

# Master Plan Amendment

## Prepared for:

Middletown Township Planning Board  
Monmouth County, New Jersey

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**APPENDIX**



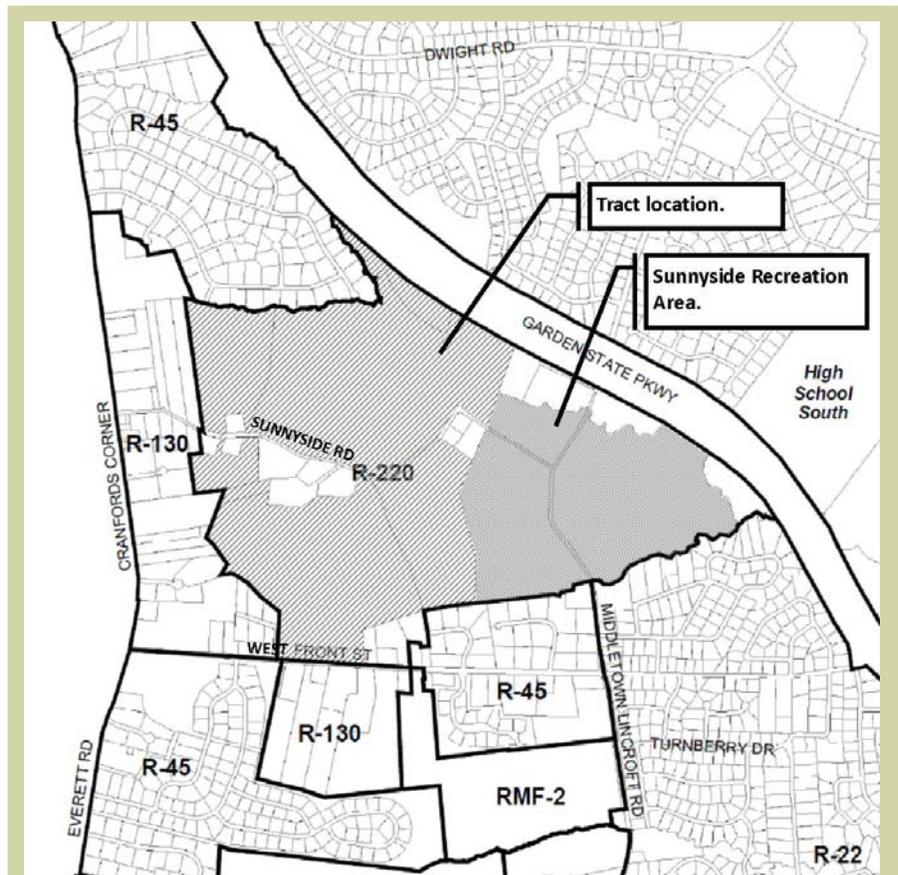
## Introduction

This Master Plan Amendment has been prepared in response to the Settlement Agreement made on July 7, 2011 between the Township of Middletown, *et al.* and Bamm Hollow LLC following litigation related to the Township’s Housing Element and Fair Share Plan. The terms of the Agreement require the Township to re-zone the Bamm Hollow property (Block 1048, Lots 35, 66 & 68 and Block 1049, Lots 10, 11, 15 and 51) to permit up to 190 single-family housing units as generally shown on a concept plan submitted to the Court, which is Appended hereto.

The concept plan shows elimination of the private golf course and clubhouse, and subdivision of the property into single-family lots. Additionally, the concept plan indicates the approximate location of lands to be dedicated to the Township totaling 84.79 acres, some of which will contain remnants of golf course improvements including fairways, tees, sand traps and greens. The dedicated land is generally located along the Garden State Parkway and on the southern side of Sunnyside Road, and includes the existing Bamm Hollow clubhouse’s western parking lot.

Because the Master Plan forms the planning foundation for the zoning ordinance, this amendment has been prepared in advance of the required zoning ordinance amendment.

Ultimately, it is in the best interest of the Township to establish a zoning foundation for the increased residential density on this tract. Several Master Plan Elements are involved in this planning effort, including Land Use; Circulation; Conservation, Open Space and Recreation; Utilities and Community Facilities.

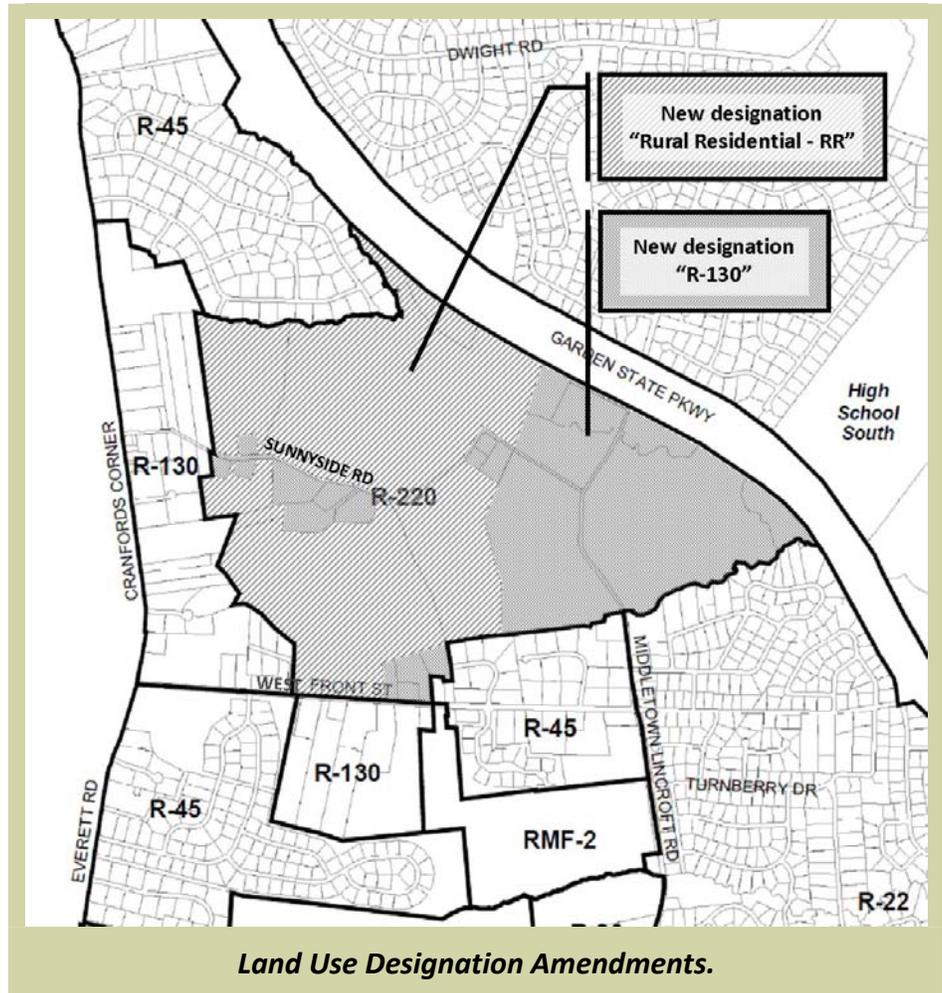


**Current Zoning Map.**

## Land Use Plan

This Master Plan Amendment involves re-designation of the R-220 Zone located west of the Garden State Parkway, east of Crawfords Corner Road and north of West Front Street. The designation of the Bamm Hollow lots is hereby amended to Rural Residential (RR). The remaining lots are hereby designated R-130. The Future Land Use Plan map will continue to indicate the land as Residential.

On the Bamm Hollow tract, which is over 270 acres in area, a residential yield of no more than 190 single-family units and a gross density of 0.68 units per acre is deemed reasonable. The tract is currently developed as a private golf course with clubhouse and is abutted by the Garden State Parkway and R-45 Zone to the north, the R-130 Zone to the west and southwest, and the R-45 Zone again to the southeast. Each of these abutting zones permits single-family residential units at a density higher than the R-220 Zone. The tract is located within a Sewer Service Area. The area is also located in Planning Area 2 on the Draft Final State Plan Policy Map. A gross residential density of 0.68 units per acre in a



Sewer Service Area achieves greater consistency with the Planning Area 2 designation than does a lower density. Subdivision of the tract as a single entity and in conformance with the Settlement Agreement will provide for a variety of lot and unit sizes which will add to housing diversity in the Township. Land dedicated to the Township will add to the inventory of public spaces. At the proposed density, the existing streets can likely be retained at their current widths.

The remaining properties in the R-220 Zone described above are re-designated R-130. This designation, which includes a minimum lot size of 130,000 square feet, is more consistent with the existing lot sizes than an R-220 designation, and based on the existing lot sizes and environmental constraints in the area, should not result in as-of-right subdivisions of land. Monmouth County Parks System's Sunnyside Recreation Area is also included in this area.

Unlike the R-220 districts to the east of the Garden State Parkway, this portion of the R-220 Zone is not located in the environmentally sensitive McClees Creek drainage basin, or an Environmentally Sensitive State Planning Area where land conservation and low intensity development are sound planning policy. This portion of the R-220 Zone is also unlike the R-220 district located in the southwestern portion of the Township, which is predominated by institutional uses such as Brookdale Community College, Christian Brothers Academy, Lincroft Little League Fields and the Monmouth Museum, and public open space such as Thompson Park, and drains directly to the Swimming River Reservoir, a State-designated Category-1 waterbody.

For properties to be developed under an RR designation, a perimeter buffer or conservation easement to adjacent non-municipal properties and collector and arterial roadways is appropriate. Conservation easements should protect environmental features such as woodlands, wetlands, transition areas and steep slopes. Buffers and conservation easements should be re-vegetated if they are devoid of sufficient vegetation.

The number of lots which have direct access to Sunnyside Road or West Front Street in the RR Zone should be significantly limited in number to between 2 and 4 percent of total lots. Minimum 50' building setbacks from Sunnyside Road and West Front Street should be required, and 100' deep conservation easements or buffers are recommended on reverse frontage lots. Lot-size averaging should be permitted to allow flexibility in design, particularly given the goals for land conservation and retention of the rural character of the area.

<b>LAND USE DESIGNATION AMENDMENTS</b>			
<b>Block</b>	<b>Lots</b>	<b>Current Designation</b>	<b>Amended Designation</b>
1048	35, 66, 68	R-220	Rural Residential
1049	10, 11, 16, 51	R-220	Rural Residential
1048	67, 69, 70, 71	R-220	R-130
1049	8-9, 12-15, 17-20, 48.01, 48.02, 49, 50	R-220	R-130
1056	6-8	R-220	R-130

Phasing of tract planning over a period of years through a General Development Plan (GDP) at this tract is acceptable. Appropriate levels of infrastructure improvements (e.g. utilities; roadways, etc.) 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; circulation plan; open space plan; utility plan; stormwater management plan; environmental inventory; community facility plan; housing plan, local service plan; fiscal report; proposed timing schedule; and a developer's agreement.

## Circulation Plan

The concept plan which was submitted to the Court and is part of the Settlement Agreement proposes retention of Sunnyside Road and West Front Street, as well as construction of interior roadways that connect to Sunnyside Road and West Front Street. The concept plan shows four connection points to Sunnyside Road and one to West Front Street. A majority of lots are proposed on the north side of Sunnyside Road.

The existing roadways, particularly Sunnyside Road, are rural in character, and should retain their rural style through retention of existing pavement widths and edge treatments. If found suitable from an engineering perspective, shoulders and/or drainage swales are recommended instead of curb on new roadways. If curbing is required, granite block is recommended. On new roadways, widths should be minimized to the extent feasible, and graded areas consistent with RSIS standards are recommended instead of sidewalk along low-intensity roadways. Because the density of development will be low relative to the spectrum of development governed by RSIS, where sidewalk is required, it is recommended on only one side of the street. This will help retain rural character and minimize impervious coverage. Sidewalks or less formal pedestrian pathways should be extended along the tract's West Front Street frontage resulting in minimal disturbance to trees and other environmental features.

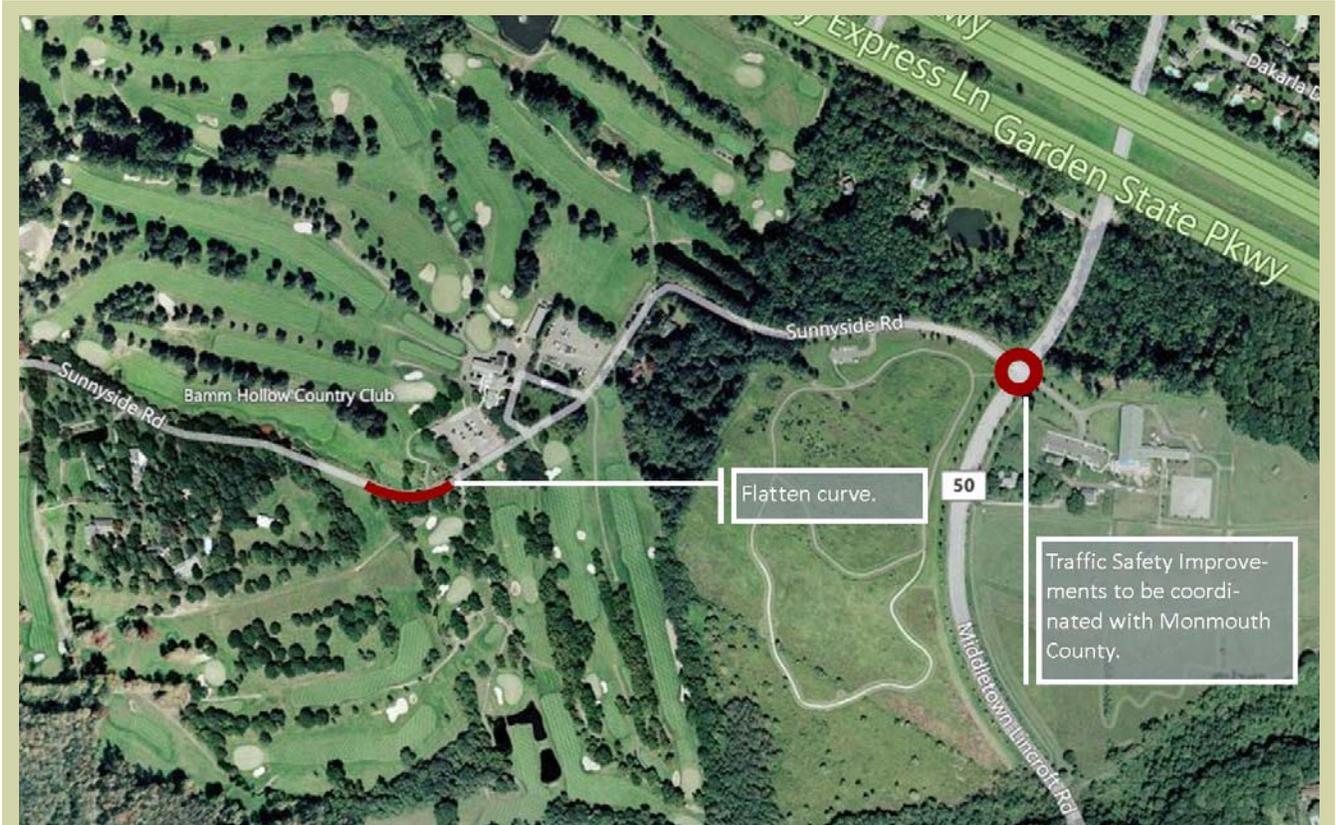
Existing roadways are anticipated to be adequate in their current configuration to handle the amount of traffic that a 190-unit development may generate.<sup>1</sup> However, the sharp curve in Sunnyside Road west of the clubhouse should be softened to enhance safety. Moreover, enhanced traffic safety is essential at the intersection of Sunnyside Road and Middletown Lincroft Road based on less than optimal sight distances, particularly for left turn movements onto Middletown Lincroft Road. Improvements that a developer should be required to investigate include additional pavements markings, signage, a traffic signal and/or a round-about similar to the one installed at Newman Springs Road at Brookdale Community College. Safety improvement enhancements should be coordinated with Monmouth County. Roadway connectivity and minimization of cul-de-sacs will enhance traffic flow and ease possible congestion points. If a roadway is planned to connect to West Front Street, a one-way flow should be considered to ease conflicts in this area.

Sunnyside Road is listed as a scenic roadway in the 2004 Township Master Plan. As such, the number of residential lots that directly front on either Sunnyside Road or West Front Street should be limited, and conservation easements should line reverse-frontage lots.

Pedestrian connections to the County's Sunnyside Recreation Area should be made where logical and pedestrian crossing signs and pavement markings installed. Opportunities for locating safe on- and off-road bikeways should be identified.

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<sup>1</sup> According to Table 4.1 of the New Jersey Residential Site Improvement Standards, entitled "Average Daily Motor Vehicle Traffic Trip Generation Per Dwelling Unit," an estimated peak rate of 10.1 trips per day will emanate from each single-family dwelling, which results in 1,919 trips per day.



*Circulation Plan Map update.*

## Conservation, Open Space and Recreation Plan

The Bamm Hollow tract as it currently exists primarily consists of a golf course landscape. There are forested areas along the western boundary, which contain small wetlands areas to the north of Sunnyside Road and more significant wetland areas south of Sunnyside Road. Any development of the tract will be subject to local and State regulations with regard to stormwater control, protection of wetlands and tree removal. A lot-size averaging approach to lot layout and the use of rural lanes will make conservation of existing resources more feasible. Where lots abut adjacent properties, conservation easements or buffers should be required.

The concept plan which was submitted to the Court and is part of the Settlement Agreement indicates three potential areas where land is proposed to be offered for dedication to the municipality. These locations include along the Garden State Parkway (46.80 acres); between West Front Street and Sunnyside Road (28.83 acres) and the southern parking lot area of the golf clubhouse on Sunnyside Road (3.52 acres). The largest area along the GSP contains several of the golf course fairways, cart paths and a water feature. The second largest area contains one or two golf course fairways, cart paths, water features and forested wetland areas. The smaller piece which encompasses the southern clubhouse parking lot, will likely drop to less than 3.52 acres as a result of the required Sunnyside Road realignment.

The larger pieces of land are partially contiguous to the County's Sunnyside Recreation Area, and could either be leased to the County as an expansion of its facility, or could be used for some other recreation or municipal purpose. If the land is used for recreation, it is possible that many of the cart paths could be re-used as walking and biking trails, and could be expanded for horseback-riding. It is likely that Bamm Hollow intends to use the smallest piece for a stormwater management facility. If this is not the case, the parking lot may be useful for storage of municipal property, or could be leased out for other purposes. Alternatively, the land could be sold. No parcels dedicated to the Township should be included in the Township's Recreation and Open Space Inventory until an end use is identified by the governing body.



***Pond edge plantings (Pickerelweed).***

If the developer of the Bamm Hollow tract proposes to use a portion of the dedicated land for stormwater management, the stormwater facilities should be designed to function as a natural land feature, and appear as natural as possible. This can be accomplished through minimization of structures, provision of appropriate native landscaping, and curvilinear design. Basins should be planted in such a manner that resident geese populations are discouraged because of their associated nuisance issues. Substantial plantings along basin edges typically discourage resident geese because the plants impede their access to and from the water's edge.

The developer should also work with the Township on the location of proposed buffer averaging compensation areas on any land proposed to be dedicated to the municipality in order to maximize usable space. Buffer averaging compensation areas should be provided throughout the tract and not solely on the municipal property. Sufficient access into the properties should be provided, i.e., wetlands and wetlands buffers should not impede primary access points into the sites.

When approval for residential development is sought in the RR Zone, a plan for the preservation, reuse or disposition of existing site improvements situated on land to be dedicated for municipal purposes should be provided. The plans should address site improvements including but not limited to utilities, ponds, stormwater infrastructure, transformers, pump houses, meters, irrigation systems, fuel tanks, fences, parking areas, and other buildings or structures.

## Utilities Plan

### Sanitary Sewer

The Bamm Hollow tract is located in the Township of Middletown Sewerage Authority’s Sewer Service Area<sup>2</sup> as well as a potable water service area. Sewer infrastructure in relation to the Bamm Hollow tract consists of a sewer line to the clubhouse. Significant upgrades to be made by the developer of residential units in the RR Zone will likely be necessary to sanitary sewer infrastructure including but not limited to the network of pipes as well as to the applicable pump station(s) to provide the necessary additional capacity to serve the units. Sewer infrastructure should be extended along Sunnyside Road and West Front Street and should be stubbed to create the opportunity for existing property owners in the area to tie into.

### Potable Water

Potable water is provided by New Jersey American Water, which is capable of serving at least 190 additional households. The company is in the process of a major system upgrade. Standard extensions of the water distribution infrastructure will be necessary to the site, and will be reviewed by the Planning Board as part of the subdivision plan for the tract.

### Street Lights

Jersey Central Power and Light (JCP&L) currently provides the Township with streetlights and bills the Township for their usage. Because JCP&L earns more money for higher electrical demand, there is little incentive for JCP&L to provide energy efficient fixtures. It is in the Township’s best interest, however, to reduce electricity costs to a minimum throughout town. Therefore, it is recommended that Township ordinances be amended to require the installation of energy-efficient, metered fixtures by developers. With metered fixtures, the Township can use higher efficiency fixtures and report meter-readings to JCP&L, which can be billed accordingly. A standard fixture should be used to ensure visual continuity either on a Township-wide or neighborhood basis. It is recognized that the Township would need to assume maintenance responsibilities for metered fixtures.

**All lights should be fully shielded or cutoff.** This means no light is emitted above a horizontal plane and no light trespasses into places where it is not needed.



*Light is shining down where it is needed and not spilling up into the night sky.*

**Dark-sky-friendly light fixtures.**  
(Source: [www.nmheritage.org](http://www.nmheritage.org))

Fixtures should be dark-sky-friendly to minimize light pollution. Minimization of sky-ward-cast light benefits natural systems, star-gazing and human health, and is energy efficient. Night-sky-friendly fixtures cast light downward only. In a rural area, the number of fixtures should be minimized, and efficient lamps such as low-pressure-sodium utilized.

<sup>2</sup> As indicated on the “Proposed Sewer Service Areas by Sewerage Authority,” Final Draft Wastewater Management Plan Map for Monmouth County, dated May 2, 2011, which is incorporated herein by reference.

## Community Facilities Plan

### Population Projection

Depending upon whether the 190 lots agreed to per the Settlement Agreement will be developed with 3 or 4 bedroom houses, the resultant population of a subdivided Bamm Hollow tract, according to accepted demographic multipliers for the State of New Jersey,<sup>3</sup> can be estimated at between 510 and 733 persons. The number of public school-aged children is estimated at between 63 and 117 at build-out. At a 2010 total municipal population of 66,522, this would represent a 0.77 to 1.1 percent increase in overall population. The table on the following page depicts the application of demographic multipliers to both a 3-bedroom and a 4-bedroom development scenario. The data is not segregated into 2-, 3-, 4-, and 5-bedroom increments, so what data is available was utilized.

### Emergency Services

Of the Township's community facilities, the ones that are most sensitive to population fluctuations are emergency services and public schools. Although there are currently no significant capacity issues related to the provision of emergency services to 190 additional units under currently facility and staffing levels, if other projects in the area are built-out, such as residential development of the nearby 67-acre Four Ponds property, additional staff or facility expansions may be required.

### Public Schools

In terms of the number of potential public school children that could be generated by an additional 190 units, 36 to 116 elementary; 17 to 36 middle school; and 10 to 29 high school students are estimated. The school with the greatest potential for impact is currently Lincroft Elementary School, which is experiencing increasing enrollment. Depending upon which year the houses in Bamm Hollow become occupied and the Board of Educations' projected overall demographics for its schools those years, re-districting of this parcel may be necessary; however that is ultimately the purview of the Board of Education. The Board of Education will likely use its own demographers and facility experts to plan student distribution.

As can be seen by the foregoing multipliers, 4- to 5-bedroom houses generate far more school-aged children than 2- to 3-bedroom units. Although the zoning ordinance cannot mandate the number of bedrooms per unit, the lot-size averaging aspect of the ordinance will make a variety of lot and unit sizes, including smaller units, possible on the tract, which would attract a wider variety of household types other than families with school-aged children.

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<sup>3</sup> "Who Lives in New Jersey Housing? New Jersey Demographic Multipliers," Rutgers University Center for Urban Policy Research, November 2006.



DEMOGRAPHIC MULTIPLIERS - OWNERSHIP UNITS														
Housing Type	# Bdrms	Persons Per Unit	Persons Per Unit by Age Grouping								TOTAL PSAC	Public School-Aged Children by Grade		
			0-4	5-17	18-34	35-44	45-54	55-64	65-74	75+		K-6	7-9	10-12
<i>Single-family Detached, Above Median Value</i>														
	2 to 3	2.683	0.26	0.402	0.419	0.547	0.323	0.28	0.332	0.12	0.333	0.191	0.089	0.053
	4 to 5	3.86	0.4	1.177	0.367	1.027	0.603	0.18	0.068	0.04	0.933	0.594	0.189	0.15
APPLICATION OF MULTIPLIERS														
	# Units	Total # Persons	0-4	5-17	18-34	35-44	45-54	55-64	65-74	75+	TOTAL PSAC	K-6	7-9	10-12
2 to 3-bdrm	190	510	50	76	80	104	61	54	63	22	63	36	17	10
<b>OR</b>														
4 to 5-bdrm	190	733	75	224	70	195	115	34	13	8	177	113	36	29

Source: CUPR Residential Demographic Multipliers, November 2006.