	Number of Dwelling Units (2)
1970	2,364	N/A	736
1980	2,303	-2.58%	785
1990	2,331	1.22%	837
2000	2,240	-3.90%	932 (3)
2010	2,230	-0.04%	942 (3)

Sources: (1) U.S. Bureau of the Census, 1970, 1980, 1990; Delaware Valley Regional Planning Commission, *Year 2010 Population and Employment Forecasts*, October, 1988

(2) New Jersey Department of Labor, *Residential Building Permits*; (3) WPG estimates includes 65 units in the 1990's for the affordable housing site.

The forecast made for 1990 by DVRPC was for 2,020 people or only 86.6% of the actual count. The precision of the forecasts at the municipal level, and in particular for such a small sample of the metropolitan area, often varies by this amount. Localized factors, such as the perceived quality of the school system, have too much influence over the population to be accounted for at this disaggregated level. The precision of metropolitan area forecasts, however, usually have much greater accuracy to within 3 or 4 percentage points of actual census counts.

⁴ - Gloucester County, Office of Municipal and County Government Services, *Comprehensive Housing Affordability Strategy Community Profile Draft*, January 13, 1992

Several local trends in Wenonah will have an effect on the population. One is the continued dominance of single family detached housing in the Borough. This type of housing disproportionately attracts households with children and will tend to stabilize the number of persons in a household. The decline in the size of households has occurred over the last two decades mainly from the rise in divorce rates, a later average age of marriage and of child rearing, more people opting to live alone and the need to shelter the baby boom generation. All of these factors decreased the average number of persons in a household but did not directly affect the average size of households with children. This trend of declining size is likely to stabilize soon because of the drop in household formation rates that is now occurring. Household formation rates will continue to be relatively low until the baby boom generation's children form their own households.

The lack of vacant developable land also creates a constraint against increases in the population. WPG estimates that 30 additional housing units will be built in the 1990's, which continues the basic trend, though at a diminishing rate, of a few houses being built each year. Aside from these units, an additional 65 units is expected on the affordable housing site. The number of dwellings forecast for the year 2000, 2,240, would include the expected 30 units. An additional 143 people (2.2 persons per unit) could be expected to reside there for an adjusted forecast of 2,383 persons or about 50 more people than resided in the Borough in 1990. The year 2010 forecast would be adjusted for ten fewer persons, or 2,373.

The last mitigating factor is the slow rate of conversions of dwellings to multi-family use and the lack of redevelopment at higher densities. Further, the generally high level of maintenance of buildings results in few demolitions that would reduce the total number of units. All of these factors keep the housing stock slowly increasing, enough to offset the gradual decline in household size. In conclusion, the Borough's population is expected to remain stable for the next 20 years.

EMPLOYMENT

Wenonah is primarily a residential community with very little commercial development and no industrial base. The commercial development includes a vehicle repair shop, bank, greenhouse, convenience store, real estate office, two physician practices, and several retail establishments. All of these commercial uses are retail in nature designed to serve the local population. None of them, with the exception of the greenhouse business, are dealing in wholesale services targeted to large areas and diverse customers. As such they are modest in size and are characterized by employing only a few people.

In addition to these commercial uses, there are several governmental or institutional ones, including four churches, the municipal government and the elementary school. These activities are also small in size, the elementary school being the largest employer. Table 10 charts the reported covered employment for Wenonah. Covered employment refers to employees with unemployment compensation insurance.

Table 10. 1980 - 2010 Covered Employment Estimates and Projections

<u>Year</u>	<u>Covered Employment</u>	<u>% Change</u>
1980	295	N/A
1990	374	21.1%
2000	540	30.7%
2010	600	10.0%

Sources: NJ Department of Labor, Division of Planning and Research, Office of Demographic and Economic Analysis, NJ Covered Employment Trends, September, 1990; Delaware Valley Regional Planning Commission, Year 2010 Population and Employment Forecasts, October, 1988.

Note: Covered employment data includes jobs covered by New Jersey's unemployment compensation law, which is subject to changes in coverage and S.I.C. manual definitions.

Table 10 overstates the number of covered jobs in Wenonah. The numbers for 1980 and 1990 are estimates prepared by the state Department of Labor. In 1990, the number of employed persons is based on reporting from 52 establishments. Clearly, Wenonah does not have this large a number of commercial or institutional establishments, based on the existing land use survey. The reporting of employees to the Department of Labor appears to be based on post office address. The Wenonah post office address encompasses portions of Deptford and Mantua Townships. Businesses located along Rt. 45 in Deptford Township appear to be included in the covered employment data for Wenonah. At most, the Mayor's Commission for Planning the Future of Wenonah (advisory to the Planning Board) estimates the covered employment in Wenonah to be about 100 people rather than the 374 reported in 1990. Further, the covered employment data does not include self-employed people of which there is an estimated 40 persons in Wenonah. An actual door-to-door survey would have to be conducted of businesses and residents to determine a more accurate number of both employed and self-employed persons.

The projected numbers for the years 2000 and 2010 appear to be too high also. The numbers are disaggregated from the nine county Philadelphia metropolitan area employment forecast and are known to become less predictive the more they are assigned to smaller geographical areas. For instance, the 1990 forecast for Wenonah was 470 employees, nearly 100 more than actually reported. Because of the developed nature of Wenonah, no additional commercial areas are expected to be built that would add employment. Small incremental employment would probably add no more than ten additional people to the estimated 100 people actually employed in the Borough by the year 2010.

Even though the employment numbers appear to be higher than an actual count would establish, the Borough is not requesting an adjustment of their COAH housing number at this time.

WENONAH'S AFFORDABLE HOUSING OBLIGATION

The Fair Housing Act established general guidelines for the calculation of each municipality's share of the regional housing need, but specific regulations have been implemented by the Council on Affordable Housing. Through the usual rule making process, COAH established a formula based on 1980 decennial census and other data that produced a number equal to a municipality's affordable housing obligation. The formula is in effect for the 1987-1993 period. COAH is in the process of reviewing its formula for the following six-year period. It is likely that the formula will change in 1993. Wenonah is considered to be in one of six housing regions within the state. The concept of housing regions was developed to account for the widely differing housing markets and values in the state.

The housing obligation is derived from several component parts, including:

Indigenous need is the number of dwellings that are substandard and inhabited by low and moderate income households. This number is calculated from census data and adjusted by subregional need. Wenonah's indigenous need number is 11 dwelling units.

Reallocated present need is a number equal to the dwelling units assigned to municipalities from a regional pool of indigenous need dwellings. Each housing region has a regional average of all of the indigenous need units. If a municipality has more than the regional average of these units, then the amount above the average is placed in the regional pool and reassigned to other municipalities that are under the regional average. The reallocated present need number for Wenonah is 6.

Prospective need is the number of units that have to be provided to meet the demand for housing from low and moderate income households who would move to Wenonah if there was sufficient affordable housing to be found. This number is determined from Wenonah's 1984 employment, its share of the regional employment from 1977-1984, aggregate per capita income, and acres of land within the growth area (as defined by the *State Development Guide Plan*, soon to be superceded by the *State Development and Redevelopment Plan*). Wenonah's prospective need number is 16.

All three factors together equal 33 housing units or TOTAL NEED. The TOTAL NEED number is modified by a number of factors intended to represent how housing markets actually work.

Demolition is the number of units that will be torn down in the six-year period from 1987-1993 and is added to the total need number. Wenonah's demolition number is 2.

Filtering is an adjustment that assumes households move up in price in the housing market, thereby selling a lower priced house to another household. In turn, the second household sells a still lower priced house to a third party, and so

on. This process of filtering creates housing opportunity for low and moderate income households. For Wenonah, filtering removes 8 units from its obligation.

Residential conversion is the process of converting larger single family homes to two or more dwellings units or the process of converting previously non-residential uses to residential ones. An additional 3 units are removed for this process from Wenonah's obligation.

Spontaneous rehabilitation refers to the reconstruction of substandard houses so that they meet code requirements. This rehabilitation process is specifically by the private sector or individuals without outside governmental assistance and is based on per capita income. One additional unit is removed from Wenonah's obligation through spontaneous rehabilitation.

The formula creates a fair share housing requirement of 23 units. Table 11 summarizes the Borough's housing obligation.

Table 11. Summary of Wenonah's Housing Obligation

	Indigenous Need	11
	Reallocated Present Need	6
	Prospective Need	<u>16</u>
	TOTAL NEED	33
Less Adjustments:	Demolitions	2
	Filtering	-8
	Residential Conversions	-3
	Spontaneous Rehabilitation	<u>-1</u>
	Total Adjustments	-10
	TOTAL PRE-CREDITED NEED	23

The Council on Affordable Housing also has promulgated rules that permit the reduction of the pre-credited need number if affordable units have already been built (subject to a number of requirements). Wenonah, however, does not have any units which meet the criteria for credits so its obligation remains at 23 units.

FAIR SHARE HOUSING PLAN

Housing Plan Elements are a required part of a master plan, and the master plan is required in order to have a valid zoning ordinance. Though by this process it becomes necessary to adopt a housing plan, it is not required that the plan be submitted to the Council on Affordable Housing for certification. COAH's procedures are intended as an administrative mechanism to create an acceptable plan for low and moderate income housing and to forestall litigation between municipalities and developers. Once housing plans are filed with COAH, they are subject to a review process and if found satisfactory, are given "substantive certification". The municipality then must pass any ordinances that implement

the plan within 45 days. The certification process then provides a measure of protection from litigation for the period of time (usually 6 years) that the plan is in effect. In certain circumstances, a certified plan is necessary to receive housing funds from state programs. The decision to petition COAH for substantive certification is a Borough Council prerogative since doing so will obligate the governing body to pass the necessary legislation and may incur future financial liabilities. Both must be carefully weighed by Borough Council.

Wenonah's obligation is split into two parts, the existing need for housing to be rehabilitated, and new construction. The rehabilitation component is eleven minus the one spontaneous rehabilitation unit, or ten units. The second part is new construction equalling 13 units.

REHABILITATION

The rehabilitation of substandard dwellings inhabited by low and moderate income residents has been a focus of housing policy for 25 years. Often units have been restored through the use of federal Community Development Block Grant (CDBG) funds originally instituted in the late 1970's. Newer funding sources, such as those from the state Balanced Housing program, have been allocated on a year by year basis for specific programs or projects. The policy behind rehabilitation is to keep a low and moderate income house from deteriorating to the point where it must be replaced, a much more expensive proposition.

Other municipalities with indigenous need obligations have mainly attempted to use either development impact fees or CDBG funding. Since Wenonah is ineligible to receive CDBG funds directly (there is a 50,000 person population threshold), the Borough's share is allocated to the County government for dispersal to Wenonah. Development impact fees for affordable housing, which have been upheld by the New Jersey Supreme Court, are not practical considering the low rate of development in the Borough. Block grant money must be targeted at low and moderate income households, making their use for the rehabilitation of housing completely appropriate. A program has been set up by the Gloucester County Office of Municipal and County Government Services for municipalities that wish to participate in rehabilitating substandard units by allocating their share of CDBG funds for this purpose.

For dwelling units to be credited as part of the Borough's housing plan element, at least an average of \$10,000 for each house must be spent of which at least an average of \$8,000 must be for capital outlays. Rehabilitation that costs less than this will not count towards meeting Wenonah's fair share obligation of indigenous need. For the Borough's housing plan to receive substantive certification from COAH, a dedicated funding source of at least one third of the total amount needed to rehabilitate the ten units would be required over the first two years of the six-year plan. This money could be obtained from Wenonah's share of Community Development Block Grant funds, provided that it is sufficient over the next two years to cover at least \$40,000 in rehabilitation costs.

It is this plan's recommendation that the Borough Council pass the necessary participating resolutions to join this program by requesting that their CDBG funding be redirected to low and moderate income housing rehabilitation, provided that a minimum average of \$10,000 per unit is spent. This can be accomplished without petitioning for certification from COAH.

NEW CONSTRUCTION

The remaining obligation is for 13 units that must be met by new construction. Previously permitted conversion of single family to two or more units and the creation of accessory apartments can no longer be credited under COAH regulations. The typical method of providing for affordable housing units is through an inclusionary development. Inclusionary in this instance means including housing units that meet low and moderate income needs. In an inclusionary development, a maximum of 20 percent of the units are set aside for low and moderate income households, provided that the density of development is at least 6 units to the acre. Based on a set aside of 13 units, an additional 52 units at market (or slightly above market) prices would be required for a total of 65 new units.

The most efficient type of housing is multi-family housing in a townhouse or garden apartment form. Multi-family housing uses less resources, such as land, roads, and other infrastructure, per unit because they are built at higher densities than single family housing.

Even for highly efficient uses of land such as multi-family residential, areas for new construction in Wenonah are extremely limited. Approximately forty developable building lots remain in twelve locations and most are too small to contemplate the construction of 65 units at suburban densities. It is recommended that a single development of 65 units rather than several smaller ones totalling the necessary number be constructed. The larger size will tend to attract a developer with sufficient resources and knowledge to build an internally subsidized project and to handle the affirmative marketing regulations required by COAH. Further, once the development is completed, it is large enough to interest a property management firm that can handle the operational aspects of maintaining the development.

SITE SELECTION FOR NEW CONSTRUCTION

Ideally, the units should be located in the center of town. Here, residents of the development would be close to the services available and public transportation on Mantua Avenue could be used. Unfortunately, there is no vacant or underutilized land that would support the size of development needed. The vacant or underutilized land remaining is almost exclusively on the periphery of Wenonah.

There are two areas in the Borough where the construction of 65 units at reasonable densities are physically possible on suitable land. One is in the extreme southeast portion of the Borough and the other is an underutilized tract on Woodbury-Glassboro Road between Linden Avenue and Maple Street. The first

one is a tract that has been subdivided into one and a half acre lots for custom home building. Three of the 17 lots have been used for single family housing. There are several reasons why this tract is not well suited for the construction of affordable housing. The land has already been subdivided and is being developed for a specific purpose. Any change in zoning would not affect the ability to continue with the project, since the land has already received the necessary planning approval. The character of the area for large single family development on substantial lots has already been established with this development and older similar development adjacent to the tract. Further, these properties are being built with septic systems and are not connected to the Borough's water supply system. Lastly, the street layout and the location of the houses already built would make siting a 65 unit multi-family housing development problematic.

The second site, however, has better potential to provide a realistic opportunity for an inclusionary development. The tract consists of three lots totalling 4.74 acres on Woodbury-Glassboro Road, lots 39, 41.01, and 42.03 in block 4. [See Affordable Housing Site Map, page 67.] Lot 39 is vacant and is associated with lot 41.01. Lot 41.01 contains a house and farm stand. The remaining part of the lot is farmland but is not sufficiently large enough to have farmland assessment. The last lot is developed with a house and a vehicle repair shop in fair condition along the frontage of the road. The larger rear portion of the lot is vacant.

The development of 65 units on the tract would mean a gross density of about 13.7 units per acre for multi-family uses. Certain parts of Wenonah have single family densities of about 11 units to the acre, though in the general area single family housing densities are approximately four units to the acre. A density of 14 units to the acre is comparable to other suburban multi-family developments where the range is typically 7 to 16 units to the acre.

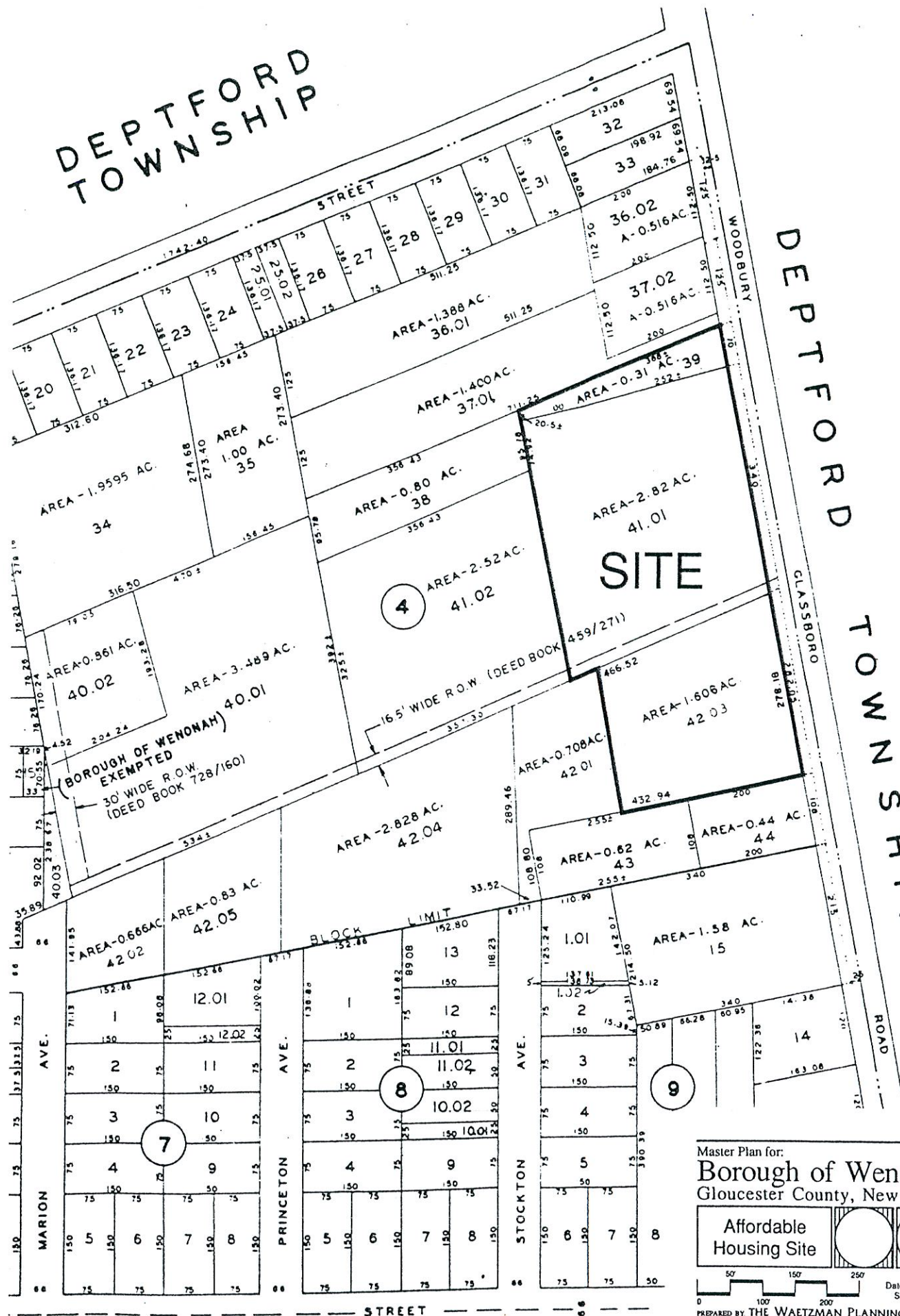
The tract has several locational advantages. It is located on Woodbury-Glassboro Road, County Route 553. Public transportation by NJ Transit buses is available on this route to travel between Woodbury and Glassboro, both employment centers in the region. Another bus route that uses Mantua Avenue and Woodbury-Glassboro Road provides public transportation access to the Deptford Mall, a regional shopping center several miles away in the northeast part of Deptford Township. Located across from the site in Deptford Township is a convenience store that provides essential foodstuffs. For car owners, Woodbury-Glassboro Road provides regional highway access to Rt. 55.

Public sewer service is available from an eight inch gravity main in Woodbury-Glassboro Road. This line would have sufficient capacity to handle the anticipated flow from the project. The gravity main leads to a pumping station at the intersection of E. Elm Street and N. Synott Avenue, which may have difficulty in handling the anticipated flow without an increase in the existing wetwell. Otherwise, sufficient capacity for the project currently exists.

The Borough does not have a water distribution service in Woodbury-Glassboro Road and the line in N. Stockton Avenue is only two inches in size - insufficient to handle the 65 units. The entire water system in general also suffers from a lack

DEPTFORD TOWNSHIP

DEPTFORD TOWNSHIP



Master Plan for:
Borough of Wenonah
 Gloucester County, New Jersey

Affordable Housing Site

0 50' 100' 150' 200' NORTH
 Date: March, 1992
 Scale: 1" = 200'

PREPARED BY THE WAETZMAN PLANNING GROUP
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of storage capacity. The water storage tank, originally installed in the 1890's, is only half the required minimum for the population being served. The replacement of or addition to the water storage tank is a top priority for Borough Council and is under consideration for inclusion in the Borough's capital budget. Even if the tank would not be replaced within the time period of the plan, the City of Woodbury's Water Department maintains a 12 inch line in Woodbury-Glassboro Road and under special agreement could supply sufficient water for 65 units.

One of the main issues with an infill development of this type is its compatibility with surrounding development and whether the higher densities permitted will adversely affect the community. Much of the apparent density can be alleviated with a proper design of the site. The sketch found on page 69 illustrates one possible way of laying out a townhouse and garden apartment project that provides significant open space and buffers to reduce the apparent density of the development.

As designed, the complex consists of three buildings grouped around a courtyard. The buildings would consist of two three-story buildings in the front and one three-and-a-half story building to the rear. The height is necessitated by the placement of parking underneath the buildings. A number of residences in Wenonah are the same height. The larger building was placed in the rear to reduce the apparent bulk of the complex. Altogether the buildings total approximately 92,500 sq. ft. (excluding the interior parking areas) on the 4.78 acre tract. On a gross square footage basis, this equals 1,423± sq. ft. for the 65 units proposed. Taking into account the need for stairways and internal hallways, the layout translates into an average unit size of about 1,100 sq. ft., a substantial apartment or townhouse dwelling. This schematic plan was deliberately drawn with a larger average unit size to illustrate that the site can accommodate the 65 units necessitated by the fair share plan without unduly crowding the site.

The sketch indicates outdoor parking as well as the interior spaces mentioned. In total the site has 136 parking spaces, or six more than required by the Borough's parking regulations. The use of interior parking spaces reduces the impervious coverage (materials that prevent rainwater infiltration) that was one of the design parameters for the project. In all, 57.6% of the total site would be landscaped to both buffer the use from adjacent uses and to create an attractive development.

SUMMARY AND POLICY RECOMMENDATIONS

Wenonah's affordable housing obligation totals 23 units for the 1987-1993 period. Of that number, 10 units are for the rehabilitation of already existing substandard units inhabited by low and moderate income households, and the remainder are for persons who would live in Wenonah if given the opportunity to purchase a dwelling within their means.

Wenonah's population and employment should remain stable for the foreseeable future due to the lack of vacant developable ground and redevelopment pressure, and demographic trends.

It is recommended that Borough Council participate in the County government's program to rehabilitate housing through the use of Community Development Block Grant funding, even if the governing body decides not to file for substantive certification from the state Council on Affordable Housing. Petitioning for substantial certification is an action that should be carefully reviewed for its potential impacts on future Borough fiscal liabilities.

Lastly, it is recommended that a tract of land on Woodbury-Glassboro Road between Linden Avenue and E. Maple St. be designated as the Borough's affordable housing site for 13 affordable dwellings units and 52 market rate units. The density of development would be approximately 14 units to the acre. A sketch that illustrates the type of development that could be accommodated on the tract has been included.

RECYCLING ELEMENT

The recycling of previously discarded materials has grown in importance in the past decade as the cost of disposing of solid waste has dramatically increased in the State of New Jersey and elsewhere in the nation. The cost has risen primarily because of more stringent environmental regulations for the disposal of solid waste and the greater distance of new landfills from population centers. Other factors include higher capital costs for new landfills and the political difficulty in siting new facilities regardless of their design. The economic pressures of increasing disposal costs has led to the investigation of alternative methods of waste disposal at all levels of government. The response in New Jersey has been in three directions; reducing the waste stream so that fewer items need to be disposed of, developing resource recovery facilities, and the recycling of items that do become part of the waste stream. This element is concerned with recycling policy rather than with issues of waste reduction or resource recovery.

A uniform public policy for solid waste recycling has been set by the state government by the 1987 legislative initiative, The New Jersey Statewide Source Separation and Recycling Act (P.L. 1987, c.102, hereafter "Recycling Act"). The Recycling Act instituted mandatory recycling for the municipalities that did not already have a recycling program in effect and set uniform standards to be followed.

The Borough of Wenonah was one of the first municipalities in the County to collect recyclable materials on a municipality-wide basis, first instituting the program in December, 1984. The Borough currently has one of the highest collection rates in the County. Further elaboration of the Borough's recycling program is presented in the section entitled, WENONAH'S RECYCLING PROGRAM.

The Recycling Act requires the incorporation of the state's recycling goals and objectives, and the methods of implementing them, into the Master Plans of municipalities. The Recycling Act further mandates the revision of any site plan or subdivision ordinance to incorporate the recycling goals of the Master Plan. The required sections of the periodic reexamination of the Master Plan have also been altered by the Recycling Act and now include consideration of the goals and objectives of any local recycling ordinance. The purpose of this element of the Master Plan is to comply with the requirements of the Recycling Act by setting forth the policy of the Borough of Wenonah for recycling in relationship to the development or redevelopment of land within its boundaries.

The Borough's institution of mandatory recycling was developed in response to economic pressures arising from increasing solid waste disposal costs. Recycling has been seen as a method of reducing disposal costs and as a way of generating revenue from the sale of collected items, both important to the long term fiscal stability of the Borough. These remain the primary goals of the Borough's

commitment to recycling. Recycling is a matter of cost avoidance. Rarely does the price paid for recycled materials meet the cost of collecting the materials, sorting, and transporting them to a vendor. Occasionally, depending on the market for the materials, it may be necessary for municipalities to pay to dispose of the recyclable materials. Recycling is cost effective for municipalities only so long as the cost of collecting and disposing of the recyclable materials is less than the cost of disposing the solid waste in a landfill. Clearly it is in the long term interest of policy makers to encourage the market for items made from recycled materials and in fact the state Recycling Act recognizes this basic economic reality.

In conjunction with the need to control disposal costs, Borough officials, along with the general populace, have become increasingly aware of the effects of improperly disposed solid waste and the environmental consequences such disposal may have. Recycling is a means of doing more with less, a goal that has been embraced throughout the municipal government.

WENONAH'S RECYCLING PROGRAM

The Recycling Act requires the separation and recycling of at least three categories of solid waste from a wide range of solid waste. The Borough requires the separation from trash of a much larger number of items. Presently, this includes:

- Wastepaper, which includes newspapers, magazines, office paper, and other clean used paper.
- Glass; the Borough requires the separation of glass into three categories of clear, brown and green glass.
- Plastic containers, generally beverage and milk containers.
- Tin cans, primarily food containers.
- Aluminum, which includes not only beverage cans, but also foil and heavier extrusions.
- Other heavier metal.
- White goods.
- Clothing.
- Tires.
- Wood.
- Yard debris, including leaves, branches, and clippings.

- Used oil, including, motor and hydraulic fluids.

Recyclable materials are collected at curbside by the Borough's Department of Public Works. Autumn leaves are picked up in several passes through the Fall season and deposited for composting purposes at an approved site. The Borough's DPW personnel pick up both municipal solid waste and recyclable materials. Trash is picked up on Wednesdays and Thursdays. Recyclable materials are picked up on alternate Fridays. Materials are collected and intermittently stored at the Department of Public Works' facility on West Maple Avenue with the exceptions of newspapers and yard waste. These two items are shipped to vendors on the same day they are collected.

The Borough has a number of vendors it uses for the different items it recycles. The vendors are typically middlemen that sort and package the recycling materials into forms usable by industry. The Borough uses or has used within the past year the following vendors:

<u>Vendor</u>	<u>Material</u>
Camden Iron and Metal McKay	White Goods Paper, Cardboard, Glass, Aluminum, Tin

The Borough monitors pricing to determine the appropriate vendor for each type of recyclable material.

CONSISTENCY OF WENONAH'S RECYCLING POLICY WITH THE DISTRICT SOLID WASTE MANAGEMENT PLAN OF THE COUNTY

The recycling element of the County's Solid Waste Management Plan has been adopted to implement the requirements of the State Mandatory Source Separation and Recycling Act. Gloucester County adopted the objectives of the State Recycling Act to reduce the amount of solid waste being sent to landfills or incinerators by 15% by 1988 and 25% by 1989. Three materials were designated as required items to be recycled. These are newspaper, glass, and aluminum. In addition to these two goals, the County government pledged to :

- Continue and then increase its technical assistance to municipal government in the areas of implementing a recycling program, marketing the materials collected, reviewing contracts and ordinances, and educating the public concerning recycling, its benefits and requirements.
- Enhance the tracking of recyclable material to provide information useful for improving the recycling program in each municipality in accordance with the adopted State goals.

- Develop a regional facility for the collection, disposition and marketing of recyclable materials, including leaves should sufficient land area be available.
- Continue the program to increase public awareness among commercial and institutional interests about recycling, encouraging its expansion, and developing an effective reporting system on recyclable materials.
- Develop and introduce with the assistance of officials at Glassboro State College a program on recycling to be used in local school curriculums.

In addition, the County's element proposes to assist in the implementation of municipal recycling ordinances by:

- Developing a solid waste and recycling monitoring program to measure the progress of each municipality in implementing the requirements of the State Recycling Act.
- Inspecting random loads of municipal solid waste delivered to the County's South Harrison landfill for compliance with State, County, and Local laws.
- Reporting on underachieving municipalities to the Office of Recycling at the State government.
- Investigating the ability to institute differential tipping fees at the landfill to encourage more effective recycling.

Two main goals of the County have an effect at the local level. The first of these is the requirement of recycling the three items identified by the County as recyclable materials, newspapers, glass, and aluminium. The Borough of Wenonah recycles all of these items. The second is the provision for removing from the municipal solid waste stream at least 15% of the total tonnage in 1988 and 25% in 1989. Wenonah has more than met both of these goals. The Borough is currently recycling about 60% of the total solid waste amount that it picks up. The Borough's ordinance is completely consistent with the existing district solid waste management plan.

FUTURE STATE GOALS

Since the passage of the Recycling Act, the Governor's Office instituted the Solid Waste Emergency Task Force to re-examine the original goals of the Act and to make new recommendations. These recommendations included, among others, setting two goals for recycling. The first of these is to recycle a minimum of 50% of the municipal and vegetative waste stream by the end of 1995. The second is to recycle a minimum of 60% of the total solid waste stream, both municipal and

other waste, by the same date. In general, this would require institutional and commercial establishments to recycle a greater percentage of their solid waste than municipalities in order to meet the goal. The Governor has adopted the Task Force's recommendations as the official policy for the State.

The Borough currently meets the 1995 requirements for recycling. Vigilant efforts will be required to maintain this level of recycling through community awareness programs that emphasize the benefits to be gained by continued recycling. Eventually these efforts should be self-sustaining as over a period of years residents gradually adapt their household organization to meet these recycling goals.

RECOMMENDATIONS

The Borough already has in place a well developed plan for the recycling of designated materials. This program should remain and be periodically strengthened by mailings to residents on the positive benefits from their recycling efforts.

The following recommendations are made to implement the Borough's Recycling Element and to comply with the state Recycling Act:

- 1) The Land Use Ordinance of the Borough should be amended to require the submission of plans for the collection and disposition of recyclable materials in accordance with Borough requirements when an application for development is filed. Specifically, all applications for single family developments in excess of 50 dwelling units, multi-family developments in excess of 25 dwelling units, and any commercial development in excess of 1,000 sq. ft. must include provisions for recycling.
- 2) The criteria for approval of site plans or subdivisions by the Planning Board should be amended to include the conformity of the provisions made for recycling in accordance with the threshold numbers in the first recommendation.
- 3) The Borough government should encourage existing non-residential users who do not presently have recycling programs to implement them for their businesses or establishments.