# Plan Endorsement Recommendation Report Borough of Palmyra





New Jersey Department of State Office of Planning Advocacy Meghan Wren, AICP, CFM, Area Planner June 12, 2022 This document is a recommendation report prepared by the Office for Planning Advocacy (OPA) as staff to the State Planning Commission (SPC or Commission), based on input of our partner agencies, Borough of Palmyra, Burlington County Bridge Commission and members of the public. OPA will post this report and other material related to the Borough of Palmyra Plan Endorsement petition on our website. You can contact our office by email regarding petitions for Plan Endorsement by providing contact information, including name, organization, address, and e-mail address to <a href="mailto:osgmail@sos.state.nj.us">osgmail@sos.state.nj.us</a>.

Documents submitted by the Borough of Palmyra for Plan Endorsement can be found here: <a href="https://nj.gov/state/planning/plan-endorsement.shtml">https://nj.gov/state/planning/plan-endorsement.shtml</a> and include the Borough's Master Plan, Amendments, Redevelopment Plans, etc.

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# **INTRODUCTION**

The Borough of Palmyra (hereafter Palmyra or Borough) first had its centers designated April 28<sup>th</sup> of 1999 as part of the regional Burlington County Route 130/Delaware River Corridor Strategic Plan, developed under the leadership of the Burlington County Bridge Commission, prior to when the formal Plan Endorsement process was in place. It received various extensions over the ensuing years that are scheduled to expire on March 31, 2023.

The Borough's interest in pursuing formal Plan Endorsement was discussed on March 10, 2020 at a series of 3 back-to-back joint prepetition meeting with representatives from all twelve Corridor Strategic Plan towns, (Palmyra, Riverton, Cinnaminson, Delran, Riverside, Delanco, Beverly, Edgewater Park, Willingboro, Burlington Borough, Burlington City and Florence), the state agencies and the Burlington County Bridge Commission. (BCBC had, once again, shepherded the communities to this point.) Palmyra's primary objective in seeking Plan Endorsement was to plan and grow in a manner consistent with the State Plan; to update the map with resiliency and equity considerations; and to gain assistance from the State as the community strives to redevelop sustainably, revitalize the local economy, increase pedestrian safety, improve circulation, stormwater management and quality of life.

The local goals, objectives and vision for the Borough remain consistent with the State Plan, though some of the Center, Node and Planning Area boundaries are being amended to reflect current habitat data and resiliency considerations. The Borough has a 2016 Fair Share Settlement Agreement, completed a Master Plan Reexamination in 2018, has made great strides in its redevelopment efforts and is diligent at implementing its vision for future quality of life, economic viability, and land use stewardship.

# **BACKGROUND/CHRONOLOGY**

The Burlington County Bridge Commission forwarded the Borough of Palmyra's petition for continuation of its Plan Endorsement in October 2019 along with the eleven other Route 130/Delaware River Corridor municipalities. Early in the process, OPA decided to split the twelve municipalities into two groups, North of the Rancocas and South of the Rancocas to make it more manageable for OPA, the agencies and the SPC to manage the review. For mapping and visioning purposes, OPA further spit the twelve communities into four groups of three, and is grouping the first three southernmost communities, Riverton, Palmyra and Cinnaminson, often referred to as the Triboro region, for the first Endorsement presentations. Since the Regional Plan Endorsement process requires that each municipality must individually meet all the requirements for Plan Endorsement, we still need to demonstrate individual consistency and meet the intent and standards of the process for each municipality at each PE Step.

In March, 2020, Prepetition meetings were held for all twelve municipalities; Palmyra authorized a Plan Endorsement Advisory Committee on August 2, 2021; BCBC submitted a regional Municipal Self-Assessment Report in October, 2021 – with a municipal questionnaire from Palmyra; Palmyra received a waiver for their local visioning in January 2022; ; participated in an in-person regional mapping meeting on March 23; BCBC and OPA hosted a regional visioning session via Zoom including Palmyra on May 6, 2022 and received their opportunities and constraints report on June 13<sup>th</sup> 2022.

Palmyra has been steadily building on its planning foundation, with efforts toward sustainability and smart growth as follows:

Event(s)	Date	Notes
Land Use Element	1990	
Master Plan Reexam	1992	(elements included: Housing Plan, Circulation, Community Facilities, Recreation, Conservation, Utilities, Historic Preservation and Recycling)
Centers Designated	April 1999	With the Strategic Corridor Plan
Route 73 Redevelopment Study Rpt	2008	
Comprehensive Recycling ordinance	2010	
Recreation and Open Space Inventory (ROSI)	unknown	On DEP website
Shade Tree Commission, Tree Officer and Ordinance	2012	ECode360 Chapter 259-3
Fair Share Settlement Agreement	2016	
Burlington County Wastewater Management Plan	2017	With Build out analysis
Flood Damage Prevention Ordinance	2017 (2009)	
Redevelopment Plan Route 73	2018 (2003,2005)	
Master Plan Reexamination	2018 (1992, 2001, 2008)	Major public outreach with survey
Burlington Co Hazard Mitigation Plan	2019	
Submitted PE Petition	September 27, 2019	
Prepetition Meeting	March, 2020	
Zoning Map	2021	
Stormwater Pollution Prevention Plan	2021 (2006)	ECode360 Chapter 236
Appointed PE Advisory Committee	April 2021	
Submitted MSA	October 2021	
Visioning Session (Regional)	May 2022	With BCBC & OPA support
PIC Recommendation (scheduled)	June 15, 2022	
SPC ADOPTION (scheduled)	July 6, 2022	

#### **PUBLIC PARTICIPATION**

As part of the Plan Endorsement process the Borough appointed a PE Advisory Committee in August, held extensive public engagement session around its 2018 Reexam and earned a partial waiver and participated in a regional visioning session in May, 2022.

# **LOCATION & REGIONAL CONTEXT**

Palmyra was originally incorporated as a township by an Act of the NJ Legislature in 1894, from portions of Cinnaminson Township and Riverton. In 1923, Palmyra was reincorporated as a borough. Palmyra borders Riverton to the east, Cinnaminson Township to the south, Pennsauken-Camden County to the west, and the Delaware River to the north. Across the Delaware, it borders the Tacony section of Philadelphia to which it is connected via Route 73 by the Tacony-Palmyra Bridge.

According to the 2020 Census, the community's population was 7,162. (Down 236 over the last decade.) The Borough has a total area of 2.550 square miles, including 1.864 square miles of land and 0.686 square miles of water.

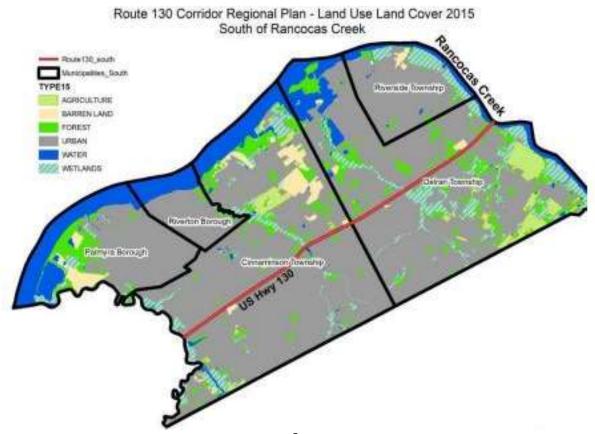
The Palmyra-Riverton-East Riverton Town Center is in the southwestern portion of the Corridor along the Delaware River. It is an existing Town Center that comprises the developed portions of Palmyra Borough, all of the Borough of Riverton and a portion of Cinnaminson Township identified as East Riverton.

# LAND USE, DEMOGRAPHICS AND PALMYRA'S FUTURE

Palmyra Borough is a moderately sized, middle class, relatively homogenous community. Population growth in Palmyra Borough declined in the last decade but could stabilize with the Route 73 redevelopment. The Borough's population is slightly older than the county's and, appears to be aging. Palmyra Borough residents are, on average, are less wealthy than those in either the county or the state, with their income 75% of the County average and only 80% of the state average. Housing values are 2/3 of the county's and ½ of the state's.

**Third Round Fair Share Housing Obligations** Palmyra has a 2019 approved affordable housing settlement agreement with the following obligations:

- Rehabilitation share: 4 (Using Small Cities Housing Rehabilitation Grant Program.)
- Prior round obligation: 20 (To be met at Route 73 Redevelopment site under construction.)
- Third round (1999 to 2025) obligation: 116 (To be met at Route 73 Redevelopment site under construction.)



Palmyra Land Use (as compared to the other 11 Route 130/Delaware River Corridor Towns)

Municipality	Agriculture	Barren Land	Forest	Urban	Water	Wetlands
Beverly City	0.00	0.00	29.18	306.97	140.07	10.20
Burlington City	2.36	20.52	343.90	1,429.49	490.86	131.73
Burlington Township	611.80	104.45	1,614.54	5,175.60	364.15	1,137.99
Cinnaminson Township	119.98	181.09	325.44	3,756.19	353.97	353.86
Delanco Township	68.58	5.68	254.78	1,045.14	699.30	116.40
Delran Township	253.55	9.73	520.29	2,986.26	412.02	461.27
Edgewater Park Township	186.81	15.81	194.60	1,461.49	112.66	4.25
Florence Township	1,106.07	417.39	909.40	2,795.36	331.86	987.44
Palmyra Borough	0.00	62.82	203.09	828.42	514.05	64.70
Riverside Township	0.00	22,26	37.09	757.98	106.26	123.60
Riverton Borough	0.00	0.00	17.70	392.00	195.48	9.27
Willingboro Township	12.51	10.62	287.19	4,208.33	287.32	388.01
Total for the Corridor	2,361.66	850.37	4,737.20	25,143.23	4,008.01	3,788.72

Source: NJDEP 2012 Land Use/Land Cover GIS Data

# Palmyra Open Space statistics (in comparison to the corridor)

Municipality	Acres of Open Space and Recreation	Total Acres of Municipality (less streets, waterways)	Percent of Open Space/ Recreation	Acres of OS per 1,000 Residents
Beverly City	9.51	281.4	3.38%	3.69
Burlington City	424.78	1911.6	22.22%	42.82
Burlington Township	708.07	8392.57	8.44%	31.33
Cinnaminson Township	424.82	4530.51	9.38%	27.28
Delanco Township	279.05	1431.34	19.50%	65.15
Delran Township	706.45	4157.34	16.99%	41.81
Edgewater Park Township	140.96	1811.15	7.78%	15.87
Florence Township	303.50	6675.18	4.55%	25.06
Palmyra Borough	231.52	1147.44	20.18%	31.29
Riverside Township	92.07	732.27	12.57%	11.39
Riverton Borough	14.07	328.06	4.29%	5.06
Willingboro Township	498.70	4131.36	12.07%	15.76

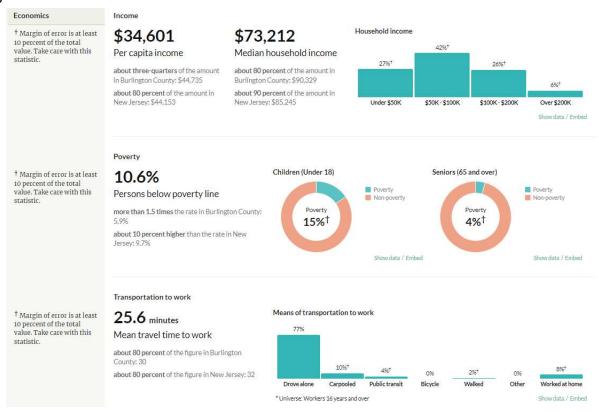
Sources: Burlington County GIS, NJDEP Green Acres, U.S. Census Bureau, municipal records



# **Palmyra Housing Statistics**

	2010	2019
Population	7,398	7,189
Households	3,156	2,825
Average Household Size	2.34	2.54
Housing Units	3,392	3,200
Home Ownership Rate	74.2%	69.50%
Vacancy Rate	7.0%	11.70%
Median Household Income (\$)	61,990	72,578
Per Capita Income (\$)	30,361	35,252
Poverty Rate	7.6%	10.40%
Unemployment Rate	9.7%	8.60%

# Palmyra Census Data 2020:



# **INFRASTRUCTURE**

Palmyra is fully served by public water and sewer. There is adequate capacity in the Borough for infill type development and their Route 73 Redevelopment project.

Water - The Borough is served by New Jersey American Water Company, Western Division. The underlying aguifer is the Potomac-Raritan-Magothy (PRM) aguifer. It is one of the most important water resources in the State and it is also in danger of becoming contaminated by saltwater intrusions because so many communities draw from it. In 1993 New Jersey Department of Environmental Protection identified the PRM as a Water Supply Critical Area and mandated water resource reductions in an effort to stabilize the aquifer's compromised state. As critical as the aquifer is, it is not the supply source for Palmyra's drinking water. In response to the State's concern over the PRM, a pipeline was built to collect, treat and deliver Delaware River water as potable water. Palmyra gets its drinking water from this Delaware River intake. Palmyra is dependent on the prudent policies of upstream communities whose stormwater runoff feeds the Delaware River.

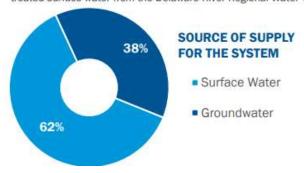
#### WHERE YOUR WATER COMES FROM

New Jersey American Water – Western is a public community water system consisting of one surface water intake and 42 active wells, including 5 seasonal wells. This system's source water comes from the Potomac-Raritan-Magothy aquifer system (upper, middle and lower), the Delaware River, the Mount Laurel-Wenonah aquifer and the Englishtown aquifer system. Learn more about local waterways at <a href="https://mywaterway.epa.gov/">https://mywaterway.epa.gov/</a>.

**How it's treated:** Groundwater and surface water supplies are disinfected with chlorine for bacteriological quality in the distribution system.

#### **TOWNS SERVED**

Audubon, Audubon Park, Barrington, Bellmawr in part, Beverly, Burlington Twp in part, Camden (11th & 12th wards, Cramer Hill), Cherry Hill in part, Cinnaminson, Clementon, Delanco, Delran, Edgewater Park, Elk Twp in part, Gibbsboro, Gloucester Twp in part, Haddonfield, Haddon Heights, Haddon Twp in part, Hi-Nella, Laurel Springs, Lawnside, Lindenwold, Magnolia, Maple Shade in part, Mt Ephraim, Mt Laurel in part, Oaklyn, Palmyra, Pennsauken in part, Riverside, Riverton, Runnemede, Somerdale, Stratford, Voorhees Regulated contaminants not listed in this table were not found in the treated water supply. In addition to local ground water, the Western System receives treated surface water from the Delaware River Regional Water Treatment Plant.

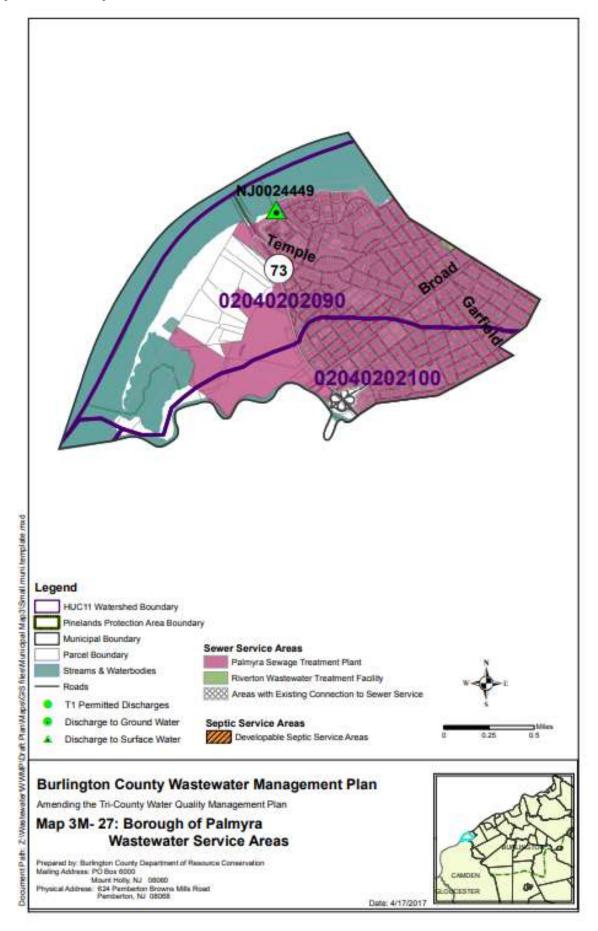


**Sewer Service Area** - Palmyra has its own wastewater treatment plant run by the Borough but Burlington County is responsible for its wastewater management planning. Burlington County's countywide Wastewater Management Plan (WMP) was approved in 2013.

**Future Sewer Service Map** On July 11, 2012 by Resolution No. 2012-00369, the Burlington County Board of Chosen Freeholders approved a Future Wastewater Service Area map as the first phase of development of the county-wide wastewater management. Following public review and comment, DEP adopted the Future Wastewater Service Area map as an amendment to the Tri-County Water Quality Management Plan on May 7, 2013.

**County Wastewater Management Plan** On May 24, 2017 by Resolution No. 2017-00240, the Freeholders authorized submission of the Burlington County Wastewater Management Plan to DEP for adoption into the Tri-County Water Quality Management Plan. The build -out analysis prepared by Burlington County in 2017 as part of their Wastewater Management Plan is below:

# Palmyra SSA Map



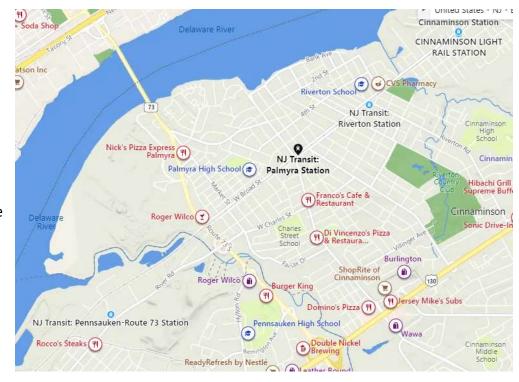
# **Palmyra Build-out Analysis**

Zone Designation	Zone Description	Municipal Area (Acres)	Developable Area (Acres)	Acres per Dwelling Unit	# of Units Residential -SSA	# of Units Residential - ISSDS	F.A.R	# of Units Non- Residential - SSA (Square Feet)	#Units of Non- residential - ISSDS (Square Feet)
нс	Highway Commercial	73.9	4.7	N/A	0	0	0.75	152856	0
- 1	Industrial	33.4	0.0	N/A	0	0	0.75	0	0
NC	Neighborhood Commercial	16.6	0.0	N/A	0	0	0.75	0	0
ос	Office Commercial	1.2	0.0	N/A	0	0	0.75	0	0
os	Conservation & Open Space	524.5	0.0	N/A	0	0	N/A	0	0
P	Public & Institutional	50.4	0.0	N/A	0	0	N/A	0	0
R-1	Residential Single Family	507.3	3.3	0.17	18	0	N/A	0	0
R-2	Residential Mult- Family	237.7	0.0		0	0	N/A	0	0
RD-HC	Redevelopment Highway Commercial	141.1	34.0	N/A	0	0	0.75	1109991	0
RD-OS	Redevelopment Open Space	65.5	80.6	N/A	0	0	N/A	0	0
тс	Town Center Commercial	21.5	0.0	N/A	0	0	1.05	0	0
Totals		1,673	123		18			1,262,847	

# TRANSPORTATION/CIRCULATION

The Circulation Element referenced in the 1992 Rexam is recommended to be updated with emergent issues as a PIA action item. Future transportation/transit planning initiatives and projects may need partnerships with NJTA, NJDOT, DVRPC and BCBC to achieve key objectives.

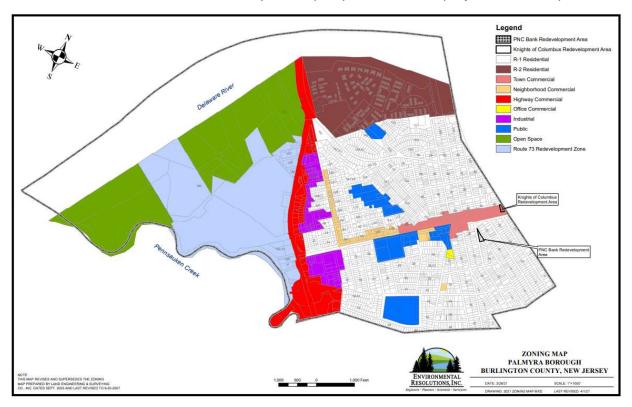
In 2004, the light rail system the RiverLine opened with a stop in Palmyra. The municipality has adapted its zoning, development, redevelopment, economic development activities and planning around this access to mass transit. The BurLINK cross-county bus system also provides services.



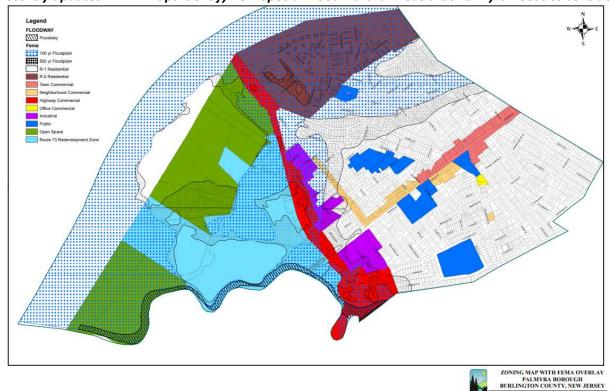
# **FUTURE LAND USE /ZONING MAP (Below)**

# **Redevelopment & Rehabilitation**

Palmyra identified the area west of Route 73 as well as two smaller sites within the Center as Areas in Need of Rehabilitation for which they developed plans and have projects underway.



# Recently updated FEMA maps identify new Special Flood Hazard Areas that Palmyra needs to consider.



# PROPOSED MAP AMENDMENTS

Palmyra has reached consensus on their map's Planning Areas and Center/Node boundaries with the exception of the treatment of one parcel that is expected to reach a consensus very soon. Maps of the proposed boundaries will be forwarded under separate cover prior to the Plan Implementation Committee meeting. Existing SDRP mapping is below:



Existing Planning Areas show as all PA1, Metropolitan.

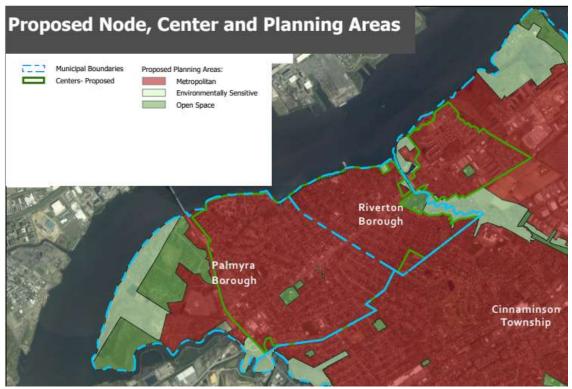


Existing Centers are shown with a dashed yellow boundary (in some instances they follow municipal boundaries and are hidden under the white lines.; Nodes have a solid yellow boundary with black hatching.

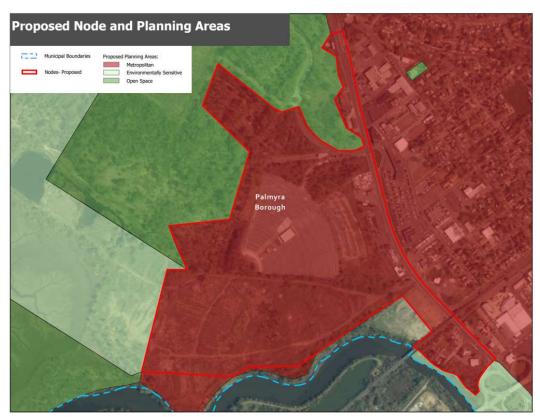


Centers/Cores/Nodes without municipal boundaries hiding the Center boundary.





Highlighting shared Center with Riverton and Cinnaminson.



Highlighting proposed Node.

# STATE PLAN GOALS REVIEW:

# Goal 1: Revitalize the State's Cities and Towns:

Palmyra is a developed community mostly built out in its neighborhoods and along its highway corridors. To revitalize its existing developed communities, the Borough has sought redevelopment and infill development in several of its aging commercial areas. Through these redevelopment areas, and the proposed cores and metropolitan planning areas, the Borough is advancing the strategies of the state plan.

The Borough of Palmyra 2018 Master Plan Reexamination is consistent with this goal. Specifically in the Land Use Objectives section the Reexam the following goals are presented:

- The improvement of the downtown business district through the encouragement of commercial in-fill construction.
- The encouragement of commercial development along the Route 73 corridor so as to expand the tax base while concomitantly preserving adjoining residential areas.
- The undertaking of initial steps leading to environmentally sensitive development of lands west of Route 73.

# Goal 2: Conserve the State's Natural Resources and System:

The 2018 Reexam is consistent with this goal. Specific objectives include:

- The provision of a comprehensive system of public recreation facilities.
- The protection of natural and environmental resources.
- The development of an effective energy conservation program.

# Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of NJ:

The Borough has embraced the RiverLine and economic growth, through its plans, ordinances, and development, providing a full-service community. The 2018 Reexam is also consistent with this goal. Specific objectives include:

- The protection of residential areas from encroachment of commercial and industrial uses.
- The improvement of the downtown business district through the encouragement of commercial in-fill construction.
- The encouragement of commercial development along the Route 73 corridor so as to expand the tax base while concomitantly preserving adjoining residential areas.

# **Goal 4: Protect the Environment, Prevent and Clean Up Pollution:**

The 2018 Reexam is consistent with this goal. Specific objectives include:

- The provision of utility services in satisfaction of Borough needs and rectification of storm drainage problems.
- The protection of natural and environmental resources.

• The development of an effective energy conservation program.

#### Goal 5: Provide Adequate Public Facilities and Services at a Reasonable Cost:

The 2018 Reexam is consistent with this goal. Specific objectives include:

- The provision of a balanced land use development pattern enabling effective public facilities management.
- The improvement of the transportation system for the more efficient movement of people and goods.

# **Goal 6: Provide Adequate Housing at a Reasonable Cost:**

The Borough already provides a range of housing options, and the proposed housing developments in these areas will only add to the stock of housing options, potentially bringing more rental units in these growth areas. This potential connection, along with what could become a mixed use, transitoriented development near the rail station, would place needed affordable housing in a location with great accessibility to the broader economic region, while reducing transportation costs and commuting times for families. The Borough is committed to satisfying its affordable housing obligations, and as has removed regulatory barriers to the construction of inclusionary developments in proposed growth areas. This will provide options for new residents to live in the community, while helping to address the needs of existing or future residents who may be cost burdened, to find suitable housing in Palmyra.

The 2018 Reexam is consistent with this goal. Specific objectives include:

• The provision of a range of housing types through both rehabilitation and in-fill construction. Palmyra also has a Settlement Agreement (2016) with FSHC to meet both its Prospective Need and Prior Round Obligations.

# Goal 7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value:

The 2018 Reexam is consistent with this goal. Specific objectives include:

- The provision of a comprehensive system of public recreation facilities.
- The protection of natural and environmental resources.
- The preservation of Palmyra's heritage.
- The expansion of open space through the development of parklands along the Delaware River from the Pennsauken creek to Riverton, and through the development of a linear park and the anticipated Heritage Trail.

# **Goal 8: Ensure Sound, Integrated Planning and Implementation Statewide:**

Through this Plan Endorsement process, the Borough is seeking integrated planning with state agencies. The proposed center and node and the proposed PA-1 and PA-5 areas are consistent with

the goals of the State Development and Redevelopment Plan. The proposed lands to be preserved are also consistent with the SDRP. Proposed development growth areas within Palmyra are centrally located, and should have minimal impacts on surrounding communities, reducing regional conflicts, and increasing development capacity in appropriate areas of existing infrastructure. With the Borough's anticipated growth in population, there will need to be a coordinated effort to meet the demand for new housing and jobs in the region. The Borough's master plan, housing plan, and related documents are built around meeting this demand while preserving sensitive areas and directing growth to centers and nodes.

The 2018 Master Plan Reexam is largely silent on this Goal. However it does recommend the following specific changes to the Master Plan:

- Work with Burlington County officials to support the Heritage Trail as a means to facilitate travel by visitors and tourists to the Palmyra Arts District.
- Support business development, technical assistance and work with County planning and economic development staff on same.
- Redevelopment planning as enunciated under the Land Redevelopment and Housing Law N.J.A.C. 40A:12A-1 et. seg. should continue to be promoted.

#### RESILIENCY

The Borough has recently suffered flooding ad been given new FHA maps and knows that it has its work cut out to plan to become resilient to future flooding and climate change concerns. They have undertaken several efforts to support a more sustainable and resilient municipality and are preparing to undertake more:

- The Borough is working to update and amend its Flood Hazard Ordinance.
- Palmyra is participating in the Sustainable Jersey Program and has a Green Team that will likely help the municipality work on sustainability and resiliency issues.
- The 2019 Burlington County All Hazard Mitigation Plan, including the Palmyra Annex, takes the first step in identifying vulnerable assets and actions to mitigate defined vulnerabilities.
- Palmyra is aware of the Climate Change Related Vulnerability Assessment requirement of the Plan Endorsement process and of NJ Adapt suite of tools as well as NJDEP potential for technical assistance.

# STAFF RECOMMENDATION

From Palmyra's regional MSA, "Over the last 20 years, Burlington County, the municipalities, and State agencies have worked together to implement sound planning principles and the common goals set forth in the State Development and Redevelopment Plan and Route 130/Delaware River Corridor Strategic Plan. The vision set forth in the 1999 Plan remains relevant and the goals are still valid. The municipalities have invested in the success of the Plan and have implemented, many, if not most of the recommendations and strategies. In order to continue this successful partnership, the County, on behalf of the 12 municipalities is again seeking plan endorsement, in order to further

advance the transportation, economic and land use goals of the Corridor and extend the existing Town Center designations for another ten years. The regional approach undertaken in the Strategic Plan is unique as compared to other Endorsed Plans. It could be a model for other areas of the State, where several municipalities must cooperate to achieve common goals."

Palmyra has followed and implemented the Endorsed 1998 Route 130/Delaware River Corridor Strategic Plan as the regional and local manifestation of the State Plan. They have completed many of the activities under Land Use, Housing, Economic Development, Transportation, Recreation and Open Space, Historic Preservation, Public Facilities and Services and Intergovernmental Coordination. (Please see the table on Page 4.) This plan was the approximation of a Plan Implementation Agreement (PIA) for Palmyra since the municipality was endorsed before PIAs existed.

The Borough of Palmyra has diligently and regularly planned and implemented measures to ensure that their centers, and environs remain sustainable and grow using smart-growth principles. Based on this work, they have demonstrated that their actions and plans, including with the items identified in the PIA, are aligned with the State Plan. It is staff's recommendation that the Commission adopt the Resolution for Plan Endorsement. Please see the attached PIA for details of their implementation agenda.