

Land Use Element Of the Master Plan

Prepared for:

**The Borough of Berlin
Camden County, New Jersey**

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Adopted by the Berlin Borough Planning Board on _____

The original document was appropriately signed and sealed in accordance with N.J.A.C. 13:41

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Introduction

The Land Use Plan Element of the Borough of Berlin is intended to replace the current Master Plan Reexamination dated 2008, pursuant to NJSA 40:55 D-28 b. (2). The Land Use Element is organized first with goals and objectives pursuant to NJSA 40:55 D-26 b. (1) followed by a discussion of land use issues that have been identified through the master planning process. A description of existing zoning districts is included, followed by a series of recommended changes to the existing zone plan. The status of and consistency with master plans of adjacent communities, state, and county plans is addressed pursuant to NJSA 40:55D-28d.

The Land Use Plan Element of the Master Plan seeks to maintain a balance in land use while providing a framework for planning and policy goals. It is designed to maintain and improve the quality of life for residents, land owners, and visitors to the Borough and to guide and direct future use of land in a manner that will best protect the public health and safety and promote the general welfare.

Additionally, the Land Use Plan establishes long-range goals for land use in terms of types of land uses and densities throughout the Township. The Plan serves as the foundation and basis for the zoning ordinance, which in the accordance with the Municipal Land Use Law, should be substantially consistent with the adopted Land Use Plan.

This Plan has been developed to implement the objectives listed in the preceding sections of this document while remaining cognizant of the unique environmental, social, and cultural attributes of Berlin Borough. The other elements within the overall comprehensive master plan shall build on the proposal contained in this Land Use Plan.

Goals and Objectives

The Municipal Land Use Law, pursuant to NJSA 40:55d-28, states that a master plan must include a “statement of objectives, principals, assumptions, policies, and standards upon which the constituent proposals for the physical, economic, and social development of the municipality are based.” This statement is often expressed as a series of goals and objectives. The following goals and objectives for this Land Use Plan Element provide foundation for this and other plan elements that comprise much of the policies in other master plan elements.

1.1 Strengthen and preserve the quality of residential neighborhoods

- 1.1.a. Discourage conversion of residentially zoned properties to retail or office uses and conversion of single-family homes to multifamily structures.
- 1.1.b. Minimize and mitigate conflicts between residential, retail, or industrial uses.
- 1.1.c. Promote the creation and maintenance of community facilities such as parks that strengthen neighborhoods.
- 1.1.d. Preserve existing housing stock by prioritizing rehabilitation programs to enhance neighborhood pride and residential quality of life, and to eliminate unsafe conditions.
- 1.1.e. Maintain existing residential neighborhoods as attractive, high quality areas and ensure that renovations and new construction are compatible with existing neighborhood character.
- 1.1.f. To evaluate existing development patterns and zones within established neighborhoods and commercial districts in order to make recommendations for zoning changes if warranted, while paying particular attention to overall residential densities.

- 1.1.g. Promote an attractive visual environment in Berlin Borough through appropriate standards within the land development ordinances.

2.1 Encourage properly scaled residential and nonresidential infill development

- 1.2.a. Ensure infill development respects the style and scale of surrounding buildings.
- 1.2.b. Preserve the diversity and quality of neighborhood-oriented commercial uses that principally serve the surrounding residential population.
- 1.2.c. Direct development of regional retail and office uses to state highways and areas that have convenient access to state highways.
- 1.2.d. Guide future residential and non-residential growth in a coordinated and managed approach as set forth in this Master Plan and to provide for logical transitional uses between residential and non-residential areas of the Borough.

1.3 Balance environmental protection with appropriately scaled development

- 1.3.a. Provide a balanced land use pattern that preserves residential neighborhoods, strengthens the vitality of commercial districts, preserves park and open spaces, protects environmentally sensitive natural features, accommodates community facilities, and enables local and regional circulation.
- 1.3.b. Encourage the continued preservation and/or conservation of the Borough's natural resources.
- 1.3.c. Limit development in floodway areas.
- 1.3.d. Support remediation efforts on contaminated sites in order to improve the appearance of unsightly properties and encourage appropriately scaled development.

1.4 Promote Sustainability and Green Buildings

- 1.4.a. Support diverse retail, office, and industrial uses in order to encourage a well-balanced and sustainable community.
- 1.4.b. Encourage green building technologies.
- 1.4.c. Encourage LEED building systems.

Analysis of Existing Zoning

Residential Zones

Berlin currently has ten (10) different residential zones throughout the Borough. Because portions of the Borough fall within the Pinelands, two (2) of the existing zoning districts are additionally subject to Pinelands regulations.

R-1 and PR-1 Low Density Residential Districts: The purposes of the R-1 and PR-1 Districts are to create zoning districts for single-family homes and a limited number of compatible uses, except that in the Pinelands Area development shall comply with the R-1 District regulations, except that to the extent there may be an inconsistency with the R-1 District regulations, the Pinelands Area regulations shall prevail. In both districts, residences shall be limited to detached single-family homes.

R-1a Medium Density Residential District: The purposes of the R-1a District is to create a zoning district for detached single-family dwellings and a limited portion of townhouses along with the opportunity to provide a portion of the Borough's low- and moderate-income housing need.

R-2 and PR-2 High Density Residential Districts: The purpose of the R-2 District is to create a zoning district for detached single-family residential uses, including age-restricted residential uses; lower-income housing; child care; houses of worship; and recreational uses. Districts that are designated as PR-2 are located within the Pinelands Management Area, and to the degree that R-2 regulations are inconsistent with Pinelands area regulations, Pinelands regulations shall prevail.

R-3 Garden Apartment District: The purpose of the R-3 district is to identify and provide for the existing apartment complexes in the Borough.

R-4 Townhouse District: The district is intended to provide for townhouse development in a planned residential development with an inclusionary affordable housing component. All development within the R-4 Townhouse District shall be planned development.

R-5 Apartment and Townhouse District: This district is intended to provide for apartment, townhouse and/or single-family detached dwellings with an affordable housing set aside in a location proximate to other higher-intensity uses. The affordable housing component of the development will address a significant portion of the Borough's affordable housing obligation and settle litigation in the matter of Nexus Properties, Inc. v. Bor. Of Berlin, Docket No. L-2285-06.

R-AR Residential Age-Restricted District: The purpose of the R-AR District is to provide for existing developments of age-restricted single-family detached dwellings for residents 55 years of age or older.

PARC Planned Adult Residential Community District: It is the purpose of the PARC District to create a zoning district permitting a comprehensive and integrated mixture of age-restricted residential housing, licensed health care facilities as well as necessary retail, office, medical, social, cultural, and recreational uses and facilities addressing the complex needs of citizens aged 55 and older.

Table A below reviews the permitted principal and conditional uses in each of the Residential Districts.

Table A: Residential Zone Uses

District	Density (Per Acre)	Permitted Uses*	Conditional Uses**
R-1/PR-1	12 units per acre	Detached single-family dwellings, churches, synagogues, convents, utility services, temporary sales office/model home, and public parks and playgrounds.	A child-care center or a day-care center for six or more children.
R-1a	2.75 single-family dwellings per acre 4.375 townhouse dwellings per acre	Detached single-family dwellings, townhouses, churches, synagogues, convents, utility services, temporary sales office/model home, and public parks and playgrounds.	A child-care center or a day-care center for six or more children, construction of age-restricted housing

R-2/PR-2	6 units per acre (Inclusionary development) Age-restricted housing 35 units per acre (Age 62 and over) 2.5 single-family dwellings per acre (Age 55 and over)	Detached single-family dwellings, churches, synagogues, convents, utility services, temporary sales office/model home, and public parks and playgrounds.	A child-care center or a day-care center for six or more children, construction of age-restricted housing, and semidetached single-family and townhouse dwellings.
R-3	12 units per acre	Garden apartment buildings.	None.
R-4	8.85 dwellings per acre	Townhouse dwellings, parks and open space areas, and municipal purposes.	None.
R-5	16 dwellings per acre or a maximum of 470 dwellings	Townhouse dwellings, apartment dwellings, single-family detached dwellings, parks and open space areas, utility buildings primarily for serving the R-5 District, and a combination of principal permitted uses.	None.
R-AR	10 dwelling units for each gross acre	Single-family detached dwellings (55 and older), parks and open space areas, utility services, and temporary sales office/model homes.	None.
PARC	10 dwelling units for each gross acre	Residential uses, age restricted residences: detached dwellings, semidetached dwellings, townhouses, apartment-type multifamily and midrise multifamily units; non-residential uses: retail, commercial, and professional office, and medical facilities.	None.

**For a full listing and more details of permitted uses refer to the Township's Land Use Ordinance*

***For a full listing and more details of conditional uses refer to the Township's Land Use Ordinance*

Commercial Zones

C-1 Central Business District: The purpose of the C-1 District shall be to provide for a pedestrian-oriented business district that will serve as a town center for the balance of the Borough. Retail, office, and service uses shall be encouraged that will compliment adjoining residential, governmental, and institutional uses. To preserve and enhance the pedestrian environment along the streets within the district, parking and loading activities will be directed to rear yard areas, Parking will also be provided by community lots and on-street, curb-side parking.

C-2 and PC-2 Neighborhood Commercial District: The purpose of the C-2 District is to provide for neighborhood scale office, professional, service, and commercial uses in areas abutting major roads including portions of the Borough formerly devoted to residential uses that have become impacted by congestion associated with increasing traffic and attendant highway improvements. In the Pinelands Area, development shall comply with the C-2 District regulations, except that, to the extent there may be an inconsistency with the C-2 District regulations, the Pinelands Area regulations shall prevail.

C-2 and PC-3 Highway Commercial District: The purpose of the C-3 District is to provide for commercial, office, and service uses in appropriate locations along the Borough's major roadways. The C-3 District is intended to provide locations for the more intensive commercial uses permitted within the Borough including motor vehicle service and sales, shopping centers, commercial recreation, and highway-oriented restaurants as well as the less intensive business uses permitted within the C-2 District. In the Pinelands Area, development shall comply with the C-3 District regulations, except that, to the extent there may be an inconsistency with the C-3 District regulations, the Pineland Area regulations shall prevail.

Table B: Commercial Zone Uses

District	Density (Lot Size)	Permitted Uses*	Conditional Uses**
C-1/PC-1	Minimum lot size 4,000 square feet	Retail stores and shops, service uses, offices and banks, funeral homes, medical services, restaurants, coffee shops and similar uses, health clubs and exercise centers, residential apartments, located above ground floor business uses, Borough uses, utility services, and child-care centers or day-care centers.	None.
C-2/PC-2	Minimum lot size 40,000 square feet	Retail sale of general merchandise, service uses, offices and banks, funeral homes, medical services, veterinarians, animal hospitals without outside kennels, restaurants, health clubs and exercise centers including dance studio and related uses, re-existing residential uses, Borough uses, utility services, child-care centers or day-care centers.	Restaurants with drive-up windows, shopping centers and neighborhood-oriented retail uses containing 25,000 or more sq. ft.
C-3/PC-3	Minimum lot size 40,000 square feet	Retail sale of general merchandise, service uses, hotels and motels, automobile and truck dealerships, retail warehouse uses, lumberyards, home improvement centers, offices and banks, funeral homes, medical service uses, veterinarians and animal hospitals without kennels, restaurants, bars, and nightclubs, theaters, bowling alleys, gymnasiums, health clubs and exercise centers including dance studios and related uses, Borough uses, utility services, and child-care centers or day-care centers.	Restaurants with drive-up window, shopping centers and retail uses containing more that 25,000 or more sq. ft., off-premise advertising signs, automobile service stations including service stations combined with convenience stores or car washes, and self-storage facilities.

*For a full listing and more details of permitted uses refer to the Township's Land Use Ordinance

**For a full listing and more details of conditional uses refer to the Township's Land Use Ordinance

Industrial/Other Zones

I-2, I-3 and PI-3 Industrial Districts: The purpose of the I-2 District is to establish areas where a variety of industries and businesses either exist or may in the future be located. The I-3 District is located in areas largely undeveloped. The I-3 and PI-3 design standards are intended to require larger tracts and provide more open space. Both districts will contribute to the economic base of the community by providing employment and a market for those businesses and service uses. In the Pinelands Area development shall comply with the District regulations in which it is located, except that to the extent there may be an inconsistency with the I-2 or I-3 District regulations, the Pinelands Area regulations shall prevail. Notwithstanding the permitted uses, building height, and other zoning criteria set forth herein, all development in the I-3 District is required to meet the criteria for airport hazard zones as set forth and regulated by the New Jersey Department of Transportation in NJAC 16:62-1.1 to 16:62-11.1, as amended.

INST Institutional District: This district is created to locate various places where public and quasi-public uses currently exist.

Environmental District: This district is created to identify publicly owned properties restricted to open space uses.

Table C: Industrial/Other Uses

District	Density (Lot Coverage)	Permitted Uses*	Conditional Uses**
I-2/I-3/PI-3	Maximum lot coverage 50%	Any permitted C-2 District use, manufacturing, fabrication and assembly operations, retail warehouse uses, lumber and building materials and other similar yards and home improvement centers, Borough uses, child-care centers or day-care centers, utility services, hotels and motels.	Any permitted C-2 District use, outdoor equipment storage such as construction equipment, large spools of telephone or cable television cable and similar equipment, self-storage facilities.
INST	Maximum lot coverage 60% school and hospital 40% other	Public and private schools for academic instruction, Parks and recreation areas, including indoor facilities, firehouses and ambulance squads, municipal buildings and other government uses and services, hospitals or health care facilities, nursing homes and assisted living residences, churches, cemeteries, VFW, Elks and similar national lodges.	None.
E-1	Maximum lot coverage 10%	Parks and recreation areas, other publicly owned open space uses.	None.

*For a full listing and more details of permitted uses refer to the Township's Land Use Ordinance

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Airport Safety Zone

An Airport Safety Zone overlay, associated with the Camden County Airport, falls within portions of southwestern Berlin Borough. The ASZ is roughly bordered by New Freedom Road, Cross Keys Road, and North Park Drive. Airport Safety Zones are governed by the Air Safety and Zoning Act (N.J.S.A. 6:1-29 et seq.) which establishes the standards for land use adjacent to airports. Municipalities are required to implement and maintain land use ordinances in accordance with the provisions of the Act. The Borough included Chapter 76, entitled “Airports,” of the Borough Code in order to maintain consistency with the Act. Chapter 76 establishes the Airport Safety Zone and incorporates the Zone into the Borough’s zoning maps.

Redevelopment Areas

The Borough of Berlin maintains several areas within its jurisdiction that have been designated by the governing body as areas in need of redevelopment (as shown in Maps 1 through 4 on the following pages) pursuant to the Local Housing and Redevelopment Law (LRHL), N.J.S.A 40A:12A-1 et seq., and is currently considering Redevelopment Plans for these areas. These areas include:

Needs Study Area #1: Block 1502, Lots 1, 2, 3, 4, 12, 13 and 14; Block 1600, Lots, 4, 5 and 6; Block 1601, Lots 1, 1.01, 2, 3, 3.01, 12, 13, 13.01, 13.02, 13.03; Block 1602, Lot 3, which are collectively known as the former Owens Corning Plant and surrounding area;

Needs Study Area #2: Block 1800, Lots 5, 6 and 9, which is known as the former K-Mart site;

Needs Study Area #3: Block 1300, Lots 2 and 4, located at the intersection of White Horse Pike and Cross-Keys Road; and

Needs Study Area #4: Block 1100, Lots 4, 7, 8, 9, and 9.01, located along Route 73.

Aerial mapping of these areas are included on the following pages.

Relationship to Pinelands Comprehensive Plan

The westernmost portion of the Borough, as shown in Map 5 below, is included within the New Jersey Pinelands boundary. This portion of the Borough is part of the Regional Growth Area, as established by the Pinelands Comprehensive Management Plan (CMP.) Regional Growth Areas are areas of existing growth or lands immediately adjacent thereto which are capable of accommodating regional growth influences while protecting the essential character of the environment of the Pinelands, provided that the environmental objectives of the CMP are implemented through municipal master plans and land use ordinances.



**Map 1: Aerial Photography
Redevelopment Study Area**
 Block 1502 Lots 1, 2, 3, 4, 12, 13 and 14 Block 1600 Lots 4, 5, and 6
 Block 1601 Lots 1, 1.01, 2, 3, 3.01, 12, 13, 13.01, 13.02, and 13.03,
 Block 1602 Lot 3
 Berlin Borough
 Camden County, New Jersey



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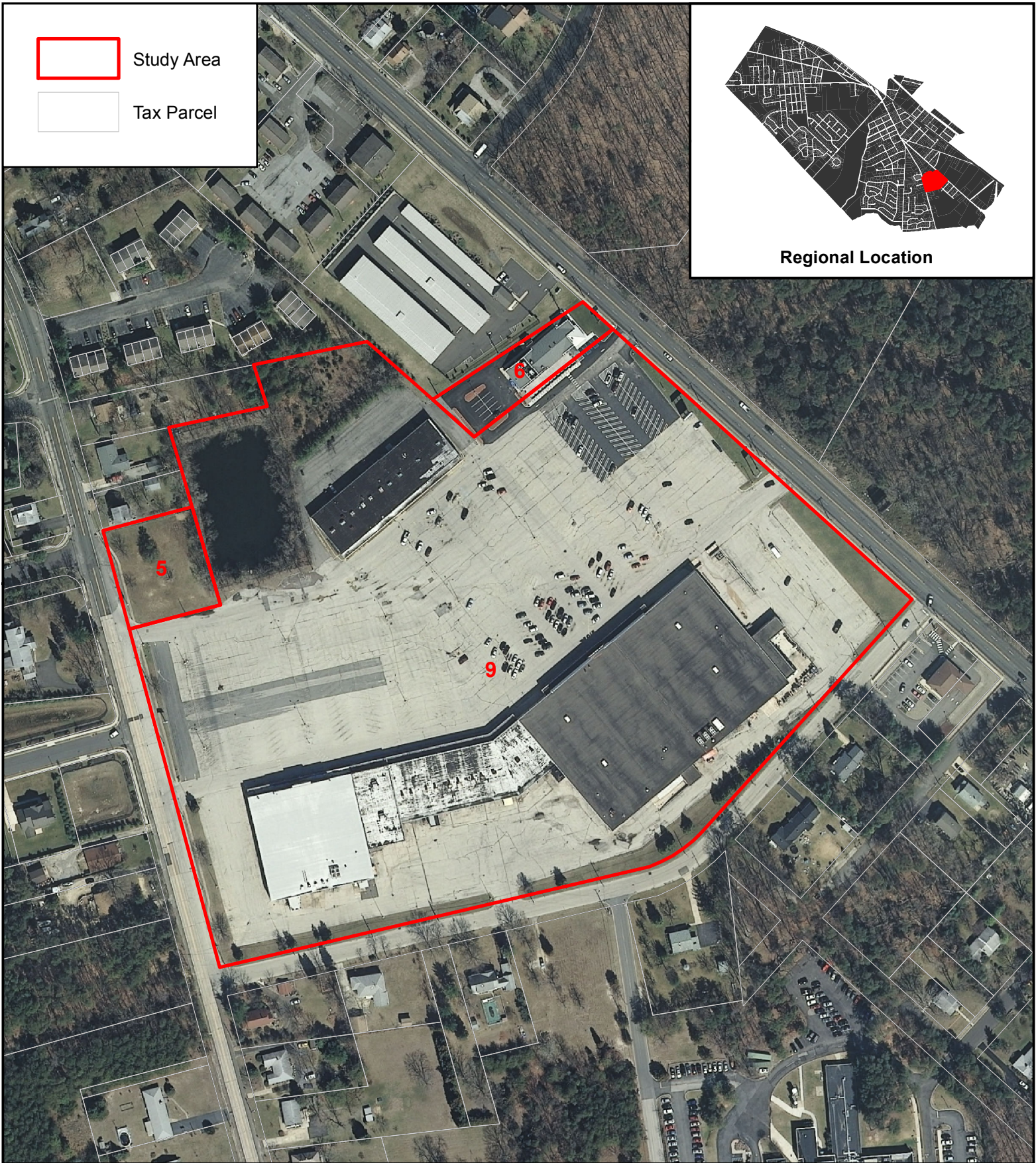
Study Area



Tax Parcel



Regional Location



Map 2: Aerial Photography
Redevelopment Study Area
Block 1800 Lots 5, 6, and 9
Berlin Borough
Camden County, New Jersey

0 500 Feet





Study Area



Tax Parcel



Regional Location



**Map 3: Aerial Photography
Redevelopment Study Area
Block 1300 Lots 2 and 4
Berlin Borough
Camden County, New Jersey**

0 150 Feet





Study Area



Tax Parcel



Regional Location

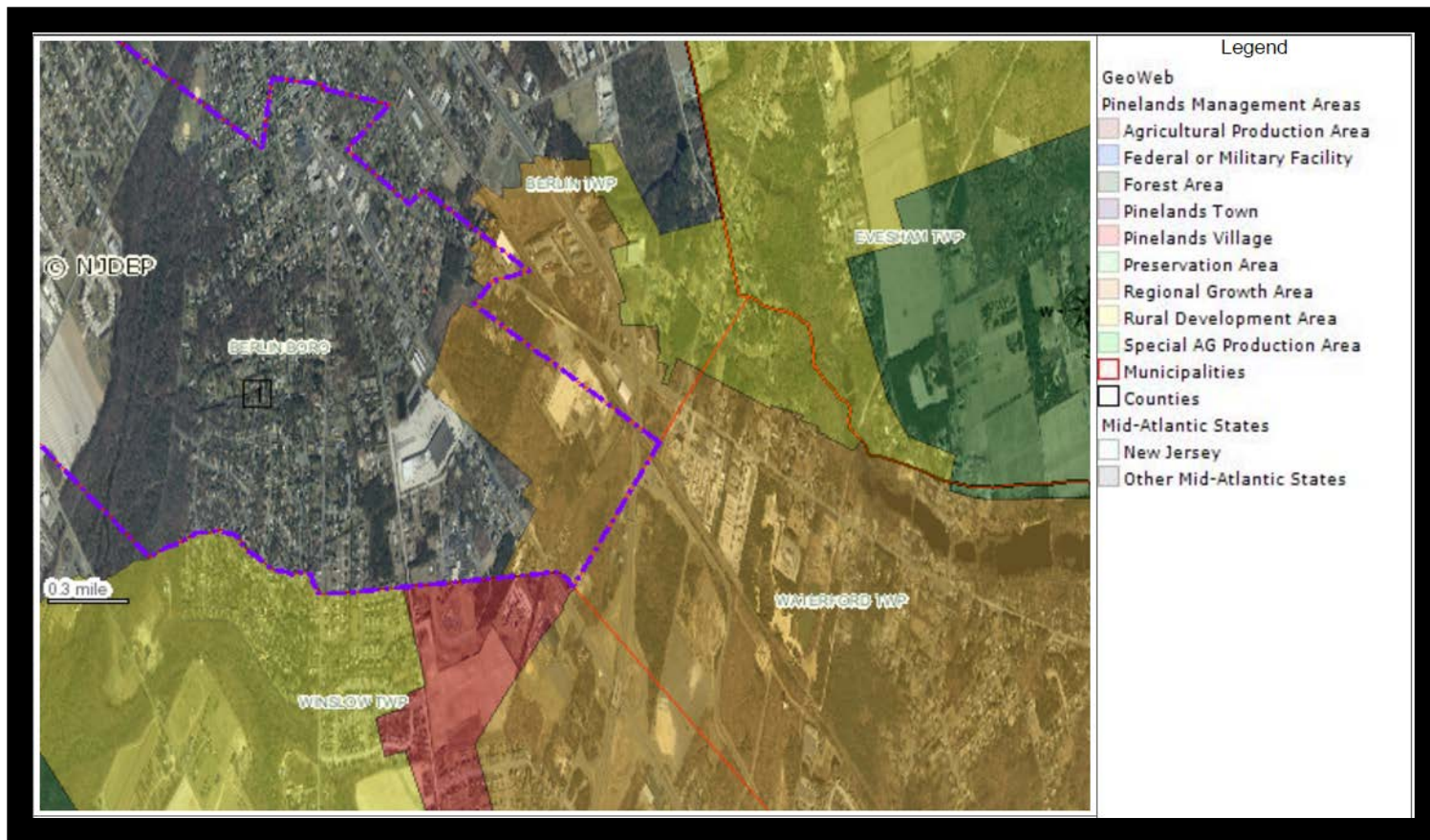


Map 4: Aerial Photography
Redevelopment Study Area
Block 1100 Lots 4, 7, 8, 9, and 9.01
Berlin Borough
Camden County, New Jersey

0 400 Feet



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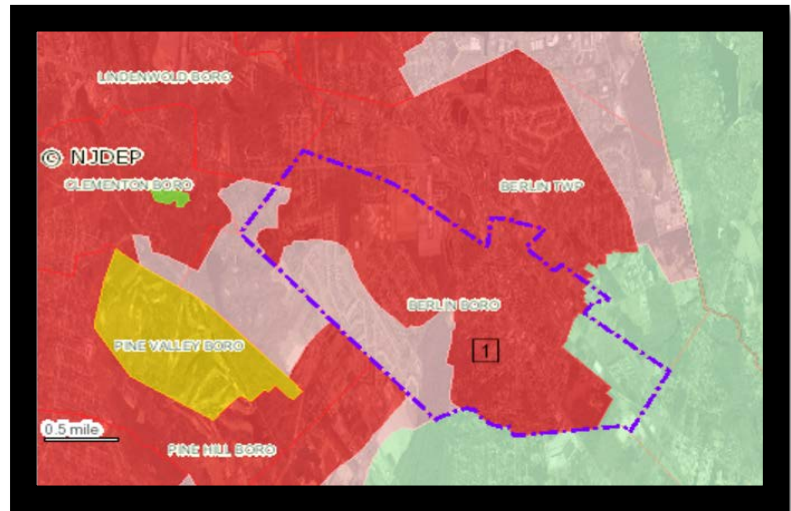


Additionally the CMP sets forth standards in Section 7:50-5.28 for the distribution and intensity of development and land use in Regional Growth Areas. This Master Plan and any recommended ordinances changes herein shall be consistent with these regulations, included within Appendix A.

Relationship to State Development and Redevelopment Plan

Metropolitan Planning Area (PA1)- The PA1 (depicted in red) includes a variety of communities that range from large Urban Centers such as Newark, to 19th century towns shaped by commuter rail and post-war suburbs. These communities often have strong ties to, or are influence by, major metropolitan centers. Berlin Borough, for example, is part of the Philadelphia/Camden/Trenton metropolitan region.

The communities in the PA1 form a part of a metropolitan mass where municipal boundaries tend to blur. The nature of this settlement pattern can undermine efforts to address a host of functional problems on a municipal basis. It is increasingly impractical, for instance, to manage traffic congestion, solid waste disposal and air and water pollution locally. These and other concerns spill over from one municipality to the next, requiring a regional perspective on potential solutions.



PA1 communities have many things in common, including: mature settlement patterns resulting in a diminished supply of vacant land; infrastructure systems that generally are beyond or approaching their reasonable life expectancy; the need to rehabilitate housing to meet ever changing market standards; the recognition that redevelopment is, or will be in the near future, the predominant form of growth; and a growing realization of the need to regionalize an increasing number of services and systems in light of growing fiscal constraints.

The intent of the Metropolitan Planning Area, according to the State Development and Redevelopment Plan is to:

- Provide for much of the State's future redevelopment;
- Revitalize cities and towns;
- Promote growth in compact forms;
- Stabilize older suburbs;
- Redesign areas of sprawl; and
- Protect the character of existing stable communities.

The objectives for the PA1 area are as follows:

- Land Use
 - Promote redevelopment and development.
 - Promote diversification of land uses, including housing where appropriate.
- Housing
 - Provide a full range of housing choices through redevelopment, new construction, and rehabilitation.

- Preserve existing housing stock through maintenance and rehabilitation.
- Economic Development
 - Promote economic development by encouraging strategic land assembly, site preparation and infill development.
- Transportation
 - Maintain and enhance a transportation system that capitalized on high-density settlement patterns by encouraging use of public transit systems and walking.
- Natural Resource Conservation
 - Reclaim environmentally damaged sites and mitigate future negative impacts.
 - Give special emphasis to improving air quality.
 - Use open space to reinforce neighborhood and community identity.
- Recreation
 - Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local, and regional levels.
- Redevelopment
 - Encourage redevelopment at intensities sufficient to support transit, a broad range of uses and efficient use of infrastructure.
 - Promote design that enhances public safety, encourages pedestrian activity and reduces dependency on the automobile.
- Historic Preservation
 - Encourage the preservation and adaptive reuse of historic or significant buildings.

Suburban Planning Area (PA2)- The Suburban Planning Area (depicted in pink above) is generally located adjacent to the more densely developed Metropolitan Planning Area, but can be distinguished by a lack of high intensity Centers, by the availability of developable land, and by a more dispersed and fragmented pattern of predominantly low-density development. Suburban Planning Areas are or will be served by regional infrastructure, except that, outside of Centers and major transportation corridors, there is limited, if any, availability of alternative modes of transportation to the automobile. These areas have generally been designated for growth in municipal master plans.

Local planning efforts in the PA2 has been to isolate land uses from each other. Zoning requirements, such as large setbacks or extensive buffers, the location of stormwater detention facilities and unnecessarily wide roads, create physical barriers between land uses and activities.

The intent of the PA2 is to:

- Provide for much of the State's future development;
- Promote growth in Centers and other compact forms;
- Protect the character of existing stable communities;
- Protect natural resources;
- Redesign areas of sprawl;
- Reverse the current trend toward further sprawl; and
- Revitalize cities and towns.

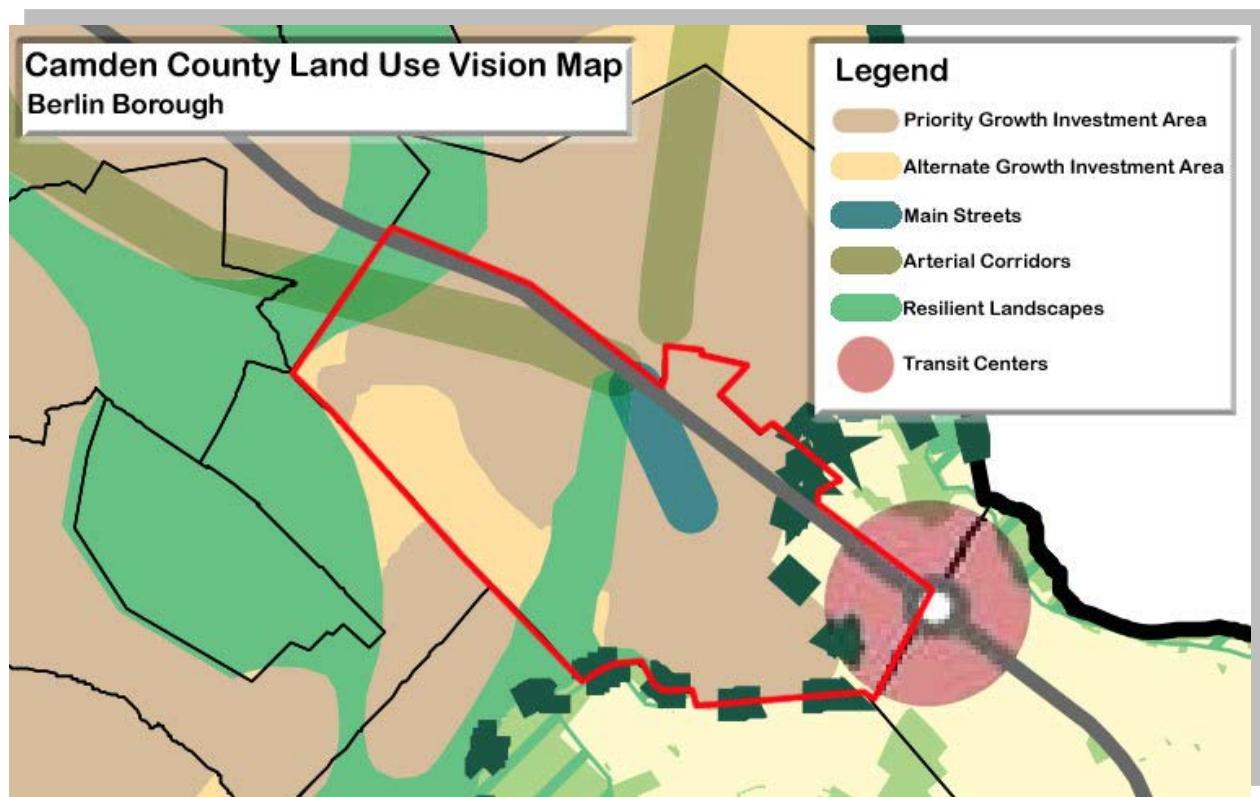
The objectives of the PA2 is as follows:

- Land Use
 - Guide development and redevelopment into more compact forms.
 - Plan and zone for a wide range of land uses and users, in order to achieve more balanced communities
 - Seek to better integrate different land uses, and remove or mitigate physical barriers between them.
 - Encourage densities capable of supporting transit.
 - Preserve the environs as park land, farmland, or partially developed low-density uses without compromising the Planning Area's capacity to accommodate future growth.
- Housing
 - Provide a full range of housing choices primarily in Centers at appropriate densities to accommodate the area's projected growth.
 - Ensure that housing in general is developed with maximum access to a full range of commercial, cultural, education, recreational, health, and transportation services and facilities.
 - Focus multi-family and higher-density, single-family housing in Centers.
 - Housing in the environs should be planned and located to maintain the existing character.
- Economic Development
 - Guide opportunities for economic development into Centers or existing pedestrian- and transit- supportive single-use areas and target new jobs to these areas.
- Transportation
 - Maintain and enhance a transportation system that links Centers and existing large single-use areas to each other, to PA1 areas and to major highway and transit corridors.
 - Emphasize the use of public transportation systems and alternative modes of transportation where appropriate and feasible, and maximize circulation and mobility options throughout.
 - Encourage significant redevelopment and intensification around existing and planned rail stations along transit corridors and ferry stations along waterfronts.
 - Promote flexible transit and support employer-operated shuttle services.
 - Preserve and stabilize general aviation airports and, where appropriate, encourage community economic development, transportation intermodal hubs, and complementary uses for airport property such as business centers.
- Natural Resource Conservation
 - Conserve continuous natural systems, strategically locate open space, and buffer critical environmental sites.
 - Use open space to reinforce neighborhood and community identity, and protect natural linear systems, including regional systems that link into other Planning Areas.
- Agriculture
 - Guide development to ensure the continued viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas.
 - Actively promote more intensive, new-crop agricultural enterprises and meet the needs of agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.

- Recreation
 - Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local and regional levels, by concentrating on the maintenance and rehabilitation of existing parks and open space, while expanding and linking the system through redevelopment and reclamation projects.
 - In the undeveloped portions of the PA2 area, acquire and improve neighborhood and municipal parkland within Centers, and regional park land and open space either in or within easy access to Centers.
- Redevelopment
 - Encourage redevelopment efforts in existing Centers and single-use areas which can be redeveloped into mixed-use areas, and areas within walking distance of train stations or other major public transit facilities.
 - Redevelop at transit-supportive densities, while creating pedestrian-oriented environments.
 - Take full advantage of the opportunities available under the state's redevelopment statutes to promote new Centers and retrofit existing areas with mixed-uses and higher densities.
- Historic Preservation
 - Encourage the preservation and adaptive reuse of historic or significant buildings, historic and cultural sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to develop or redevelop.
 - Coordinate historic preservation with tourism efforts.
- Public Facilities and Services
 - Phase and program the extension of public facilities and services to support development in Centers and ensure adequate levels of public and private services.
 - Encourage jurisdictions to locate all public and private community facilities, fire stations, etc. in Centers or in proximity to Centers.
- Intergovernmental Coordination
 - Establish regional approaches to the planning and provision of facilities and services.
 - Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

Relationship to Camden County Planning Initiatives

The Camden County 2014 Land Use Plan breaks Berlin Borough into six (6) unique Planning Areas: Priority Growth Investment Area, Alternative Growth Investment Area, Transit Center, Main Street, Arterial Corridor, and Resilient Landscape. The map below depicts the location of each.



The majority of Berlin Borough is designated as a **Priority Growth Investment Area (PGIA)**. A Priority Growth Investment Area is an area where more significant development and redevelopment is preferred and where public and private investment to support such development and redevelopment will be prioritized. PGIAs are composed of the County's key urban areas, inner-ring suburbs, main streets, transit and utility infrastructure, and centers of commerce and employment. Because of these assets, the PGIAs are the ideal locations for meeting the County's future growth projections. Future growth, development, and investment should primarily take the form of revitalization and infrastructure upgrades, redevelopment of underutilized and contaminated sites, (re)development near transit infrastructure, infill development in existing neighborhoods and corridors, improvements to the pedestrian, bicycle, and transit infrastructure network, and renovation and reuse of structures with historic value. The goal of the PGIAs is to promote growth, development, and redevelopment activities in suburban and urban communities that contain existing or planned infrastructure, existing population and employment clusters, and dense settlements.

The southwestern portion of the Borough has been designated as the **Alternative Growth Investment Area (AGIA)**. The AGIA is an area that has existing or planned infrastructure that will lead to development and redevelopment opportunities. County investments related to the efficient development and redevelopment of previously developed sites and optimization of existing settlement patterns should be encouraged by as a lesser priority than areas considered Priority Growth Investment Areas. While these areas have adequate public infrastructure to accommodate growth, they generally lack assets essential to smart growth development, such as proximity to transit, mixed-use centers, multi-modal infrastructure, interconnected street networks, and parks and recreation areas.

The County Land Use Plan also identified a portion of the White Horse Pike in Berlin Borough as a **Main Street**. Main Streets are the neighborhood-serving shopping areas that anchor communities throughout Camden County. In the past, these areas served as the central hubs for surrounding communities, as it was necessary to have centralized clusters of commercial, residential, and civic uses within a walkable distance of neighborhoods before the automobile became a fixture of American life. Today, main streets are more specialized and varied, and while residents have a greater diversity of options for where they do their shopping, main streets are revitalizing and seeing new life as powerful amenities and anchors for nearby communities and residential neighborhoods. Main Streets provide neighborhoods with a place to access daily services and goods, gather for traditions and special events, and meet and congregate with friends and neighbors. County policy recommendations for these areas are as follows:

Vibrant

- Encourage the reuse, renovation, and improvement of the existing building stock.
- Whenever possible, parking should be located at the back or side of individual lots or blocks, not in the front.
- In new construction, incentivize building frontage design that creates a series of storefronts through material and/or massing variations that create a sense of rhythm to pedestrians along the corridor.
- Allow for a variety of residential uses above commercial buildings.
- Encourage mixed-use, infill development to provide active ground-floor uses with residential above.
- Support infill development and redevelopment efforts that are consistent and complimentary to existing character.

Proximate

- Ensure circulation wayfinding strategies are appropriate to direct visitors arriving from all modes of transit to commercial areas and parking facilities.
- Make investments that ensure pedestrians feel safe, comfortable, and encouraged to walk throughout main street districts.
- Support bus shelters and similar facilities to encourage use of existing bus service.
- Encourage increased population and employment density within main streets areas that are within a walkable distance (1/4- 1/2 mile) of transit stations.
- Encourage shared or structured parking to reduce the amount of land devoted to automobile usage.
- Allow for adequate sidewalk widths that promote pedestrian flow and allow room for amenities such as outdoor seating, trees, and street furniture.

Durable

- Encourage the adoption of car share and bike share programs along with supporting infrastructure within central areas of main streets.
- Support local events, festivals, traditions, and programming that increase community cohesion and social interaction.
- Support new and old local businesses and shops.

- Establish a management entity for the corridor to facilitate tenant attraction, corridor improvements, and to provide strategic leadership for the corridor.
- Support the establishment and maintenance of small-scale public spaces, squares, and plazas.

The remainder of White Horse Pike is considered an **Arterial Corridor**. Arterial Corridors are at-grade state, federal, and county roadways that provide critical components of the transportation network throughout Camden County. While many parts of arterials have long been technically multi-modal- containing bus routes and stops, sidewalks, and pedestrian crossings- functionally, the design of many arterial corridors and abutting land uses heavily favor automobile movement over other modes. The design and function of land uses along arterial corridors is also difficult to manage in that these roadways cross multiple municipal and county jurisdictions. Camden County's arterials will evolve into true complete streets, providing a system of automobile and alternative transportation options, as well as becoming part of a green and grey infrastructure system that manages stormwater county-wide. Policy recommendations include

Vibrant

- Incentivize development clusters to provide a concentrated mix of uses at key intersections along corridors.
- Orient buildings to face internal streets or arterial roadways.
- Ensure setbacks make room for pedestrian and bikeways, but not so much room that building frontages no longer have a relationship to the arterial street.
- Incorporate a mix of commercial, residential, and civic uses into large projects.

Proximate

- Encourage shared curb cuts for multiple businesses and property owners.
- Enhance transit connections and facilities, such as bus shelters, bike parking, multi-use trails, etc. to encourage transit use.
- Ensure that multi-use trails and sidewalks and crosswalks are safe, sufficient in width, and well-lit to encourage pedestrian use.
- Discourage buffers between the same or complementary land use categories.

Durable

- Incorporate green infrastructural features such as rain gardens, native plantings, and reductions in the amount of impervious surface in development or redevelopment.
- Shift focus from purely auto-oriented infrastructure upgrades to include upgrades that encourage and enhance all modes of transportation.
- Encourage parking design to support park-once behaviors, where visitors are encouraged to visit multiple stores without moving between parking spaces.

Resilient Landscapes in Berlin Borough are found along stream corridors. Camden County is composed of a series of urban and natural landscapes. Each has distinct yet interconnected roles in the goal of reducing the impacts of natural disasters, creating viable alternatives for non-motorized forms of transportation, and promoting sustainable forms of land use development. In the urban environment, this would include

upgrading aging transportation and stormwater/sewer infrastructure, utilizing green infrastructure in stormwater management, ensuring street encourage all modes of transportation while also becoming resilient to adverse climate conditions, and that land use policy, site and building design standards adhere to principles of sustainability. In the natural environment, this would include protection and enhancement of greenways and stream corridors as the “lungs” of the County, and the creation of a well-utilized off-road bicycle and pedestrian trail system. Finally, the intent of this policy is to foster a multi-pronged green and grey infrastructure system in the built and natural environments that, as the sum of many parts, results in a strong and resilient Camden County.

Finally, a portion of the Borough is located in a designated **Transit Center** due to its proximity to the Atco NJ Transit Train Station. Transit Centers are defined by the concentration of medium to high density commercial and residential development in the area surrounding a passenger rail or bus rapid transit station. Transit Centers act as the central activity nodes of the surrounding community, and typically include a mix of uses consisting of residential, commercial, retail, restaurants, and office development at moderate to high densities. The rail service principally provides a convenient means for commuters to travel to and from work, while serving as an option for accessing regional destinations.

Future Land Use Criteria

In developing the Proposed Land Use Plan Element for Berlin Borough, in addition to the Goals and Objectives for the future of the community, the following factors were taken into account:

- Environmental Constraints
- Available Infrastructure
- Existing Land Use Patterns
- Regional Considerations

Environmental Constraints

Environmental constraints to development must be carefully evaluated in the development of a land use plan. These environmental constraints can make development costly and at the same time development can adversely impact the sensitive nature of these features resulting in environmental degradation. The major environmental constraints are as follows:

Floodplains

Floodplains are areas adjacent to streams, brooks, and rivers that are flooded on a frequent basis. Floodplains serve a natural function by: (1) storing flood waters thereby reducing the inundation of adjacent lands, (2) absorbing and dissipating the energy of floodwaters, and (3) acting as a sediment trap for silt and debris-laden flood waters. Floodplains are divided into three areas: the stream channel, the floodway, and the flood fringe. The floodway is an area of rapidly moving water in which the majority of the flood flow is carried. The flood fringe is an area of slower moving water. The channel, the floodway, and the flood fringe comprise what is commonly known as the flood hazard area.

Development within the flood hazard areas is regulated by the NJDEP. Development within the channel and floodway is prohibited but development may be permitted in the flood fringe area subject to certain conditions. In Berlin Borough floodplains lie adjacent to the major streams.

Wetlands

Wetlands are transitional areas between well-drained, rarely flooded uplands and the permanently flooded deep waters of lakes, rivers, and streams. Wetlands typically are found in upland depressions or along waterways where they are subject to periodic flooding. However they are sometimes located on slope areas where they are fed by groundwater seepage.

There are a variety of definitions of wetlands, but the definitions adopted by the New Jersey Freshwater Wetlands Protection Act and which was originally established under Section 404 of the Clean Water Act is as follows: “Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.” (EPA, 40 CFR 230.3 and CE, 33 CFR 328.2.) This definition includes three criteria which determine if an area is a wetland: hydrology, vegetation, and soils. Wetland areas must have sufficient exposure to water to produce saturated soil conditions (i.e., hydrophytic vegetation). Some wetlands, such as marshes, are obvious but others such as forested wetlands, are much less distinct.

Freshwater wetlands in Berlin Borough are found in association with most stream courses and in other low lying areas. The majority of freshwater wetlands traverse the central portion of the Borough from north to south, in the vicinity of Cross Keys Road.

Available Infrastructure

Future land use development should be planned taking into consideration the existing and proposed capacities of available infrastructure including water supply systems, sanitary sewer lines, wastewater treatment systems, and the roadway network. Berlin Borough is provided with potable public water by a utility. Sanitary sewer service is provided by the Camden County Municipal Utility Authority.

Recommendations

Based upon the Land Use Element preparation with the Borough and discussions with the Borough on issues facing the Borough, we recommend the following for the Land Use Element.

- It is advised to implement a rezoning of any R-2 zones near the Central Business District to allow for smaller lots;
- Consider rezoning lots zoned residential to either C-1, C-2, or C-3 if they are on major roadways or wherever appropriate. Potential candidates include Block 1300 Lot 1, Block 401 Lot 4, and Block 2406 Lots 26 & 27;
- Reevaluate residential uses on Tansboro Road and consider permitted duplexes within the zone;
- It is recommended to rezone New Freedom Road/ Cross Keys Road vicinity to Neighborhood Commercial;
- It is recommended to review the R-1 setback requirements;
- The zoning ordinance is recommended to be revised to include “house of worship definition” amend any section that includes any other title for this use.
- Permit microbreweries, places of worship, performing arts centers within the Borough and update the zoning ordinance with proper definitions for each use;
- Front Yard and Side Yard definitions should be revised;

- It is recommended to pursue grant opportunities for the performing arts such as Foundation Grants;
- Encourage retail within existing commercial space / shopping centers;
- It is recommended for the Borough to potentially investigate Block 1100 Lot 6 for designation as in need of redevelopment; and
- It is recommended to review the potential to create a mixed-use overlay (residential/commercial) zoning district for Block 1502, Lots 1, 2, 3, and 4 / Block 1600, Lots 2, 3, 4 to spur economic development similar to the County's Transit Center Land Use Vision.

APPENDIX A: PINELANDS REGIONAL GROWTH AREA REGULATIONS

7:50-5.28 Minimum standards governing the distribution and intensity of development and land use in Regional Growth Areas

(a) Any use not otherwise limited pursuant to N.J.A.C. 7:50-6 may be permitted in a Regional Growth Area, provided that:

1. Except as provided in (a)2, 3, 4, 5, 6 and 7 below and Part IV of this subchapter, the total number of dwelling units authorized by a municipality for a Regional Growth Area shall be equal to and not exceed the following density per acre of developable land:
 - i. In Barnegat Township: 2.0 dwelling units per acre.
 - ii. In Beachwood Borough: 3.5 dwelling units per acre.
 - iii. In Berkeley Township: 2.0 dwelling units per acre.
 - iv. In Berlin Borough: 2.0 dwelling units per acre.
 - v. In Berlin Township: 2.0 dwelling units per acre.
 - vi. In Chesilhurst Borough: 1.125 dwelling units per acre.
 - vii. In Dennis Township: 1.0 dwelling unit per acre.
 - viii. In Dover Township: 3.5 dwelling units per acre.
 - ix. In Eagleswood Township: 2.0 dwelling units per acre.
 - x. In Egg Harbor Township: 3.5 dwelling units per acre.
 - xi. In Evesham Township: 2.0 dwelling units per acre.
 - xii. In Galloway Township: 2.5 dwelling units per acre.
 - xiii. In Hamilton Township: 3.5 dwelling units per acre.
 - xiv. In Jackson Township: 3.0 dwelling units per acre.
 - xv. In Lacey Township: 3.5 dwelling units per acre.
 - xvi. In Little Egg Harbor Township: 3.5 dwelling units per acre.
 - xvii. In Manchester Township: 3.5 dwelling units per acre.
 - xviii. In Medford Township: 1.0 dwelling unit per acre.
 - xix. In Medford Lakes Borough: 3.0 dwelling units per acre.
 - xx. In Monroe Township: 2.0 dwelling units per acre.
 - xxi. In Ocean Township: 3.5 dwelling units per acre.
 - xxii. In Pemberton Township: 2.0 dwelling units per acre.
 - xxiii. In Shamong Township: 1.0 dwelling unit per acre.
 - xxiv. In Southampton Township: 1.0 dwelling unit per acre.
 - xxv. In South Toms River Borough: 3.5 dwelling units per acre.
 - xxvi. In Stafford Township: 3.5 dwelling units per acre.
 - xxvii. In Tabernacle Township: 1.0 dwelling unit per acre.
 - xxviii. In Upper Township: 1.0 dwelling unit per acre.
 - xxix. In Waterford Township: 2.25 dwelling units per acre.
 - xxx. In Winslow Township: 1.125 dwelling units per acre.
2. For purposes of this section, developable lands are those privately held, non-wetland lands with a depth to seasonal high water table of greater than five feet. Where sewer systems are available, lands with a depth to seasonal high water table exceeding 1.5 feet shall also be considered developable. Developable land may exclude lands which are zoned exclusively for commercial or industrial use, predominantly developed as such, and which otherwise form a part of a reasonable balance between industrial or commercial zoned property and residential zoned lands.

3. The land use element of a municipal master plan and land use ordinance shall reasonably permit development to occur within a range of densities provided that the total amount of residential development permitted in (a)1 above is exceeded by at least 50 percent through the use of Pinelands Development Credits; that a reasonable proportion of the density increase permits the development of single family detached residences; and that the residentially zoned districts in which the ranges are established are reasonably expected to be developed within the assigned density ranges.
 - i. The following guidelines may be used by municipalities in establishing these ranges:
 - (1) Less than .5 to .5 dwelling units per acre;
 - (2) One-half to one dwelling units per acre;
 - (3) One to two dwelling units per acre;
 - (4) Two to three dwelling units per acre;
 - (5) Three to four dwelling units per acre;
 - (6) Four to six dwelling units per acre;
 - (7) Six to nine dwelling units per acre;
 - (8) Nine to 12 dwelling units per acre; and
 - (9) Twelve and greater dwelling units per acre.
 - ii. Municipal master plans or land use ordinances shall provide that development at a density which is greater than the lowest density in each range can be carried out if the increase in density is achieved through a density bonus for use of Pinelands Development Credits.
4. Any local approval, including variances, which grants relief from density or lot area requirements shall require that Pinelands Development Credits be used for all dwelling units or lots in excess of that otherwise permitted, unless a Waiver of Strict Compliance for the dwelling unit or lot has been approved by the Pinelands Commission pursuant to N.J.A.C. 7:50-4, Part V.
5. Municipal use variances and other municipal approvals which authorize uses in zones where such uses are not permitted shall be subject to the following:
 - i. Municipal variances or other municipal approvals which authorize residential development in a zone in which residential development is not otherwise permitted or which authorize nonresidential development in a zone in which the approved nonresidential development is not otherwise permitted, and in which permitted residential density may be increased through the use of Pinelands Development Credits pursuant to (a)3ii above, shall be allowed to take effect pursuant to N.J.A.C. 7:50-4.31 et seq., provided the applicant is able to demonstrate that such a variance or approval will not be substantially detrimental to the purpose or character of the zone in which the development would be located or to the land use and development objectives of this Plan by:
 - (1) Involving, on a parcel of at least 50 acres, the development of more than 50 units or more than two percent of the base units allocated pursuant to (a) 1 above by a certified municipal land use ordinance to the Regional Growth Area of the municipality

- in which the development would be located, whichever is greater;
- (2) Eliminating, on a parcel of at least 50 acres, more than 50 base units or more than two percent of the base units allocated pursuant to (a)1 above by a certified municipal land use ordinance to the Regional Growth Area of the municipality in which the development would be located, whichever is greater. In cases where different types of residential development are permitted at different base densities within the same zone, an average of the permitted base densities shall be used to determine whether the applicable base unit threshold would be exceeded;
 - (3) Exceeding the thresholds established in (2) above by impacting surrounding parcels within the Regional Growth Area in such a way as to reduce their potential for residential development; or
 - (4) Exceeding the thresholds established in (2) above when considered together with other use variances or similar approvals issued by the municipality during the preceding two years within the same zone.
- ii. If the criteria in (a)5i above are satisfied, the municipal variance or other approval shall be allowed to take effect pursuant to N.J.A.C. 7:50-4.31 et seq., provided the applicant acquires and redeems Pinelands Development Credits as follows:
- (1) For those municipal variances or approvals which authorize residential development in a zone in which residential development is not otherwise permitted, Pinelands Development Credits must be acquired and redeemed for 50 percent of the authorized units for parcels under 10 acres in size; for 75 percent of the authorized units for parcels between 10 and 20 acres in size and for 100 percent of the authorized units for parcels over 20 acres in size; and
 - (2) For those municipal variances or approvals which authorize nonresidential development in a zone in which the approved nonresidential development is not otherwise permitted, and in which density may be increased through the use of Pinelands Development Credits pursuant to (a)3ii above, Pinelands Development Credits must be acquired and redeemed at 50 percent of the maximum rate permitted for Pinelands Development Credit use in the zone which the nonresidential use will be located for parcels under 10 acres in size; at 75 percent of the maximum rate for parcels between 10 and 20 acres in size; and at 100 percent of the maximum rate for parcels over 20 acres in size.
- iii. The requirements in (a)5ii above shall not apply to municipal variances or other approvals which authorize the expansion of or

changes to existing nonresidential uses in accordance with N.J.A.C. 7:50-5.2.

6. If the number of Pinelands Development Credits required pursuant to (a)3 through (5) above is not evenly divisible by 0.25, it shall be increased to the next highest increment of 0.25.
7. Nothing in (a) above is intended to prevent a municipality, as a part of a certified master plan or land use ordinance, from:
 - i. Employing additional density bonus or incentive programs, provided that such programs do not interfere with nor otherwise impair in any way the required municipal program for use of Pinelands Development Credits;
 - ii. Increasing or decreasing by as much as 10 percent the total number of dwelling units assigned pursuant to (a)1 above, provided that the Pinelands Development Credit program requirements set forth in (a)3 above are met relative to the adjusted dwelling unit total and provided further that the adjustment is consistent with land tenure patterns, the character of portions of the regional growth area, the provision of infrastructure and community services, and the natural resource characteristics of the area; or
 - iii. Decreasing the total number of dwelling units assigned pursuant to (a) 1 above to a density of no less than 2.5 units per acre of developable land, provided that:
 - (1) The municipality's originally assigned density pursuant to (a) 1 above is 3.0 units per developable acre or higher;
 - (2) The Pinelands Development Credit program requirements of (a) 3 above are met; and
 - (3) The municipal governing body describes those ongoing and future efforts, projects and other measures that it will implement, individually or collectively, or recommend to responsible agencies to address the needs identified in (a) 7iii(3)(A) through (D) below, provides reasonable schedules for the implementation of the identified efforts, projects and measures, and describes how they will help to support the land development policies reflected in its municipal land use ordinance and foster the provision of real opportunities to achieve the permitted residential densities provided therein:
 - (A) The municipality's present and future circulation and utility service needs;
 - (B) The municipality's present and future recreation, conservation and open space needs;
 - (C) The municipality's present and long-term economic development needs, taking into account existing non-residential land use patterns within the municipality, non-residential zoning policies of its ordinance and the requirements of (a)2 above; and

(D) The municipality's present and future housing and community development needs, taking into account existing land use patterns and housing stock and the value of having a variety of housing types and neighborhoods where retail and service facilities are readily accessible to residences.

8. No hazardous waste facility, landfill or incinerator shall be permitted, except as expressly authorized in N.J.A.C. 7:50-6.75 or 6.78.

(b) No residential dwelling unit or nonresidential use shall be located on a parcel of less than one acre unless served by either:

1. A centralized waste water treatment plant; or
2. A community on-site waste water treatment system serving two or more residential dwelling units which meets the standards of N.J.A.C. 7:50-6.84(a)5 or 10.21 through 10.23, provided that the overall residential density on the parcel does not exceed one dwelling unit per acre.

7:50-5.29 Minimum standards governing the distribution and intensity of development and land use in Military and Federal Installation Areas

(a) Any use associated with the function of the Federal installation may be permitted in a Military and Federal Installation Area, provided that:

1. Where feasible, development shall be located in that portion of the installation located within the Pinelands Protection Area;
2. The use shall not require any development, including public service infrastructure, in the Preservation Area District or in a Forest Area;
3. No hazardous waste facility, landfill or incinerator shall be permitted, except as expressly authorized in N.J.A.C. 7:50-6.75 or 6.78; and
4. All development undertaken by the Federal government substantially meets the standards of N.J.A.C. 7:50-6 of this Plan or an intergovernmental agreement entered into pursuant to N.J.A.C. 7:50-4, Part IV.

(b) Any other public purpose use undertaken by or on behalf of another level of government may be permitted in a Military and Federal Installation Area, provided that:

1. The use is sanctioned by the installation;
2. The use is located within a substantially developed area which is served by a centralized sewer treatment and collection system;
3. No hazardous waste facility, landfill or incinerator shall be permitted, except as expressly authorized in N.J.A.C. 7:50-6.75, 6.76(e) or 6.78; and
4. All development meets the standards of N.J.A.C. 7:50-6 or an intergovernmental agreement entered into pursuant to N.J.A.C. 7:50-4, Part IV.

7:50-5.30 Development transfer programs in Forest Areas and Rural Development Areas