

Township of Middletown

Master Plan

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MIDDLETOWN MASTER PLAN

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Cover Photos (left to right from top left): Navesink River and Hartshorne Woods; Middletown Cultural Arts Center; Chapel Hill Front Range Light at the Leonardo waterfront; Leonardo Elementary School; Campbell's Junction storefronts; World Trade Center Memorial Gardens; Town Hall; Grover House; Belford Seaport.

MIDDLETOWN MASTER PLAN

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*Land Use Element Amended 7/15/09 **Replaced by Amended Housing Element and Fair Share Plan adopted 12/11/08
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**I. STATEMENT OF
OBJECTIVES, PRINCIPLES,
ASSUMPTIONS, POLICIES &
STANDARDS**

The Middletown Township Master Plan is a general guide for the physical, economic and social development of the Township. The Master Plan was developed in accordance with the provisions of the New Jersey Municipal Land Use Law (N.J.S.A. 40:55 D) and is designed to guide development and redevelopment of lands within the Township in a manner which will promote and protect the public health, safety, morals, and general welfare of the present and future residents of Middletown Township.

The Middletown Township Master Plan is based upon objectives, principles, assumptions, policies and standards which have been developed over a period of time by the Township Planning Board, Township Committee, Zoning Board of Adjustment, and other boards and agencies within the Township. Master Plan proposals for the physical, economic and social development of Middletown Township are based upon the following:

Objectives

The Middletown Township Master Plan is based on several objectives:

1. To encourage municipal actions which will guide the long range appropriate use, development and preservation of lands within Middletown Township in a manner designed and intended to promote the public health, safety, morals and

general welfare of present and future residents.

2. To secure safety of the community, to the extent possible from fire, flood, panic and other natural and man-made disasters.
3. To provide adequate light, air and open space.
4. To ensure that development within the Township does not conflict with the development and general welfare of neighboring municipalities, the County, the Region, and the State as a whole.
5. To promote the establishment of appropriate population densities in locations that will contribute to the well being of persons and neighborhoods and preservation of the environment.
6. To encourage the appropriate and efficient expenditure of public funds by coordinating public and private investment and development within a framework of land use and development principles and policies.
7. To provide sufficient space in appropriate locations within the Township for agricultural, residential, business, office, industrial, mixed use, and public and quasi-public uses in a manner which will provide for balanced Township growth and development.
8. To support the upgrading of substandard housing in the Township through code enforcement, home improvement loans, technical assistance, education, ordinance

- amendments, grants and provision of public improvements such as new streets, sidewalks, street lighting, street trees, drainage and sanitary sewage.
9. To encourage the location and design of transportation and circulation routes which will promote the free flow of traffic in appropriate locations while discouraging roadways in areas which would result in new congestion, blight or a substantial alteration to the character of an area.
 10. To promote and enhance access to and utilization of all forms of public and mass transportation, including promoting the use of shuttles to link transit centers with each other, as well as with residents and businesses.
 11. To promote a desirable visual environment through creative development techniques with respect to environmental assets and constraints of the overall Township and of individual development sites.
 12. To promote the conservation of open space through protection of wetlands, stream corridors, steep slopes and valuable natural resources and prevent degradation of the environment through improper use of land.
 13. To acquire, develop and maintain park and recreation facilities as well as lands for purely open space/conservation purposes within the Township to meet reasonable needs and demands for recreation by present and future residents and to balance inevitable growth and land development with preservation needs.
 14. To encourage the preservation and restoration of historic buildings and sites within the Township in order to maintain the heritage of Middletown Township for enjoyment of future generations.
 15. To encourage streamlining development review procedures and to the extent possible simplification of the development standards and regulations to create a more efficient process which will help in reducing development costs.
 16. To enhance the various neighborhoods throughout the Township by providing for appropriate redevelopment, reinvestment, revitalization and capital improvements, designed to strengthen and improve the fabric of each area.
 17. To encourage and promote a cooperative approach to economic development and revitalization through new investment, maintenance and reinvestment in existing commercial and industrial activities within the Township in areas suitable for such development.
 18. To encourage the efficient management of storm water through the development of appropriate guidelines which will prevent future drainage problems and provide environmentally sound land use planning. Emphasis should be consistent with the State of New Jersey's recently enacted stormwater management regulations.

19. To encourage the preservation and active use of prime farmland for agricultural production through development of appropriate guidelines based upon state and municipal legislation and preservation techniques.
20. To control the bulk and scale of single-family residential structures in order to maintain consistency with neighborhood character and to avoid new structures that are disproportionately large, compared to the lots that they are on.

Principles

The Middletown Township Master Plan is based upon several land use and land development principles. These include:

1. Encouraging residential development in locations and at densities which are compatible with existing development patterns and which can be properly serviced by public roadways, utilities and services.
2. Locating public, commercial, industrial, professional office and agricultural uses at sites and in locations which are suitable for their use environmentally, economically and geographically, and are compatible with existing uses, public facilities, roadways, and natural features.
3. Protection of natural and environmental resources including floodplains, wetlands, marshlands, aquifer recharge areas, steep slopes and areas suitable for public and quasi-public recreational activities.

4. Encouraging a development pattern which will protect and enhance the long term economic, social and welfare interests of present and future residents of the Township.
5. Continued recognition of the Township's unique and historic pattern of neighborhoods and villages. Efforts have been ongoing to enhance, redevelop and improve these areas throughout the Township. Such endeavors should be continued.
6. Mixed use development should be encouraged in appropriate location, including neighborhood and village centers such as Belford (Campbell's Junction), Lincroft Village, Leonardo, North Middletown and in certain state highway locations.
7. The Township should continue to monitor commuter parking needs and issues and enhance commuter parking and access to all modes of mass transportation.

Assumptions

The Middletown Township Master Plan is based upon several assumptions:

1. That there will be no catastrophic man-made or natural disasters which will greatly affect the existing natural and/or cultural development of the Township or the Township's ability to implement the Master Plan.
2. That Middletown Township will be able to guide its growth in accordance with the Municipal Land Use Law and will have meaningful input into any proposed County,

Regional, State and/or Federal development plans which may affect the Township or its immediate environs.

3. That future growth during the next ten (10) year period will not exceed the capacity of the Township to provide essential community facilities, utilities and/or services.

Policies

The Middletown Township Master Plan is based upon policies which have been developed by the Planning Board and other land development review agencies.

1. Land use planning will provide for a variety of residential and non-residential uses; will encourage continuation of and enhancement of Middletown Township as a quality suburban/rural residential community. This includes a continued strong commitment to providing housing opportunities for families and individuals of all income levels.
2. Land development should be designed to protect and enhance the environmental quality of the Township and preserve and protect valuable open spaces and natural resources.
3. The Township will consider and evaluate innovative development proposals which would enhance and protect environmental features, minimize energy usage and encourage development densities consistent with existing patterns of development.
4. The Township will encourage office, research and light industrial development in appropriate locations within the Township that will provide employment for present and future residents and contribute to a balanced and stable economic base for the Township.
5. The Township will encourage and provide for review of the development of social, health, welfare, cultural, recreational, service and religious activities within the Township to serve present and future residents of the Middletown area.
6. The Township will continue its program of updating and supplementing the Master Plan and Land Use and Development Regulations as new data becomes available, as land development patterns and trends change and as community goals and objectives are modified.
7. The Township will continue to comply with the requirements of the New Jersey Council on Affordable Housing, as they presently exist.
8. The Township should work to strengthen and preserve the commercial fishing industry, located in Port Monmouth and Belford, at Compton's Creek. Efforts should be explored to enhance the aesthetic as well as the functional aspects of the physical facilities. In addition The Township should support efforts to redevelop nearby property to in a manner that will provide for commercial opportunities designed

to be largely water oriented and designed to enhance the economic viability of commercial fishing in Middletown.

9. The Township should continue to promote the construction of sidewalks in conjunction with new development and should develop a long term capital program for annual sidewalk installation and repairs.

Standards

The Master Plan provides general standards for development, including type, density and location of development and delineation of areas which are generally not developable. The Master Plan also provides recommended standards for roadways and other facilities. The Township Land Use Ordinance, including zoning, site plan, land subdivision and design regulations, provides specific standards for design, construction and development of individual land uses and development sites within the Township. In addition, Township regulations pertaining to utilities, fire prevention, on-site septic disposal, flood plains, wetlands, soil erosion, street trees and other development factors have been adopted and are applied by the Planning Board, Board of Adjustment, Environmental Commission, Board of Health, Board of Fire Commissioners and others. Monmouth County, the State of New Jersey and Federal planning and regulatory agencies also have detailed standards pertaining to environmental features, roadways, utilities, etc. which are utilized in the overall development process in Middletown Township.

II. LAND USE ELEMENT

The Land Use Element is the key component of the Middletown Township Master Plan. It is intended to provide an overall guide to the existing developed pattern of the Township, as well as a plan for the future development of Middletown. Middletown Township is comprised of the full range of land uses including single and multiple family residential, commercial, industrial and recreational. Due to the size and characteristics of the Township, there exists within our borders such diverse uses as marinas, a commercial fishing fleet, major corporate headquarters, private country clubs, large estate homes, older small lot residential neighborhoods, a community college, a naval military installation, two public beaches, several historic districts and Sandy Hook National Park.

Middletown Township contains a total of 41.08 square miles or 26,291 acres. Of this total, 2.8 square miles or 1,792 acres are in Gateway National Recreation area, more commonly known as Sandy Hook. Since this land is not contiguous with the rest of the Township, and because it is under the jurisdiction of the National Park Service, the area it encompasses is not figured in to the existing land use calculations below. For the purpose of these calculations, a land area of 38.2 square miles or 24,448 acres will be assumed.

A significant characteristic of Middletown Township is its historical pattern of villages and neighborhoods. Because of its large area geographically, it was necessary for Township residents to seek certain public and private services, mainly for convenience and practicality. Therefore as each neighborhood developed, services were

provided in the neighborhood. The primary focal point of most neighborhoods has become the local Elementary School. There are 12 public elementary schools, each corresponding to and identified neighborhood, although neighborhood boundaries are more colloquial in nature as opposed to being legal borders. Some neighborhoods have also developed small Village or Hamlet scale centers of commerce, most notably Belford (Campbell's Junction), Lincroft (Lincroft Village), North Middletown, and Leonardo. Many neighborhoods also have their own post office and corresponding Zip Code. A major focus of this plan is the enhancement and re-invigoration of these areas.

Existing Land Use Categories

Residential

Residential development is by far the predominant land use in Middletown Township. In 2004, 20,676 acres or 84.6% of the total land area of the Township was zoned for single family residential development. Table L1, "Existing Single Family Zone Districts" illustrates the quantity and density of land devoted to single family use by zone district. It should be noted that currently non developable land such as park land is zoned, usually residential. This should be addressed in order to develop more precise data.

**TABLE L1
Existing Single Family Zone Districts**

District	Lot Size	Density (du/acre)	% Twp.	% Residential Districts	Total Acres
R-220	220,000	1.0 unit per 5 ac.	16.4	19.3	4,002.00
R-130	130,000	1.0 unit per 3 ac.	0.8	.9	186.39
R-110	110,000	1.0 unit per 2.5 ac.	4.8	5.6	1,160.30
R-90	90,000	1.0 unit per 2 ac.	2.3	2.7	567.55
R-45	45,000	1.0 unit per ac.	10.3	12.2	2,519.03
R-30	30,000	1.5 unit per ac.	12.4	14.6	3,019.42
R-22	21,875	2.0 units per ac.	20	23.6	4,888.58
R-15	15,000	3.0 units per ac.	2	2.3	465.68
R-10	10,000	4.0 units per ac	8.8	10.4	2,145.10
R-7	7,500	6.0 units per ac.	4.3	5.1	1,050.52
R-5	5,000	8.0 units per ac.	1.9	2.2	457.84
R-22A	8,500	5.0 units per ac.	0.3	.3	59.90
R-O	21,875	2.0 units per ac.	0.7	.7	154.33
Total:			84.6%	100%	20,676.64

R-220 Districts - The southeasterly portions of the Township including portions of Chapel Hill, Locust and the Navesink area comprise the R-220 zone. This area remains restricted from future sewer extension. Some new residential development has occurred in the area, but generally small scale developments. The area is still primarily characterized by large estates and active/inactive horse farms. Extensive county acquisition of park land has also occurred in this area. The southwesterly area of the Township encompassing, Brookdale Community College, Christian Brothers Academy and Bamm Hollow Country Club are also in the R-220 Zone.

R-130 District – A small portion of the southwesterly portion of the Township is located in the R-130 Zone. This area includes generally larger lots, with some residential development potential. There are sewer service limitations in this area, as well as a range smaller lot residential developments to the north and south.

R-110 Districts - The perimeter of the R-220 zone is generally bordered by the R-110 Zone. Much of this area remains restricted from future sewer extension and it acts as a transition area between the most rural areas and the more suburbanized areas of the Township. The area is still primarily characterized by large estates.

The R-90 Districts – The districts are located in the Lincroft and Chapel Hill sections of the Township. These low density areas possess environmental constraints and contain areas of prime farmland.

The R-45 Districts – The districts are located primarily in the Lincroft, Fairview and Chapel Hill sections of the Township. These densities have been the traditional development pattern of these areas.

The R-30, R-22, R-22A, R-15 and R-10 Districts - Are located in the more developed areas of the Township and provide the potential for development in

keeping with the traditional development pattern of these areas.

The R-7 Districts - This district is located in the Bayshore area of the Township, generally north of Route 36 in North Middletown, Port Monmouth and Belford. These areas contain high density single family neighborhoods. Lot sizes in these areas are typically 5,000 – 7,500 square feet in area. Very little vacant developable land still exists in these areas. There is some potential for minimal development.

The R-5 District - This district is located in North Middletown. This area contains the highest single-family development densities in the Township. Historically developed as a summer resort, typified by bungalows, lot sizes range from 2,500 to 5,000 on average. Very little vacant developable land remains.

3.2 % of Middletown’s total land area is zoned for multi-family housing.

R-1 and R-2 - Planned Adult Communities

These developments are largely age restricted communities. Shadow Lake Village (R-1) contains 953 units. Shady Oaks (R-2) contains 366 units. There are no more undeveloped R-1 or R-2 areas.

R-TF - Two Family Residential

As one means of providing moderate income housing to residents of Middletown, a two family residential housing district, R-TF, was created in the northwestern section of the Township bordering Holmdel along Palmer Avenue and Main Street. Additional RTF Zones exist along East Road, Elizabeth Avenue and Unity Road/Gillville Lane The R-TF district has a minimum requirement of 12,000 square feet per lot for a density of 7.2 units/acre

**TABLE L2
Existing Multi-Family Zone Districts**

District	Permitted (du/ac) Density		% of Multi-Family Zones	Total Acres
	Gross	Net		
R-1	6.0	NA	23.2%	159
R-2	5.0	7.0	11.4%	78
RTF	7.2	NA	6.6%	45
RTH	5.0	7.0	14.8%	101
RTH-1	NA	3.0	4.4%	30
RTH-2	5.0	NA	8.8%	60
RTH-3	8.0	NA	2.5%	17
RTH-4/B-3	10.0	NA	2.2%	15
RTH-5	20.0	NA	0.2%	1.2
RTH-6	6.5	NA	2.2%	15
RGA	9.25	11.25	12.9%	88
RGA-1	10.0	NA	2.2%	15
RGA-2	9.0	NA	1.8%	12
RGA-4	26	NA	0.0%	.2
RHA	20	30	2.5%	17
RHA-1	35	NA	1.0%	7
PRH	18	NA	3.5%	24
Total:			100	684.4

RTH Districts

Townhouse districts, RTH, are provided as an alternative to single family detached housing. They provide a maximum permissible density of 10 units per acre, with the exception of one that permits 20 units per acre, but is reality a redevelopment site, and they are generally located within easy access of principal and secondary arterial roadways. There are a total of 76 units within the various zones, comprising eight separate developments. Another 79 units are presently under construction and another 24 approved for construction. There are presently 24 affordable housing units within the RTH Zones, with another 14 under construction.

RGA Districts

In order to provide for a balance of housing choices within the Township, garden apartment districts have been designated along or in proximity to principal arterial roadways in the Township. Some Developments in the RGA Zones also contain owner occupied units as well. The RGA districts provide a permissible dwelling unity density of 11.25 units per acre, except for one that permits up to 26 units per acre, but which is in reality a redevelopment site. There are 992 units within the RGA zone, comprising three separate developments. Another 110 units are under construction and another 6 units approved. There are presently 28 affordable rental units in the RGA Zones, with another 16 under construction and another 6 approved for construction.

RHA Districts

The mid-rise apartment districts, RHA were created in response to the need to provide moderately priced housing for senior citizens. This district consists of the Tomaso and Daniel Towers on Route 35 and the Luftman Towers in the Lincroft section of the Township. The Shoal Harbor Development provides attached housing for senior citizens in Port Monmouth. These units are owned and operated by the Middletown Housing Authority, except for Luftman Towers which is owned and operated by the Lincroft Senior Citizens Housing Corporation and Lin-Mid, which developed a 60 unit expansion of Luftman Towers. There are a total of 597 senior citizen housing units in the RHA zone, comprising the four projects. The RHA zone currently permits a maximum density of 35 units per net acre. There are no more undeveloped parcels in the RHA district. There are an additional 128 units in a private

development known as Kings Row, which is on Rt. 35 in the B-3 zone.

R-0 Residential Office

It is recognized that there are certain nonresidential uses which can be suitably located in the vicinity of other residences. In addition, it is also recognized that there are areas of the Township which have evolved into districts which contain a mix of residential and commercial uses, including many homes with legitimate businesses within the structure. There are currently eight areas of the Township designated as R-O. They are as follows:

1. Generally along New Monmouth, Tindall, Leonardville and Cherry Tree Farm Roads.
2. Located along the Southern-most section of Route 35 in Middletown, on both sides of the highway.
3. The north side of Leonardville Road west of East Road.
4. The area along Church Street, just north of the Middletown Train Station.
5. The easterly most portion of the south side of Kings Highway.
6. A portion of New Monmouth Road Just north of Rt. 35.
7. Portions of Newman Springs Road in the Lincroft section.

Commercial

The Township's commercial zones primarily exist along routes 35 and 36. These highways have gradually developed over many years into major strip commercial areas providing necessary shopping opportunities for residents of Middletown and neighboring communities. The B-1 and B-1A zone is intended to provide primarily neighborhood commercial centers for very localized trade. The B-1 and B-1A Zones are

also suited to buildings that incorporate a mix of residential and commercial uses that enhance neighborhood character and sustainability. Most of these areas are within easy walking distance of residents. The B-2 and B-3 zones provide for varying degrees of commercial uses and development intensities. In addition the Marine Commercial (MC) zone was created in 1990 adjacent to Raritan Bay and Compton's Creek. The Marine Commercial Zone was intended to create a waterfront mixed use district allowing residential, but primarily commercial uses.

Office Research/Business Park

During the 1980's a rapid growth of corporate office development was experienced within the Township, as well as the region. Land within the Township with good access to the Garden State Parkway was the primary focus of this development. Land uses within these zones generate substantial tax revenue and also provide for the majority of employment opportunity within the Township. The majority of land within these zones is developed although some of the existing developments have minimal room for expansion

Industrial

Little industrial development has occurred within the Township. The only remaining area still designated as industrial is the Kanen Lane area off of Route 35 which is mostly undeveloped except for the Township public works facility and recently constructed appliance warehouse. There are a few scattered nonconforming industrial uses throughout the Township, most of which have existed for more than 40 years. The other major area zoned Light Industrial is approximately 300+ acres, owned by the County of Monmouth. A small portion of

this area is the site of the Ferry Terminal and associated parking. The remainder consists of a former landfill currently undergoing a closure process and a large wetlands area.

Public Recreation and Housing

This zone allows for a portion of public land to be developed privately for the purpose of developing a new, all affordable 180 unit senior housing development. The remainder of the land is to be used for open space and recreation purposes.

Public Parks/Open Space

A total of 3,671 acres of land comprising 15% of the total area of the Township is devoted to public parks and open space. Of this amount 2,430 acres or 66% are owned and operated by Monmouth County. 1,241 acres or 34%, comprising 69 parks, are either Township owned lands or are included on the Township's Recreation and Open Space Inventory (ROSI). The Township and County Park lands offer a wide array of recreation opportunities including fishing, tennis, baseball, softball, roller hockey, platform tennis, soccer, miniature golf, theater, and passive recreation such as hiking trails and nature observation. It should be noted that the 1,792 acre Gateway National Recreation Area, a Federal Park, was excluded from the above parkland calculations.

Streets, Highways and Railroads

Middletown Township is traversed by numerous streets and highways, as well as two railroads, the New Jersey Transit North Coast Line and The Earle Navy Railroad. Major roadways traversing the Township include the Garden State Parkway and State Highways 35 and 36. The abandoned Central Jersey Railroad right-of-way has

been acquired by the Monmouth County Parks System. The total land area located within the right-of-way of streets, highways and railroads occupied 2418 acres or 10% of the total land area of the Township. This does not include the 150 acres occupied by the Earle Navy Road or railroad which will be counted as "military land."

Farmland

Active farmland within the Township of Middletown occupies 1,927 acres or 8% of the total land area of the Township. The primary farmland activity in the Township is the raising of horses. The amount of farmland in 1980 was 1,956 acres or 8% of the total land area of the Township. This represents slight decrease since 1980.

Other Land Uses

This category consists of uses such as private golf courses, non-profit or non-public tax exempt property cemeteries, private and parochial schools. Other land uses occupy 2,076 acres or 8% of the total land area of the Township.

Military Land

The Earle Naval Base occupies 705 acres or 3% of the total land area of the Township. Naval Weapons Station Earle was developed in 1943 to serve as a depot in the New York area for supplying and loading ships with ammunition. The base itself is divided into three separate areas. The main station is located just south of Colts Neck, while the waterfront and Chapel Hill areas are located in Middletown Township. A government owned railroad and highway, Normandy Road, connect all three. Four piers project into the Sandy Hook Bay and are connected to the mainland by a 9,061 foot trestle, which is presently being rehabilitated.

Vacant/Undeveloped Land

Vacant/undeveloped land occupies 1419 acres or 6% of the total land area of the Township. However, approximately 1183 acres or 4.8% consists of tidal and freshwater wetlands which are essentially not developable. Clearly this leaves very little vacant developable land. However it is important to understand that there is still a significant amount of farmland, much of which will still have development potential. It should also be noted that while it appears that since 1993 it appears that slightly over 1000 acres of land has been developed, one must look more closely. Clearly a certain amount has been developed, however since 1993, 324 acres of new parks and open space have been added. The Township continues to pursue open space acquisition and preservation, utilizing its Open Space Trust Fund and dedicated tax revenue (See Recreation and Open Space Element). At this time the Township is in negotiations to acquire and preserve approximately 180 additional acres of land.

Table L3, "Existing Land Use," lists the acreage and the percent of all lands in the Township dedicated to each of the above description land uses. As shown, residential development (39%) is the predominant land use followed by public parks (18%), farmland (8%) and other land uses (8%).

**TABLE L3
Existing Land Use**

	Area (acreage)	% of Township
Vacant/Undeveloped	1,419	6%
Residential	9,516	39%
Multi-Family Residential	563	2%
Commercial	1,561	6%
Industrial	5	0%
Farmland	1,927	8%
Military Land	705	3%
Public Parks/Open Space	3,671	15%
Public Schools	587	2%
Other Land Uses	2,076	8%
Streets, Highways & Railroads	2,418	10%
Total	24,448	100%

Proposed Land Use Plan

Residential Districts

1. The Township should pursue and implement the density recommendations contained in the McClees Creek Study, prepared by T&M Associates in November 2002 and revised in January 2003. This area of the Township contains some of the most fragile and environmentally important features of our region and heightened protection of land in this area is in the general interest of the community.
2. Portions of the Township generally located West of the Garden State Parkway and primarily encompassing Brookdale Community College, Thompson Park, Christian Brothers Academy, Bamm Hollow country Club and Sunnyside Recreation Area should be maintained in a lower density zone, as presently designated, limiting density to one dwelling unit per five acres.
3. The Township should consider rezoning of the following areas:

- Area 1 Block 517, lots 3 – 8
- Area 2 Block 532, lots 42 and 43
- Area 3 Block 732, lots 10-13

These three areas have similar characteristics in that they are located on State Highway 36, but do not necessarily lend themselves to commercial development. The Township should consider the development of a revised zoning scheme that would either create a conditional use or an overlay zone that would allow a multi-family residential option. Densities for Areas 2 and 3 should be limited to approximately 7-8 dwelling units per acre, while Area 1 could support a density up to 15 dwelling units per acre. In all cases mixed-use development should also be permitted as an option. In this case the residential density should be decreased with the introduction of Commercial uses. In all cases there should be an affordable housing component to these sites.

4. The “Future Land Use Plan” map incorporates the following Land Use Plan policies and achieves consistency with the Master Plan Housing Element and Fair Share Plan adopted in December 2008:

- Block 1063, Lot 10 – This 68-acre tract is designated as “multifamily” and should be zoned for residential development at a density of approximately 5.5 units per acre. Phasing site development at this tract would be acceptable provided appropriate levels of infrastructure improvements are completed by the developer at defined stages of construction to ensure adequate public services are provided and traffic impacts are sufficiently

mitigated. Future site development should be guided towards the limits of established built areas that contain impervious surfaces (e.g. parking areas, building footprint).

- Block 600, Lots 34, 35.01 & 35.02 – This 30-acre tract is designated as “multifamily” and should be rezoned for non-age restricted residential development at a density of approximately 11.5 units per acre. A commercial land use designation is no longer appropriate at this location.
- Block 795, Lots 23 & 24 - This 17-acre tract is designated as “multifamily” and should be rezoned for residential development at a density of 8 dwelling units per acre.
- Block 795, Lot 19 & 5.01 (portion) – This tract is designated as “multifamily” and should be rezoned for residential development at a density of 8 dwelling units per acre. A multifamily land use designation is appropriate only for that portion of Lot 5.01 at the southwesterly corner of the tract extending approximately 1,000’ east from Laurel Avenue to Mahoras Creek.
- Block 732, Lots 10, 11, 12, 13 & 21 - This 6-acre tract is designated as “multifamily” and should be zoned for residential development at a density of 8 dwelling units per acre. A commercial land use designation is no longer appropriate at this location.
- Block 517, Lots 3 through 8 - - This tract is designated as “multifamily” and has been zoned for residential development. A commercial land use designation is no longer appropriate at this location.
- Block 532, Lots 42 and 43- This tract is designated as “multifamily” and has been zoned for residential

development. A commercial land use designation is no longer appropriate at this location.

- Block 281, Lots 14 & 15 - This 2+ acre tract is designated as “multifamily” and should be zoned for residential development at a density of 24 dwelling units per acre.

A “multifamily” land use designation is suitable for the foregoing sites, and a variety of housing types is encouraged. Affordable housing setasides shall be consistent with Housing Element and Fair Share Plan policies.

Additionally, the “Future Land Use Plan” map incorporates the following Land Use Plan policies:

- Block 137, Lot 2.06 – This tract is designated as “multifamily” and has been zoned for residential development. The “Dunes at Shoal Harbor” residential development is situated here. A commercial land use designation is no longer appropriate at this location.
 - Block 496, Lots 5 and 6.01 - - This tract is designated as “commercial” and should be zoned for commercial and/or mixed-use development. A residential land use designation is no longer appropriate at this location.
5. The use of the mixed use development concept should be explored and encouraged for suitable areas and generally for small to mid-sized projects where the number of dwelling units should typically not exceed 20 – 25. Creative development techniques such as this should be considered in the development of ordinance amendments and design standards. For example certain allowances may need to be

modified for building heights and lot coverage calculations.

6. Emphasis should continue on enhancing the Village concept and neighborhood commercial revitalization efforts. The Township should pursue grants, particularly “Smart Growth Grants” and possible “Village/ Center” designation.
7. Zoning Amendments should be adopted to require affordable housing component in all new developments or an in lieu contribution.
8. The Township should eliminate the following areas now zoned RTF Zones as they are no longer suited for that purpose:
 - The East side of East Road, north of East End Avenue.
 - The Elizabeth Avenue Area.
 - Lands on Unity Road.

Planned Development

A Planned Development (PD) land use district at a tract containing approximately 120 acres located on the easterly side of Highway 35 between Kings Highway East and Kanen Lane is designated. This tract has been considered in the past for planned development, for age-restricted housing and for light industrial uses, and has been the subject of site plan applications to both the Planning Board and Zoning Board. Following longstanding and repeated litigation with the Township and other interested parties, the owner of this tract has secured certain rights to develop this tract with a substantial amount of non-age-restricted housing and commercial uses.

Ultimately, it is in the best interest of the Township to establish a zoning foundation

for Planned Unit Development at this tract at a reasonable residential density and commercial intensity. Planned Unit Development, when developed as a single-entity according to a plan, can result in a measurable benefit to the public by providing significant employment opportunities; by supporting the local economy; by providing public spaces for active and passive recreation; and by providing a variety of housing types with a range of affordability.

Encouraging a sustainable mix of residential and non-residential land uses through Planned Unit Development is a concept promoted by the State Development and Redevelopment Plan (SDRP) and is consistent with established SDRP policies for the Metropolitan Planning Area (PA-1).

Residential housing types could include single-family detached units, duplex units, multifamily buildings and residential units above commercial space. Assisted living facilities would also be appropriate. Construction of required affordable housing set-asides shall be consistent with Housing Element and Fair Share Plan policies, and shall net a minimum 160 credits towards the Township’s fair share housing obligation. At full build-out, residential density should not exceed 4.5 dwelling units per gross tract acre, which would result in approximately 500 total residences.

A sustainable combination of non-residential uses would include retail uses and services, restaurants, and offices, as well as cultural, entertainment, recreational and community facilities. The tract is not suitable for industrial uses such as manufacturing or distribution facilities. The gross-tract non-residential floor area ratio (FAR) should not exceed 12% (exclusive of residential floor area), which would result in approximately

620,000 square feet of non-residential floor area.

The reservation of space for the construction of an on-tract public facility to meet the Township's active recreation needs is essential. This reservation of space shall supplement required active and passive recreation and open space areas serving on-tract development. Any public indoor recreation facility for use by all Township residents would not be subject to non-residential FAR limitations. Provisions should be made by any future developer ensuring that any regulatory agency having jurisdiction (e.g. NJDOT, NJDEP) is fully apprised of the potential construction of a future public recreation facility, the scale of which shall be taken into account for all permit applications to said agencies.

Phasing site development over a period of years through a General Development Plan (GDP) at this tract is acceptable provided that the Township has assurances that an appropriate mix of residential and non-residential uses will ultimately be achieved at full build-out. Appropriate levels of infrastructure improvements (e.g. utilities, roadways, recreation) shall be completed by the developer at defined stages of construction to ensure adequate public services are provided and traffic impacts are sufficiently mitigated. Consistent with the Municipal Land Use Law at 40:55D-45.2, a GDP for this tract should include a general land use plan; a circulation plan; an open space plan; a utility plan; a stormwater management plan; an environmental inventory; a community facility plan; a housing plan; a local service plan; a fiscal report; a proposed timing schedule; and a developer's agreement.

Based on the foregoing, the Future Land Use Plan map eliminates the Active Adult

Community (AAC) land use designation and replaces it with a Planned Development (PD) land use designation. Moreover, considering the complex road access and traffic issues associated with the site's development, the PD land use designation replaces the Industrial land use classification for privately owned land along the northerly side of Kane's Lane. These policies achieve substantial consistency with the Master Plan Housing Element and Fair Share Plan adopted in December 2008.

Non Residential Districts

1. Consider recommendations to study seven potential redevelopment areas per the Local Redevelopment and Housing Law (LHRL):
 - The Area generally located along and between Rt. 36, Church Street, Main Street and Railroad Avenue in Belford.
 - The area generally encompassed by Block 599, lots 1.01, 4, 9, 37, 40 & 41. located at the northwest corner of Rt. 35 and Old Country Road.
 - The location of the former GPU/JCP&L facility on Leonardville Road in Belford.
 - A section of the North Middletown neighborhood situated along Port Monmouth Road generally located between Pacific Avenue and Hudson Ave. In order to reinforce the viability of the greater residential North Middletown neighborhood, the Township should conduct an investigation to ascertain if the area meets the criteria for designation of a "rehabilitation area" per the LRHL.
 - The location of the former Middletown Tool Rental facility and its environs located at Block 502, Lots 1, 2 & 7.

- The location of the former Steak & ale restaurant located at Block 615, Lot 94.
 - The entire Port of Belford area at the eastern terminus of Port Monmouth Road.
2. Efforts must be made to emphasize a strong commitment towards improving the visual quality of all our commercial areas. In the case of the highway commercial districts, high quality and financially capable businesses must be sought to act as anchors for smaller more specialized businesses. Existing commercial development standards and permitted uses should be reconsidered with an eye towards high quality standards to create incentives, particularly where redevelopment of under-utilized and dilapidated properties can be achieved. In Highway Commercial districts consideration should be given to encouraging vehicular and pedestrian access ways or connections from one commercial property to the next. This can be done by use of public sidewalks or private pathways with cross easements. Properly designed such access ways will promote efficiency and economy by reducing dependency on automobiles. A coordinated and cooperative effort must occur between the Township, tenants and property owners, with assistance from the Chamber of Commerce in order to make such improvements happen.

In the case of the Neighborhood Commercial Districts creative development standards and zoning regulations should be adopted to help encourage and promote reinvestment in these areas. Consideration should be given to seeking Community Development Block Grant (CDBG)

Funds or funds from other sources to plan for the revitalization of these areas, and to provide seed money and funding for physical improvements. Emphasis should be placed on encouraging pedestrian activity and access in these areas. High quality architecture and streetscapes should be sought.

One issue common to all commercial areas which must be re-emphasized is code enforcement. A strong code enforcement effort must be made in commercial areas. The emphasis of such code enforcement must be placed on the concept of eliminating activities which detract from the visual quality and economic vitality of the areas, such as the erection of illegal and nonconforming signs. Property maintenance ordinances must also be tightened and enforced. Failure to properly maintain buildings and properties in such ways as repairing broken windows in a timely manner, mowing lawns regularly, trash and litter pick-up, removal of banners and special event flags in a timely manner, etc., all contribute to visual blight and hinder efforts to make improvements to the community.

As a means of promoting a desirable visual environment, conserving open space, and preserving natural features in non residential development, floor area ratio limits should be employed as a creative development technique. Therefore, increases in floor area and building height should be considered to induce good civic design and site arrangements as well as a means of encouraging economically beneficial land uses in the Township, in appropriate locations. Some possible

examples that should be considered as elements of good civic design are:

- Developments that seek to locate off-street parking within a structure or underground thereby reducing impervious coverage, allowing for more open area, preserving natural features, reducing site disturbance, and improving the public view of the development site.
- Create or provide access, through dedications, easements, or other improvements, which assure the usability of public open space within, adjacent to, or in the vicinity of a development site.
- Locate surface parking outside of the required front yard area thereby increasing visible open space.
- Develop a site below the maximum lot coverage provided that the undeveloped space which results is preserved and would not otherwise have been created as a result of design standards and also provided that the design conforms to the zone district's minimums.

Where a development substantially incorporates the above design features, the maximum floor area permitted in the relevant zone districts could be increased. The maximum height could also be increased. Specific ratio and building height bonuses should be established by ordinance following an in depth study conducted by the Planning Board as to the appropriate standards for this concept.

Residential Office District

1. The Residential Office zone is still an appropriate land use technique. More appropriate standards should be

developed that will require that not only a residential look is maintained for new and remodeled buildings in the district, but also a residential scale or Floor Area Ratio and generally in keeping with building sizes in the vicinity. In addition where there exists within an R-O district a property that is larger than typical, or where properties are combined to form larger lots, the regulations should limit the size of individual structures so that multiple residential scale structures are built, rather than a single large structure, despite the fact that it might comply with the permitted Floor Area Ratio.

2. The Residential Office zone along the southerly portion of Rt. 35 should be rezoned in order to establish standards more suited to the highway location and to the lot sizes in the area, but the main emphasis of the R-O Zone, the residential look and scale, should be retained.
3. The R-O zone located in the vicinity of the Middletown Train Station on Church Street should be eliminated.
4. The R-O Zone applicable to the former GPU/JCP&L on Leonardville Road should also be revisited in conjunction with a possible redevelopment area designation.
5. The R-O Zone located at the intersection of Middletown-Lincroft Road and Nutswamp Road and Dwight Road should be eliminated.

State Development and Redevelopment Plan

The State Development and Redevelopment Plan (SDRP) was enacted in June 1992. The Township worked closely with the County

Planning Board throughout all phases of the Cross Acceptance process and up until final adoption of the Plan. The concept of the Plan is to determine where growth and development should and should not occur, with a regional perspective. The Township and Planning Board support the State Planning Process and are satisfied with the plan adopted in 2001. The concept of directing growth to centers and minimizing continued suburban sprawl is one which this Master Plan promotes, and would hope to achieve. The Township's emphasis on revitalization of existing village centers is consistent with this policy.

The majority of the Township has been identified as Metropolitan Planning Area (PA1). The Metropolitan Planning Area includes a variety of communities that range from urban centers to post-war suburbs. This Planning Area is fully developed, or almost fully developed with little vacant land available for new development. The McClees Creek and Claypit Creek drainage basins have been identified as an Environmentally Sensitive Planning Area (PA5). This area consists of several large tracts which are developed at a density of less than 1,000 persons per square mile and is not planned for public sanitary sewer service. The area also contains coastal wetlands, freshwater wetlands, steep slopes and natural landscapes of exceptional value which justifies an environmentally sensitive designation. The areas bounded by Laurel Avenue, New York/Long Branch Railroad and Holland Road as well as the area along Sunnyside Road has been designated Suburban Planning Area (PA2). These areas currently exhibit a land use pattern which lends traditional to suburban subdivisions or office developments. However, should development occur in this area, it is likely to be done in a fashion that will be consistent with a PA-2 designation.

Establishing the Planning Areas as proposed herein will ensure continued local and regional Land Use compatibility between the Township and adjoining communities.

Transfer of Development Rights

Transfer of Development Rights (TDR) is a technique which allows the conveyance of development rights by deed, easement or other legal instrument from one or more parcels of land to other parcels of land in order to assume the preservation of the sending parcel(s). The concept of TDR has potential to be an effective tool for preservation of open space and environmentally sensitive areas, particularly given recent changes to the law that allow noncontiguous TDR's to occur., providing far greater flexibility to users. Finding appropriate receiving areas is always difficult, particularly in substantially developed communities such as this one. Presently no such areas are recommended, but the Township should remain open to the possibility that TDR might be an option in the future.

Cluster Development

Cluster development can also be an effective tool, when utilized properly that can enable land development to occur in a manner that will have minimal environmental impact and minimal utilization of land, while preserving open spaces and natural features. Middletown presently allows cluster developments and should continue to do so. Zoning Ordinance standards should be modified to permit clustering regardless of minimum tract size. Additional incentives such as reasonable density bonuses should be provided when cluster designs utilize best management practices for stormwater infrastructure design and when critical

environmental resources are provided with enhanced protection. Lot averaging techniques should also be considered.

Floor Area Ratios for Single Family Residential Zones

The enactment of floor area ratio controls by the Township in 1985, has had a beneficial effect by establishing a zoning standard which controls the intensity of development in commercial areas. In 2000, the Township adopted floor area ratios for certain residential zones. To date they have had some positive impact. Consideration should be given to enhancing these regulations and possibly applying them in all or most residential zones. However the use of other less complex standards should be attempted before using Floor Area Ratio Limits in smaller lot zones.

Grandfather Clause

The Township Committee should adopt a zoning ordinance which would grandfather any lots in areas where the permitted density is being lowered. This will prevent currently conforming properties from becoming nonconforming merely because they are in an area being rezoned to a lower density. Without a grandfather ordinance, such properties could unfairly be forced to seek variances for even modest improvements to their properties such as additions and pools.

Critical Areas Regulations

The Township had tightened critical areas ordinances in order by effectively protecting environmentally sensitive lands. The regulations are geared towards preventing or severely limiting disturbance of critical areas. Further refinement and strengthening

should be carried out pursuant to applicable legal limitations.

Other Recommendations

1. Continue support of the efforts to revitalize the Port of Belford commercial fishing port and nearby properties through redevelopment and revitalization of properties. The area in question should be developed in a manner that will enhance and support the commercial fishing industry by establishing appropriate business and industries. Use of waterborne access should be incorporated into future planning efforts in this area. Incorporation of the January 2009 Port of Belford Economic Feasibility Study and Conceptual Development Plan as a Master Plan background study is recommended.
2. Continue use of Federal Land Status for EARLE and Sandy Hook.
3. While the Township does not have direct oversight or jurisdiction over Sandy Hook, this area represents a true landmark truly significant place in this region. Every effort should be made to preserve and enhance the existing character of the park. The park presently provides for a variety of recreational and educational opportunities for the public. Further expansion of the active use areas and their potential impacts on the park should be seriously considered before implementation.
4. A new “Park” Zone should be established for all public parks in the Township. This will provide for a more realistic view of the Township on maps and will result in more precise

calculations of land uses and potential future build-out data.

5. The Planning and Development Regulations should be updated to current standards for the prevention of flood damage before September 25, 2009. Adoption of the Model Flood Damage Prevention Ordinance prepared by the NJDEP should be considered. This will permit the Township to continue participation in the National Flood Insurance Program (NFIP) as administered through the Federal Emergency Management Agency (FEMA). An updated ordinance should adopt FEMA's updated Flood Insurance Study (FIS) and Flood Insurance Rate Maps (FIRM). The ordinance should, where appropriate, enhance FEMA's minimum requirements. Enhancements will assist the Township in obtaining a higher rating when participating in FEMA's Community Rating System (CRS), which could result in substantial flood insurance policy savings to property owners. FEMA's pending map updates will have substantial impacts on property owners in the North Middletown neighborhood, the entirety of which will be located within a flood hazard area for the first time in many decades.
6. Monmouth County is in the process of updating the County Wastewater Management Plan, which could substantially amend and reduce sewer service areas within the Township. The Township should continue to work closely with local, County and State representatives to ensure all land use policies remain consistent.

III. CIRCULATION ELEMENT

Introduction

The Circulation Plan Element for Middletown Township is composed of several elements including:

- Functional classifications of streets
- Traffic accident statistics and analysis
- Transit inventory including rail, bus and ferry
- Circulation issues and recommendations

Circulation and transportation facilities within Middletown Township perform a central function to the regional circulation and transportation systems within northern Monmouth County. The Township's principal roadway circulation system has not changed significantly over the past forty years since the advent of the Garden State Parkway. While improvements, expansions and additions to the basic transportation network have helped improve the efficiency and effectiveness of the system, the basic pattern of roadways, rail facilities and other circulation systems have remained relatively constant.

Streets - Functional Classification, Policies and Traffic Accidents

To properly analyze the street system in Middletown Township, it is necessary to classify each street according to the function it performs or should perform. Once classified, a street can then be treated as to its effectiveness in performing its intended function. The various types of street classifications and the functions of each type of street complies with the Uniform Functional Classification of Streets established by the U.S. Department of Transportation in conjunction with the New

Jersey Department of Transportation and the Monmouth County Planning Board.

Freeways or Expressways

Freeways or expressways are high speed, high capacity, limited access highways devoted entirely to the movement of motor vehicles and which provide no direct access to abutting properties. They generally traverse large areas of the larger region, and connect to freeways located in adjoining counties and states.

Design features of freeways include the separation of opposing multiple traffic lanes by a continuous center barrier or median strip and full access control and grade separations at intersections or interchanges which are generally widely spaced. At present only the Garden State Parkway (GSP) can be classified as a freeway or expressway in Middletown Township. GSP Exits 109 and 114 are located in Middletown, and serve to provide access to and from the regional circulation system. A recent expansion to Exit 114 southbound from Red Hill Road has enhanced access to the GSP from both Middletown and Holmdel.

Primary Arterial Roads

Primary arterial roads serve as major feeder roads to and from the freeway systems and carry major movements of traffic between the principal traffic generators in a region. In areas such as Monmouth County where the freeway system is limited, they also act as carriers for major regional traffic flows. Primary arterial roads usually have four or more traffic lanes and provide direct access to abutting properties. Curb openings are a secondary function of arterial roads which often interfere with the flow of traffic. Primary arterial roads are usually intersected at grade and utilize timed traffic signals, jug

handle intersections, center barriers and lane markings to facilitate traffic flow. New Jersey State Highway Routes 35 and 36 and the portion of Monmouth County Route 520 east of the Garden State Parkway are the primary arterial roads that pass through Middletown Township.

Secondary Arterial Roads

Secondary arterial roads generally connect collector streets with primary arterial roads and freeways and often act as alternate routes for primary arterial roads. Like primary arterial roads, they serve abutting properties, utilize signalized intersections but carry less traffic and often have only one traffic lane in each direction. Where ever practical, secondary arterials should be widened to provide a separate left turn lane, even if the road contains only one traffic lane in each direction. Secondary arterial roads are anticipated to carry traffic volumes ranging from 3,000 to 10,000 vehicles per day. The right-of-way for each County secondary arterial road should be consistent with the desired right-of-way widths shown on the Monmouth County Highway Plan prepared by the Monmouth County Planning Board.

Secondary arterial roads in Middletown are:

- Bamm Hollow Road*
- Chapel Hill Road*
- Cherry Tree Farm Road*
- Dwight Road*
- East Road*
- Everett Road*
- Half Mile Road*
- Harmony Road*
- Hubbard Road*
- Kings Highway*
- Kings Highway East*
- Laurel Avenue*
- Leonardville Road,*

- Locust Avenue*
- Locust Point Road*
- Main Street (Belford)*
- Main Street (North Middletown)*
- Middletown Lincroft Road*
- Navesink Avenue*
- Navesink River Road*
- Newman Springs Road (west of the Garden State Parkway)*
- New Monmouth Road*
- Nut Swamp Road*
- Oak Hill Road*
- Palmer Avenue*
- Phalanx Road*
- Port Monmouth Road*
- Red Hill Road*
- Stillwell Road*
- Swimming River Road*
- Thompson Avenue (from Palmer Avenue to Route 36)*
- Tindall Road*
- Van Shoick Road*
- West Front Street*

Collector Streets

Collector streets provide access between local streets and primary and secondary arterial roads. They provide access to abutting properties and carry traffic from residential neighborhoods to arterial roads. Collector streets which are municipal roadways should have a minimum right-of-way width of 60 feet, with one moving traffic lane in each direction. Collector streets which are County roads should contain a right-of-way in accordance with the Monmouth County Highway Plan prepared by the Monmouth County Planning Board.

Collector streets in Middletown are:

- Apple Farm Road (from Route 35 to Rutledge Drive)*

Appleton Avenue (from Route 36 to Center Avenue)
Bowne Road
Bray Avenue
Broadway (from Church Street to Main Street)
Broadway (Belford)
Broadway (Leonardo)
Browns Dock Road (from McClees Road to Navesink River Road)
Campbell Avenue
Center Avenue
Church Street (from Leonardville Road to Broadway)
Church Street (Belford)
Cooper Road (from Route 35 to Luftburrow)
East Monmouth Avenue
First Avenue
Grand Avenue
Hamilton Drive
Harmony Avenue
Hartshorne Road
Hillside Avenue
Holland Road
Hosford Avenue
Leedsville Road
Leonardville Road (from Route 36 to Monmouth Avenue)
Main Street (from Route 36 to Port Monmouth Road, Belford & Port Monmouth)
Murphy Avenue
North Leonardo Avenue
Ocean Avenue (from Thompson Avenue to Port Monmouth Road)
Park Avenue
Pelican Road
Portland Road
Rutledge Road
Shultz Drive (from Newman Springs Road to Half Mile Road)
Spruce Drive
Sunnyside Road
Swartzel Road
Thompson Avenue (Leonardo)

Turnberry Drive (from West Front Street to Leedsville Drive)
Twin Brooks Avenue (from Route 35 to Spruce Drive)
Valley Drive
Whipporwill Valley Road
Wilson Avenue (from Route 36 to Cherry Tree Farm Road)
Woodland Drive

Local Streets

Local streets have the primary function of providing access to abutting properties. They also serve as easements for the various public utilities and provide light and air to adjacent buildings. Local streets should have sufficient right-of-way widths that are consistent with Residential Site Improvement Standards, with suitable shade tree and underground utility easements.

Some local streets serve as "local collectors." While not included in the Federal Functional Classification System, local collectors often serve a dual function of property access and traffic collection. Local collectors often serve as "through" streets in major subdivisions and planned developments, and should have enhanced right-of-way widths that reflect this role. It is recommended that the additional right-of-way be utilized to promote a boulevard design along these local collectors.

In the older sections of the Township where the streets are in relatively poor condition, it is recommended that these streets be upgraded with new paving, curbs, sidewalks and street trees. In these areas a narrower street right-of-way should be considered where adjacent land is nearly built-out. The right-of-way should be reflective of actual conditions, so that questions of future right-of-way dedications can be avoided on small isolated lot applications.

Traffic Accidents

Although a primary cause of traffic accidents is negligence on the part of motor vehicle operators, other factors such as poor sight distance, inadequate traffic controls, increased traffic volumes and poorly designed or maintained streets also contribute to the cause of accidents. A review of the history of traffic accidents within a community-often reveals problem locations where improvements should be considered. Streets and street intersections having large numbers of accidents usually have physical design problems that should be corrected.

In 2003 the Middletown Police Department reported a total of 1,946 accidents involving personal injuries or property damages. This represents a 35% increase from the 1991 total of 1,434 accidents, and a 44% increase from the 1980 total of 1,344 accidents. 2003 accidents resulted in 6 fatalities and 555 nonfatal injuries. While the number of fatalities did not increase dramatically from the 1991 total of 5, there was a 31% jump from the 1991 total of 423 nonfatal injuries.

The marked increase in total traffic accidents and associated nonfatal injuries places a strain on municipal services and emergency response times. Increased quantity of traffic accidents can be attributed to the growth of commercial development, inadequate roadways and a continued trend towards increased automobile usage. The following pages analyze these accidents in terms of types, time of day, time of year and road locations.

TABLE C1
Type of Traffic Accidents - 2003 And 1991

Type	2003	1991
2+ Motor Vehicles/Intersection	612	587
2+ Motor Vehicles/Non Intersection	552	561
Bicyclist	10	not captured
Pedestrian Accidents	11	17
Fixed Object Collision/parked car	382	67
All Other (incl. private property)	330	202
Deer	49	not captured
Total	1,946	1,434
Fatal Injuries	6	5
Non-fatal injuries	555	423

- The most frequent type of traffic accident in 2003 involved two or more motor vehicles at an intersection. A total of 612 such accidents occurred, which represents a 4% increase from 1991.
- The second most frequent type of accident in 2003 involved non-intersection accidents with two or more vehicles, though this type of accident experienced a minimal 2% decrease.
- Collisions with fixed objects or parked cars increased dramatically between 1991 to 2003 to 382. This increase may be reasonably attributed to increased traffic volumes and improved communications to the Police Department.
- 9% of the total motor-vehicle accidents in 2003 included non-fatal injuries, which is roughly the same percentage as 1991.

TABLE C2
Traffic Accidents by Time of Day - 2003 and 1991

Hour Beginning	2003	1991	% change
12am	32	25	28%
1am	25	21	19%
2am	17	17	0%
3am	18	5	260%
4am	9	4	125%
5am	9	5	80%
6am	31	18	72%
7am	90	62	45%
8am	101	72	40%
9am	110	63	75%
10am	109	72	51%
11am	110	90	22%
12pm	149	101	48%
1pm	130	104	25%
2pm	139	101	38%
3pm	131	103	27%
4pm	165	121	36%
5pm	150	122	23%
6pm	129	65	98%
7pm	84	51	65%
8pm	71	82	-13%
9pm	61	54	13%
10pm	46	30	53%
11pm	30	31	-3%

- Approximately 23% of all vehicle accidents occurred during evening rush hours (4PM to 7PM). In contrast, only about 11% of the total vehicle accidents occurred during morning rush hours (6AM to 9AM).
- Most accidents within the Township occur between 4-5PM and 12-1PM. A total 314 accidents occurred during these two heavily trafficked hours, representing 16% of the total Township accidents. Between 1991 and 2003, the accident rate between 4-5PM increased by 36%, and the accident rate between 12-1PM increased by 48%.
- The number of accidents that occurred between 2-3PM increased by 38% to 139. In general, this can be attributed to (1)

increased traffic volumes, and to (2) increased reliance on private motor vehicles instead of school buses to pick-up schoolchildren.

- The only time of day in which there was a substantial decrease (11%) in accident volumes was between 8-9PM.

TABLE C3
Traffic Accidents by Month: 2003 and 1991

	2003	1991	% change
January	163	122	34%
February	172	102	69%
March	134	111	21%
April	133	117	14%
May	183	135	36%
June	181	127	43%
July	145	113	28%
August	172	123	40%
September	131	107	22%
October	165	106	56%
November	169	128	32%
December	198	145	37%

TABLE C4
Traffic Accidents by Street: 2003 and 1991

	2003	1991	% change
Route 35	190	190	0%
Route 36	121	108	12%
Newman Springs	130	94	38%
Middletown Lincroft	63	62	2%
New Monmouth	41	41	0%
Navesink River	45	40	13%
West Front Street	46	31	48%
Navesink Avenue/County	20	19	5%
Red Hill	81	18	350%
Chapel Hill	16	17	-6%
Hubbard	12	17	-29%
Palmer	13	16	-19%
Harmony	27	16	69%
Center Ave/Leonardo	6	15	-60%
Tindall Road	24	13	85%
East Road	15	13	15%
Bamm Hollow	8	12	-33%
Bray Avenue	9	12	-25%
Kings Highway	20	11	82%
Everett Road	8	11	-27%
Nut Swamp	15	11	36%
Half Mile	24	10	140%
Kings Highway East	27	10	170%

TABLE C5
Roadways with Most Frequent Accidents in 2003

2003 Rank	1991 Rank	Roadway	# 2003 Accidents	# 1991 Accidents
1	1	Route 35	190	190
2	3	Newman Springs Rd.	130	94
3	2	Route 36	121	108
4	10	Red Hill Rd.	81	18
5	4	Middletown Lincroft Rd.	63	62
6	7	West Front St.	46	31
7	6	Navesink River Rd.	45	40
8	5	New Mon. Rd.	41	41
9	12	Harmony Rd.	27	16
10	22	Kings Highway E.	27	10

As is depicted in Table C5, the Township’s three primary arterial roadways, i.e. Route 35, Newman Springs Road, and Route 36, experienced the largest number of accidents in 2003. In fact, accidents on these three roadways comprised almost 23% of the Township’s total motor vehicle accidents. While there was no measurable increase in the number of accidents along Route 35, accident volumes increased along both Newman Springs Road (38%) and Route 36 (12%).

Accidents along these primary arterials can be attributed to traffic volumes that are approaching or operating at design capacity during peak hours; numerous intersecting streets, many of which are at acute angles with inadequate sight distance; and numerous curb openings, with insufficient separation between access drives of abutting uses.

The 81 total accidents along Red Hill Road represent a 350% increase from 1991. This

can be attributed to an array of causes including challenging roadway geometry and slope, as well as increased traffic attributable to AT&T, Route 35 commercial areas and the Middletown Train Station. Notable accidents volume increases also include Harmony Road (69%) and Kings Highway East (170%).

Transit Inventory – Local and Regional

Rail

The former New York and Long Branch Railroad, now operated by the NJ Transit, traverses the Township in a general north-south direction. NJ Transit provides passenger rail service via the North Jersey Coastline at the Middletown train station, which is located near the intersection of Middletown Lincroft Road (CR-50) and Railroad Avenue.

The Middletown train station is situated generally at the midpoint between New York Penn Station and the Bay Head station in Ocean County. Two parking lots are provided at the station, with a combined parking capacity of over 1,600 vehicles.

TABLE C6
Middletown Train Station – Parking Lot Usage*

	Capacity	Used	% Occupied
NJ Transit Lot			
Standard	1343	1123	84%
ADA	25	10	40%
Municipal Lot			
Standard	245	175	71%
ADA	0	0	NA
Total:	1613	1308	81%

* per March 2003 NJ Transit Survey

Township operated shuttle buses provide access from the train station to an off-site commuter parking area located at Sears

department store at Route 35 and Kings Highway.

Approximately 70 rail departures and arrivals take place in Middletown on a standard weekday, with about 11 morning peak hour departures and 12 afternoon peak hour arrivals. The North Jersey Coast Line provides access to myriad other mass transportation routes and modes located further north including the Northeast Corridor, PATH trains and Newark Liberty International Airport.

The original train station structure was built in 1876 to service the village of Middletown. This small wooden depot is a historic structure and is listed as site #77 in the Middletown Village Historic District. This historic structure has been the periodic recipient of County grants and local funds for ongoing rehabilitation.

Bus

Local bus service in Middletown is provided by NJ Transit, and commuter bussing to New York City and Jersey City is provided by Academy Bus Company, a private company. Table C7 clarifies existing routes and general hours of operation.

**TABLE C7
Middletown Bus Routes**

Bus Route	Trips per Day	Hours of Operation (Twp.)	Middletown Bus Stop Locations
New Jersey Transit			
#817 – Campbell’s Junction / Perth Amboy	28	5:30 AM – 7:15 PM	<ul style="list-style-type: none"> • Main St. & Leonardville Rd. (Belford) • Rt. 36 & Main St. (Port Monmouth)
#833 – Red Bank / Freehold	20	7:45 AM – 6:45 PM	<ul style="list-style-type: none"> • Brookdale College (Lincroft)

#834 – Red Bank / Atlantic Highlands	30	6:00 AM – 8:30 PM	<ul style="list-style-type: none"> • Rt. 35 & Chapel Hill Rd. • Rt. 35 & New Monmouth Rd. • Campbell’s Junction • Rt. 36 & Leonard Ave. • Rt. 36 & Navesink Ave.
Academy Bus			
Rt. 36 to Port Authority	60	5:00 AM - 2:00 PM	<ul style="list-style-type: none"> • Leonardo • Port Monmouth • North Middletown
Rt. 36 to Wall Street	15	5:30 AM - 10:00 PM	<ul style="list-style-type: none"> • Leonardo • Port Monmouth • North Middletown
Rt. 35 to Port Authority	6	6:00 AM - 7:30 PM intermittent	<ul style="list-style-type: none"> • Navesink River Rd. • Chapel Hill Rd. • Kings Highway East • New Monmouth Rd. • Harmony Rd. • Palmer Ave.
Jersey City Express	6	6:30 AM to 7:30 PM intermittent	<ul style="list-style-type: none"> • Lincroft (Garden State Parkway Exit 109)
Port Authority Express	10	5:30 AM – 8:30 PM intermittent	<ul style="list-style-type: none"> • Lincroft (Garden State Parkway Exit 109)

The Township maintains numerous commuter parking lots along the Route 36 corridor to facilitate transit ridership. These lots include the American Legion; Wild Scallion & Community Fire Co.; Retail mall (Main St. and Rt. 36 Port Monmouth); Route 36 & Thompson Avenue; and Jacques Banquet Hall. The Belford Independent Fire

Company may also serve as a future recourse for parking associated with local and regional transit.

Ferry

Monmouth County has completed construction of a ferry landing, terminal and parking facility at Belford Harbor at the northern terminus of Main Street. Ferry service is provided between Middletown and Manhattan by New York Waterway, a private company. Presently, 40 ferry trips per day are provided via Belford, with a total 30 peak commuter hour trips. Ferries dock at Pier 11 (Wall Street), the World Financial Center and at West 38th Street in Manhattan.

This County sponsored project has proven quite successful, and enhances other Bayshore ferry services provided from Atlantic Highlands, Highlands and South Amboy. The County intends to expand its existing 500 space parking lot to address increasing commuter demand.

Future consideration should be given to providing a passenger ferry dock on the westerly side of Compton Creek in association with the redevelopment of the Belford Seafood Coop site. This location is important to consider for passenger service for future employees at the Bayshore Technology Center, and for commuting residents of proximate multifamily development (e.g. Dunes at Shoal Harbor, Park Ferry). Water taxi service may provide the best option in this area.

Issues and Recommendations

Roadway and Intersection Improvements

1. Taylor Lane/Cherry Tree Farm Road/Palmer Ave - Taylor Lane is an unimproved road approximately 33 feet wide and serves as a cut through for vehicle trips between Route 35 and Devonshire Court. The road intersects the Route 35 and Cherry Tree Farm Road jug-handle at an acute angle. Consideration should be given towards the physical realignment of Taylor Lane to eliminate this unsafe traffic condition. Taylor Lane should be relocated so as to intersect Route 35 directly across from Palmer Avenue or Cherry Tree Farm Road. The Township should work jointly with the State Department of Transportation as well as the adjacent property owners to determine a fair share cost breakdown.
2. Swimming River Road/Middletown Lincroft Road/Newman Springs Road – the functional capacity of this busy intersection to handle increased local and regional traffic has been consistently eroding. This is particularly the case during morning peak hours, where extensive delays encourage cut-through traffic at residential side streets and commercial parking areas. As Monmouth County completes its study of the entire Route 520 corridor, special consideration should be given to this intersection. Design alternatives that are considered should be mindful of best practices in traffic calming design.
3. Red Hill Road – At the time of the 1993 Master Plan, consideration was given to the widening of Red Hill Road from two to four lanes at the Garden State Parkway interchange 114 to accommodate future traffic needs.

A design was espoused that would entail the reconstruction of the Red Hill Road/Van Schoick intersection to direct traffic towards State Highway Route 35, via Van Schoick Road. The perceived benefit of the realignment was that a congested four way intersection would be eliminated, and the scenic corridor resources of Van Schoick Road and Kings Highway East would be retained. This design recommendation remains valid.

4. Half Mile Road & Exit 109 - Intersection and road improvements are needed to alleviate existing peak hour congestion at Half Mile Road and Exit 109. Congestion is particularly acute during evening peak hour for right turn movements from Half Mile Road onto Route 520. A double-right turn lane could serve to alleviate this problem. Additionally, northbound traffic exiting at Exit 109 often backs up onto the Garden State Parkway as a result of inadequate queuing space and outmoded road geometry. State and County officials should address this issue comprehensively as the final Route 520 corridor study is completed.
5. Brookdale Community College (BCC) – BCC’s role as an educational and community resource has been steadily increasing. As BCC takes on greater responsibilities, its enrollment and employee base have increased rapidly. Since BCC is entirely a commuter-based educational facility, traffic impacts on the Lincroft neighborhood have become apparent in the form of increased congestion, traffic accidents and residential cut-through traffic. As BCC continually updates its Facilities Master Plan, greater emphasis should be placed on assessing traffic impacts on the surrounding community. Monmouth County is assessing a

variety of design alternatives for the intersection of County Route 520 and the main entrance to Brookdale Community College. At peak hour, this intersection experiences substantial delays that place a burden on local residents. One of the more imaginative design alternatives includes the installation of a roundabout at the entrance to the College, an option that would keep local and regional traffic in motion. The impacts of this design alternative have not yet been specifically discussed by the County, and the reconfiguration and potential redesign of the Swimming River Road/Middletown Lincroft Road/Newman Springs Road intersection should be considered in tandem with the BCC roundabout alternative.

6. Church Street & Kings Highway – Northbound congestion has been increasing at this intersection as a result of increased traffic volumes, inadequate turning lanes and substandard sight distances. Left-turns from Kings Highway to Church Street are challenging due to deficient shoulder width. Consideration should be given to improving this situation by constructing dedicated right and left turn lanes. Alternatively, a traffic signal should be installed that enhances traffic safety. Sensitivity must be exercised relative to the design of any traffic improvements based on this intersection’s location within the core of the Middletown Historic District.
7. Gillville Lane – Roadways in the vicinity of Gillville Land including Unity Road and Birchwood Lane remain unimproved. These roadways, which provide access to residential lots,

- should be improved to residential standards, and necessary infrastructure should be extended.
8. Woodland Drive/Route 35/Kanes Lane – Future development within and adjacent to the Active Adult Community Zone that are proximate to this intersection should address improved access to Kanes Lane and the potential reconfiguration of the Route 35 jughandle.
 9. New Monmouth Improvements – Monmouth County is positioned to embark on a roadway improvement project that includes sections of Cherry Tree Farm Road, Leonardville Road, New Monmouth Road, Tindall Road and Park Avenue. The intent is to improve roadway geometry to ease turning movements and increase traffic safety.
 10. Cherry Tree Farm Road/Harmony Road – East/west congestion occurs at this intersection based on inadequate shoulder width and the lack of dedicated turning lanes. The feasibility of modest roadway widening at this intersection should be considered to ease traffic flow.
 11. State Highway Intersections – Levels of service at certain local intersections with State Highways 35 and 36 (e.g. Harmony Road, Tindall Road, Wilson Road) have been steadily eroding. A comprehensive analysis should be completed of all major intersections along these highways to determine required improvements.
 12. East/West Circulation – The Township’s established roadway and rail network does not readily promote east-west vehicular patterns. Additional opportunities to encourage additional east-west access routes should be investigated. Options could include creating an additional crossing over Normandy Road at Kanes Lane, and Red Hill Road improvements at Dwight Road.
 13. Cross Access – The capacity and safety of both primary arterials and collector roads is enhanced by minimizing the number of curb openings on highways. Encouragement of centralized off-street parking areas that can be utilized by two or more properties will help to reduce the number of vehicular access points to arterial roads. Reduction of curb openings should also be achieved through the use of internal collector streets. These streets generally parallel arterial highways and serve as the primary access points. Development along arterial highways should be situated between the highway and internal collector roads to provide adequate visibility, avoid traffic conflicts as well as provide desirable streetscape and aesthetic view. This concept could work particularly well as part of the overall Route 520 improvement plan in the Lincroft neighborhood at key locations in the B-1 Zone. Specifically, the feasibility of a two-way access road extending between Middletown Lincroft Road and the Acme shopping plaza could improve neighborhood traffic circulation, as could a service road extending parallel to Route 520 to Rose Street.
 14. Impact fees – The development community should be held accountable for traffic impacts on local roadways and intersections. A detailed analysis of the functional capacity of local roadways and intersections should be completed to provide the rational basis for a traffic impact ordinance. Required requirements for on-and off-tract road improvements would be

clarified as development proceeds throughout the Township. A traffic impact ordinance that develops a methodology for uniformly assessing and acquiring fair-share contributions for off-tract road improvements should also be considered.

the County and NY Waterway, the private entity that currently provides ferry service at the Belford terminal. To date, NY Waterway has not committed to participating in the shuttle service arrangement.

Transit

1. Middletown Shuttle – Both Monmouth County and the Township have been investigating the feasibility of providing enhanced local shuttle bus service. Currently, a shuttle bus service provides transportation between the Middletown train station and a commuter lot at the Sears department store. This service has been received with mixed-results, and is not utilized as heavily as originally anticipated. Encouraging commuting to Middletown employers via mass transit (e.g. reverse commuting) is an issue that can be addressed via local shuttle bus service. Two alternatives for new local shuttles are being considered:

- *Route 35 Shuttle Bus* – This option would provide a single hourly shuttle service between 7:30 AM and 10:30 PM between Campbell’s Junction, the Middletown train station and Holmdel Commons / Holmdel Town Center.
- *Dock & Roll* - Shuttle bus service between the Belford ferry terminal and the Middletown Train station during peak commuter periods, with peak-hour stops at Holmdel Commons on Route 35. Midday service would incorporate a Campbells’ Junction stop. This alternative would require a partnership between the Township,

2. Expanded Bus Service – At present, only one NJ Transit bus route provides a transit option for Brookdale Community College students and employees. This route follows an east/west pattern between Freehold and Red Bank. Morning service hours are particularly limited, which may have an impact on increased private motor vehicle traffic. Consideration may be given to expanding the service hours for NJ Transit bus route #833 to encourage higher usage during morning and evening peak hours. Additionally, the feasibility of providing a shuttle service between the Middletown train station and the BCC campus should be considered.

Bicycling

1. Bikepaths - Monmouth County’s Henry Hudson Trail provides an extensive, nine-mile bikepath along a previous railroad line in the Bayshore neighborhoods. This bikepath will eventually be extended an additional 12 miles towards Freehold Borough, and may also connect with the recently improved Gateway National Recreation Area bikepaths. On- and off-road, well delineated bikepath spurs should be encouraged to extend from the Henry Hudson trail towards other bayshore recreational facilities. In particular, the feasibility of extending a new bikepath between the Belford section of the Henry Hudson

Trail and Navesink River Road should be investigated. This bikepath would run along an old trolley right-of-way and that is currently owned by an array of entities. Moreover, the Township should seek to improve and better identify an existing bikepath in the New Monmouth area between Harmony Road and Tindall Road.

2. Standards – The Township should identify suitable roadways and areas for on- and off-road bikepaths. Bikepaths can be required as on- and off-tract improvements for new infill development. Monmouth County bikeway plan can provide a template for the prioritization of important routes and suitable roadways.

Traffic Calming

Traffic calming is a form of traffic planning that endeavors to balance the use of streets between motor vehicles, pedestrians and bicyclists. Principal goals of traffic calming include reducing vehicle speeds, improving safety, and enhancing quality of life. The issues of traffic speeds and volume are often interrelated, and Middletown’s array of neighborhoods precludes any one “solution” to traffic problems. Each neighborhood has its own set of challenges relative to traffic, and community involvement is essential to devising context-sensitive solutions.

Broad techniques to achieve traffic calming include:

- Reduce the speed at which automobiles travel by altering roadway design
- Change the psychological feel of the street through design or redesign
- Increase incentives to use public transportation
- Discourage use of private motor vehicles

- Encourage people to organize their travel more efficiently

Depending on context, physical improvements can be made within the established environment to foster traffic calming. These include:

- Speed Humps
- Speed Tables
- Roundabouts
- Raised Crosswalks
- Neckdowns
- Chicanes
- Raised Intersections
- Textured Pavements
- Signage

A uniform set of benchmarks should be developed that serve as a guide in determining when physical alterations to existing and proposed roadways are warranted.

Sidewalks

1. Prioritization for Capital Improvements - Sidewalk installation projects are currently scattered throughout the Township. While certain projects undoubtedly have merit, a comprehensive plan has not been utilized to interconnect the existing sidewalk system to provide safe and efficient pedestrian pathways. It is recommended that the Township establish a Sidewalk Installation Plan. This plan would inventory all sidewalks along primary, secondary and collector roadways, and should prioritize future sidewalk construction. The plan would also have as a goal to install new sidewalks to connect existing public places. Such a sidewalk plan should determine where sidewalks are essential, and then

prioritize future installation where they are desirable. Priorities should be based upon such factors as proximity to schools, bus stops, parks and other public facilities.

2. Primary Arterials – At present, the Planning and Development Regulations require the installation of sidewalks along all right of ways unless unusual and specific circumstances are present. Pedestrian safety and mobility is a top priority throughout the Township, but is particularly essential along primary collector roadways such as Routes 35 and 36, and Newman Springs Road. Sidewalks should be provided for all new infill development along these roadways, and intersection improvements such as crosswalks and signage should be installed.

Scenic Roads

Scenic Corridors, which include roadways that extend through a variety of Township landscapes, contribute to the quality of life for all Township residents. These corridors contribute to a sense of community identity, and scenic roadways themselves function as important landmarks.

Expansive, unobstructed views and uniquely picturesque sections of the Township are quickly disappearing as development pressure mounts for the dwindling supply of developable land. Creative design techniques, context-sensitive structure locations, the retention of an agrarian atmosphere, and identification and delineation of important viewsheds are all essential components of scenic corridor preservation.

The following roadways are hereby designated scenic roadways:

- Beacon Hill Road from Portland Road to Leonardville Road*
- Broadway from Main Street (Belford) to Main Street (Port Monmouth)*
- Browns Dock Road – entire length*
- Chapel Hill road from Kings Highway East to Sleepy Hollow Road*
- Cooper Road - entire length*
- Garden State Parkway - entire Township length*
- Hartshorne Road - entire length*
- Holland Road from Red Hill Road to Laurel Avenue*
- Kings Highway East – entire length*
- Locust Point Road from Locust Avenue to Monmouth Avenue*
- Monmouth Avenue – entire length*
- McClees Road - entire length*
- Navesink River Road east of Lake Drive*
- Phalanx Road*
- Port Monmouth Road (from Pews Creek to Wilson Avenue and west of Main St. Belford)*
- Red Hill Road from Kings Highway to the Garden State Parkway*
- Sunnyside Road - entire length*
- Whipporwill Valley Road - entire length*

Monmouth County recognizes the importance of certain scenic routes and resources, and has designated Navesink River Road (east of Route 35), Locust Point Road, and Navesink Avenue as scenic roadways.

Amendments to the Planning and Development Regulations should be prepared that include design standards for scenic roadways and related scenic corridors. These standards may include enhanced setbacks, landscaping requirements, specific construction materials and adjustments to building height.

Route 35 and 36 Corridors

1. “Smart” Highways - Approximately 16% of the total traffic accidents in 2003 occurred on State Highways Route 35 and 36. Many of these accidents can be attributed to peak hour traffic volumes approaching or operating at design capacity and signal inefficiencies. The Route 35 and 36 corridors should be analyzed with the objective of providing improved signal phasing using the latest technology. All signals should contain an adequate period for all legs of the intersection to clear before the signal for the next street is activated.
2. Overhead wires – Where practical, all existing overhead wires should be placed underground to improve the streetscape along the Route 35 and 36 corridors.

Capital Projects

1. Capital Improvement Plan - The Department of Public Works, in conjunction with the Acting Township Engineer maintains an Infrastructure Management System (Priority Road System). This system inventories and ranks each road in the Township with respect to required improvements and maintaining serviceability. It is recommended that this Priority Road System be incorporated into a long range capital improvement plan pursuant to Section 40:55D-29 of the Municipal Land Use Law to allocate public expenditures for physical improvements in future years. The long term Capital Improvement Program is needed to determine capital needs, rank capital projects, prioritize budgeting of projects as well as inform

the public of upcoming capital improvements.

2. County Route 520 / Newman Springs Road – Monmouth County is near the completion of a study for potential traffic and roadway improvements along a large stretch of the Route 520 corridor. The County should engage local officials and community stakeholders during the final stages of the project as design alternatives are assessed and ranked.
3. Bridge Reconstructions – Certain key area bridges are slated for reconstruction during the upcoming years. These bridges include the Oceanic Bridge, the West Front Street bridge and the Highlands Bridge at Sandy Hook. Federal officials should engage the Planning Board and community stakeholders regarding bridge aesthetics, pedestrian circulation, and traffic impacts resulting from construction phase closures.

Residential Site Improvement Standards

1. Local Context - In 1996, the New Jersey Administrative Code was amended to incorporate uniform Residential Site Improvement Standards (RSIS) for all new residential development. Certain design requirements for roadways, curbs and drainage facilities were standardized for all residential development throughout the State. Ultimately, Middletown should endeavor to identify Zoning Ordinance amendments relating to residential site improvements that will be necessary to ensure consistency with the RSIS.
2. Special Area Standards – The RSIS permit municipalities to adopt special area standards that reflect unique local

parking or design requirements. Consideration should be given to adopting special area standards in densely populated residential neighborhoods where the installation of driveways for off-street parking reduces the availability of neighborhood on-street parking.

3. Stormwater Management – The February 2004 implementation of new and enhanced stormwater management rules encourage minimization of impervious surfaces and preservation natural drainage features. In certain circumstances and as individual situations warrant, di-minimis exceptions from RSIS roadway improvement standards are encouraged to ensure consistency with the intent of the stormwater rules.

Unimproved Streets

Many rural sections of the Township are currently serviced by unimproved streets (dirt or gravel roads). These streets usually service fewer than ten dwellings and abut agricultural uses. It is through these streets that the Township maintains its rural character which enhances overall quality of life. It is recommended that these unimproved streets be inventoried with the objective of developing an unimproved street plan. This plan should provide design standards and recommendations for the full or partial improvement to each street, and for the maintenance of these streets in an acceptable condition. Full improvement to such streets should only occur should substantial new development occur along them. The unimproved Street Plan should recommend specific road sections (dirt, gravel, or pavement) for each street inventoried. Roadways that should be included in the inventory include Whipporwill Valley Road, Cooper Road,

Tan Vat Road, Browns Dock Road and Water Witch Club roadways.

Regional Transportation Planning

The North Jersey Transportation Planning Authority (NJTPA) is the federally authorized Metropolitan Planning Organization for the area. The NJTPA funnels transportation funds towards local and regional capital transportation improvements, and provides a forum for interagency cooperation and public input into funding decisions. As Middletown prioritizes desired transportation improvements, it recommended that local officials and staff coordinate with the NJTPA to determine if certain projects are appropriate for inclusion in the Regional Transportation Plan (RTP).

Design and implementation of Streetscape Standards for the B-1 Business Zone

The B-1 Business Zone is found in small nodes scattered throughout the Township. These areas are comprised of individual stores which create a neighborhood shopping district. Specific design standards should be adopted to promote a pedestrian streetscape, as well as to revitalize the existing character of these areas. Site elements which will encourage a community commercial areas includes decorative sidewalks, street trees, traditional style street lights, benches, bollards, trash receptacles as well as a uniform sign theme. Design and development incentive should be incorporated into the Zoning Regulations to encourage property owners in these areas become involved in such revitalization efforts. A mixture of uses such as residences above stores should be encouraged.

IV. UTILITY SERVICE ELEMENT

The Utility Service Plan Element addresses stormwater management, drainage and flood control facilities, sewerage and waste treatment, and water supply and distribution facilities.

Stormwater Management

Two sets of new stormwater rules to be administered locally and through the NJDEP became effective on February 2, 2004. The rules establish a comprehensive framework for addressing water quality impacts associated with existing and future stormwater discharges. Collectively, the rules intend to:

1. address and reduce pollutants associated with existing stormwater runoff;
2. set forth the required components of regional and municipal stormwater management plans; and
3. establish the stormwater management design and performance standards for new development.

Regarding design and performance standards for proposed development, the use of non-structural stormwater management techniques are emphasized. These include minimizing disturbance, minimizing impervious surfaces, minimizing the use of stormwater pipes and preserving natural drainage features. Requirements for groundwater recharge, stormwater runoff quantity control, and “Category One” waterway buffers are also set forth. Category One waterways in Middletown include the Navesink River, Shrewsbury River and Swimming River and immediate tributaries. Only “major development” is required to comply with the new stormwater

management rules. Major development includes new development that will ultimately result in the disturbance of one or more acres of land, or increased impervious surface by one-quarter acre or more.

Middletown Township was issued a Municipal Stormwater General Permit on March 29, 2004 by the NJDEP that requires the Township to implement several activities concerning stormwater management and water quality improvements. One of the key requirements is for the Township to prepare and adopt a Stormwater Management Plan as part of the Township’s Master Plan. This adoption of a Stormwater Management Plan must be completed by April 2005 with an implementing Ordinance adopted by April 2006.

The Stormwater Management Plan must document Middletown’s strategy for addressing stormwater-related impacts, and must address the requirements set forth in N.J.A.C. 7:8 of the Stormwater Management Rules. Goals will include:

- reducing flood damage, including damage to life and property;
- minimizing, to the extent practical, any increase in stormwater runoff from any new development;
- reducing soil erosion from any development or construction project;
- assuring the adequacy of existing and proposed culverts and bridges, and other in-stream structures;
- maintaining groundwater recharge;
- preventing, to the greatest extent feasible, an increase in nonpoint pollution;
- maintain the integrity of stream channels for their biological functions, as well as for drainage;
- minimizing pollutants in stormwater runoff from new and existing development to restore, enhance, and

maintain the chemical, physical, and biological integrity of the waters of the state, to protect public health, to safeguard fish and aquatic life and scenic and ecological values, and to enhance the domestic, municipal, recreational, industrial, and other uses of water; and

- protecting public safety through the proper design and operation of stormwater basins.

Specific stormwater design and performance standards for new development must be included in the Plan. Long-term operation and maintenance measures for existing and future stormwater facilities will need to be identified. A “build-out” analysis will need to be completed based on existing zoning and developable land acreage. A review of existing Township ordinances, the Township Master Plan, and other planning documents will need to be completed.

Drainage & Flood Control Facilities

To adequately protect natural waterways and floodplain areas, it is necessary to first accurately determine the limits of the floodplain for each waterway. In 1974 the Township Engineer prepared a Master Drainage Plan for Middletown. The seven volume Master Drainage Plan contains detailed analysis of all the major drainage basins in the Township. This plan provides an engineered delineation of the floodplain areas for each watercourse. The Master Drainage Plan provides the basis for designating areas where development should be prohibited or restricted. Specific observations on each major drainage basin are provided and should be utilized to supplement this section.

In 1984, the Township Committee adopted Ordinance No. 1641 "Areas of Special Flood Hazard." This ordinance identified areas of

special flood hazard, permitted activities, regulated activities, and prohibited activities. The Floodplain Encroachment Permit procedure was established to review and regulate projects to determine if the applicable requirements have been satisfied.

Sewage & Waste Treatment

Sewage is handled by the Township of Middletown Sewerage Authority (TOMSA) and the Monmouth County Bayshore Outfall Authority. Sewage is treated at a centralized wastewater treatment plant managed by TOMSA in Belford after being gathered from an extensive, 350-mile collection system. A total of thirteen (13) pump stations located throughout the Township facilitate the transfer of wastewater to the treatment facility.

In 1985 the treatment facility was expanded to a total capacity of 10.8 million gallons per day (MGD) from 6.5 MGD. The treatment facility provides both primary and secondary treatment of sanitary sewage. TOMSA's regional service area includes most of the developed areas in Middletown Township and all sewered portions of Highlands and Atlantic Highlands.

In 2003, the facility operated at an average daily flow of 8.59 MGD, which represents an increase from the 1993 average daily flow of 8.5 MGD. Based on a 10.8 MGD total capacity, the treatment plant now has an additional reserve capacity of 2.21 MGD. At present, there are no plans to expand the treatment facility. TOMSA has developed a five-year capacity needs analysis, and the recommendations of this analysis are presently being incorporated into the Authority's five-year capital plan. The Authority's next large capital project will be to upgrade the facility's aeration system and final clarifiers.

Treated effluent is discharged through the Bayshore Outfall Authority into the Atlantic Ocean through an outfall pipe located 4,000 feet from Sandy Hook at 38 feet below mean sea level. Sludge is no longer treated and composted as it had been at the time of the 1993 Master Plan. Instead, sludge is dewatered and disposed of in a landfill.

As the Township continues to develop with the range of uses envisioned by the Land Use Element, the reserve capacity to treat additional wastewater will diminish. Substantial rural and environmentally sensitive areas of the Township remain without public sewers, and are not within sewer service areas. Properties in these areas are commonly served by individual subsurface disposal systems (septic systems), and are generally located within the Environmentally Sensitive Planning Area (PA-5) as identified by the State Development and Redevelopment Plan.

Development intensity at or beyond currently envisioned land use patterns will compromise the ability to effectively treat wastewater, and may erode the integrity of fragile natural resources and ecosystems. The fact that large portions of the Township are regulated by the Coastal Area Facility Review Act (CAFRA) demonstrates the importance of preserving certain coastal resources, and extending sewerage infrastructure to these areas is discouraged. Accordingly, future zoning throughout the Township should acknowledge existing infrastructure limitations and conservation objectives.

Water Facilities

Potable water is supplied to Middletown Township by the New Jersey-American Water Company, which is a privately owned subsidiary of the American Water Works

Company. Public water supply is provided from various surface sources, and processed at two large facilities: the Swimming River Reservoir and Treatment Plant in Tinton Falls, and the Jumping Brook Treatment Plant in Neptune. All of Middletown is within a water service area, although not all areas receive service. Some residential dwelling units in rural areas of the Township are served by individual wells. No changes to the current system of water services are envisioned.

**V. COMMUNITY FACILITIES
ELEMENT**

The Community Facilities Plan Element of the Master Plan identifies the principal community facilities within the Township, both public and quasi-public. Community facilities serve numerous functions in terms of public health, safety and welfare, as well as educational, social, cultural and religious functions. The locations of existing municipal facilities are depicted on the Community Facilities map.

Municipal Center

Middletown Township has developed a variety of community facilities and services to meet the needs of present and future residents. Some services are provided by private or volunteer agencies in accordance with franchises or Township authorization.

The various governmental functions of Middletown Township are housed in the following buildings.

Town Hall – Rt. 35 and Kings Highway

*Administration
Mayor's Office
Township Clerk's Office
Court Clerk's Office
Municipal Court
Police Department
Mail Room*

Johnson-Gill Annex – Rt. 35 and Kings Highway

*Department of Finance
Community Development
Management Information Systems
Purchasing
Department of Building & Inspections*

*Tax Collection
Department of Planning & Development
Tax Assessor's Office
Fire Prevention*

Public Works Facility – Kaness Lane

*Department of Public Works
Maintenance
Recycling
Emergency Management
Clean Communities*

Croydon Hall – Leonardville Road

*Senior Citizen Center
Department of Parks and Recreation*

Town Hall

Town Hall is located at One Kings Highway. A recent expansion completed in 2003, established a new and larger “Public Safety Wing.” This addition allowed for an improved consolidation of the police administration and improved many of the space deficiencies previously identified.

In 1984, the Township completed construction of the Johnson Gill Annex, located at One Kings Highway. This facility provided additional space and partially reduced past over crowding and decentralization problems. Within the past year both the Community Development and Fire Prevention departments were relocated from the Croydon Hall facility, to the Annex.

The relocation of Community Development and Fire Prevention was made possible by the Township’s Acquisition of the “Carroll House,” located on Penelope Lane, adjacent to the Municipal Complex. This building is occupied entirely by the Department of Health. Overall this has resulted in improved

efficiency and better interdepartmental coordination.

In the summer of 1990, the Township completed construction of a 1,200 square foot storage building located at the Middletown Library. This building provides transitional storage for all records, including police, which are on a retention schedule and will ultimately be destroyed. However, both Town Hall and the Johnson Gill Annex still lack sufficient storage space for day-to-day needs, particularly short-term records, reference materials and supplies. The Township's efforts to begin document imaging have helped and will continue to do so.

Within the next five (5) years the Township should consider consolidation into a single municipal complex. While recent improvements to facilities and relocation of departments has improved governmental efficiency, the fact that the Township must maintain multiple buildings and grounds results in added costs for maintenance and upkeep. A single Municipal complex will be more efficient and convenient for the public who will be able to conduct virtually all of their business as one location. The existing facilities are also extremely inefficient in terms of energy consumption. One option would be to raze the buildings on the existing Town Hall site on Route 35 and Kings Highway in order to facilitate the construction of a new building. This could include the adjacent lands acquired by the Township over the years. In order to accommodate this, obviously some municipal functions would have to be relocated to temporary facilities.

Public Works Facility

The Public Works Facility is located at Kanen Lane. This facility contains

administrative offices, vehicle service bays and storage of Township maintenance vehicles, equipment and supplies. In 1987, this facility was expanded to include the Township recycling center. Separate trash enclosures are provided for the drop-off of newspapers, aluminum, tin, bi-metal cans, glass bottles and plastics, all of which are included in the Township's monthly curbside pick-up program. In addition, batteries, cardboard, magazines, junk mail and brown paper bags can all be dropped at the recycling center. Mulch and wood chips are also available for the public at this facility.

Croydon Hall

The Croydon Hall complex is located at 30 Leonardville Road. In February 1979, the Township purchased the complex which was formerly the Croydon Hall Academy, an "all boys" school. The main building has been renovated into administrative offices and the classrooms are used as an activities center. This complex is also home to a number of local sports leagues and clubs and is extremely heavily used throughout the year. Buildings to house these activities are presently inadequate. There is a lack of sufficient space, as well as space in need of renovation, due to age and deferred maintenance. The Township should work with the various sports organizations in an effort to share costs for needed improvements.

The main structure on the site is known as the Rice Estate and currently houses the headquarters of the Local Historical Society. This building is over 100 years old. The Township should investigate historic designation of the structure so that financial assistance can be sought for its renovation and restoration. The building is presently in very poor condition and without significant

renovation within the next two years, will likely need to be demolished.

Library

The main library of the Middletown Public Library, opened in 1971, is at 55 New Monmouth Road. Branches of the library are located at Monmouth Avenue, Navesink; Main Street, Port Monmouth; and Newman Springs Road; Lincroft. The Library system has a total of 49 employees. In 2001 the Township received a \$1.7 grant towards a major renovation of the Main Library, including a 13,000 sq. ft. addition. The project is now complete. The total project cost is expected to exceed \$8 million. Approximately one-half of the total project cost was provided by the Township. Additional funds are being raised by the Library Board through donations. A major renovation to the Bayshore Branch of the Library was also completed in 2001.

The main library is now a 39,000 square foot building containing a Popular Materials Hub, Computer Lab Room, Teen Zone Room, New Jersey History Room, Quiet Study Room, Children's Room and an Adult Quiet Study Area. A large meeting room is now available for programs and meeting space for community groups. Now that the Library renovation is complete, greater use is now anticipated do to greater availability of services and resources. The Library catalog and other data is now available on the internet 24/7.

Circulation is 2002 was 679,500, up from 604,337 in 2001, a 12 % increase. By comparison the 1991 total circulation was 443,576, representing a in increase of over 53% since 1991.

Terms for use of the library system include free lending service to residents and persons

studying or employed in the Township. A nonresident senior citizen card costs \$20.00 per year. Nonresident family cards are available for \$50.00.

The main library is open 64 hours per week. The Branch libraries are open 27 hours per week.

Staffing now includes 11 full-time librarians, one part-time librarian, 18 full-time and 8 part-time support staff, plus 11 part time Library Pages, for a total staff of 49.

Police Department

In 2004 the police force consists of 104 sworn officers. In addition, there are approximately 38 Auxiliary officers, 78 crossing guards and 27 permanent civilian employees.

The Police Department consists of two divisions, Uniform and Technical Services Divisions.

The Uniform Division consists of two Bureaus; Patrol and Traffic and Safety. A Deputy Chief heads the Uniform Division. The Uniform Bureau has one Captain (Patrol Commander), six Lieutenants as Squad Leaders, seven Sergeants, one assigned to each squad (with the exception that one patrol squad has two sergeants) and 53 Patrolmen. The Traffic and Safety Bureau has one Lieutenant (Executive Officer) with two Sergeants, eight Patrolmen and one part time Parking Enforcement Officer.

The Technical Service Division, which is headed by a Deputy Chief, consists of three Bureau's; Detective Bureau, Service Bureau and the Community Relations Bureau. The Detective Division includes one Lieutenant (Division Commander), one Sergeant (Executive Officer) and twelve Detectives (3

of which are assigned to Juvenile Aid and 2 are assigned to I.D.).

The Service Division includes one Sergeant, and one Patrolman assigned to Records Management and computers. The Community Relations Bureau is supervised by a Lieutenant, with three patrolman assigned to perform the following functions; Crime Prevention, Environmental Patrol, D.A.R.E. Program and Explorer Program coordinator.

The physical facilities of Police Headquarters were greatly improved with the completion of a \$1 million project that included a 5,300 sq. ft addition and total remodel of a new Public Safety wing. The project was completed in 2001. Even with this improvement however the Police Department has indicated a need for further improvements, incorporating the latest design and technologies. A partial listing of the new facilities requested include: separate and secure arrest and booking room, an updated armory, and polygraph room, interview room for patrol officers. In addition, there is a need for increasing the size of both the male and female officer's locker rooms, and increased office space for patrolmen. The new building should allow for both the Traffic Bureau and Community Relations Bureau to be located in the same area with the rest of the department.

Fire Facilities

The Middletown Township Fire Department is a volunteer organization consisting of eleven (11) fire companies. The Community Facilities Map provides the location of each station. In general, the present fire stations are adequately located to provide rapid service to all developed areas in the Township.

In addition, the large lightly developed area of the Township between the Navesink River and the Earle Naval Ammunition Depot is not well served by existing fire stations. Should this area of the Township ever develop significantly in the future, the need for an additional fire station may also be generated.

The Community Fire Company has recently constructed a new station along Appleton Avenue, south of Route 36, in Leonardo. The new fire station has replaced the station on the north side of Route 36, and will be able to house all of the fire company's equipment, including a new aerial truck. Furthermore, the Leonardo section will have a better level of fire protection by having one fire company on the north side of Route 36 (Brevent Park Fire Company) and one fire company on the south side of Route 36 (Community Fire Company).

The Fire Prevention Bureau is responsible for the enforcement of the Township's Fire Code. The Fire Prevention Bureau consists of a paid Combustible Inspector and two Fire Inspectors from each of the eleven fire companies.

In 1972 the Fire Department established a Fire, First Aid and Police Academy on 17 acres of land located between West Front Street and Nut Swamp Road to the west of Normandy Road. This academy was established to train department personnel at a certified school. It provides the basic training mandated by Township ordinance prior to their acceptance as active firemen. Fire and First Aid squads from other communities also use the facility for training.

One issue that should be addressed is a need for better coordination between the Township and the various fire companies relative to use of the land or buildings for

other uses. In some cases intended use of these properties may not be compatible with surrounding areas, creating neighborhood conflicts. It is recognized that such arrangements make it possible for fire companies to raise needed funds, but there should be a more cooperative approach between the companies and the Township.

List of Fire Department Stations

- Station 1 – Navesink Hook and Ladder Company No.1
- Station 2 – Brevent Park and Leonardo Company
- Station 3 – Belford Engine company No. 1
- Station 4 – Community Fire Company
- Station 5 – East Keansburg Fire Company
- Station 6 – Port Monmouth Fire Company
- Station 7 – Belford Independent Fire Company
- Station 8 – Middletown Fire Company No. 1
- Station 9 – River Plaza Hose Company No. 1
- Station 10 – Lincroft Fire Company
- Station 11 - Old Village Fire Company

First Aid Squads

As of 2004, Middletown Township is served by five (5) independent volunteer first aid squads. The location of each squad is shown on Map No.____, "Existing Fire and First Aid Squad Facilities." The squads are planning to reorganize into the "Association of First Aid Squads" in the Township of Middletown. This reorganization is motivated by manpower problems, increases in training requirements, and increasing demand for emergency medical service (EMS).

In 2000 the Fairview First Aid Squad moved out of a facility on Rt. 35 that it shared with the Fairview Fire Company. A new First Aid facility was constructed on a 1.5 acre tract of land located on Kanes Lane.

The locations of the squad buildings and/or squad territories may need to be relocated to insure rapid response to emergency calls. This is due to increased development in the Oak Hill, New Monmouth and Navesink sections of the Township. In addition, many of the squad buildings are no longer adequate to house the modern equipment for EMS and rescue services.

The major problem currently facing the volunteer system is the lack of available manpower, especially during daytime hours. It may be necessary to have assigned daytime personnel to ensure adequate EMS coverage. The Township should closely monitor the staffing situation affecting the First Aid Squads, and be prepared to address any shortages, which might result in inadequate response.

List of First Aid Facilities

- Middletown - located on Kruse Place.
- Port Monmouth – Located on Wilson Avenue.
- Leonardo – Located on Viola Avenue.
- Fairview – Located on Kanes Lane
- Lincroft – Located on Hurley’s Lane

Railroad Station

The Middletown Railroad Station is located on Middletown-Lincroft Road. There are two municipal parking lots at the station. Parking Lot Number 1 is located to the west of Middletown Lincroft Road and contains approximately 240 spaces. Parking Lot Number 2 is located along the east side of Middletown Lincroft Road and contains

approximately 1,200 spaces. Recent major renovations to both lots have substantially upgraded the aesthetics and functioning of the facilities for commuters and the public. An automated parking meter system has been installed in lot Number 1 in 2002 and a \$292,000.00 parking lot reconstruction was completed for lot Number 2 in 2000..A complete train station remodel was also completed by New Jersey Transit in 1999.

Park and Ride Facilities

Six park and ride facilities are available within the Township. The locations along Route No. 36 at the intersections with Appleton Avenue, Wilson Avenue, Main Street , Thompson Avenue, Morris Avenue and at Thompson and Palmer Avenues. An additional park and ride site is found at the railroad station on Middletown Lincroft Road. The Township also leases approximately 100 spaces at Sears on Rt. 35 and operates a shuttle to and from the train station. Each parking facility was improved and or upgraded by the Township with the assistance of a grant from the New Jersey Department of Transportation. These facilities are vital and help promote energy conservation by encouraging and facilitating the use of mass transit by the public. In addition, they help make Middletown the desirable place to live that it is, by enabling those working in urban centers such as New York or Newark to travel to work in a reasonable time. The Township is close to completing a plan that would link the various transit centers with each other, as well as with job and commerce centers, via a new, expanded shuttle service. Except for the railroad station, the Morris Ave. lot and the Wilson Ave. lot, these park and ride facilities are owned by private enterprises and leased to the Township. The New Jersey Highway Authority also established a park and ride facility at the corner of Rt. 520

and Half Mile Road, adjacent to Parkway Exit 109.

Schools

The Middletown Board of Education presently operates twelve elementary schools, three middle schools and two high schools. The 1992/1993 school enrollment was 9,441 pupils. This represented a relative low point in total public school population in Middletown. Since that time school population has grown, but very slowly. The 2004/2005 school population was 10,373. This represents an increase of 9.8%. However it represents 9.6 % fewer students than in 1980/1981.

The location of each school is shown on the "Community Facilities" map in this Plan. In 2004 the grade schools (K through 8) contained 7236 pupils and the high schools (9, 10, 11 & 12) contained 3124 pupils.

**Table CF1
School Enrollment K-12**

School Year	K – 8	9 – 12	Total
1980/1981	7465	3914	11379
1992/1993	6383	3058	9441
1993/1984	6570	3024	9594
1994/1995	6639	3072	9711
1995/1996	6646	3006	9652
1996/1997	6688	2897	9585
1997/1998	6816	2924	9740
1998/1999	6875	2804	9679
1999/2000	7107	2840	9947
2000/2001	7132	2875	10007
2001/2002	7150	2900	10050
2002/2003	6995	2978	9973
2004/2005	7236	3124	10360

**Table CF2
2004/2005 School Enrollment Matrix**

Grade	K	1	2	3	4	5	Sp Ed	6	7	8	9	10	11	12	Total
School															
Bayview	52	61	69	70	72	72	44								440
Fairview	35	60	66	63	60	64	0								348
Harmony	60	78	48	79	73	78	51								516*
Leonardo	32	61	52	46	60	42	0								293
Lincroft	56	72	77	77	80	88	8								458
Mtwn. Vil.	58	71	56	63	67	64	27								406
Navesink	22	40	36	36	55	60	23								272
N. Mon.	46	61	83	66	59	77	84								476
Nutswamp	60	89	91	82	83	84	13								502**
Ocean Ave.	42	58	51	60	68	51	8								353***
Pt. Mon	36	39	43	38	41	64	0								261
River Plaza	51	57	49	52	49	71	0								329
Thompson								321	282	328					931
Bayshore								216	254	248					718
Thorne								279	315	339					933
HS North											431	434	431	384	1,680
HS South											371	357	358	358	1,444
Total	550	747	721	732	767	815	258	816	851	915	802	791	789	742	10,360

* Includes 49 students in Multi-Age Programs
 ** Includes 14 students in Multi-Age Programs
 *** Includes 15 students in Multi-Age Programs

**Table CF3
Facility Condition Index by Building**

Bayview	.27
Ocean Avenue	.20
Fairview	.35
Harmony	.21
Leonardo	.16
Lincroft	.20
Middletown Village	.28
Navesink	.18
New Monmouth	.24
River Plaza	.23
Bayshore	.08
Thompson	.19
Thorne	.10
High School North	.23
High School South	.16

The Facility Condition Index, as identified in the latest Facilities Plan is a standardized method for measuring the condition of a building. It is generally defined as a ratio of replacement cost compared to the cost to repair deficiencies. It is recommended that a ratio of .10 or lower be maintained. The school Facilities Plan has identified the adequacy of the current K-5 schools in the Township, both in terms of facility conditions and size. One recommendation is the for the establishment of a centralized kindergarten school. This would not only free up much needed space in the existing grade schools, but would also allow for the establishment of full-day kindergarten programs. The Board of Education should work closely with the Township in addressing a solution to the K-5 issues.

Vocational Technical School

The Monmouth County Vocational Technical School is located adjacent to the Middletown High School North. In 2004 the vocational school enrollment consisted of 192 students. This school provides for a variety of day and evening courses in vocational technical programs for youths and adults. Programs are modified based upon changes in technology, community needs and student interest.

Hi-Tech High School

High Technology High School, a collaborative venture of the Monmouth County Vocational School District and Brookdale Community College, opened for the first time in September, 1991. The School focuses on the disciplines of science, mathematics, and technology. In 1992, the Vocational School District constructed a new Hi-Tech High School building at the Brookdale Campus. The facility expanded once in 1994-95, which more than doubled

the size of the school. In order to keep the school size at or below 240, class sizes are "capped" at about 60 students per class. All students are residents of Monmouth County and attend the school on a full-time basis. The technology program is an academic, theory based curriculum that integrates the mathematics and laboratory sciences with engineering and telecommunications technologies. This program prepares students for a baccalaureate degree through a traditional four year program. The technician program is a hands-on approach and is based on skill development. The program prepares students for entry level job positions in the related technologies.

Brookdale Community College

The Brookdale Community College campus is located along Newman Springs Road in Lincroft. The college was founded approximately 37 years ago and offers advance studies for students seeking an Associates Degree. Over 50 degree programs available include Associates of Science, Associates of Arts, and associates in applied sciences and technology. The Associates of Science and Associates of Arts is a two year program which prepares students for further education through a traditional baccalaureate degree.

In 2004, a total 12,724 students were enrolled at Brookdale, including 10,742 Matriculated (degree-seeking) students and 1,982 non-degree students.

During the summer months, the college provides a full range of sports camps. Young athletes receive specialized training in baseball, basketball, soccer, softball, cheerleading and wrestling. Basic and advanced camps are offered to meet each athletes skill level and to provide a challenging program.

Programmatic changes at Brookdale in recent years, in particular the popularity of Community Development courses and the new “Communiversities” arrangements with various four year institutions have noticeably increased campus activity. These impacts on the surrounding community and local roads must be closely monitored and controlled through cooperative efforts between the college, its student, the Township, the County and the area residents.

Hospitals

The New Jersey State Plan for the Construction and Modernization of Hospitals and Related Medical Facilities prepared by the New Jersey Department of Health, divides the State into twelve regions for hospital planning purposes. Middletown Township is within Region 8 which includes most of Monmouth and Ocean Counties. Within Monmouth County, there are five hospitals: Bayshore Community, Centra-State Medical Center, Jersey Shore Medical Center, Monmouth Medical Center, and Riverview Medical Center.

The two hospitals best located to serve Middletown Township are Bayshore Community Hospital located in Holmdel and Riverview Medical Center in Red Bank. These hospitals provide general facilities which are adequate to serve the future needs of the residents of Middletown.

Recommendations

1. Each year the Township Committee prepares and adopts a Capital Improvement Plan for the upcoming fiscal year. The plan is used to guide the expenditure of funds for capital improvements and purchases. However, the plan does not project capital programs into the future to prioritize anticipated capital projects, determine long range spending implications or impacts on operational budget. It is recommended that the Township prepare a six year Capital Improvement Plan pursuant to Section 40:55D-29 of the Municipal Land Use Law which establishes performance goals and objectives. The long range plan will link the Master Plan and Fiscal Plan with future capital needs, schedule projects over time and inform the public with greater accuracy and confidence of upcoming capital programs.
2. The Township and the Middletown Board of Education should begin a more formal process of working together in order to develop a long range facilities plan in order to address anticipated growth as well as current capacity issues, particularly at the Elementary School level. Issues such as current localized growth projections, coupled with present district configurations must be coordinated and addressed.

VI. OPEN SPACE, RECREATION AND CONSERVATION PLAN

Open Space and Recreation Plan

Executive Summary

Middletown Township is one of the largest and most diverse municipalities within the State of New Jersey. Encompassing 42 square miles and approximately 70,000 people, Middletown is home to a wide array of characteristics which all combine to create a truly unique community. Socio economically, Middletown is characterized by areas of very high income and land values as well as very high density areas occupied by numerous low and moderate income households. Middletown is also home to everything in between. The diversity in land use characteristics is also noteworthy. Evidence of this can be seen by a review of the Township's Zoning Ordinance which reveals 15 different single family residential zones and 19 different multi-family residential zones, most of which are fully or almost fully developed.

Middletown had formerly been characterized by vast agricultural areas to the south and east, and coastal areas in the north. Development and growth in Middletown was most significant during the decades following World War II and particularly after the extension of the Garden State Parkway to this area in the mid 1950's. Residential development activity remained strong throughout the 1960's, 70's and early 80's.

After a relatively brief slowdown of residential development from 1988-1992, growth has once again begun to occur. Commercial development has remained very strong since about 1980 when large

corporate office and research facilities were attracted to the area. Today Middletown is home to approximately five million square feet of office development and includes major employers such as AT&T, Lucent Technologies, AVAYA and Brookdale Community College.

The result of this prosperity, however, has been a rapid diminution of open land within the township. The growth of the past has placed great strains on the Township's services and infrastructure; most notably road congestion and traffic safety issues have become increasingly problematic. Drainage and flooding problems have also increased. Increased pressure is also placed on existing recreational facilities and programs. Compounding these problems is the fact that the parcels still undeveloped are typically ones with severe environmental constraints, often home to fragile lands and wildlife.

Continued growth, left unchecked, will further harm the community and its residents, impacting the quality of life that brought people to this area. Simply put, we are nearing a breaking point. The Township further understands that given economic and fiscal realities, as well as the law of the land in New Jersey and the United States, development of private property will continue virtually unchecked, without progressive, aggressive, and creative efforts being made by communities. Various methods of land preservation will be addressed in this Plan, including outright acquisition, conservation easements, agricultural retention programs, acquisition of development rights, transfer of development rights, donations and the use of creative development techniques.

The taxpayers of Middletown spoke loudly in November, 1998, when they

overwhelmingly supported a one cent dedicated municipal open space tax. An additional one cent increase was equally well supported and became effective in 2002. It is now our job to fulfill the public's goal to acquire and protect as much land as possible as soon as possible. It is our hope that this plan will achieve this goal.

Introduction

The Parks, Recreation and Open Space Plan Element of the Master Plan is intended to provide a comprehensive set of goals and objectives designed to identify and address both the short and long term needs of present and future residents of the township. This plan will consist of four primary categories; the four are:

1. An inventory of existing park and recreation facilities.
2. An analysis of existing and future needs for park, recreation facilities as well as open space and farmland.
3. An action plan describing the process of plan implementation and the use of funds earmarked for open space preservation.
4. An analysis, inventory and ranking of privately owned properties suitable for acquisition and or preservation.

There are presently 78 parks totaling 5,395 acres in Middletown Township providing a wide array of recreational opportunities to the public. Of the 78 parks there is one (1) National Park, eight (8) County Parks and Sixty-nine (69) Township parks.

National Park

Gateway National Park on Sandy Hook consists of 1,792 acres of land and is located east of the Highlands Borough. Sandy Hook offers a variety of activities; such as; hiking,

fishing, and vast natural areas, however, the public beaches are the main attraction. Also, located on Sandy Hook is a U.S. Coast Guard Installation, Fort Hancock Army Museum, Marine Academy of Science and Technology (M.A.S.T.). Due to Sandy Hook's historical significance, dating back to the American Revolution, the entire peninsula has been designated a National Historic Landmark. Every effort should be made to preserve the character, history, and environmentally sensitive features of Sandy Hook, while minimizing the intrusion of private, non-recreation or non-educational oriented land uses and activities.

County Parks

The Monmouth County Parks Department has eight parks in the Township totaling approximately 2430 acres. Hartshorne Woods Park is their largest park in Middletown. Thompson Park in Lincroft is their second largest and one of the most heavily used parks. It houses the County Parks administrative offices. In recent years, the County has placed emphasis on developing the Bayshore. Most recently they have acquired two separate parcels of land in Port Monmouth. One is now the site of the County Marina known as Monmouth Cove Marina, consisting of 12 acres. They have also acquired the Bayshore Railroad right-of-way, which is known as the Bayshore Trail System which connects Matawan to Atlantic Highlands. The Trail System consisting of three separate sections: Henry Hudson Trail; Baywalk, a proposed walking path to be located along Ideal and Leonardo Beaches with branches from the Trail; and Bay Bikeway, to be located along local roadways off-shooting from the Trail. This Trail system is heavily used by walkers, joggers, runners, skaters and cyclists.

In addition, the County is nearing completion of the Bayshore Waterfront Park, consisting of 145+ acres along nearly the entire Port Monmouth waterfront. This park, which begins at the Pews Creek inlet on the west, encompasses a continuous wild beach front and natural dune environment for approximately 1 mile, due east. The park also includes the historic Seabrook/Wilson House and the Port Monmouth fishing pier, both of which were recently acquired from the Township.

Municipal Parks

At this time, there are 69 municipal parks totaling 1,241 acres located in the Township. Of these, 50 are developed with recreation facilities and 19 remain undeveloped. Appendix D depicts their location and Appendix B shows their corresponding facilities. In addition there are 17 public schools in the township, each of which provides a wide variety of recreational facilities. Despite the existing facilities in the township, deficiencies remain. Middletown is almost entirely developed and zoned residentially with the vast majority of residential areas containing single family dwellings. Some residential areas of the Township remain under-served with respect to neighborhood parks and playgrounds, as well as community and teen centers. Another deficiency is areas for passive recreation and conservation. Numerous privately owned properties contain critical environmental features which will be lost or at least harmed forever, should development occur.

Plan Goals and Objectives

1. The establishment of realistic projections for the short term and long term recreational needs of the residents of Middletown.

2. The establishment of realistic projections for the short term and long term open space preservation needs of the residents of Middletown.
3. The establishment of policies, procedures and resources for the acquisition and/or preservation of land for open space, recreation, historic preservation, conservation and agricultural purposes.
4. Preparation of a comprehensive plan which will address the wide variety of recreational needs of the residents of Middletown.
5. Establishment of a methodology for evaluating and prioritizing land for its potential value as public open space and/or recreational land.
6. The plan should emphasize tracts for open space purposes that will contribute to and enhance the scenic and aesthetic quality of neighborhoods.
7. The Plan should emphasize the value and importance of farmland preservation. Efforts should be made to encourage the continuation of agricultural activities wherever possible, as a fiscally sound and culturally valuable land use.
8. The preservation of historically important properties, buildings and structures should be considered when seeking to acquire property.
9. The Plan should emphasize tracts of land for active recreational purposes that are well suited for such development and where environmental disturbance will be kept to a minimum. Recreational uses which are presently unavailable or have limited availability within the Township

include but are not limited to indoor swimming facilities, a skateboard park, public golf facilities, indoor ice hockey facilities, field hockey and lacrosse.

10. The plan should emphasize the development of smaller “pocket parks,” primarily in the more densely developed portions of the Township. Such parks are intended to be accessed primarily by pedestrians and will service residents within given neighborhoods. Generally “pocket parks” can range from 10,000 square feet to 40,000 square feet in area and may contain such facilities as: a tot lot, swings, a half basketball court, open play area, benches etc. The development of any recreational facility within a neighborhood shall be undertaken with the input of area residents. The township shall meet with area residents to obtain input prior to the development of any new pocket park.
11. A significant potential resource for open space and recreational land is “under-utilized” properties. These are properties that are neither vacant or farmland. They are partially developed properties with large portions of the site potentially suitable for acquisition. Such properties have not been mapped or identified on the list of possible open space/recreation sites. This is due to the fact that they are somewhat difficult to define and categorize. However, it is recognized that in some cases it may be appropriate and in fact beneficial to acquire all of or portions of partially developed properties.
12. In considering the acquisition of property, the Township Committee shall make every effort to negotiate an amicable and fair transaction. The use of condemnation and/or eminent domain

shall only be applied as a last resort, where the land is considered to be of vital importance to accomplishing the goals of this plan, and all reasonable efforts to reach a fair arrangement have been exhausted.

Needs Analysis

An Ad hoc Open Space Committee was formed by the Township Committee to develop an Open Space Preservation Plan. The Committee is made up of various public officials and professionals, nearly all of whom are also residents of the township. Specifically, the Committee includes two members of the governing body, three members of the Township Planning Board, the Township Planning Director, the Township Parks and Recreation Director, a member of the Township Open Space Preservation Committee, a member of the Township Environmental Commission, a Planner from the Monmouth County Park System, a representative of the local Recreation Advisory Board and the Executive Director of the private non-profit Monmouth Conservation Foundation.

Many of the recreational needs specified in this Plan were recommended by the Middletown Recreation Advisory Committee. In addition, needs for open space protection, historic preservation, land conservation, agricultural retention and the preservation of natural areas were added by the Ad hoc Committee. The Township also has had a standing Open Space Committee for many years. The standing Committee has also been an active participant in this process. The Committee is presently engaged in studying over 100 potential locations for use as pocket parks. The findings of the Open Space Committee have been incorporated into this Plan. In addition, some of the needs identified resulted from

public input at forums held in 1998 and 1999 each attended by over 50 residents, as well as Master Plan hearings held in 2003 and 2004. Because of the significant built-in expertise of the Committee, we can be confident that all areas of need have been adequately analyzed. The Middletown Township Committee has kept Ad hoc Committee together as an advisory group as the Township moves toward plan implementation. The needs analysis will also address non-recreation oriented open space issues. While it is recognized that active recreational facilities and programs are important; so too is the preservation of land in its natural state. Undeveloped natural areas and open spaces are vital to the overall well being and ambiance of a community. This is particularly true in communities where such areas exist, but are at risk of being lost to development. Natural areas are important for maintenance of the local ecology and provide excellent educational opportunities for all. In addition many such areas provide opportunities for enhance groundwater and aquifer recharge and better overall storm water management.

Projected Recreation Needs

1. Mini-Parks: Many areas of town including the Bayshore have a distance of a ½ mile to 1 mile or more to a park site. More pocket mini-parks on lots between ¼ and 1 acre in size would serve this need.
2. Trails: Trails within Township’s Parks system can accommodate varied uses such as biking, walking, running, equestrian activities and nature interpretation. The Township should explore and study the feasibility of utilizing the exiting JCP&L/GPU right-of-way, extending from approximately Leonardville Road to the Navesink River

3. Court Sports: Additional court sport facilities with some multiple use options, such as basketball courts with the capability to also play volleyball or other similar court sports should be explored.
4. Access to Waterways: Additional public access to local waterways such as Sandy Hook Bay, Navesink River, Poricy Pond, Shadow Lake, and the Swimming River must be made a priority. The Township’s recent agreement to acquire the Chris’s Marina property on West Front Street is an excellent step in improving water access in Middletown.
5. Golf Facility: Golf is a fast growing, extremely popular sport.. The need exists for additional public facilities for instruction, practice and play. These facilities could include a driving range, a small par-3 course, executive 9 hole course or a full public 18 hole golf course.
6. Indoor Facilities: Aquatics, Ice Hockey, Basketball and Tennis are just 4 areas where there is a need in our township as well as our region for these type facilities. Public private partnerships should be explored, particularly for the development of Ice and aquatic facilities, due to their substantial cost and unique management needs.
7. Athletic Fields: Any new fields developed should be designed for multi-purpose use and for varied ages. Sports such as Field Hockey and Lacrosse should be accommodated.
8. Sports Lighting: Additional sports lighting on existing facilities would make them more useable and therefore

present less of a need for other new facilities.

9. Senior Citizen Facility: Additional Senior Citizen Satellite facilities, in addition to the center at Croydon Hall, are needed to serve seniors in all areas of the Township. An improved system of transit and access is important in order to improve services to seniors.

Projected Natural Area Preservation

1. Wetlands: Substantial areas of wetlands are still privately owned throughout the Township. These vital areas are crucial to maintaining bio-diversity within the region. While current state regulations limit disturbance of wetlands, little by little encroachment and filling still occur. Efforts should be made to protect these areas against further disturbance. Belford, Port Monmouth, Leonardo, Navesink, and the Swimming River corridor contain the majority of wetlands.
2. Steep Slopes and Woodlands: Much of the undeveloped portions of the Township still remain heavily wooded, holding substantial populations of wildlife, including deer and fox. Many of these areas also contain steep, fragile slopes. Such areas are of vital importance for protection, particularly due to their potential for erosion once disturbed and the potential impact on surface water quality and flooding. The southerly and southeastern portions of the township such as the Navesink and Chapel Hill areas contain the majority of steeply sloped areas. The Township's recent adoption of an ordinance establishing stricter oversight of land disturbance, particularly in critical areas is an important step in achieving this.

3. Water Access: One of Middletown's most prominent features is its extensive waterfront. Literally two thirds of Middletown's perimeter adjoins major bodies of water: Raritan/Sandy Hook Bay, the Navesink River, and the Swimming River. Public access to the bay is quite good, given that Middletown has two public beaches and the County Waterfront Park. The Navesink River and especially the Swimming River have minimal areas for public access at this time. Efforts should be made, through this Plan to expand public access to these waterways so that they may be enjoyed by all. Some steps have been taken such as the acquisition of a portion of the Ryder Tract and the nearly completed acquisition of Chris's Marina.
4. Agriculture: The major component of Middletown's current inventory of undeveloped land consists of farmland. Every effort must be made to help farm owners to continue the agricultural use of their land. The Township, in concert with farm owners should seek to take advantage of any available farmland retention programs.
5. Historic Preservation: One of the most significant characteristics of Middletown is its rich historical heritage. The Township is home to several historic districts and hundreds of historically significant properties. Whenever possible, historically important properties should be preserved.

Other Assumptions Regarding Existing and Future Recreational Needs:

Athletic Facilities

Baseball/Softball - Two (2) new fields were completed at Croyden Hall in recent years,

these, along with maximum utilization of school sites, baseball/softball needs at current participation levels should be adequately addressed, with the possible exception of 90 ft. fields. Two new baseball fields are planned for a newly acquired tract of land on Rt. 36 in the Navesink area.

Soccer Fields - A need remains for soccer fields to address an ever growing level of participation. There is particular need for smaller fields to accommodate younger players. Development of such fields will also free up larger fields for teen and adult participants. New fields were recently completed on Oak Hill Road and another new field is planned for a newly acquired tract of land on Rt. 36 in the Navesink area.

Roller Hockey - With three full size rinks now available in the Township, roller hockey demands at current participation levels appear to be adequately addressed. Some need does exist for smaller practice areas, which would be most suitable nearby the existing rinks.

Equestrian – There is presently a shortage in the area of opportunities for horseback riding and other equestrian activities. There is also a shortage of boarding space in the area. Opportunities should be explored to acquire land that would be suited for these activities.

County Facilities

Regional Facilities - The Monmouth County Park System does an outstanding job in providing regional park and recreation needs. The only facilities not provided for which an apparent need does exist is for one or more major indoor recreational facilities. Specifically, indoor ice hockey and swimming facilities are needed.

The Township will continue to maintain a cooperative relationship with the County and will participate in any way that it can in providing suitable locations for such regional facilities.

Poricy Park

Environmental/ Natural Resource Ed. - The Poricy Park foundation along with the Townships Park and Recreation programs provide exceptionally high quality opportunities for education in the areas of natural resources and environmental protection.

Existing Facilities

Playground Areas - Some need exists for playground facilities, particularly in certain under-served areas. In addition, some existing park sites should be upgraded with new/better equipment to help fulfill this need.

Long Term Maintenance - The Township must continue its commitment to providing annual funding for the maintenance and upkeep of existing park and recreation facilities. These efforts result in long term savings and will minimize the need for “new” facilities in the future.

Green Acres

Funding - The Township has had an excellent relationship with the New Jersey Green Acres Program. Middletown has successfully implemented several grants and loans from Green Acres. it is our expectation that such relationships and support will continue.

Other Assumptions Regarding Existing and Future Open Space and Natural Area Needs

As indicated earlier, there are currently 19 undeveloped parks within the Township. These parks account for approximately 360 acres. Public access to these areas is in most cases very limited or even nonexistent. A plan should be developed for each park which would help encourage public access to them. Walking, hiking or in some cases even jogging trails should be established. Small signs and small unpaved parking areas should be created to encourage and facilitate public access and use. In addition to the existing undeveloped parks, future acquisition efforts should also address natural areas. The Township should seek to acquire 40-50 acres of coastal open space in Leonardo. While this area should remain undeveloped, public access should be encouraged. Similarly suitable land exists in every part of the Township and efforts must be undertaken to acquire such properties to maintain a fair balance between active and passive recreational needs. Another sound reason to actively seek out such natural areas is that they will often be available at much lower costs than other lands, due mostly to environmental constraints. There will also be instances where properties will contain both areas worthy of preservation and areas suitable for active recreation. Recognition of such multi-use properties is important and provides a good way to address the various interests of the public in a single “project” or transaction.

Action Plan

In December, 1998, Middletown’s governing body adopted an Ordinance establishing a dedicated Open Space Tax of 1 cent per \$100 of assessed valuation. Collection of these funds began in June of

1999. An additional 1 cent was approved by the voters in 2001 and collection began in 2002. The Township immediately began actively working with land owners throughout the Township to negotiate preservation and or acquisition of their land. The Township has taken maximum advantage of State funds available through the Green Acres and other preservation programs

A great deal of the initial work in planning strategies for preservation and establishing priorities has been undertaken by the Open Space Committee. The efforts of the Open Space Committee with support and follow-through by the Governing Body have resulted in the completion of a number of successful property acquisitions and Land preservation initiatives. The Open Space Planning efforts undertaken since the initiation of the Open Space Tax have resulted in the following successful projects:

**TABLE OS1
Completed & Pending Open Space Projects**

Project Name	Acres	Cost(\$)	Use
Vitiello	6	325,000	Preservation/ Possible Trail Link
Mahon	11	770,000	Conservation Easement
Cavadas	.7	165,000	Skate Board Park
Conifer	25	1,950,000	Preservation/Passive Rec.
Fisler	4	380,000	Preservation/Water Access*
Mid Dev. Corp.	10	850,000	Preservation/Passive Rec.
Marutsuchi	7.5	790,000	Active Recreation
DeFillipo	7.5	4,300,000	Waterfront Park/Water Access*
Gilligan	14	790,000	Preservation/Passive Rec.
Reid	12	1,430,000	Preservation/Trails
Tretter	44	2,085,000	Preservation/Trails*
Dempsey	5	1,300,000	Preservation/Possible Pocket Park*

* Closing pending

Target Accomplishments

The process of selecting properties for acquisition shall, of course, always remain a dynamic one. Numerous factors will influence the actual decision-making process, including site availability, owner willingness, development pressure, funding availability, recreation needs and critical environmental issues. A factor in site selection shall also be the Site Evaluation Criteria (Appendix A). While the evaluation criteria shall not be dispositive in site selection, given the numerous influencing factors described above, the use of a rational formulaic approach provides a sound basis for decision-making. Middletown will continue to seek acquisition and protection of Land. A variety of park types have been and will continue to be emphasized, including active recreation, passive recreation, conservation and natural resource protection, and neighborhood/pocket parks. Preservation of farmland will also be explored for appropriate properties. Opportunities for farmland preservation shall also be considered and pursued. Part II of Appendix A provides a methodology for evaluation of the agricultural potential of properties.

Capital Development Actions

The Middletown Open Space Tax presently collects approximately \$924,000 per year. Depending upon interest rates, the township anticipates being able to raise between \$14,000,000.00 to \$20,000,000.00, utilizing open space tax revenues for repayment of the debt.

The list of properties provided herein in Section V. contains over 35 properties. The properties are, of course, quite diverse in character, location and condition; therefore determining values is somewhat difficult at this time. A large number of the properties

are farmland assessed and their assessed value on the tax roll is far below real market value. The properties not farm assessed may be acquired for an amount reasonably close to current assessed value. Land values have increased dramatically just since the inception of this plan. There is no reason to expect any significant slow down in price escalation.

Based upon an average of \$100,000 per acre of land, acquisition of all lands listed could well exceed \$100,000,000.. Clearly the Township does not expect that all properties will be acquired, but depending upon the funds available, it is reasonable to expect that approximately 200-300 acres more can be added to the 149 acres acquired. Currently the Township is in active negotiations to purchase and or otherwise preserve another 180 acres. Utilizing other means of preservation such as conservation easements, charitable donations and creative development techniques etc., will also enable the township to acquire some land without direct fiscal impact.

Non-Capital Development Actions

Middletown Township has a long history of utilizing creative zoning techniques to save land. The township is home to a number of cluster developments built 20-30 years ago in which open space tracts were set aside for preservation, and, in some cases, deeded to the township to become public land. In the early 1980s, Middletown adopted Performance Residential Standards which allowed for modest density bonuses to be combined with modified development standards such as lots sizes, setbacks etc. The result was the preservation of larger tracts of land, often surrounding the developed parcels and acting as a “green-belt.” One particular residential project developed in the mid-90’s, which resulted in

the Preservation of approximately 30 acres of open space and farmland , plus an historic building, was given and award for by the NJPO for its creative design concepts.

Middletown also enacted Zoning Ordinances designed to replicate the positive impacts of performance residential development in commercial zones. The B-P (Business-Park) zone permits greater floor area ratio (FAR) and building height in exchange for the dedication of open space. In addition, performance commercial development is permitted in most nonresidential zones as a conditional use. This ordinance increases permitted FAR's upon meeting various design criteria intended to increase visible and useable open space, minimizing coverage by impervious surfaces. Middletown intends to continue implementing such techniques and will remain open to any other approaches which might help to preserve open space, including contiguous and non-contiguous transfer of development rights. Due to the township's size and complexity, it does provide a full range of in-house professional services to the community. The Department of Planning and Community Development maintains staff of 10 full-time and 2 part-time employees, including 6 professionals in areas such as Planning, Real Estate, Public Administration, Tax Assessment and Zoning. The Department of Parks and Recreation provides a full range of recreation programs, facilities and services to the community. The department contains a staff of 30 full-time and 100 part-time employees. Given such staff resources, the township is able to provide a substantial body of in-house technical expertise. Such expertise is therefore also available to the general public and to the development community.

Policies and Strategies

The implementation of Middletown's Open Space Plan shall be guided by policies and strategies designed to address the needs and interests of all residents of the Township. Meeting the evolving needs and interests of our large and diverse populace will be the key to the success of this Plan.

Policies

1. The residents of the Township have voted to dedicate their tax dollars to open space acquisition and preservation. The Township shall therefore ensure that the funds collected will be utilized to address the wide variety of interests amongst residents.
2. All of Middletown's recreation facilities shall be open and accessible to the public. Maximum effort will be made to ensure that facilities are available to meet the needs of all of our residents including youth, senior citizens and those with special needs.
3. All categories of open space acquisition shall be accommodated. It is recognized that sound and adequate recreation facilities are vital to a community. However, equally important is the acquisition and preservation of land for conservation purposes. The protection of environmentally sensitive lands is vital to the overall ecology of a community and a key factor in establishing a quality of life.
4. The Township will continue to work with the State of New Jersey, Monmouth County and the Middletown Board of Education in efforts to preserve and provide recreational opportunities. In addition, the township will continue to

work with private sector entities devoted to open space preservation, such as the Monmouth Conservation Foundation and the New Jersey Conservation Foundation.

5. The Township shall continue to seek public input and participation on all aspects of Plan implementation. Decisions made regarding property acquisition and property utilization shall be made after seeking and considering public comments.
6. The Township in concert with willing and interested farm owners shall seek to participate in any available State, county or federal programs dedicated to farmland preservation. In addition, other techniques such as farmland easements, purchase of development rights and transfer of development rights will also be utilized whenever appropriate.

Strategies

1. The primary strategy for successful plan implementation shall be the use of a comprehensive approach to all aspects of decision-making. The site evaluation criteria should aid in sound property acquisition decisions and should be considered in conjunction with other influencing factors.
2. Public participation, input and support will also be sought for every action taken in furtherance of this Plan. It is understood that opinions may differ as to specific actions to be taken. All viewpoints shall be considered before action is taken.
3. The Township will work closely with other governmental agencies as well as the private sector. The Township understands that some properties will require a coordinated effort amongst

various entities if acquisition is to be a realistic goal. Lack of such coordination will reduce the effectiveness of this Plan and prevent the achievement of its goals.

4. Public information and awareness efforts will be paramount in Middletown's overall approach to open space preservation. The Township will provide the public with information on the wide array of methods which can be utilized to save land. Such methods will include:
 - Outright donation
 - Donation by will
 - Donation with life rights
 - Gifts
 - Outright sale
 - Bargain sale
 - Installment sales
 - Sale with life rights
 - Conservation easements
 - Deed restrictions
 - Conditional transfers and reverter clauses
 - Mutual covenants
 - Leases
 - Management agreements
 - Farmland preservation programs

Property Inventory

The following is a listing of properties which have been identified as having some potential as open space or recreational facilities. The listing is not intended to imply that there has been determination to acquire or attempt to acquire any specific property. Additionally, while the list is intended to be inclusive, it is by no means complete. There may from time to time be properties added to the list as the Township becomes aware of them or as needs change. Accordingly, from time to time, properties may be removed from the list as they are developed or when

there is a specific reason warranting exclusion.

The properties listed are categorized in two ways: park type and potential uses. The specific category selected is in most cases a generalization as to the type and use associated with each potential park. Some sites may be suitable, at least in part, for uses other than those specified. The categories are summarized below:

Regional Park - Typically a large facility providing recreational opportunities not readily available in most areas, serving local residents and residents outside of the Township. Such parks can contain multiple uses such as athletic fields, passive use areas, equestrian facilities, ice hockey or swimming facilities (indoor or outdoor).

Recreation Area - A park primarily for the use of more localized residents and athletic leagues. These facilities are most commonly associated with active recreation as a primary use.

Conservation Area - Areas containing natural features such as woodland, wetlands, ponds, streams etc. These areas should be preserved and limited only to passive recreation activities.

Neighborhood Park - Typically smaller properties located within residential areas and most often visited by walkers. Such parks typically contain a basketball court and a playground area. Very small neighborhood parks are often referred to as pocket parks.

Active Recreation - Park facilities devoted to physical activities such as athletic fields for soccer, baseball, basketball, tennis, softball, roller hockey, football etc.

other forms of active recreation may include playgrounds, skateboard facilities and open play fields.

Passive Recreation - Activities generally not involving athletic fields, facilities or equipment. Activities may include, hiking, bird watching, jogging, nature study, camping and fishing.

Agricultural Potential - A property which in whole or in part can sustain agricultural activities including active crop farming, horse farming, beekeeping, raising of livestock, aquaculture, equestrian activities, etc.

Mixed Use Park - A park facility which is suitable for a combination of uses and activities. Some parks for example may have areas suitable for athletic fields while at the same time also containing natural areas for conservation.

List of Possible Open Space/Recreation Sites

Park Type

RP = Regional Park
 RA = Recreation Area
 CA = Conservation Area
 NP = Neighborhood Park

Potential Uses

A = Active Recreation
 P = Passive Recreation
 Ag = Agricultural Area
 M = Mixed Use Park

Site Location

Acreage

Key Assets

Park Type/Uses

Cooper Road

+473 acres

Large agricultural property containing areas suitable for a wide variety of as environmentally sensitive a Uses, as well active & passive recreational areas worthy of conservation.

RP/A,P, Ag, M

Manitto Place
 Comanche Drive

+67 acres

Undeveloped tract containing wetlands steep slopes. The property has very limited access, fronting only on the end of two cul-de-sac's. Could be combined with the 66 acre tract to the south. (44 ac under contract)

CA/P, Ag

Whipporwhill Valley
 Road between Bowne &
 Cooper Roads

+66 acres

Mostly open site with rolling terrain. Access available along Whipporwhill Valley road which is unimproved, and should remain so. Could be combined with the 67 acre tract to the north. (12 ac. Acquired)

RA/A, P, M, Ag

MIDDLETOWN MASTER PLAN

Open Space, Recreation and Conservation Element

Chapel Hill Road, near the Southeast corner of Kings Highway East	+63 acres	This property is partially used for agricultural purposes and partially in its natural, undeveloped state. Portions of this are suitable for recreational activities, others are more suitable for preservation.	CA/P, Ag, M
Both sides Of Kings Highway East, at the intersection with Normandy Road	+56 acres	Currently in active agricultural use This property could be suitable for a variety of recreational uses. it is mostly cleared, though some portions contain steep slopes. A portion of this site adjoins an existing township park on Kings Highway & could be annexed to it.	RA/A, P, Ag, M
South Side of Kings Highway East North of Rt. 35	+ 30 acres	Currently an area actively farmed, mostly undeveloped.	RP, RA, A
Tindall Road & Park Avenue	+31 acres	Actively farmed property, almost entirely cleared of trees. Generally flat with good road access.	RA/A, Ag, M
Dwight Road at the Northeast intersection with Red Hill Road	+26 acres	Agricultural property, currently with limited farming activity occurring. Gently rolling terrain. This site represents a municipal “gateway” due to its close proximity to the Garden State Parkway, Exit 114.	Ra/M, p, Ag

Dwight Road at the Southeast intersection with Red Hill Rd..	+16 acres	Another “gateway” property. This site is largely undevelopable, containing steep slopes, wetlands, & significant vegetation	CA/P
South Side of Newman Springs Rd. between Orchard Hill & Spring Garden Roads	+9 acres	Currently an active Christmas tree farm. This site adjoins Lincroft acres park and could be annexed to it. Could also provide a means of better access to Lincroft Acres	RA/A, M, Ag
Taylor Lane (both sides) near intersection with Rt. 35	+30 acres	Mostly flat property with limited vegetation & some areas of wetlands. Acquisition could help in improving traffic flow at Rt. 35. In addition, residential areas just to the South and West, could be buffered from Route 35 impacts. Very high acquisition costs may make this site suitable For a public private partnership that could result in private development combined with Active and Passive Recreational opportunities	RA/A, M, P, Ag
North side of West Front St. east of Half Mile Road	+18 acres	Two adjoining tracts Possibly suitable for a small in-fill or neighborhood park. Also could provide another means Of access to Shadow Lake	NPP CA/P, M, Ag

East side of East Road, north of Rt. 36	+41 acres	Three adjoining tracts, one of which contains an active commercial use on a portion of it. Mostly a flat area variety of features are present including salt and freshwater wetlands, and a pond. Some areas are also suitable for athletic fields.	RA, CA/A, P, M
West side of Sleepy Hollow Road, north of Chapel Hill Rd.	+45 acres	Three adjoining tracts containing wooded areas, steep slopes, ponds and limited agricultural activity. Suitable for possible nature center. Good public access along Sleepy Hollow Road.	CA/P, M, Ag
Sleepy Hollow Road & Kings Highway East	+10 acres	Property owned by the Middletown Board of Education. Mostly wooded property, adjoins active farming activities to the southeast.	RA/M, P
North side of Thompson Ave. (Middletown), east of Palmer Avenue	+3 acres	Low lying flat open field. This property provides natural storm water detention for the area. Portions could be utilized as a neighborhood playground.	NP, CA/M
South side of Thompson Ave. (Middletown)	+1 acre	Mostly vacant tract suitable as an in-fill or neighborhood park for a presently under-served neighborhood	UP/A, M

MIDDLETOWN MASTER PLAN

Open Space, Recreation and Conservation Element

North side of Viola Ave. between Broadway & Thompson (Leonardo)	+1 acre	Vacant, lightly wooded property. This property adjoins the Henry Hudson Trail. Could be annexed to County facility.	NP/A, M
West Side of Church St., Belford, North of Route 36	+1 acre	Mostly vacant property which adjoins large wetlands area. Does contain developable upland areas. Suitable for infill or neighborhood park. Also adjoins Henry Hudson Trail	NP/A, P
Easterly portion of Rt. 36, both on the north & south sides	+45 acres	Large undeveloped area comprised of separate tracts characterized by steep mostly man-made slopes with limited areas of secondary growth. (25 ac. Acquired)	CA,RA/P, M
East of Church St. (Middletown),just north of NJT rail- station	+24 acres	This area comprises three separate tracts of land suitable for a wide variety of recreational uses. Some portions contain significant environmentally sensitive features including freshwater wetlands & a pond. A portion also contains a large nonconforming structure, potentially suitable for a community/recreation facility. (15 ac. acquired)	CA,RA/P, M
North side of P Newman Springs Rd.	+7 acres	Partially wooded property, generally flat. Steep banks exist along property' s southerly border which runs along the Swimming River. This site provides an excellent opportunity for public access to the river, which is very limited now.	RA/CA/M,

North side of West Front St. east of the Garden State Parkway.	+9 acres	Partially wooded property containing wetlands, but with very limited access to West Front Street.	CA/P, M
Park Ave., West of Stillwell Rd.	+8 acres	Moderately wooded property with significant freshwater wetlands areas.	CA/P
Navesink River Rd. RA,CA/A, P,Ag east of McClees Rd.	+118 acres	Agricultural area containing rolling terrain and limited vegetation. Adjoins Huber Woods and would make a logical expansion of that existing County park.	RP,
Campbell Ave. & various other streets	+55 acres	Large expanse of tidal wetlands adjoining areas of publicly owned wetlands.	CA/P
Walada & various other streets	+45 acres	Large expanse of tidal wetlands adjoining areas of publicly owned wetlands.	CA/P
South side of West Front Street opposite Hubbard Ave. intersection	+12 acres	Moderately under-developed with steep slopes. Contains an existing marina and unique opportunity to public access to the Navesink River. (acquired)	RP,RA, M
Land between Park and		Portion of former Trolley R-O-W and	RP/NP, A, P

MIDDLETOWN MASTER PLAN

Open Space, Recreation and Conservation Element

Swartzel, west of East Rd.	+6 acres	utility R-O-W. Possible trail link. (acquired)	
West Side of Locust Point Rd.	11 acres	Portion of a residential property, adj. Huber Woods (Conservation easement acquired)	RP, P
Center Avenue east of Thompson Ave.	+4 acres	Largely wooded property, generally flat Provides an excellent opportunity for a neighborhood park. (Acquired)	NP/CA, M
West Side of Middletown-Lincroft Road, South of West Front Street	+30 acres	Mostly flat, partially vegetated property consisting of three separate tracts of land, two of which contain smaller, rather old homes. Suitable for a combination of active and passive Recreational uses. (15 ac. Acquired)	RA/CA, M
Between Twin Brooks and Spruce Drive.	+ 10 acres	Located between two existing Township Parks This area contains uplands and substantial Wetlands area as well. This area is of Significant value for drainage and groundwater recharge. (acquired)	CA/NP, P
Southeast corner of Locust Avenue and Hartshorne Rd.	+42 acres	Located along Claypit Creek, which is a major tributary to the Navesink River. One of the few remaining opportunities for public access to the Navesink. Also suitable for limited recreational Activities (under contract).	CA/RA, P, M
South Side of Broadway Extending to Locust/ Cedar Streets, Belford.	+5 acres	Low lying area adjacent to Comptons Creek Adjoins substantial areas of tidal Wetlands One lot contains a small dwelling. This could	CA/NP, P

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Open Space, Recreation and Conservation Element

be removed and the area would be suitable for public access. (4 ac. under contract)

East Side of Crawfords Corner Everett Rd., North Of Sunnyside.	+19 acres	Former farm property. Contains substantial Wetlands areas.	CA/NP, P
West Side of Phalanx South of Rt. 520.	+12 acres	Wooded tract owned, but unused by Brookdale. Adjoins Lincroft Elementary School.	NP, M
South Side of Pulsch St.	.7 acres	Suitable for active Park. (acquired)	NP,A
South side of W. Front Street, West of Shadow Lake Village	+7 acres	Potential means of access to another Township Open Space property.	NP, RA
South side of Monmouth Ave. West of Locust Pt. Rd.	+15 acre	Potential use as equestrian facility, area also contains a pond and is proximate to Other open space properties.	M, RA, CA
North side of Leonardville +1 acre Road Adjacent to Comptons Creek		Stream protection area.	CA, P
Taylor Lane and Rt. 35	+30 acres	Farm property actively for sale	RP, A, M

Golf Courses

Navesink Country Club B.983 Lt.4	67.50 acres	Golf Course	A
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MIDDLETOWN MASTER PLAN

Open Space, Recreation and Conservation Element

B. 983 Lt.14	48.25 acres		
B.983.01 Lt. 1	6.09 acres		
B. 983-01 Lt. 15	3.16 acres		
Beacon Hill Country Club			
B. 686 Lt. 3.01	30.80 acres	Golf Course	A
B. 686 Lt. 8.01	54.66 acres		
Bamm Hollow Country Club			
B. 1049 Lt. 16	130.485 acres	Golf Course	A
B.1048 Lt. 35	7.20 acres		
B. 1048 Lt. 66	28.17 acres		
B.1048 Lt. 68	105.43 acres		
Shadow Lake Golf Course			
	20 acres	Golf course	A

Recreation Plan

Middletown Township contains range of public recreation and open space areas that shall remain preserved for public enjoyment. These recreation areas comprise approximately 5,380 acres, and are managed at the local, county and federal levels.

The Recreation Element of the Master Plan includes specific goals designed to identify the recreational needs of present and future residents of the Township. This plan consists of two main components: an inventory of existing park land and recreational facilities, and; a determination of needs and deficiencies with respect to park location, facilities of use and maintenance.

Goals

1. To acquire, develop and maintain park and recreation facilities as well as lands for purely open space/conservation purposes within the Township to meet reasonable needs and demands for recreation by present and future residents and to balance inevitable growth and land development with preservation needs.
2. To promote the conservation of open space through protection of wetlands, stream corridors, steep slopes and valuable natural resources and prevent degradation of the environment through improper use of land.

Municipal Parkland

The Township recreation and open space inventory (ROSI) includes fifty (50) sites developed or partially developed for active recreation, and nineteen (19) sites that are wholly undeveloped. In total, the Township

is the steward for approximately 1,241 acres of active and passive recreation areas. This represents a 21% increase, or 220 additional acres, of recreation and open space area since the completion of the 1993 Master Plan.

Over 70% of Township-owned open space is developed or partially developed for active recreation. This represents an exceptional commitment to providing Middletown residents with an array of recreational opportunities. Middletown’s parks also serve regional recreation needs based on the Township’s extensive land area and central location.

The largest developed/partially developed municipal parks are Poricy Park, Stephenson Tract, Lincroft Park and Tindall Park. The largest tracts of wholly undeveloped municipal parkland are in River Plaza (Dutch Neck Tract), Oak Hill (Fox Hill greenway), and on the northerly side of Kings Highway East near Normandy Road. Table ## describes park facilities and amenities in further detail.

County Parks

The current Monmouth County Park, Recreation and Open Space Plan was adopted in 1998 by the Monmouth County Board of Recreation Commissioners and by the Monmouth County Planning Board. Two land preservation goals form the foundation for the County’s Plan:

1. To preserve open space in sufficient quantities, as determined by analysis and use of established standards, to create a diverse and comprehensive system of open space throughout Monmouth County.
2. Locate and preserve remaining examples of our natural environment as open space

in an effort to maintain natural resources, wildlife, environmentally sensitive areas, etc. of Monmouth County for future generations.

In July 2004, the Monmouth County Board of Recreation Commissioners approved a Reexamination Report of the 1998 Plan. The report concludes that preparation and adoption of a new plan is warranted. The Reexamination Report has been distributed, and the County will entertain public comments regarding the Reexamination Report and suggestions for the new plan before December 15, 2004.

Middletown is home to seven (8) major County park facilities, totaling 2,430 acres of land preserved for recreation and open space purposes.

TABLE R1 – County Parks

County Park	Amenities	Land Area
Bayshore Waterfront Park	Beach access along the Raritan Bay, fishing, historic Spy House	197 acres
Deep Cut Gardens	Gardens, trails, horticultural reference library and greenhouses for home gardening	54 acres
Hartshorne Park	Fifteen miles of multi-use trails; group cabin camping, cross country ski trails, Navesink River fishing	741 acres
Huber Woods	Seven miles of multi-use trails, Environmental Center, weather station, classrooms	258 acres
Monmouth Cove Marina	Multi- service boating facility: boatslips, floating docks, rack storage, marina hoist & forklift	12 acres
Sunnyside Recreation Area	Equestrian center including therapeutic horseback riding, walking trails, natural areas	135 acres
Tatum Park	Four miles of trails, playgrounds, activity center	368 acres
Thompson Park	Boating ramp with launch to the Swimming River Reservoir, trails, fishing, group picnic facilities, playgrounds, craft center, rest rooms, tennis, visitor center, off-leash dog area, agriculture	665 acres

National Park

Gateway National Recreation Area on Sandy Hook comprises 1,792 acres and is located northeast of Highlands Borough. The Park contains vast natural areas and offers a variety of recreational activities such as hiking, fishing and biking. An extensive network of biking and walking trails was recently constructed by the National Park Service (NPS). Vast public beaches remain the Gateway’s main attraction. Sandy Hook’s historic significance is reflected in two National Historic Landmark designations at Gateway: Sandy Hook Light was designated in 1964, and the Fort Hancock and Sandy Hook Proving Ground Historic District was designated in 1982.

At the time of the writing of this Master Plan, the NPS is soliciting a degree of public comment regarding the rehabilitation of 36 historic buildings at Fort Hancock, which is located at the northwesterly edge of Sandy Hook. Regrettably, these buildings are vacant and deteriorating. The federal government has entered into a long-term lease as part of the public-private partnership to facilitate the rehabilitation and adaptive reuse of these buildings. The NPS should continue to recognize its responsibility to preserve cultural resources such as Fort Hancock and Sandy Hook’s Historic Landmarks for the benefit of the public. Moreover, the NPS should actively engage local officials as part of the planning process for Fort Hancock’s rehabilitation.

Recommendations

1. Shared Facilities - The Township should continue to encourage public use of recreational facilities and services at all public schools. Middletown’s high, middle and elementary school campuses

include numerous modern amenities that can readily complement and supplement the Township's parks and recreation facilities. Continued cooperation and communication with the Board of Education is essential to the shared use of facilities by the entire community.

2. Neighborhood and Pocket Parks - The vitality of neighborhood and pocket parks that are proximate to established residential areas should be reinforced. Parks containing active and passive recreational opportunities that are within walking distance to densely populated areas and employment centers contribute to neighborhood well-being and character. Sufficient parking should be encouraged at neighborhood parks to encourage use by all Township residents. Sidewalk and bikepath improvements should be provided on- and off-tract to encourage safe and convenient access. A balance should be struck within neighborhood parks between relaxation and solitude, and active recreation. Pocket parks containing less than three acres are not intended to house basketball or baseball fields, but are specially geared for more passive types of recreation for the immediate neighborhood. Adequate screening and buffering is essential to offset any negative noise or lighting impacts on adjacent residential areas. Neighborhoods that currently lack such facilities include Oak Hill, Chapel Hill and River Plaza.
3. Bikeways - Bikepaths should be encouraged to promote active recreation and to encourage alternate forms of transportation. Monmouth County's Henry Hudson Trail provides an extensive, nine-mile bikepath along a previous railroad line in the Bayshore

neighborhoods. This bikepath will eventually be extended an additional 12 miles towards Freehold Borough, and may also connect with Gateway National Recreation Area bikepaths. On- and off-road, well delineated bikepath spurs should be encouraged to extend from the Henry Hudson trail towards other bayshore recreational facilities. In particular, the feasibility of extending a new bikepath between the Belford section of the Henry Hudson Trail and Navesink River Road should be investigated. This bikepath would run along an old trolley right-of-way and that is currently owned by an array of entities. Moreover, the Township should seek to improve and better identify and existing bikepath in the New Monmouth area between Harmony Road and Tindall Road.

4. Indoor Recreation – Consideration should be given to identifying a suitable location for multi-purpose indoor recreation facility to provide opportunities for sports, exercise and leisure. Such a facility could provide a year-round venue for ice related sports, swimming, soccer and other fitness activities. Indoor recreation is particularly needed by the Township's growing senior citizen population. The adaptive reuse of underutilized commercial property along the Route 35 and 36 corridors for such a facility should be considered. A public-private partnership may be forged in order to secure adequate land area.
5. Equestrian Activities – The Township should identify suitable locations for an equestrian facility for people of all abilities. In addition to providing riding and educational programs, such a facility could provide boarding opportunities for

the individual horse owner, which is a service that continues to diminish as small horse farms evaporate from the local landscape. A partnership with the non-profit sector could be established to help operate such an equestrian facility.

this parcel would at last provide the Township with sufficient public access to its southerly waterfront. Fee simple purchase of land or acquisition of access easements at eastern portions of the Navesink River should still be investigated.

6. Park Development and Maintenance Plan - Sustained utility and enjoyment of Middletown's recreation facilities requires municipal investment in park infrastructure and services. The development of new facilities and the ongoing maintenance and upgrading of existing facilities is essential. Accordingly, a Park Development and Maintenance Plan (PDMP) should be prepared to inventory current conditions of municipal park facilities, and develop a long-term maintenance and improvement plan.
7. County Plan Participation – The Township should actively participate in the adoption of Monmouth County's new Park, Recreation and Open Space Plan
8. Survey - The Township may wish to conduct a public interest survey in order to gauge public interest in existing and proposed programs and facilities. A survey would assist municipal officials in capital planning and annual programming.
9. Waterfront Access – As recommended in the 1993 Master Plan, improved Township access to the Navesink and Swimming Rivers is strongly encouraged to encourage water-based recreation activities. The Township has recently entered into a contract with the owners Chris' Marina along the Navesink River in the River Plaza neighborhood. Successful acquisition of

MIDDLETOWN MASTER PLAN

Open Space, Recreation and Conservation Element

DEVELOPED/PARTIALLY DEVELOPED LAND	
FACILITY NAME	Total
APPLEBROOK PARK	6
BANFIELD	4
BAYSHORE REC CENTER	2
BELFORD PARK	5
BODMAN PARK	31
BORO OF HIGHLANDS RECREATION	4
BOWNE TRACT	17
CAVADAS SKATE PARK	0.7
CHANCEVILLE PARK	11
CHAPEL HILL FRONT RANGE LIGHT	1.2
CHURCH ST. PARK	3
COMMUNITY CENTER	6
CONIFER (RECREATION PORTION ONLY)	9
COUNTRYSIDE PARK	10
CRESTVIEW PARK	4
CROYDON HALL	35
CRYSTAL POND	2
DORSETT PARK	9
EVERGREEN PARK	8
FAIRVIEW SOCCER	21
FAIRWAYS PARK	5
GILLIGAN	7
GORDON CT. PARK	7
GREELEY PARK	3
HILLSIDE COMMUNITY CENTER	0.6
HILLSIDE PARK	1.4
IDEAL BEACH	25
KUNKEL PARK	5
LEONARDO BEACH	0.3
LINCROFT PARK	58
LINCROFT VILLAGE GREEN	6
MAHON	11
MCPMAHON PARK	24
METETON PARK	40
MURASUTCHI	8
NAVESINK TENNIS (LEASEHOLD ONLY)	1.2
NORMANDY PARK	40
NUT SWAMP	24
NUTSWAMP SCHOOL	25
PORICY PARK	175
PORT MONMOUTH - COMP	2
PORT MONMOUTH PARK - DIV	6
RIPPER COLLINS PARK	0.3
ROOSEVELT PARK	0.5
SHORECREST PARK	4
STEVENSON TRACT	133
TINDALL PARK	49
WALOO PARK	9
WEST FRONT STREET	20
WILMORT PARK	11
Grand Total	888

WHOLLY UNDEVELOPED LAND	
FACILITY NAME	Total
BEACON HILL PARK	5
BICENTENNIAL PARK	14
COUNTY OF MONMOUTH	1.1
DUTCH NECK TRACT	95
FIREMANS POND	1.1
FOX HILL	60
HILLSIDE OPEN SPACE	1.1
KINGS HWY E.	50
LENAPE WOODS	55
LEONARDO BEACH	0.9
LINCROFT PARK	11
MADSEN	11
MIDDLETOWN DEVELOPMENT CORP	10
OAKWOOD PARK	2
SEARS PARK	14
SUNRISE I	3
SUNRISE II	2
VITIELLO	6
WILLETT ACRES	12
Grand Total	353

Conservation Plan

1. Overview and Purpose

Middletown's unique geography brings it a mix of coastal and inland conditions with sensitive environments that range from sandy shores to wooded hilltops. This has given the township an unusually broad range of natural resources and safeguarding these resources is the objective of Middletown's conservation plan. Protecting the special features that are found throughout the township is worthwhile because it is these features that have made Middletown a special place to live.

Natural resource protection will be carried out through a public policy of preservation, conservation and appropriate utilization. Establishment of policies which keep and enhance valuable assets are preferable to those which require restoring or creating them anew.

A) Natural resources which are important locally can be protected by preserving some sites in an unaltered state and by conserving others with careful management and limited usage. Because some disturbance can be tolerated, we can use these areas for passive recreation or other activities. Where there is an inherent public benefit, construction of pathways and other facilities can be a wise use of natural resources but disturbances must be limited so as not to endanger or impair their value or functioning. Within a policy of preservation and conservation, steps can be taken to prevent destruction or serious damage, to enhance or improve existing conditions, or to stimulate rejuvenation.

B) Such a policy addresses environmental concerns by actively pursuing preventative measures instead of relying on costly corrective remedies. It is aimed at avoiding damage and destruction because the repair and replacement of natural features is not only expensive but takes years for restoration to be achieved. In many cases, recovery cannot occur in our lifetime. The quality of life is too important to be left untended.

Implementation of this policy can be accomplished with the tools furnished by Municipal Land Use Law. By identifying the specific areas to be protected and establishing the guidelines for the treatment of various natural resources, the Master Plan can help property owners and developers to carry out Middletown's preservation and conservation policies.

Identification of the areas and sites to be protected is given important legal status by its inclusion in the master plan. First, inclusion provides the legal basis for land use ordinances which facilitate public protection of these areas. These regulations would trigger public action. This would occur before disruptive development could take place, before valuable non-public uses which provide open space amenities were to be discontinued, or before land was to be subdivided for sale. Secondly, inclusion provides the basis for capital expenditures by the township in support of any acquisition or improvement activities.

Guidelines for the preservation of resources are also given strength by their inclusion in the master plan. When incorporated into the

development regulation process, the plan guidelines can help developers carry out their responsibilities. When developers have the insight and awareness that such guidelines provide, they can design and engineer their projects so that valued features will not be injured. Addressing these concerns in advance of public hearings can avert unnecessary delay and distress.

2. Natural Resources

The special sights and sound that make for an interesting locale are a product of the natural resources and special features found in the community. Many types of natural resource areas are found, often in the same places, within Middletown Township. Each provides its own distinctive traits and benefits. Each is at risk.

- A) Beaches and dunes provide protection against hurricanes and storms. They provide habitat for wildlife and are important to maintaining wide sandy beaches. The beaches along the Sandy Hook Bay are an important part of the recreation system for residents. Sandy Hook itself is within the Middletown borders and is an important tourist attraction contributing to the local economy. The vulnerability of Middletown's beaches to pollution and erosion is becoming increasingly apparent. Careful protection of beaches and dunes is a basic objective of the Middletown conservation plan.
- B) Freshwater and saltwater wetlands are found throughout the township. They provide varied recreational opportunities for hiking, fishing, bird watching or photography. They temporarily hold storm waters to reduce flooding. They

are also a highly productive part of the ecology. They can trap the sediment and pollution that can otherwise foul waterways. They are able to treat waste water by removing phosphorous and nitrogenous pollutants. Most importantly, the wet conditions can support a high level of biological productivity. In fact, wetlands are the beginning of the food web since wetland vegetation converts inorganic nutrients into organic plant material and provides a habitat for many valuable plant and animal species. Preserving the wetlands can help ensure that these functions continue but because the survival of the wetlands themselves depends on the adjacent upland transitional areas, they too must be protected. These transition areas are recognized by the hydric soil conditions which stem from the recharge or discharge of ground water. These transition areas slow the flow of water into the wetlands and prevent their being washed away or being overwhelmed by pollutants. They also provide cover for many species and habitat for others. Wetland protection is a national concern, one which is especially important for Middletown. Protection of wetlands and transitional areas is an important objective of the conservation plan.

- C) Floodplains absorb the energy of stream and shore flooding by storing flood waters. Development in these areas is subject to flood damage and destruction and can aggravate flooding elsewhere. Tidal flooding areas affect wide areas along the coast. The areas affected are subject to surges from major storms and hurricanes. Much of this area has already been built up like the Bayshore but because of the way tidal flooding is dissipated over vast areas, continuation of this development will have little

consequence to the environment. Stream flooding, on the other hand, can be altered substantially by development. Storm water runoff can be accelerated by stripping trees and shrubs, by changing slopes, and by covering the absorptive soil surface with buildings and pavement. Flooding can also be aggravated when flows are constricted by culverts, fill, or even heavy silt deposits. Protection of Middletown's floodplains is a fundamental objective of the plan.

- D) Water bodies such as lakes, ponds, rivers and even the ocean and the bay are important visual amenities and many serve as crucial habitats for wildlife. Water pollution is the major concern. Unfortunately, lakes and ponds are especially vulnerable to upstream disruptions because they have little ability to flush pollutants such as silt or pollution. Even an excess of nutrients can lead to the loss of fish and other wildlife as the growing glut of aquatic plants depletes the oxygen. Protecting water bodies is an elemental objective of the conservation plan for Middletown.
- E) Steep slopes and bluffs develop a natural resistance to erosion. The tops of hills are usually composed of soils which have a greater resistance to erosion than those beneath them, but plants help hold these soils in place. Trees, shrubs and other vegetation dissipate the force of driving rains, they retard its accumulation on the surface, and their leaf litter helps absorb much of it. These plants and the soil they trap help check the downhill flow and their roots help hold the soil in place. Without stabilizing natural vegetation, slopes can quickly be eroded or undercut. Adjoining water bodies can become clogged with silt and heavy rains can

lead to the collapse of the bluffs. Building on steep slopes requires excessive cut and fill which strips the soils and vegetation. Many slopes are likely to be unstable and it is imperative that a maximum of natural cover be retained in these areas. Protection of steep slopes and bluffs is a principal objective of the Middletown conservation plan.

- F) Mature woodlands are among our more visible natural resources. Forested areas are valued for their scenic beauty and for the variety of recreational opportunities they offer, but they also play a major role in moderating the flood-drought cycle. Forests slow storm water runoff during wet weather which reduces flood surges. They also reduce evaporation from the soil which ultimately conserves groundwater and keeps streams flowing during dry weather. Trees improve air quality by filtering out pollutants and by providing favorable soil conditions for microflora which actually breakdown many pollutants. Forested areas can moderate extremes in the local climate; during the winter, they act as windbreaks and during the summer, they actually keep temperatures cool through evaporation. For animal habitats, large woodland tracts are more important than small isolated patches. Wooded areas are among the most pleasant outdoor places and their protection is an attractive objective of the township plan.
- G) Stream corridors are particularly important natural areas. In addition to the streams themselves, the corridors encompass their adjoining floodplains and wetlands. They also encompass the steep slopes and woodlands which adjoin them. Protection of stream corridors, especially the headwater

portion, is essential to preventing deterioration of streams. The wet soils along headwater streams mark the source of these streams. This biologically active soil and the surface vegetation along the stream's edge act as a trap in preventing pollutants from reaching the stream itself; sediment is captured, organic materials and micro-organisms are decomposed, and nutrients and pesticides are immobilized. The stream corridor also acts to moderate flooding; the dense vegetation in the corridor gives runoff the chance to infiltrate the stream. This helps to dissipate the erosive energy and velocity of the stream flow. Intermittent streams and spring areas are very susceptible to disturbances and stream water quality depends on them. Unless the stream corridors are safeguarded, the streams which are now a valuable amenity can become muddy, slimy and smelly nuisances. Protection of stream corridors is a vital objective of the conservation plan for Middletown.

- H) Potable water supply areas are indispensable for any community. Maintaining an adequate supply of good quality water requires attention to watershed areas that feed aquifers and surface reservoirs. Thoughtless development can lead to overuse, diversion of recharge or even fouling of wells or reservoirs. Protection of potable water supplies is an essential objective for Middletown.
- I) Habitats for the continued existence of unique flora or fauna have a special value for human use, education, research or for the interrelationship of other living creatures. Sites with special characteristics are essential to the breeding or life cycle of plants and

animals. For some species, appropriate sites are scarce and in these cases appropriate locations must be preserved. Protection of special habitats is a noble yet pragmatic objective of the conservation plan.

- J) Areas of scenic value contribute to the enjoyment and sense of pride of all Middletown residents. Familiar views act as landmarks and provide a sense of place while more prominent vistas establish Middletown's image for visitors. Because indiscriminate building can obliterate scenic roadsides or even treasured vistas, protection requires careful citing and design. This applies equally to private development of building lots and to public improvements to roads, bridges and roadsides. protection of areas of scenic value is a special objective of the Middletown conservation plan.
- K) Harbors are essential for commercial and recreational boating. These sheltered areas provide safety from storms but they in turn must be guarded against erosion and pollution. As a coastal community, protection of harbors is a natural objective of Middletown's conservation plan.
- L) Areas of special cultural value provide open space and special recreational opportunities, although they have other primary purposes. Such areas include sites having special historic, architectural, or geologic significance; public parks; school sites with their playgrounds, athletic fields, and other open spaces; and private recreational facilities such as marinas, stables, or golf courses. Because these areas are often in attractive settings and usually have high quality open spaces they improve the

diversity and quality of community life. Protection of areas of special cultural value is a meaningful objective of the conservation plan.

3. Utilization of Open Space Resources

Natural resource areas and special features should be incorporated into an overall open space system designed to meet the leisure needs of the township's residents. The system can be used for a combination of active and passive recreation as well as for conservation purposes. Middletown already has a number of parks and other open space tracts but they need to be augmented in several areas to form a unified network of protected open spaces.

A) The basis for an open space system already exists in Middletown. In addition to a system of public parks and school sites, the township has acquired a number of conservation easements and required open space preservation in new developments through cluster zoning. A comprehensive open space inventory of sites including easements should be an initial step in the implementation of this plan. The inventory should include up-to-date surveys and a catalog of restrictive or permissive conditions that apply to these tracts.

B) Additional sites are needed to augment the system. These new sites fall into four functional categories: system linkages, buffers, reservations, and educational sites.

- i. System linkages tie individual open space parcels together into one integrated system. By interconnecting the individual sites, accessibility is increased,

recreational capacity is enlarge, and a separated pedestrian/bicycle circulation system can be provided. New open space parcels should provide additional linkages.

- ii. Buffers soften the transitions between different types of land uses: they isolate conflicting uses; they insulate different uses; and they separate similar but intensive uses. New open space parcels should establish needed buffers.
- iii. Wildlife habitats offer a haven for protected animal and plant species. New open space parcels should provide suitable refuges.
- iv. Reservations ensure the availability of land for the development of future recreation facilities. Active recreation requires suitable slope and soil conditions. Sites meeting the necessary criteria are limited and other require considerable expense to develop and maintain. Open space parcels for active recreation should create new reservations in accordance with the Recreation Plan.
- v. Educational opportunities are provided at historic, architectural, or geologic sites and nature study areas. New open space parcels should expand these opportunities.

4. Protection Measures

Middletown's strategy for preservation and conservation involves careful control of new development and selected acquisition of critically important sites.

- A) Critical area regulations and standards can provide suitable degrees of protection for each of these important resources. They can adjust allowable development intensities to fit individual tracts which might be built on. They can

also provide design guidance for handling specific problems which stem from building on these tracts. Critical area development regulations would provide three kinds of protection. First, they would prevent disturbance of the more sensitive resource areas. Second, critical area regulations would prevent over-development of less sensitive critical areas. And third, these regulations would provide long term protection by ensuring that the design of new building lots discourages post-development disturbances by excluding critical areas from the minimum lot area required for building.

i. Critical area regulations can provide for substantial protection by restricting disturbance. Those resources for which a general restriction against disturbance would be appropriate are:

- stream corridors, particularly headwater sections.
- non-tidal wetlands or their transitional areas,
- tidal wetlands or their transitional areas,
- flood hazard areas exclusive of intermediate regional tidal flooding,
- areas of hydric soil conditions,
- dunes and beaches,
- water bodies, and
- steep slope areas with slopes exceeding 15%.

ii. Critical area regulations can provide for limited protection by allowing appropriate development of resource areas. Scaled down development can be allowed in less sensitive areas and in those instances where the benefits to the

public substantially outweigh the effects of disturbance.

- Within critical areas several types of development would be appropriate because of their benefit to the public. These include water-related uses; active and passive recreational facilities; and environmental education facilities.
- Development of any type can occur in the less sensitive areas provided that it is limited so as not to harm the natural resources within the critical area. The situations where this can occur are at the outer fringes of stream corridors, provided that the development is sewerred and no septic fields are established; and steep slope areas with slopes of 15% to 25% provided that sufficient tree cover is maintained to control runoff and erosion.
- Critical area regulations can provide for long-term post-development protection by requiring all building lots to have adequate usable area outside of the area occupied by important natural resources. Those critical areas which are on residential lots are particularly susceptible to disturbance by the occupants. This can frustrate the intent of critical area regulations, but the inclination to disturb these areas can be reduced by ensuring that the lots have sufficient usable land to begin with. Each new lot should have a contiguous area which meets zoning requirements but

is unpenetrated by highly sensitive critical areas. All new buildings should be located within this non-critical area and be set back a suitable distance from critical areas.

B) Overlay zoning can designate specific parcels for protection. On these tracts, deed restrictions, easements or public acquisition would be appropriate conservation measures. An open space overlay zone would establish criteria and priorities for the preservation and in some cases acquisition of valuable and irreplaceable natural resources. Areas appropriate for open space overlay zoning are mapped as part of this plan.

i. Acquisition is to be guided by a balancing of public and private interests. It is not intended that private property rights be unduly infringed. Activities to protect the township's natural resources and special features will not cause displacement of residents or businesses and they will not interfere with reasonable development of private property. Generally, the township should rely as much as possible on conservation easements. This would allow private use of the designated properties to continue. This would also keep land on the tax rolls and reduce public maintenance costs. Acquisition should be limited to those instances where the open space in question is of exceptional quality and value, such that the governing body determines its acquisition to be of primary long term importance to the residents of the township, and the future environmental protection.

ii. An open space overlay zone would augment existing zoning by establishing special measures designed to protect specially designated areas. The areas would be designated because without the protection of the overlay zone their beneficial features, might be lost. These would include sites with unusual scenic character, sites with cultural significance, and sites with important natural resources such as wooded areas. Those activities which sustain resource preservation and conservation would be permitted to continue as a right. To formulate preservation/conservation arrangements with owners, the Township would designate agencies having the interest and capability of acquiring tracts of land for preservation/conservation purposes. Upon exhaustion of all alternatives for preservation, conservation or acquisition, the owner/developer of a property could then proceed with a development application pursuant to all applicable zoning regulations and design standards. Evidence of this would be derived through joint exploration by the owners the township and the designated preservation/conservation agencies. Refusals of bona fide offers of sale by these agencies would constitute clear evidence that a particular property was not feasible for acquisition.

iii. Special protective regulations would limit the types of interim activities permitted or prohibited and impose special design controls.

These regulations would ensure that protection objectives would be met in the event the tract was altered. They would include public access provisions, resource protection measures, and scenic/aesthetic controls.

iv. A number of acquisition techniques could be employed within the overlay zone. The techniques described below can be combined or employed individually.

- Deed Restriction - Property remains in private hands but limitations imposed within the deed prevent subsequent owners from conducting undesirable activities. This remains in effect in perpetuity. Deed restrictions do not normally provide for public access.
- Open space easement - The owners would retain ownership but development rights and usage would be restricted from certain portions allow protection and public access. This techniques is appropriate for creating pathways and bikeways.
- Limited use easement - Similar to an open space easement, this techniques is applicable to situations where public access would occur only for seasonal activities such as bird watching or fishing, or for special events including annual charity affairs. Limitations on the owner would protect the special character of the land and ensure

that access was provided at proper occasions.

- Fee simple acquisition - Property ownership would be transferred completely.
- Property exchange - Private property in the overlay zone would be exchanged for public property elsewhere. This could apply to easements or fee simple transactions.
- Donation - Depending on financial circumstances, a gift of property for public purposes can generate federal tax benefits.
- Sale/Leaseback - Title would transfer to the public with the former owner able to continue usage as a lessee. Rental payments for parts of the property not needed can help to pay acquisition costs while giving maximum public control.
- Limited Development - Similar to sale/leaseback, unneeded portions of the property would be sold to repay acquisition costs.

5. Establishment of a greenway system

In concert with the overall goal of conservation and preservation of open space, the township should prepare and implement a Greenway Plan. The goal of such a project should be to provide linkage between existing public lands, natural resources and points of interest. The land which makes up a greenway system can be attained through acquisition, conservation easements, dedication, land exchange or other means. The plan should be compatible with Monmouth County's Open Space Plan,

including the Bayshore Trail and The Bayshore Access Plan.

6. Establishment of a Community Land Trust

In order to achieve the goals contained in this plan, sources of funding for acquisition of land and/or development rights must be found. A significant tool in achieving this can be the establishment of a Community Based Land Trust which will be able to raise funds through various means such as obtaining grants, holding charitable events, etc. Establishment of land trust will be a primary objective of this plan.

7. Development of the Network

The open space network should be promoted both by public regulation and acquisition. Implementation will require that the development review process be applied to protect the natural resources and special features identified in the Conservation Plan. The use of an overlay zone will permit the Township to pursue acquisition, where feasible, of significant sites in a comprehensive manner. Specific areas within the Township which should be the target of conservation efforts are the following:

Stream Corridors

- Claypit Creek
- McClees Creek
- Swimming River
- Comptons Creek
- Hartshorne Woods Pond
- Navesink River
- Mahoras Brook
- Poricy Brook

Historic Districts

- Chapel Hill
- Holland Road
- Kings Highway
- Navesink
- New Monmouth
- Water Witch Club/Monmouth Hills

Recreation

- Bamm Hollow Country Club
- Beacon Hill Country Club
- Navesink Country Club
- Gateway Marina

Steep Slopes

- Navesink Highlands

Harbors

- Shoal Harbour

Bodies of Water

- Shadow Lake
- Swimming River Reservoir
- Poricy Pond
- Bennetts Pond
- Comptons Pond

Tidal Wetlands

- Pews Creek
- Comptons Creek
- Ware Creek

Linkages

- Bayshore Trail and Bikeway
- Bayshore Trail Road Right-of-Way

**VII. HISTORIC PRESERVATION
ELEMENT**

Overview and Purpose

Middletown Township has long recognized that its rich history, including historic buildings, sites and districts is an extremely important and valuable asset. Promoting and protecting the welfare of the Township by preserving this rich heritage has and continues to be a top priority. The Middletown Township Landmarks Commission has been active since 1974. The Township currently has identified six (6) historic districts, five (5) have been officially designated by ordinance and are shown on the Township Zoning Map. In 1987 a new Historic Landmarks and Historic Districts Ordinance was adopted. The ordinance establishes criteria and standards of review governing virtually all construction activity within an historic district or affecting an historic structure.

Middletown Village Historic District

The Middletown Village Historic District, located in central Middletown Township, is the nucleus of the Township's first and foremost settlement. Most of the ninety-nine (99) properties within the village district are clustered along Kings Highway and Red Hill Road between Township Hall and Spruce Drive on the east, and Holland Road on the west. In addition, the district includes properties on Church Street, Liberty Street, Conover Avenue, The Trail, and Penelope Lane. The location of this district and a list of historic structures are shown in a report titled "Middletown Village Historic District."

Middletown Village is among the oldest permanent English settlements in New

Jersey, along with Elizabeth, Shrewsbury, Newark, Woodbridge, and Piscataway. Listed on the National Register of Historic Places in 1974, the district contains important examples of 18th and 19th century buildings in the State, and includes sites that have a tangible association with the early religious, educational, economic, social, and military history of Middletown Township and New Jersey.

The first land purchase was by a deed dated January 25, 1664 from Popomora, Indian Chief, to James Hubbard, John Bowne, John Tilton, Richard Stout, William Goulding and Samuel Spicer. On August 27, 1664 Peter Stuyvesant surrendered New Amsterdam to the English, whereupon Colonel Richard Nicholls, Governor for the Duke of York, commanded all planters resident in the colonies to take out ducal land-patents. Captain Bowne, Richard Stout and friends immediately applied for such a charter, in order to cover the Indian purchases which they had made, and received the famous "Monmouth Patent."

Settlement commenced immediately, with the first settlers coming principally from Rhode Island, Long Island and Massachusetts Bay. The First Town Book of Middletown (1667 to 1699) shows that the original settlement of Middletown Village consisted of thirty-six "home lots" and thirty-six "outlots" laid out in a linear fashion, along a preexisting Indian path (that later became Kings Highway).

The village was located at the junction of three great Indian trails. These trails provided early settlers with access to other sections of East and West Jersey. Particularly favorable was the easy access to the sea by way of Indian trails.

The General Assembly of the colony of New Jersey directed that every town provide an ordinary (tavern or inn) for the convenience of its citizens as well as travelers. In the early years of settlement, the local ordinary became a virtual town hall as well as a full service inn. Such a place provided facilities for social discussion, political deliberation, militia rallies, legal transactions, serving of court summons, and making arrests. Middletown Village had taverns at an early date, the first reported tavern was on Kings Highway around 1729 and William Wilson operated a tavern at the corner of Kings Highway and Red Hill Road.

By 1834, Middletown Village was described as a rolling and fertile country, based on marl; it contains an Episcopal, a Dutch Reformed, and a Baptist church, two stores, two taverns, and from twenty to twenty-five dwellings, among which there are several very neat and commodious. By 1850 Middletown Village had become the principal commercial and trading center for those residing within a radius of ten miles; at that time it consisted of about forty houses, three churches, a school, four stores, two carriage factories, three blacksmith shops, two leather shops, one harness shop, a tanyard and a hotel. It was during the prosperous mid 19th century period that many of the village's substantial houses were built.

Locust Historic District

The Locust Historic District is a small village running between Clay Pit Creek and the Navesink River. Most of the properties are located on Locust Point Road from Lakeside Avenue to Deep Hollow Drive.

The Locust Historic District was an early 18th century farming and fishing community that evolved into a well to do summer estate

village, after the Civil War. The fertile and scenic lands and the Navesink River influenced its development. From the earliest time the Lenni Lenape Indians farmed and fished in this area. The first recorded deed was in 1665 when the land was transferred to John Browne from the Indians. In 1765 David Burdge bought a large piece of land, which is now known as Locust from Bowne descendants. At one time he and his brother owned most of Locust. Burdge descendants still live in Locust.

Oysters were supplied to the Fulton Fish market in New York by Locust oystermen. Captain Pitman Johnson owned the Oyster House, which is still in existence, was the Captain who transported the oysters. In the 1850's Joseph Mount built a large dock to accommodate the new steamboats that lead to the development of the large summer estates for New York's elite.

In 1869 Mrs. Sylvanus Reed, a noted educator, bought Captain Pitman's farm from its new owner Benjamin Burdge and her estate, including a golf course, was named Reedmont. Mrs. Reed together with Haslett Mckim, donated the land and had a causeway built to the Oceanic Bridge into Locust, thereby connecting the Middletown communities with Rumson and Red Bank and enhancing the prosperity of the entire river area. The bridge was opened in 1891. In 1898 Mrs. Reed founded the Monmouth County Historical Association, a key organization in preserving the county's rich historical heritage.

Many Locust homes bear the imprint of a builder-craftsman named Nehemiah Brower who was involved in the renovation, additions, and construction of many of its residences. His homestead, which he built in 1857, still stands at 920 Navesink River

Road. He is known to have built five of the grand residences along Navesink River Road, as well as a house for Mrs. Reed's daughter at 23 Locust Point Road and he and his son together built "The Ivy" at 112 Locust Point Road.

Navesink Historic District

The Navesink district was settled in the early 1700's when John Burdge built the first sawmill in the area. This area, due to its close proximity to the Navesink River was an important trading center in pre-revolutionary Middletown. Originally known as Navesink, the area was renamed Riceville in 1820 after Rice Hatsell a local merchant. Legend has it that during hard economic times he extended credit to many of his neighbors yet was ironically forced to leave town after he himself was unable to pay his creditors. His neighbors were so appreciative that they renamed the area Riceville, a name that it retained until 1866 when it reverted to Navesink.

Andrew Brown's Dock on the Navesink and John Mount's Dock on Clay Pit Creek served as a facility for the steamboats carrying import and exports from New York City.

In the 1800's Navesink became the largest town in this area. It contained at least three general stores, a feed and grain store, a sawmill, a gristmill, an ice cream parlor, three barbers, several taverns, two hotels, two blacksmiths, a wheelwright, a shoe store, and a stagecoach proprietor.

Chapel Hill Historic District

The Chapel Hill district which was settled by the Taylor and Conover families in the early 1700's stretches along a ridge which was known as High Point. This location

afforded early settlers a means of importing and exporting goods to New York by sea. This import/export business prompted the Lufburrows to build a gristmill, which burned in 1890 and was never rebuilt, and Andrew Winter built a "fulling mill." The location of this district and a list of its historic structures are shown in a report titled "Chapel Hill District."

During the Revolutionary War, Chapel Hill became the retreat route for the defeated British after the battle of Monmouth. These troops awaited embarkation from the Sandy Hook Harbor below. John Stillwell, a local patriot situated atop Chapel Hill, reported to George Washington on the movement of the British ships along the Jersey coast.

In the early 18th century a "public house" or hotel and a tavern were opened along Mountain Hill Road, which is now known as Kings Highway East. A local still run by Samuel Cooper supplied both. It was at this time that his brother John Cooper, a Baptist preacher, built a church and renamed the area Chapel Hill. The name remained even when John Cooper changed his affiliation to Wesleyan and built a larger church in Riceville.

In 1842, the High Point Total Abstinence Society was formed and forced the closure of the local taverns. During one of the Temperance meetings, patrons of the tavern obtained the key to the Chapel and locked the members in the building forcing them an undignified egress through the Chapel's window.

The Chapel Hill Historic District is of great historic significance to the Township of Middletown. It reflects the architectural styles of the 18th and 19th centuries; is a setting for significant events during the Revolutionary War; provided an excellent

Harbor at a time when all commerce was done by sea; and was the site of a strong Temperance movement.

Water Witch Club Historic District

The Township's most recently established Historic District is the Monmouth Hills Historic District, which comprises a 50-acre area, a portion of which was formerly known as the Water Witch Park. Located at the northeasterly-most portion of the Township, this area is characterized by steeply sloping topography with magnificent coastal views. The district's boundaries are those of the original contiguous lots of the main portion of the Water Witch Park, designed in 1895, which is today known as Monmouth Hills. This comprises roughly the easterly half of the district. The westerly half of the district consisted of land owned by the Highlands of Navesink Improvement Company. In 1898 an attempt to develop this area failed and in 1900/1901 the two clubs merged.

The residential community that now comprises the Historic District consists of 41 homes and the Water Witch Club Casino building. Historically the District was a summertime haven for wealthy businessmen and architects. The buildings in the district are located along a curvilinear pattern of mainly gravel roads, originally designed in 1895, and which feature pedestrian pathways linking them. The major concentration of residential construction is at the easterly portion of the district in the area first developed within the park by the Water Witch Club. These buildings are located within close proximity to the Casino. The buildings are generally 1.5 and 2.5 story frame dwellings. Most represent the "Shingle Style" combined with "Colonial Revival," characterized by shingle siding and large porches as dominant features.

Subsequent construction in the district also included other Period Revival Styles, including Tudor, Swiss Chalet and Spanish Style.

The Casino lot comprises the only cleared land in the District. It is situated on a level 1.4-acre lot at one of the highest points in the district, approximately 220 feet above sea level. The large lawn area in front of the Casino enjoys a commanding view of Sandy Hook, the New York Harbor and western Long Island. The Casino club building was listed on the New Jersey Register of Historic Places in January 1990 and on the National Register in August of 1990. The District was established in 2002 and it has been nominated for placement on the National Register.

New Monmouth Historic District

The New Monmouth District is located at the intersection of New Monmouth, Cherry Tree Farm, Park Avenue, and Leonardville Roads. A village began to develop at the intersection in the early 19th century. These roads provide a means to travel to the Bayshore and Highlands to the south and Matawan and Keyport to the north. Development was encouraged; Anthony Smith opened a sawmill; Thomas Chance established a tavern; William and Charles Morford opened the general store and Henry Morford was appointed as the Postmaster.

This village was known as Chanceville, after Thomas Chance who owned the local tavern. Further development occurred in 1851 when a second general store, a black smith, and a wheelwright shop were established. In addition, approximately a dozen residences were clustered around the intersection.

The Port Monmouth Baptist Church is the dominant feature of the district. Built in

1855, it is a simple but elegant example of the Ecclesiastical Greek Revival Style. The church was created from the Middletown Baptist Church, the oldest Baptist congregation in New Jersey. The Stout/Morford house built around 1765 is the site of the Van Pelt Agency.

Development of the trolley transportation system with its station at Campbells Junction, about 1/2 mile away at Main Street, diverted redevelopment pressure from this well preserved enclave of 19th century village development.

Grover House

The Township was successful in saving the Grover House from demolition. Further the Township has completed the first phase of a major restoration project. The project involved the relocation of the Grover House to the entrance to Stevenson Park.

Recommendations

The Township has taken the steps to establish five of the six historic areas of Middletown. Currently only two (2) of the five (6) historic districts are listed on the National Historic Register. The Township should draft an ordinance designating the remaining areas as historic districts; and further these should be nominated for placement on the National List of Historic Places.

Although the Middletown Landmarks Commission has identified the New Monmouth district as historically significant, it has not yet been so designated by ordinance by the Township Committee. The Landmarks should continue to monitor landowner interest in the area.

The Township has successfully applied to the Office of New Jersey Heritage to become a Certified Local Government (CLG). This program has enabled the Township to obtain grants for various historic preservation efforts.

Steps have been taken in recent years to encourage better communications between the Landmarks Commission and the Building Department. This has resulted in fewer alterations or new buildings in an historic district without first receiving approval from the Landmarks Commission. These improved procedures should be continued and further enhanced.

VIII. RECYCLING ELEMENT

Introduction

The New Jersey Statewide Mandatory Source Separation and Recycling Act of 1987 requires that municipal master plans include a recycling plan element which incorporates State Recycling Plan goals for the collection, disposition and recycling of materials designated in the Township's Recycling Ordinance. In addition, the Township's Planning and Development Regulations must include provisions for the collection, disposition and recycling of materials for any development proposal for:

- 50 or more single family dwelling units;
- 25 or more multifamily dwelling units; and
- any commercial or industrial development proposal utilizing 1,000 or more square feet of land.

The Township recognizes that separating recyclable materials from the solid waste stream will extend the life of existing landfill facilities, conserve energy and valuable natural resources, and increase the supply of reusable raw materials for industry. The Township also recognizes that recycling will reduce demands on resource recovery facilities which will, in turn, result in significant cost-savings in the planning, construction and operation of these facilities.

Planning and Development Regulations

Following recommendations included in the 1993 Master Plan Recycling Element, Section 16-6.38 of the Township's Planning and Development Regulations was updated to include standards for collection, disposition and recycling of materials. These standards are consistent with the State

Recycling Plan, and address recycling requirements for single-family, multifamily and commercial developments.

Township Recycling Program

The Township's recycling program predates the Statewide Mandatory Recycling Act of 1987. In the early 1980's the Township initiated a voluntary recycling program in which residents could drop-off newspapers, aluminum cans and glass bottles in specially designated bins located at seven locations in the Township.

In September 1987, the Township adopted Ordinance No. 1984 establishing a mandatory recycling program, and creating the position of Recycling Coordinator to direct the Township's recycling program. This Ordinance required all local residents and businesses to separate recyclable materials, i.e. newspapers, leaves, glass bottles and jars, and aluminum cans, from all other solid waste for collection and ultimate recycling. Subsequent Ordinance No. 2340 adopted in August 1993 added tin, bi-metal cans and plastic bottles to the list of recyclable materials, and prohibited the disposal of grass clippings, white goods, batteries and asphalt shingles with household or commercial trash.

Collection and Drop-offs

There are 12 recycling collection zones that are comprised of approximately four election districts each. The Township provides for curbside collection of cans, bottles and plastic towards the beginning of each month. Additionally, bundled newspapers (not including mixed paper such as magazines or advertising brochures) are collected curbside on different day towards the end of the month. Leaves (unbagged) and brush are picked-up at regular intervals

during the spring and fall seasons. Grass clippings are not accepted curbside or at the Township's recycling drop-off centers.

Middletown residents may opt to leave recyclable materials either at the Township's primary recycling drop-off center located at the Public Works Kanesh Lane facility, or at a secondary drop-off site located at the Middletown Train Station parking lot. During designated hours, the Kanesh Lane facility will accept an array of recyclable materials including glass, tin, plastic, aluminum, appliances, newsprint paper, mixed paper, batteries, corrugated cardboard, tires, used motor oil, scrap metal and used clothing. The Train Station site is open 24-hours, but only accepts color-separated glass recyclables and cans.

Newsletter

A seasonal recycling newsletter is distributed to Township residents detailing pick-up schedules and the types of materials collected. Recycling guidelines and best-practices are outlined in the newsletter, and reminders are included about penalties for violating the Township's recycling ordinances.

Recommendations

- The Township should maintain and continually enhance its recycling program, and ensure that it remains consistent with New Jersey's Recycling Regulations effectuated by the New Jersey Department of Environmental Protection.
- Consideration should be given to identifying a centrally located site, possibly on fallow agricultural land, for relocating the Township's composting facility.

IX. HOUSING ELEMENT

*Replaced by Amended Housing Element and Fair Share Plan adopted December 11, 2008

Status and Update

~~By March of 2000, the Planning Board and the Township had adopted a housing element and fair share plan; filed the plan with COAH and petitioned COAH to approve that plan.~~

~~By March of 2003, Middletown had responded to all the requests for information by COAH staff; determined as best it could what it could anticipate staff's recommendation would be concerning the gap in the plan and the limitations on how to address that gap. Consequently, in March of 2003, Middletown wrote to COAH and proposed a means of securing substantive certification of its plan "as quickly as possible." That proposal entailed Middletown and its Planning Board adopting a plan amendment addressing the anticipated gap and being responsive to the concerns staff had verbally communicated concerning the 2000 plan. That proposal also envisioned that COAH staff would write its report to eliminate the guess work as to what the Township could reasonably anticipate was the result of the evaluation of the 2000 plan. Middletown made clear in that March 2003 letter that as soon as staff issued its report, the Township would ensure that the plan amendment fully addressed all staff's concerns and would then re-petition.~~

~~Middletown and its Planning Board did exactly what they said they would do in the March 2003 correspondence. On June 30, 2003, the Planning Board adopted an Amendment to the Housing Element addressing the anticipated gap in a manner that the Township/Planning Board anticipated that staff would find acceptable.~~

~~On July 7, 2003, the Township endorsed the Amendment to the Housing Element, adopted an amendment to the Fair Share Plan and adopted a resolution that made clear that as soon as staff issued its report and the Township satisfied itself as to the adequacy of the plan amendment, it would re-petition.~~

~~By mid-July 2003, Middletown filed the Amendment to the Housing Element and the Amendment to the Fair Share Plan with COAH and again asked for staff's report. Instead of furnishing the report, staff urged Middletown to re-petition and assured the Township it would not be prejudiced if it did so. Specifically, staff assured Middletown that if staff found some deficiency in the amended plan, Middletown would have the first opportunity to choose how to address the deficiency. The Township representatives assured staff that Middletown would re-petition if staff put this position in writing so that Middletown could then proceed with confidence that it would not be prejudiced if it proceeded in the fashion staff recommended. COAH's Executive Director wrote a letter, dated November 18, 2003 wherein she provided just the written assurances the Township sought. In light of this official position, the Township is now ready to address some various minor issues that have arisen since Middletown filed the amendments in July of 2003 and to repetition.~~

~~More specifically, since Middletown filed in July of 2003, two developers that were the subject of that amendment sought changes. This amendment is intended to mirror and supercede the June 30, 2003 amendment and to incorporate those changes. In addition, in an effort to avoid the need for further amendments, additional sites have been identified that the Township and Planning Board are willing to rezone to produce~~

affordable housing over and above the present quota.

The changes to the June 30, 2003 Amendment may be summarized as follows:

- A. The proposed redevelopment site at Block 135, lot 9 and Block 26, Lot 2.01 will now be developed with 24 market rate units as opposed to 24 market and 6 affordable units. An adjacent property, Block 135, Lots 6 & 7 will be developed with six affordable units by the Monmouth Housing Alliance.
- B. The proposed redevelopment of the property at Block 265, Lots 65, 66, 67 will now be developed with 18 units including 6 affordable units as opposed to 30 units with 8 affordable.
- C. Two additional properties have been added as possible sites for affordable housing development. However these properties will only serve to create units in excess of the Township's 1655 unit obligation.

THE AMENDMENT BELOW REFLECTS THESE CHANGES IN THE JUNE 2003 AMENDMENT TO THE HOUSING ELEMENT.

Introduction

By March, 2000, Middletown had adopted a Housing Element and Fair Share Plan to address its cumulative fair share; filed the adopted plan with the New Jersey Council on Affordable Housing ("COAH"); and petitioned COAH to approve the adopted plan.

That petition drew objections from various interested parties all concerned with the development of one site, the so-called "Vacarro site." The Township negotiated an agreement with the owners of this site

substantially reducing the intensity of development on this site and incorporating active recreation fields on site thereby rendering the objections moot.

During the period following the petition, Middletown not only responded to various requests for information by COAH staff, but also implemented the cumulative plan in anticipation of COAH's certification of the amended plan. Specifically, the Township and its Planning Board took the following actions, even though the Fair Housing Act did not require the Township to take these actions until after COAH certified the Township's plan. See NJSA 52:27D-314:

1. Middletown initiated rezoning of two inclusionary sites identified in the plan. One site, Block 657, Lots 1,2 & 3 received Site Plan approval and construction, including the 16 affordable rental units is anticipated to begin within a few months. The second was approved by the Planning Board and will include 14 affordable for sale units.
2. Middletown continued to implement its successful accessory apartment program; to date Middletown has completed 18 accessory apartments.
3. Middletown has implemented its unique program referred to as "Residential over Commercial" development. One project, planned to generate 8 affordable units above a new commercial building has received site plan approval however as a result of litigation initiated by neighbors, a settlement was reached that will now result in 12 affordable units. Middletown also provides a per unit subsidy for this program, \$24,000.00 for each low-income units produced and \$16,000.00 for each moderate income unit produced.

Therefore the approved project is eligible for \$240,000.00.

4. Middletown has funded the implementation of its RCA with Red Bank even though the RCA does not require that Middletown transfer any monies until after COAH certifies the Township's plan. An ordinance authorizing the transfer of \$1,460,000.00 was adopted in February 2003. Middletown is awaiting a request from Red Bank so that the funds can be transferred.

In addition to these actions, the Township and Planning Board did not await COAH staff's formal report on its plan. Rather, the Township and its Planning Board seized the initiative to determine what gap that staff would likely find and what measures would likely address COAH staff's concerns so that staff would find Middletown's affordable housing plan satisfactory.

The following summarizes the changed circumstances resulting in a gap:

- Rt. 36 W. of Thompson — Inclusionary development where 22 rental units were anticipated. The project was approved with fewer overall units resulting in 16 affordable units. Thus a 12 credit gap (6 units + 6 Bonus Credits).
- Rt. 36 Near Atlantic Highlands — Inclusionary development where 26 units were anticipated. Plans approved by the Planning board only propose to develop a portion of the area and 14 affordable units are anticipated. The remaining land is constrained with steep slopes. As a result of litigation initiated by the Borough of Atlantic Highlands a

settlement now required Middletown to seek to acquire and preserve the remaining acreage, thus the additional units are unlikely to ever be developed. This results in a gap of 12 credits.

- Within PD Zone — The Plan proposed included 25 units within the proposed mixed-use development site. A newly adopted Master Plan in Middletown proposes a change in zoning to "Active Adult Residential." Also there is significant and presumably long-term litigation involving the development of this site. The Township therefore no longer feels confident that this is a realistic site for the development of affordable housing. Therefore a gap of 25 credits results.
- 1st Round C w/o Controls — The Township conducted a Credits-Without Controls survey. A total of 130 creditworthy units were identified. COAH staff reviewed the information provided by the Township and determined that 29 of the 130 did not qualify. Therefore a 29 credit gap resulted.
- Rt. 36 Mustillo Property — This is a redevelopment site. The property contains a commercial building and two single family dwellings and is mostly paved. The owner proposes to develop approximately 18 overall units and provide 6 affordable rental units to the Township.

The total impact of these changes resulted in an overall gap of 82 credits. The rezoning for inclusionary development proposed herein, for Block 878, Lot 35 and Block 615, Lot 82 will result in a total of 96 credits. The

actions on these sites are intended to satisfy the gap the Township had been identified. They will also allow the Township to eliminate the accessory apartment waiver that it had been seeking and also reduce the senior cap waiver from 36% to 29%, where 25% is the maximum permitted.

As of the date this Amendment to the Housing Element and Fair Share Plan was prepared, Middletown has not yet received staff's report. Thus, depending upon any possible other concerns staff may express, it is entirely possible that the amendments to the affordable housing plan embodied herein may undergo further change.

This Amendment will not only show the changes the Township and Planning Board made to the underlying affordable housing plan, but also show how, with the amendment, the Township and Planning Board now have a new affordable housing plan that meets all concerns expressed by staff.

This Amended Housing Element of the Middletown Township Master Plan represents a comprehensive revised plan that is intended to succeed the previous Housing Element adopted by the Planning Board. It specifically fulfills the township's responsibility under the Fair Housing Act (N.J.S.A. 52:27D-1 et seq.). The Act provides for the establishment of municipal fair share obligations and filing of housing elements to meet the obligations for approval by the New Jersey Council on Affordable (COAH) based on COAH's current criteria and guidelines as set forth in various regulations.

This Housing Element includes details and information concerning the various aspects of Middletown's fair share obligation and

sets forth the methods of compliance with the fair share obligation.

The Fair Share Plan provides drafts and other documents that may be readily converted into ordinances that will be refined and will implement the Plan. More specifically, after COAH approves the Townships Housing Element and Fair Share Plan in its current form or in the form that evolves from the process, Middletown will be required to implement its approved plan. Part of the implementation will involve the adoption of ordinances. The Fair Housing Act requires municipalities to adopt such ordinances, after a public hearing, within 45 days from COAH approval of its Housing Element and Fair Share Plan.

Fair Share Obligation

The Township of Middletown was assigned a pre-credited need of 1,655 units, which was determined by the New Jersey Council on Affordable Housing (COAH) as follows:

**TABLE H-1:
COAH PRE-CREDITED NEED 1993-2006**

	Total Need	Pre-Credited Need
Actual Deteriorated Units:	135	
Less: Spontaneous Rehabilitation	13	
Indigenous Need		122
Reallocated Present Need:	66	
Prospective Need:	1,605	
Subtotal:	2,022	
Plus: Demolitions:	14	
Less: Filtering:	-110	
Less: Conversions:	-14	
Reallocated Present and Prospective Need:		1,561
Total		1,683
Less: COAH 1999 Adjustment	-28	1,655 units

Source: COAH Handbook

COAH refers to the 1655 pre-credited need as a cumulative fair share representing Middletown's fair share responsibilities for the first and second housing cycles. The 1655 pre-credited fair share consists of two components: (1) a rehabilitation component of 122 units and a new construction component, which is technically referred to as the inclusionary component, of 1561 units.

Credits to the Revised Pre-Credited Need

COAH recognizes the prior efforts made by many municipalities to house low and moderate income households over the years. Credits are awarded on a per-unit basis for affordable housing activities completed since 1980. These are known as prior cycle credits.

COAH has informed Middletown, in a letter dated July 17, 1991, that July 7, 1987 is considered the date of petition for substantive certification. Therefore, prior to this date, all affordable housing activities are considered to be credits or prior cycle credits. All projects after that date would be included as part of the Compliance Plan.

In Middletown's case, prior cycle credits fall into two categories:

1. ~~Credit Without Controls:~~ Middletown has demonstrated that it is entitled to 101 prior cycle credits as a result of a credits without controls survey conducted in 1991 and 1992. Appropriate documentation has been provided to COAH and COAH has verified that 101 credits are eligible.
2. ~~Scattered Site Housing:~~ Prior to July 7th, 1987, Middletown Township facilitated the construction of two (2) affordable single-family dwellings.

Scattered Site Affordable Housing Construction

From April 1980 until July 7th, 1987, the Township constructed two affordable detached single-family dwellings on Township owned sites. The homes are sold at affordable prices to income-eligible households. The program has gained a great deal of positive recognition and has been a model for other communities wishing to initiate similar construction programs.

The Township Community Development office, in conjunction, operates the Township's Affordable Housing Program with the Middletown Housing Corporation. Middletown has funded the project using CDBG (Community Development Block Grant) and Township funds. The program is financed through a revolving fund, which is continually supplemented by the proceeds of home sales. The Township has and may continue to also provide subsidy to the Housing Corporation.

The units were affirmatively marketed by lottery with no residency preference. All eligible applicants must be low and moderate income households. Resale controls are in the form of a deed restriction for 30 years.

The project began in 1986 with two units occupied prior to July 7th, 1987 and eligible for COAH credit as follows:

<u>Date Sold</u>	<u>Sales Price</u>	<u>Unit Size</u>
1986	\$45,000	3 Bedroom
1987	\$45,000	3 Bedroom

An additional 15 units have been constructed between July 7th, 1987 and the present. Another 5 units of scattered sites housing are planned and development will begin soon.

Section 8 Certificates

As part of the continual effort to provide affordable housing in Middletown, two types of HUD Section 8 certificates have been made available in Middletown.

1. Section 8 New Construction: This subsidy is attached to 26 units at the King's Row senior Citizen Development, located at 1800 Highway 35 and Cherry Tree Lane. The building was first occupied in October 1983. The subsidy allows low income households to reduce their housing costs to 30 percent of monthly income.

There are 26 units at Kings Row, which offer this income supplement to eligible low income seniors. Affordability controls are in place on the units for 20 years. Section 8 certificates, which are tied to the unit such as this, are eligible for COAH credit.

2. Section 8 Certificates: This subsidy is tied to the family, not the unit. The Middletown Housing Authority has a pool of subsidy certificates, which can be awarded to low income households that rent housing units. The hope is that the certificates will be used in Middletown. However, if a cooperating landlord cannot be found the certificates can be used elsewhere in the area.

A family meeting income guidelines will apply to the Housing Authority for the subsidy. They must occupy a rental unit, which meets HUD fair market rent guidelines and has a landlord willing to participate. Again, the subsidy will provide assistance to the certificate holder to reduce their housing costs to 30 percent of monthly income.

The Housing Authority offers 150 certificates. Of that total, 74 are used in Middletown. No credit is requested for these certificates at this time. Middletown reserves the right to pursue credit for these units.

Credits Without Controls

COAH permits municipalities to obtain credits for newly constructed housing if the municipality demonstrates that these units are in sound condition and occupied by low or moderate income households in accordance with the recently adopted COAH regulation N.J.A.C. 5:92-6.3. The unit must have been created and occupied between April 1, 1980 and December 15, 1986.

A municipality must provide the certificate of occupancy, verify the structural condition of the unit and document household income with the most recent Federal Income Tax return to document a credit request.

Middletown prepared an income survey to be sent to residents of eligible units accompanied with a release form which authorized the IRS to release a copy of a portion of the 1990 tax return to the Township's Affordable Housing Consultant. The return release forms were sent to the IRS to obtain copies of the tax returns to verify the income status of each household.

Execution of a release form and return of the form and survey which indicate occupancy by a low or moderate income household considered to be a credit worthy unit. A total of 130 verifiable surveys were returned by low and moderate income households. Of the 130 returned survey's, COAH staff have determined that 101 are fully eligible for credit. Therefore Middletown seeks 101 Credits.

Summary

In summary, the total amount of credits claimed by the Township of Middletown is 129 units. This results in a fair share obligation of 1,526 units when the credits are subtracted from the calculated need of 1,655 units. Supporting documentation has been submitted to COAH in conjunction with the Township's petition for substantive certification. This reflects Middletown Township's ongoing dialogue and correspondence with COAH staff.

Compliance with the Credited Fair Share Obligation

Middletown's Compliance Plan, as detailed below, addresses the fair share obligation of 1,526 units. The Plan provides for the rehabilitation and creation of 1,526 low and moderate income units by the Township of Middletown.

Compliance Plan: 1,526 Unit Fair Share Obligation

Initially, to address compliance with the 1,526-unit fair share obligation, certain restrictions on compliance found in the COAH regulations must be established.

A. Rehabilitation Component – COAH has assigned Middletown an indigenous need of 135 units. The indigenous need is the number of substandard unit estimated by COAH to exist in the Township at present and cannot be adjusted, only credited by prior rehabilitation activities. After subtracting the units estimated by COAH to have undergone spontaneous rehabilitation, 13, the result is an indigenous need of 122 units.

Middletown has completed 122 rehabs in town; therefore this component of the Township's obligation has been satisfied.

B. Regional Contribution Agreement – A municipality may transfer 50 percent of its credited, adjusted fair share obligation minus rehabilitation, to an eligible receiving municipality within Region 4 (Monmouth and Ocean Counties) in accordance with N.J.A.C. 5:92-11.1. The credited, adjusted fair share obligation of 1,526 units minus 122 Rehabs results in 1404 units and thus provides for a maximum transfer of 702 units through Regional Contribution Agreements (RCA). Middletown has already entered into Regional Contribution Agreements for 500 units, all of which are now complete. Middletown will implement an expanded RCA program for another 202 units. Signed agreements have already been provided to COAH. The Township is also ready to enter into agreement with other interested receiving municipalities within its region, should and problems arise with the existing agreements.

C. Rental Component – A rental component for this obligation is calculated after subtracting the rehabilitation component of 122 from the 1, 526 fair share. The resultant figure of 1,404 is then multiplied by .25 to determine the size of the rental component. This is in keeping with the COAH rental housing regulation N.J.A.C. 5:93-5.15. Under this regulation, Middletown Township must provide a realistic opportunity for the creation of 351 units of rental housing within the fair share obligation

351 Rental Component

1526 - 122 = 1,404

1,404 X .25 = 351

D. Senior Citizen Component To establish the 25 percent maximum reservation for senior citizen units allowed under the obligation, COAH regulation N.J.A.C. 5:93-5.14 requires another calculation. The number of credits, adjustments and regional contribution agreement units must be subtracted from the total obligation. The total is then multiplied by 25 percent to obtain the limit. With a credited, adjusted fair share obligation of 1,526, Middletown is able to transfer 702 units through Regional Contribution Agreements. This figure is subtracted from the 1,526 unit obligation. This results in a figure of 824, with 25 percent being 206 units. As such, Middletown Township may age restrict no more than 206 units of its fair share obligation.

Senior Citizen Component

$$1,526 - 702 = 824$$

$$824 \times .25 = 206$$

Middletown is seeking a waiver of the 25 percent cap on the senior citizen component to increase the cap to 29 percent. This is based on the data and findings contained in a report dated February 13, 2000, prepared by Anthony P. Mercantante, P.P., A.I.C.P., justifying up to a 36% cap based upon regional data and demographics. Based upon a 36 percent senior cap, the maximum permitted number of senior units for which credit can be sought in this cycle could be as much as 296 units. However Middletown is seeking credit for 240 units, of which 60 are built and the Planning Board has approved the remaining 180.

E. Rental Component and Rental Bonus Credits The Township must provide a rental component of 351 units. COAH

regulation N.J.A.C. 5:93-5.15 allows a municipality to receive a one third credit for each age restricted rental unit constructed and occupied and one credit for all other rental units, up to its rental obligation. As a result, Middletown is entitled to a total of 206 rental bonus credits.

It is important to note that the analysis of the fair share obligation will be guided by the principle that the municipal obligation must be divided equally between low and moderate income households, unless otherwise permitted by COAH. This is also articulated by COAH in N.J.A.C. 5:93-6.2.

Housing Element Compliance Recommendations

The Housing Element of the Master Plan contains the recommended strategy for compliance with the Township's fair share obligation of 1,526 units. The recommendations may be summarized as follows:

1. Provide for an additional 202 units via Regional Contribution Agreements (RCAs) for a total of 702 units to willing receiving municipalities in the region. Middletown Township had previously entered into Regional Contribution Agreements (RCAs) with five municipalities for a total of 500 units. These RCAs were approved by COAH as follows:

<u>Receiving Municipality</u>	<u>RCA Units</u>
Asbury Park	180
Highlands	50
Long Branch	150
Red Bank	45
Union Beach	76
Total	500

Middletown has entered into RCAs with two other municipalities in the region and will fund the transfer of an additional 202 affordable units. Within the 202 unit RCA program, the Township reserves the right to enter into a gut rehab agreement should it be necessary to make up a shortfall of the rental obligation.

2. ~~*Continue the existing successful rehabilitation program through the Township Community Development Program.*~~ The Township has completed more 122 rehabilitation projects during the period of time covered by this Plan due to the Township's participation in the Community Development Block Grant Program and the annual receipt of funds for this purpose through CDBG.
3. ~~*Continue the existing successful scattered site affordable housing construction program for 26 additional affordable units to be constructed on scattered sites throughout the Township.*~~ These units are in addition to the 15 units already completed, but which are not prior cycle credits. The two and three bedroom homes will be sold at affordable prices to income eligible households. They will be subject to affordability controls that meet COAH regulations. Of the 26 units proposed over the next six years, 2 additional units are complete and a new duplex has begun construction.
4. ~~*Construct 240 affordable senior citizen rental units in the Township.*~~ As a first step to achieve the 240 units, the Township has constructed 60 senior citizen units on the site of the existing Luftman Towers senior citizen project (Block 1072, Lot 36.02) in the Lineroft

section of Middletown. The Middletown Township Housing Authority has funded the project.

The Township will also obtain 180 units of senior citizen rental housing by the development of the Conifer Realty site (Block 729, Lot 16.02) located on Highway 36 in the Navesink section of Middletown. The Township has purchased this site, with a portion leased to Conifer for the development of affordable senior citizen housing. This has resulted from the settlement of litigation between the Borough of Atlantic Highlands and the Township of Middletown. The development has received Preliminary and Final Planning Board Approval and is now awaiting approval of its Tax Credit application.

5. ~~*Convert three existing developed properties into 26 affordable housing units.*~~ The first site, Block 386, Lots 4, 5 & 6, and is located on Leonard Avenue in the Leonardo section of Middletown. The owner of the property expressed an interest to the Township to develop the site to provide 8 affordable rental units, to be subsidized by the Township. Zoning was already in place for the development. The Planning Board granted Site Plan approval for the project. However a lawsuit was initiated by nearby property owners. As a result there will be a settlement results in 12 affordable units instead of the 8 that were approved.

The second site is a property containing an abandoned, burned out 5 unit apartment building (Block 6, Lot 3 and 13). The Township has acquired the property and demolished the existing structures on site. The Township is now

developing plans to construct a 4-unit apartment building on site.

The third site is an existing 7-unit apartment building in Port Monmouth, which is in extremely dilapidated condition (Block 135, Lot 9). The owners who plan to either demolish or redevelop the building have recently approached Middletown. In addition there are several adjacent abandoned properties containing a vacant commercial building (Block 26, Lot 2.01) and a dilapidated old house. This site will be combined with the nearby property and up to 24 market rate units can be developed. The applicant proposes to develop 6 affordable units on a nearby property.

Rezone a 2.52 acre area on Route 36, known as Block 265, Lots 65, 66 & 67, which is currently developed commercially and is in the B-2 Highway Commercial Zone to permit a mix of residential and commercial uses. It is anticipated that this site could yield 18 dwelling units, of which 6 would be affordable.

6. Identify and choose sites for inclusionary zoning. An integral part of Middletown Township's Fair Share Plan is the provision of a realistic opportunity for the construction of new affordable housing within the Township. In all of these cases, the affordable housing units will represent a percentage of the total project with the balance of the site being devoted to market rate housing.

Rezoning for inclusionary housing generally means that a site has been rezoned for additional density in exchange for a mandatory set aside of housing on the site which will be sold or

rented at rates which are affordable to low and moderate income households. Since this results in selling or renting at below market rates, an incentive, the density bonus, permits the construction of increased numbers of market rate units to offset the presumed losses associated with the affordable units.

COAH has adopted criteria to determine the acceptability of each site selected for inclusionary housing in a housing plan. Each site must be available developable, suitable and approvable. These are defined in N.J.A.C. 5:93-5.3:

Available Site: means a site with clear title, free of encumbrances that preclude development for low and moderate-income housing.

Developable Site: means a site that has access to appropriate water and sewer infrastructure and has received water consistency approvals from the New Jersey Department of Environmental Protection or its designated agent authorized by law to issue such approvals.

Suitable Site: means a site that is adjacent to compatible land uses, has access to appropriate streets and is consistent with the environmental policies delineated in Subchapter 8, Municipal; Adjustments.

Approvable Site: means a site that may be developed for low and moderate income housing in a manner consistent with the regulations of all agencies with jurisdiction over the site. A site may be approvable although not currently zoned for low and moderate-income housing.

A consideration of sites for inclusionary development also takes a variety of site development factors into account. COAH excludes as potential sites, or portions sites, areas that are impacted by historic areas, environmentally sensitive lands and agriculturally restricted lands. These are detailed in N.J.A.C. 5:92-8.2 and are summarized as follows:

- Environmentally sensitive lands — Wetlands as delineated on the U.S. Fish and Wildlife Service National Wetlands Inventory; Flood Hazard Areas as defined in N.J.A.C. 7:13; Slopes in excess of 15 percent as determined from U.S.G.S. Topographic Quadrangles (since the Township has a steep slope ordinance that regulates development densities on steep slopes).
- Historic and Architecturally important sites (plus a 100 foot buffer) as listed on the State Register of Historic Places prior to substantive certification.
- Agricultural lands if the development rights on such sites have been purchase or restricted.

Middletown has used the Freshwater Wetlands Maps for Monmouth County, prepared by the NJDEP as part of its suitability analysis. These maps were released by NJDEP in 1991 and are far superior to the U. S. Fish and Wildlife Map as an indicator of the presence of wetlands. This increases the accuracy of the site analysis from what would otherwise be submitted.

The Planning Board has already selected and rezoned three inclusionary sites in Middletown Township as listed below, including acreage data, proposed densities and unit yields.

**TABLE H2:
Inclusionary Zoning Sites**

Site	Develop Acres	Prop. Density	Total Units	Aff. Units	Status
East Road (Bl 1092, L1) — Rt. 36 Belford	14	10	140	28	Complete
Rt 36 Bl 657, L1,2,3) — West of Thompson Avenue.	10.8	9	110	16	Approvals In-Place
Laurel Avenue (Bl 1, L 14) — North of Holland Rd.	15.75	8	118	24	Approved Under Const.

Total 368 68

Each site has either a 15 or 20 percent set aside for affordable housing. The East Road site contains family rental units under the plan proposed to the Township by the developer. All sites meet the COAH criteria of available, developable, suitable and approvable. A total of 69 affordable units will be produced through inclusionary development, 44 of which will be family rental units.

In order to address its housing obligation, Middletown has developed the following scenario for addressing a total of 62 new affordable housing units:

- Amend zoning for an area of Route 36 to permit a density of 5 dwelling units per acre, with a 17.5 percent set aside. This project will yield 14 affordable, for sale dwelling units. A major Site Plan Application for this project was approved by the Planning Board. (Block 729, Lot 7 and Block 746, Lots 28 & 29). Construction is underway.

- ~~The Township proposes to rezone a 15.2-acre tract of land, known as block 878, lot 35, located on the northwest corner of Rt. 35 and Crestview Drive. The subject property is located in the HCSC, Highway Commercial Shopping Center Zone. The Township proposes a rezoning that would permit the development of up to 150 dwelling units, 30 that would be affordable rental dwellings; the remainder would be market rate for sale units. This proposed rezoning is the result of a dialogue between the developer and the Township's representative and represents the agreement that has been reached. The subject property is located in the vicinity of a mixture of uses, including two large multi-family housing developments and a single-family residential neighborhood.~~

- ~~The Township plans to rezone a 15.7-acre tract of land, known as Block 615, Lot 82, located on Harmony Road, just north of Route 35. The subject property is located in the B-3 Highway Commercial Zone. The Township proposes a rezoning that would permit the development of 90 dwelling units, 18 that would be affordable rental dwellings, the remainder would be market rate for sale units. This proposed rezoning is the result of a dialogue between the developer and the Township's representative and represents the agreement that has been reached.~~

- ~~The Township hereby claims the maximum rental bonus credits entitled to the Township from the various components of the Housing Compliance Plan. The Township~~

~~will produce 240 senior rental units, which can be utilized for 79 bonus credits and 127 family rental units for a total rental bonus credit of 206.~~

$$(240 \times .33) = 79 + 134 = 213$$

7. ~~*Provide for the opportunity to construct 10 affordable accessory apartments in the Township.*~~ Middletown has adopted zoning permitting accessory apartments in all Single Family Residence Zones except that a minimum lot size of 7,500 square feet shall be required unless a smaller lot contains an existing accessory structure that can be converted. Such smaller lots will also have to comply with any on site parking requirement established. From 1994 through 2003, Middletown completed 10 accessory apartments. Since initiating its grant program in 2002, whereby a \$10,000 grant is given towards the construction of an accessory apartment, there has been a significant increase in application activity. An additional 8 units have been completed since The Township reserves the right to expand the accessory apartment program, in lieu of some portion of the write-down buy down program, if it becomes apparent that it will result in a better and more efficient use of public funds.

8. ~~*Provide for the opportunity to implement a write down/buy down program for 25 units within the Township.*~~ Middletown is aware that current COAH regulations cap this approach at 10; however, we are requesting a waiver to allow up to 25 such units to be created. This is as a result of the fact that Middletown's diverse housing stock lends itself to this approach and as a result of dialogue with COAH staff wherein it was

recommended that this was a good and reasonable waiver to seek.

Once again, Middletown believes that given its unique characteristics and circumstances, such a waiver is reasonable.

Middletown Township has a very large and extremely diverse housing stock. Even with a robust housing market, a substantial number of dwellings priced \$160,000.00 or below are available in Middletown. The Township is committed to contributing a \$20,000 subsidy on the sale/resale of 25 housing units in order to make them affordable to low and moderate income households. Middletown believes that this particular program provides a very positive and commendable means for providing affordable housing without creating new housing.

- 9. Middletown has identified three group home facilities totaling 14 units/beds. The facilities are identified as follows:

<u>2 Division Street:</u>	4 Beds
<u>141 Cherry Tree Farm Road:</u>	6 Beds
<u>645 Brookside Drive:</u>	4 Beds

Each facility meets the affordability requirements of COAH. In the event of any new creditworthy alternative living arrangements that emerge over the course of implementation, the Township shall notify COAH of these units and its claim for credit; and this plan shall automatically be amended to secure credits for these units, including any rental bonuses.

- 10. Middletown seeks to implement a unique program called Residential over Commercial Development. The

Township has identified certain properties where single story commercial uses exist and where the development of second story residential uses is feasible. In order to help facilitate, Middletown has sought establish a very diverse plan designed to address the needs of low and moderate income households within the region, while at the same time protecting its local residents from excessive growth and the long term costs associated therewith. This provides balance to the total plan that will create 265 affordable units for families, 148 of which will be family rentals, and 240 senior citizen affordable units within Middletown. This is in keeping with a primary goal of this plan, which is to minimize the long-term impacts of compliance on the Township and its residents, while providing a wide array of housing opportunities for those in need.

- 11. Middletown has identified two additional tracts of land that are suitable for future development of affordable housing units. One is a three (3) acre tract of land located at Block 532, Lots 42 & 43. The other is a 1.63 acre tract of land located at Block 517, Lots 3-8. In both cases the Township has had direct communication with a developer negotiating to acquire both properties.

- 12. The Township seeks a waiver for the bedroom mix requirements for the proposed 6 unit all affordable development on Block 135, Lots (6 & 7) to permit all six units to be two bedrooms. The required mix on such a small project would impact the economics of the project, which is to be developed by a nonprofit entity. The Townships Plan includes several other opportunities to make up the needed one

and three bedroom units. The Scattered Sites component will result in all new homes being at least three bedrooms. The Accessory Apartment program results in almost exclusively one bedroom units, by ordinance limitation.

**TABLE H3:
Compliance Summary for 1,655 Unit
Obligation**

Credits Without Controls	101
Prior Cycle Credits	28
Regional Contribution Agreements	702
Rehabilitation Program	122
Scattered Site Affordable Housing Construction	41
Senior Citizen Rental Housing	240
Redevelopment of Existing Sites	28
Existing Inclusionary Zoning	69
Proposed Inclusionary Zoning	62
Senior Rental Bonus Credits	79
Other Rental Bonus Credits	134
Existing Accessory Apartments	18
Proposed Accessory Apartments	10
Group Homes	14
Write Down/Buy Down	25
Residential Over Commercial	10

Total 1,683

**APPENDIX – MCCLEES CREEK
STUDY**