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# Creating Communities of Place



## **DEVELOPING INDICATORS AND TARGETS DURING CROSS-ACCEPTANCE**

**OSP Cross-Acceptance Memo #4**

**Document # 132**

**NEW JERSEY OFFICE OF STATE PLANNING**

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## State of New Jersey

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CHRISTINE TODD WHITMAN  
Governor

June 2, 1998

Dear Citizen of New Jersey:

In everyday life, most of us use some kind of measurement to track our progress toward achieving goals: won-lost records, earnings, report cards, weight, speed, and even pages in a novel. We use other measurements to keep us better prepared for possible future action: time, temperature, humidity, traffic delays reported on the radio, and many other approaches. Yet other measurements warn us to respond to needs for action: smoke alarms and alarm clocks, for example. Keeping track of progress toward goals is especially important when the goals are long range and the progress is gradual. Therefore, progress and performance measures such as *indicators, objectives, benchmarks* and *milestones* are commonly used in both business and governmental planning and are increasingly talked about in strategic planning programs today.

The *State Development and Redevelopment Plan* is required by statute to include "appropriate monitoring variables and plan targets ... to be evaluated on an on-going basis following adoption". Even without such a requirement, a monitoring and evaluation program just makes good sense. The 1992 State Plan included the beginnings of such a program. In 1997, the State Planning Commission issued a *Reexamination Report and Preliminary Plan* that included an assessment of changes in conditions and of the status of Plan implementation since 1992. The Preliminary Plan proposed specific indicators with which to measure future progress towards achieving the goals defined in the State Plan.

The Office of State Planning has prepared the enclosed report to provide you background information regarding the 17 Key Indicators in the Preliminary State Plan, and to encourage you to participate in discussions regarding these and the 70 Additional Indicators and targets advanced for the State Plan goals. If we as a society tend to manage (and get) what we measure, indicators will help us to reinforce our gains and respond to our shortcomings as opportunities arise. A proper selection of indicators is necessary to ensure that the actions of State and local governments are orchestrated toward achieving desired goals and targets, and avoiding undesired results. We also hope that these indicators might stimulate discussion toward creating and incorporating indicators and targets in local plans.

The State Planning Commission is seeking comments and recommendations concerning these indicators, and their associated targets, in the Cross-acceptance process, a comprehensive review of the State Plan that allows for broad government, private and public input. While many counties have already filed their Cross-acceptance reports, there is still time to comment on and refine the State Plan indicators as we enter the negotiation phase of Cross-acceptance. Comments received may be incorporated into negotiation agenda or into the Interim or final draft State Plans, subject to State Planning Commission review.

I look forward to your involvement in the development of indicators and targets for the State Plan. Please call the Office of State Planning Field Representative for your area or Bob Kull, Assistant Director at 609-292-3096 (fax, 609-292-3292 or email [kull\\_r@tre.state.nj.us](mailto:kull_r@tre.state.nj.us)) with any questions or comments you may have regarding this report, or regarding your interest in participating in a State Planning Advisory Committee on Indicators. You may also email your comments or questions through the Feedback page on the Office of State Planning Web site at <http://www.state.nj.us/osp/>.

Thank you for your participation in this effort.

Sincerely,

Herbert Simmens  
Director

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# DEVELOPING INDICATORS AND TARGETS DURING CROSS-ACCEPTANCE

## OSP Cross-Acceptance Memo #4

### Part I: Selecting Indicators

To track progress toward meeting its goals, the State Planning Act requires that a monitoring and evaluation program be included in the State Plan. The 1997 Preliminary State Development and Redevelopment Plan proposes a system of "indicators" and "targets" for this purpose. This memorandum responds to questions raised in interpreting and discussing these indicators and targets during Cross-acceptance, and provides background information for each of the 17 Key Indicators.

#### WHY DOES THE STATE PLAN INCLUDE INDICATORS?

The State Planning Act requires that the State Plan contain “***appropriate monitoring variables and plan targets ... to be evaluated on an on-going basis following adoption***” of the State Plan. The Preliminary Plan refers to these monitoring variables as “indicators.”

In addition, the Cross-acceptance Manual advances ***identifying and developing indicators for regional, county and local plans*** as a recommended element for inclusion in cross-acceptance reports.

#### WHAT IS AN “INDICATOR”?

***An indicator is a measurable piece of information*** that can be collected and reviewed over some period of time to see if a trend exists, or if a trend is changing. For example, you may count the number of cars and trucks passing a particular point along a road. If you measure the number of cars from time to time, you may discover a “trend” of the number of cars increasing or decreasing at a certain rate.

While other words may be used by different programs at different times, the most important things to remember about “indicators” is that they are ***measures*** that can be used to assess the ***status*** of, and ***trends*** in, something you are interested in.

## WHAT IS A “TREND”?

**A trend is a general direction or tendency** in what you are measuring. At least three measurements, or data points, are required to begin to determine a trend, although many more data points, and perhaps information from other indicators, may be necessary to determine a trend with reasonable accuracy. Using the traffic example, the number of cars may vary with the time of day or the day of the week. The number of cars may also vary with the season or with the weather. If traffic becomes more congested, there may actually be fewer cars and trucks passing the point during a given period of time because they are moving more slowly than in a more freely flowing condition. If three or more measurements taken in similar conditions (“all other things being equal” as much as possible) show a continuing increase or decrease in the number of vehicles, you may have discovered a trend. Clearly, one must be careful in interpreting trends and setting targets. **A trend is a description of what is happening, not necessarily of what should be.**

## WHAT IS A “TARGET”?

A **target** is the value we would like an indicator to have, the condition we are working toward. Intermediate **milestones** or **benchmarks** can also be established that mark our way toward achieving a more ambitious or longer term ultimate value, goal or target. To continue with our example, we might say that “our target is to not exceed x number of vehicles using this road during peak commuting hours.” We might have a longer term target to reduce the number of vehicles using this road in 20 years, or even a target of anywhere along a continued trend toward fewer vehicles.

It is not essential to have a target for every indicator. Or, a target may be based on *several* indicators. Using our example, we might want to track indicators of both traffic volume (number of vehicles) and traffic speed to develop a target for traffic congestion. It may be desirable to not set a target at all, but only to monitor trends for a given indicator or set of indicators. **Targets should be used in cases where State and local policy may have some direct effect**, such as for the degree of consistency among master plans or the number of bridges requiring replacement or rehabilitation. **For a target to be achieved, it may be necessary to break an existing trend.** It may be sufficient to have an indicator that tracks changes in a particular condition without a target (such as for air pollution entering New Jersey from other states, or for median household income), in that the trend revealed by the indicator may be enough to **point to a need for action**.



## WHAT DO WE DO WITH INDICATORS AND TARGETS?

***Indicators and targets are intended to provide information to help us all make sound, effective and timely policies.*** In this case, indicators and targets will help in reviewing and revising the State Plan and its implementation. The State Planning Act specifies that “if Plan targets are not being realized, the State Planning Commission shall evaluate reasons for the occurrences and determine if changes in Plan targets or policies are warranted.” They can also provide a basis for other State and local agencies and organizations to take action.

As you can see from the traffic example above, many factors may affect the value of a given indicator, some of which may not be influenced by human actions (such as weather conditions). Therefore, indicators in the State Plan are not advanced as measures of the State Plan’s performance alone. Rather, ***indicators are like smoke detectors*** that can warn us when conditions are different than expected, and can prompt us to take appropriate actions in response. We tend to manage what we measure.

In addition to these uses, indicators developed for the State Plan can:

- increase interagency coordination (and save money!) by providing opportunities to use each other’s data and to join together in interpreting the data,
- evaluate State agency budget requests,
- encourage counties, municipalities and others to establish their own indicator programs which use State agency data and develop and share their own data, and
- complement Governor Whitman’s Sustainable State initiative.

## HOW DO THE STATE PLAN INDICATORS AND TARGETS COMPARE TO OTHER PROGRAMS OF INDICATORS AND BENCHMARKS?

Progress and performance measures such as indicators, objectives, benchmarks and milestones have long been used in both business and governmental planning. With the technologies currently available to collect and distribute data, indicators are increasingly used to call attention, and response, to changes that may be a result of complex phenomena. Today, programs such as the Governor’s Sustainable State Initiative, local Healthy Community and Healthy City programs and the National Environmental Performance Partnership System (NEPPS) nationwide series of environmental indicators compete for attention.

While these programs might at first seem redundant, they are actually quite complementary efforts, each designed for a different scale or function.

## **WHERE DID THE PROPOSED INDICATORS AND TARGETS COME FROM?**

The 1997 Preliminary State Plan proposes a set of 17 Key Indicators in conjunction with the Key State Plan Concepts, and 70 additional indicators to monitor progress in meeting the eight State Plan goals. The **Key Indicators** (listed in the chart on the next page) are broadly based, generally understandable to the public, and cover all State Plan Goals. The **Additional Indicators** are found organized by State Plan Goal in Indicators of Progress toward Goals, The Role of State Development and Redevelopment Plan (Chapter IV, Section C of the Preliminary Plan). Some of the Additional Indicators are also expressed as Key Indicators. While a general format is proposed for the target for each indicator, the ***specific targets are to be developed as part of the Cross-acceptance process.***

The State Planning Commission adopted a Monitoring and Evaluation Program report as part of the State Plan in 1992 that first advanced the “smoke alarm” concept. The report drew from an Office of State Planning Assessment of Trend Infrastructure Needs, the Rutgers Center for Urban Policy Research Impact Assessment study of the Interim State Plan, and a 1988 Urban Land Institute study, “Tracking Growth and Change”, for the Office of State Planning. The 1992 Monitoring and Evaluation Program identified 27 targets and lists of “key data required for monitoring and evaluation” to measure economic, environmental, infrastructure, community life, and intergovernmental coordination conditions based on the structure of the Impact Assessment.

***In developing the 1997 Reexamination Report and Preliminary Plan, a greater emphasis was placed on developing indicators that could be more directly associated with the new Key Concepts, the expanded discussion of the State Plan Goals, and the revised Strategies and Statewide Policies, and on developing a format for targets for each indicator.***

Background information on each of the Key Indicators, including observable trends, is provided in Attachment 1. Some State Plan Indicators have targets that are drawn from other State agencies that already have a process in place that includes public participation in setting the target, such as the National Environmental Performance Partnership System (NEPPS) being developed by the New Jersey Department of Environmental Protection with the United States Environmental Protection Agency. Some targets have already been established by law or regulation, such as the year 2007 deadline for attainment of federal air quality standards.

<b>KEY INDICATORS OF PROGRESS IN MEETING STATE PLAN GOALS</b>	
<b>Desired Trend</b>	
↑	<i>1. The degree to which local, county, regional, state agency and federal plans and practices are consistent with the State Plan.</i>
↓	<i>2. The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems</i>
↓	<i>3. The level of distress experienced by the 100 most distressed municipalities compared to the level of distress experienced by all other municipalities</i>
↑	<i>4. The proportion of the state's new development and redevelopment located in Planning Areas 1 and 2 or within the Community Development Boundary of Centers in Planning Areas 3, 4 and 5 (outside the jurisdiction of the Pinelands and Meadowlands Commissions).</i>
↓	<i>5. The amount of developed land per capita and per job.</i>
↑	<i>6. The proportion of all trips made by transit, bicycling and walking.</i>
↓	<i>7. The consumption of energy on a per capita and per job basis.</i>
↓	<i>8. The generation of solid waste on a per capita and per job basis.</i>
↑	<i>9. The amount of solid waste recycled on a per capita and per job basis.</i>
↑	<i>10. The amount of land permanently dedicated to open space.</i>
↑	<i>11. Conformity of state air quality with federal standards.</i>
↑	<i>12. The proportion of potable water supplies that meet all standards.</i>
↑	<i>13. Proportion of the State's water bodies that support aquatic life.</i>
↓	<i>14. Percent of New Jersey households paying more than 35 percent of their pre-tax household income towards housing.</i>
↑	<i>15. The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production.</i>
↑	<i>16. Gross state product per capita.</i>
↓	<i>17. Unemployment rate</i>

## HOW SHOULD WE RESPOND TO THE PROPOSED INDICATORS AND TARGETS?

While the 1992 Monitoring and Evaluation Program was a late addition to the first Cross-acceptance process, a result of a 1990 amendment to the State Planning Act, the 1997 Preliminary Plan includes indicators to encourage full public review and comment throughout the current Cross-acceptance process. All participants in the Cross-acceptance process should:

- evaluate the proposed indicators,
- propose specific targets, and
- propose new or alternative indicators if warranted.

***The State Planning Act calls for revising targets in response to new information. Therefore, targets selected in this revision of the State Plan can be revised again the next time the Plan is revised.***

If you are involved in preparing a county or municipal comparison report or Cross-acceptance negotiations with the State Planning Commission, you should consider how the proposed indicators and targets are incorporated in your own planning efforts, and recommend modifications that can increase consistency among local, county and State plans. You may also identify and develop indicators for regional, county and local plans based on more local sources of data (especially where statewide data may not exist). In August 1996 the Office of State Planning published an **OSPlanning Memo** (v. 2, n. 5) on *Land Use and Planning Indicators* to assist those developing local indicators programs.

***The greater the attention given to these indicators, the more effectively they can be used to measure progress in meeting the State Plan goals.***

## HOW WILL THE STATE PLANNING COMMISSION EVALUATE OUR RESPONSE?

Discussions during Cross-acceptance are expected to lead to consensus on the establishment of indicators and of specific targets for at least some of the indicators.

Indicators proposed during Cross-acceptance should satisfy the same criteria established for indicators included in the Preliminary Plan:

- **Definitions.** An indicator is data looked at over some period of time to determine whether it suggests a trend. Beyond the requirement that three

data points are needed to show a trend, indicators can take almost any form. For each goal, the question should be asked, "If that goal had been reached, what would be the state of things and what variable could we follow to track progress in reaching that state?"

- ***Simplicity.*** The goals in the State Plan and the State Planning Act are broad and address highly complex and dynamic phenomena. Indicators, on the other hand, stand for individual components of complex systems, and should therefore be relatively simple and independently verifiable. An individual indicator can only point the way, and cannot be expected to paint the whole picture.
- ***Availability of Data.*** State Plan indicators should use databases that already exist at some public agency, or databases that can be constructed in a reasonable time frame. Many State and federal agencies are currently developing indicator programs which are making available new sources of data. A related limitation is the timeliness of many forms of data. For example, most Census data are only updated once every ten years.
- ***Number.*** A limited number of Key Indicators should track statewide progress in meeting the goals of the Plan generally, especially in areas where the goals are closely related. A larger number of additional indicators may be used to track progress in meeting each specific goal.
- ***Accountability.*** Since the State Plan generally has no authority to affect land use or planning directly, most proposed State Plan indicators are drawn from indicators being used by other agencies that have direct authority over land use and planning.

## WHO DO WE CONTACT FOR FURTHER INFORMATION?

Contact the Office of State Planning Field Representative assigned to your area for further questions or background information concerning specific indicators proposed in the Preliminary Plan by mail, telephone, or through the Office of State Planning Internet Web site at <http://www.state.nj.us/osp/>.

## **Part II: Key Indicators**

The following 17 indicators are considered key because they are broadly based, generally quite understandable to the public at large, and cover all State Plan goals. Many of the Key Indicators are also listed as additional indicators under specific goals.

# ***1. The degree to which local, county, regional, state agency and federal plans and practices are consistent with the State Plan***

**Baseline:** Information is expected to be gathered during Cross-acceptance.

**Target:** \_\_\_ percent of local, county, regional, State agency and federal plans and practices are consistent with the State Plan by [date].

**Policy Basis:** The State Planning Act establishes increasing consistency among plans as a key objective of the Cross-acceptance process:

*Each board or designated entity shall, within six months of receipt of the preliminary plan, file with the commission a formal report of findings, recommendations and objections concerning the plan, including a description of the degree of consistency and any remaining inconsistency between the preliminary plan and county and municipal plans. (N.J.S.A. 52:18A-202.b.)*

**Data Sources:** The Office of State Planning can compile this information from approved county and municipal Cross-acceptance comparison reports. The State Planning Rules, which govern the Cross-acceptance process, require that:

*The negotiating entity shall compare municipal and county plans with the Preliminary State Development and Redevelopment Plan and establish:*

*1. The degree to which municipal and county plans have incorporated the various provisions of both the current and Preliminary State Development and Redevelopment Plan;...*

*3. The potential for modifications to local and county plans that would contribute to a higher degree of compatibility among local, county and State plans;...(N.J.A.C. 17:32-39(a))*

This information may be supplemented by consistency reviews performed by the Office of State Planning using the procedures defined in Section 7 of the State Planning Rules, or by information on Endorsed Plans if this process is approved by the State Planning Commission.

**Trends:** Sufficient information is not available to determine a trend.

**Limitations:** The accuracy of this information is dependent on the depth, accuracy and consistency of comparison reports filed by counties and municipalities throughout the state. Additional analysis of local plans by the State Planning Commission is expected through the proposed plan endorsement process.

## ***2. The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems***

**Baseline:** \$77 billion in needs were estimated as of 1992. Of these, \$9.5 billion were classified as backlog needs and \$67.5 billion were classified as rehabilitation needs. (Infrastructure Needs Assessment, State Planning Commission, 1992)

**Target:** The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems is reduced by \_\_\_\_ percent by [date]. In May 1998, Governor Whitman announced a target of reducing the backlog of bridge repairs by 50 percent by 2010 as part of the New Jersey FIRST strategic transportation plan. In January 1998, Governor Whitman established a target of 500,000 acres of public open space acquisition by 2008.

**Policy Basis:** The State Development and Redevelopment Plan provides a policy framework to guide actions at all levels of government toward a vision of a higher quality of life in New Jersey. Success in achieving this vision will depend largely upon the ability to provide the infrastructure needed to promote sound economic growth, to maintain high economic productivity and to protect the natural resources and environmental qualities of the State, all of which make living and working in New Jersey desirable and attractive. The New Jersey State Planning Act recognizes the importance of infrastructure by linking infrastructure consideration and the State's capital budget to the State Development and Redevelopment Plan, and by making a long-range, comprehensive infrastructure needs assessment an integral part of the State Plan.

**Data Sources:** This information is periodically compiled from State agencies, county Cross-acceptance reports, impact assessments, and other public and private sector sources of information as part of the Infrastructure Needs Assessment of the State Development and Redevelopment Plan. Estimates of long range infrastructure needs for local roads, sewer systems, and public school facilities associated with alternative growth scenarios may be developed using the Office of State Planning Growth Simulation Model.

**Backlog need** is defined as the need for correcting existing deficiencies to serve the existing population. The deficiencies are related to system capacity and condition. Examples include improvements to bridges that do not meet federal structural safety codes and must be repaired (condition), or a commuter rail line that has insufficient rolling stock to adequately serve the number of commuters on its lines (capacity).

**Rehabilitation need** is defined as the recurring, periodic need to improve and/or replace capital facilities to keep existing and anticipated infrastructure in service, at least through the horizon year of the State Plan. These are distinct from routine operations and maintenance costs. For example, the resurfacing of a road that may need to take place every 10 years would be considered a rehabilitation need, while street cleaning and patching would not. The "deferred rehabilitation need" is a



type of backlog need that consists of the recurring, periodic improvements or replacements that are currently overdue.

***Trends:*** While long-term information is available for a few components of infrastructure, sufficient information is not available to determine an overall trend for public infrastructure systems in the aggregate.

***Limitations:*** The accuracy of this information depends on the currency, consistency and comprehensiveness of this information collected or estimated on a statewide basis. The State Plan Infrastructure Needs Assessment provides a periodic and comprehensive process for compiling and evaluating this information. The next Infrastructure Needs Assessment will be published as part of the Interim State Plan at the end of 1998.

### ***3. The level of distress experienced by the 100 most distressed municipalities compared to the level of distress experienced by all other municipalities***

**Baseline:** Indices of distress for the 100 most distressed municipalities were, on average, 2.4 times greater than those for other municipalities in 1996 and 2.3 times greater in 1993. (1996 Municipal Distress Index, OSP)

**Target:** The level of distress experienced by the 100 most distressed municipalities compared to the level of distress experienced by all other municipalities is reduced by \_\_\_\_ percent by [date].

**Policy Basis:** The Strategy for the Preliminary State Plan's goal to Revitalize the State's Cities and Towns is to "(invest) public resources ... to improve their livability and sustainability ... improve the natural and built environment ..." and to achieve other changes.

**Data Sources:** A Municipal Distress Index was first compiled by the New Jersey Department of Community Affairs in the 1970's and is now periodically updated by the Department of the Treasury (most recently for 1996 by the Office of State Planning). This index provides a ranking of need for State assistance in revitalization programs among municipalities based on eight indicators of socioeconomic distress (described in Appendix B of the Preliminary State Plan). The 1997 Preliminary State Plan defines "municipalities and centers experiencing distress" to include "municipalities ranked within the top 100 municipalities in any Municipal Distress Index (MDI) issued in the last five years", among other qualifications.

While the rankings change to some degree every time the index is updated, the MDI ranking is not in itself sufficient to determine whether actual conditions have improved or declined within a particular municipality over time. For such a determination, the actual value of the indicator for the municipality, or group of municipalities, must be compared.

The Office of State Planning divided the average value for each indicator for the 100 most distressed municipalities in the MDI by the average value for the remaining municipalities. The calculations for the 1996 MDI illustrate this process.

First, the average values (not the rankings) for each group (State total, top 100, and not top 100) were computed. For example, the values for the top 100 municipalities were totaled and divided by 100 for each of the eight MDI indicators. In the case of the percent unemployed, we see that the top 100 municipalities exhibited an average rate of 9.00 percent unemployment compared to an average of 4.85 percent for the 467 municipalities not in the top 100 and 5.58 percent for municipalities on average for the State as a whole. (The State averages are provided as background information.)

	Percent Change in Population 1990-94	96 Children on AFDC Per 1000 Persons	1989 Per Capita Income	Percent Un-employed 1995	Equalized 3-Yr.Local Tax Rate 1993 - 1995	1995 EQ Valuation Per Capita	Percent Housing Built pre-1940 (1990 Census)	Percent Housing Sub-standard (1990 Census)
STATE	0.0310229	12.151413	20773.070	5.583245	0.0229594	108198.69	26.021904	0.4025220
TOP 100	-0.003442	38.375467	13518.36	9.002	0.0284011	39242.332	38.5286	0.9534
NOT TOP100	0.0384030	6.5359842	22326.542	4.851178	0.0217942	122964.51	23.343812	0.2845610

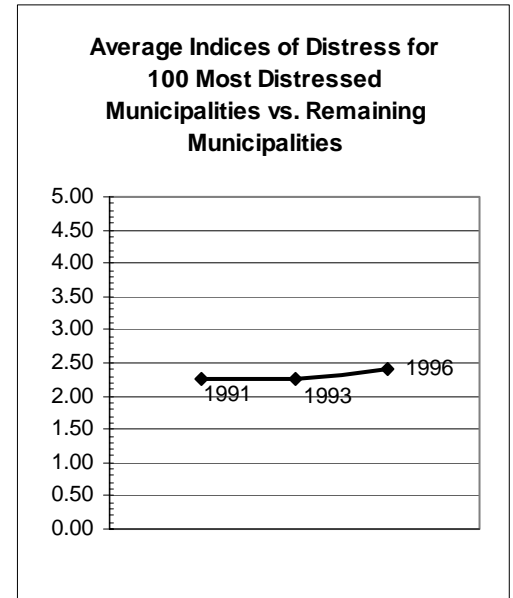
Next, the average values for the top 100 municipalities were expressed in relation to the average values for the municipalities not in the top 100 for each indicator in the index. For example, the difference between the average unemployment rate of 9.00 percent for the top 100 municipalities and the average rate for the other municipalities of 4.85 percent, divided by the average rate of 4.85 percent for the other municipalities yields a factor of 0.86. This factor is alternatively expressed as the average municipal unemployment rate for the top 100 municipalities being 86 percent higher than that of the other municipalities.

	Percent Change in Population 1990-94	96 Children on AFDC Per 1000 Persons	1989 Per Capita Income	Percent Un-employed 1995	Equalized 3-Yr.Local Tax Rate 1993 - 1995	1995 EQ Valuation Per Capita	Percent Housing Built pre-1940 (1990 Census)	Percent Housing Sub-standard (1990 Census)
TOP 100	109%	487%	39%	86%	30%	68%	65%	235%
NOT TOP 100	0	0	0	0	0	0	0	0

For some indicators in the MDI such as per capita income, a higher number is a sign of less distress. For these indicators, the calculation of the difference is reversed (the top 100 average is subtracted from the not top 100 average, then this difference is divided by the not top 100 average).

Finally, these factors were averaged for the eight indicators. For the 1996 MDI, the total of the percentages (1,120) divided by eight resulted in the finding that the indices of distress were, on average, 140 percent (or, a factor of 2.4) greater for the 100 municipalities experiencing the greatest distress than for the other municipalities in New Jersey.

**Trends:** The Office of State Planning performed a similar calculation for the 1993 and 1991 Municipal Distress Index published by the New Jersey Department of the Treasury, Office of Management and Budget. For both years, the indices of distress were found to be, on average, approximately 2.3 times greater for the 100 municipalities experiencing the greater distress than for the other municipalities. While it is possible to determine a trend with a minimum of three points, and while there has recently been a slight increase in this factor over time, there is not a consistent pattern sufficient to define a trend at this time.



The recent change in the value of this indicator warrants attention (a "smoke alarm" for closer observation), however. The 100 municipalities experiencing the greatest distress in 1996 had a greater number of children on Aid to Families with Dependent Children and a higher percentage of substandard housing than the 100 municipalities experiencing the greatest distress in 1993 or 1991. As the percentage of substandard housing did not change for any individual municipality (this factor uses 1990 Census data), the increase in AFDC caseloads in 1996 in municipalities with a larger share of substandard housing in 1990 appeared to be the reason for the increase in this indicator for the 100 municipalities in 1996. Recent changes in the welfare system have resulted in significantly reduced caseloads beginning in 1997 that may reduce these disparities in future calculations of the Municipal Distress Index.

**Limitations:** The Municipal Distress Index is designed to evaluate *impediments to community revitalization*, and therefore provides only a small subset of the factors that may be associated with the livability and sustainability of a community (and therefore does not represent a rating of livability, sustainability or quality of life). However, since many of these factors may not be readily measurable, the Municipal Distress Index may serve as a point of departure for a larger discussion of how to more accurately determine communities most in need of revitalization assistance in relation to other communities. If the components of the MDI are changed (as is likely due to the discontinuation of the AFDC program, for example), the existing MDIs may need to be recomputed, or disregarded if suitable historical data is not available. The Office of State Planning will be considering modifications to this index prior to the 2000 Census.

***4. The proportion of the State's new development and redevelopment located in Planning Areas 1 and 2 or within the Community Development Boundary of Centers in Planning Areas 3, 4 and 5 (outside the jurisdiction of the Pinelands and Meadowlands Commissions)***

**Baseline:** In 1986, based on the most recent land cover data available, 72.9 percent of the developed land area outside the jurisdiction of the Pinelands and Meadowlands Commissions was in Planning Areas 1 and 2 and in designated centers in Planning Areas 3, 4 and 5. (OSP)

**Target:** The proportion of the State's new development and redevelopment located in Planning Areas 1 and 2 or within the Community Development Boundary of Centers in Planning Areas 3, 4 and 5 (outside the jurisdiction of the Pinelands and Meadowlands Commissions) is \_\_\_\_ percent of total development by [date].

**Policy Basis:** The Strategy for the Preliminary Plan Goal to Conserve the State's Natural Resources and Systems encourages development and redevelopment to be concentrated in Planning Areas 1 and 2 and in Centers in Planning Areas 3, 4 and 5 while restoring the integrity of natural systems. The Pinelands Commission and the Hackensack Meadowlands Development Commission use their own growth management systems coordinated with, but independent of, the State Plan.

**Data Sources:** Computerized geographic information systems are well suited to accurately measure changes in developed land area if suitable data are available. Land cover information is subdivided by Planning Area and Community Development Boundaries and the resulting areas are calculated. The most recent and most accurate statewide mapping of developed land area was prepared by the New Jersey Department of Environmental Protection based on 1986 aerial photography. An update of this information based on 1995 aerial photography is being prepared.

**Trends:** Sufficient information is not available to determine a trend.

**Limitations:** Interpretation of aerial photographs and other remote sensing data must be performed by trained personnel adhering to well-defined rules to ensure that data are comparable from place to place and year to year. While the Delaware Valley Regional Planning Commission performs periodic updates of land cover within its region (including Mercer, Burlington, Camden and Gloucester counties in New Jersey), the results of its analysis differ from the New Jersey Department of Environmental Protection analysis and its finding cannot be extended to other New Jersey counties outside its region.

In addition, alternative data sources such as building permits have not been mapped statewide or do not include other information that allow the data to be classified by Planning Area or Center. In Planning Areas 3, 4 and 5 relatively few of the several hundred identified Centers have Community Development Boundaries to date, which are established through the center designation process.

## ***5. The amount of developed land per capita and per job***

**Baseline:** In 1996, 0.16 acres of land were developed per capita or 0.35 acres of land were developed per job. (OSP's estimate is based on 1996 employment and population data and on 1986 land cover mapping. These will be updated when 1995 land cover data become available.)

**Target:** The amount of developed land per capita and per job is reduced to \_\_\_\_ by [date].

**Policy Basis:** One of the Key Concepts of the Preliminary State Plan is to reduce the consumption of land and energy through the creation of diverse, compact human scale communities.

**Data Sources:** Statewide land cover data can be compared to statewide demographic and employment data.

**Trends:** Sufficient information is not available to determine a trend.

**Limitations:** At a statewide level of aggregation, such data are reasonably accurate although there are different lag times for the collection and distribution of data. Statewide employment data is updated monthly and lags by one or two months. Statewide population estimates for July of each year is updated annually in December of that year. Land cover (developed land) information is not routinely collected, and currently lags more than 10 years; however, emerging technologies may increase the frequency of collection and interpretation of this data. An update using 1995 land cover data is being prepared.

## ***6. The proportion of all trips made by transit, bicycling and walking***

**Baseline:** In 1990, 13 percent of trips to work were made by public transportation, bicycle or walking. In 1980, 14 percent of trips to work were made by these same modes (except bicycling, for which data were not collected).

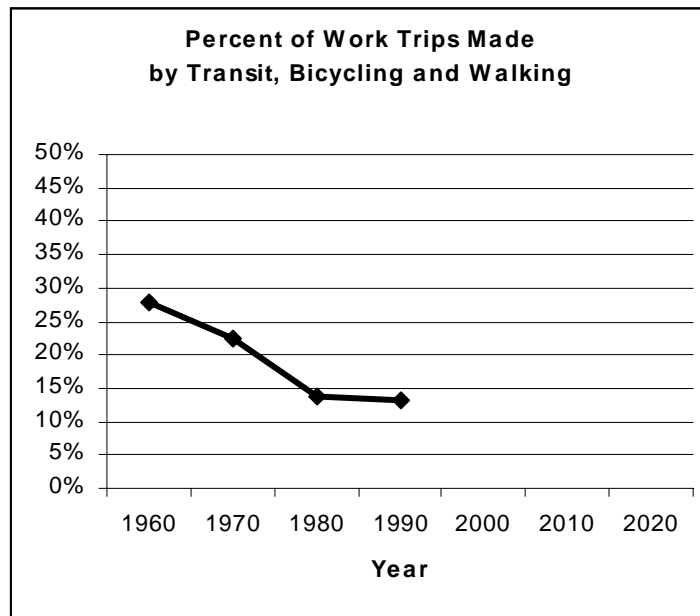
**Target:** The proportion of all trips made by transit, bicycling and walking increases by \_\_\_\_ percent by [date].

**Policy Basis:** One of the Key Concepts of the Preliminary State Plan is that citizen choice through access to information, services, jobs, housing, and community life should be supported by physical design, public investment and government policy. An implication of this concept is that transit, pedestrian and bicycle systems should maximize access and mobility within communities and between them. Also, alternatives to commuting by automobile may be less expensive and less environmentally harmful.

**Data Sources:** Data for this indicator are collected every 10 years by the United States Census of Population. Census data for this indicator are based on a 15

percent sample of the total population. Census data prior to 1990 did not include data on bicycling. The extent to which this data will be available in the 2000 Census is currently uncertain. Working at home, which accounts for approximately 2 percent of total work trips, was included in the calculation of total work trips. Car pooling constituted 16.7 percent of total work trips in 1980 and 12.4 percent in 1990. No consistent statewide data are collected for non-work trips.

**Trends:** While the trend of transit, bicycling and walking comprising a declining share of total work trips appears to have been slightly abated in 1990, there is not yet sufficient data to determine whether this trend is reversing or what other trend may be projected in its place.



**Limitations:** Census data for means of transportation to work are based on a sample of the population (not 100 percent count), do not capture short term trends, and may be affected by economic conditions at the time of the Census survey. Transportation studies may supplement or update these data within specific regions, but may undercount or not consider non-vehicular transportation and may not be representative of statewide conditions. No consistent statewide data are collected for non-work trips.

## ***7. The consumption of energy on a per capita and per job basis***

**Baseline:** In 1994, an average of approximately 355 million BTU were consumed per capita or 977 million BTU were consumed per private sector job (US Department of Energy).

**Target:** The consumption of energy on a per capita and per job basis is reduced by \_\_\_\_ percent by [date].

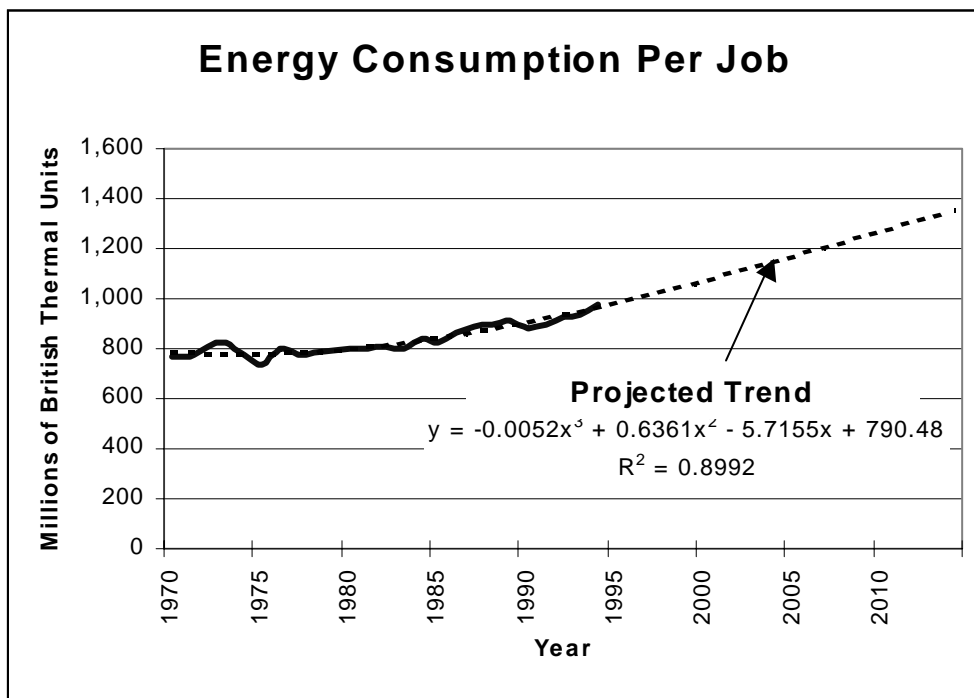
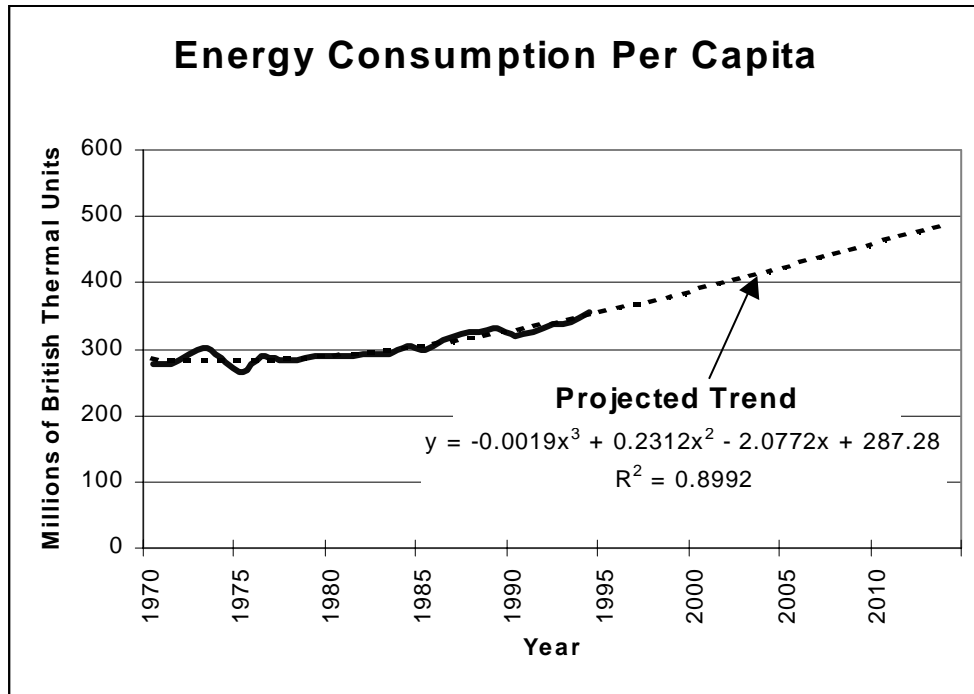
**Policy Basis:** The Strategy for the Preliminary Plan goal to Protect the Environment, Prevent and Clean Up Pollution is to "Develop standards of performance and create incentives to reduce pollution and toxic emissions at the source and to conserve energy ... Concentrate development and redevelopment...to reduce automobile usage, land, water and energy consumption ..."

**Data Sources:** The United States Department of Energy, Energy Information Administration issues annual estimates of energy consumption by state (*State Energy Data Reports*) which lag by approximately two years. These estimates can be related to corresponding estimates of state population and private sector employment.

**Trends:** Energy consumption per capita and per private sector job have increased steadily since the energy crisis of the early 1970's. Based on polynomial regression analysis (which provided the best fit to the existing data with an  $R^2$  of nearly 90 percent), current trends suggest a continued increase of approximately 8 million BTU per job and 3 million BTU per person per year through 2020. Increased emphasis on energy efficiency and on the control of greenhouse gas emissions are expected to reduce these increases projected under current trends.

**Limitations:** As these estimates are statewide, it is not possible to evaluate the effectiveness of regional or local energy conservation measures. While estimates are currently developed by economic sectors, the definitions of these sectors may change at the year 2000. If this change (by the United States Census) occurs, data from prior years may no longer be comparable.





## ***8. The generation of solid waste on a per capita and per job basis***

**Baseline:** In 1995, an average of approximately 11.5 pounds of solid waste were generated per capita per day or 25.5 pounds were generated per job per day.

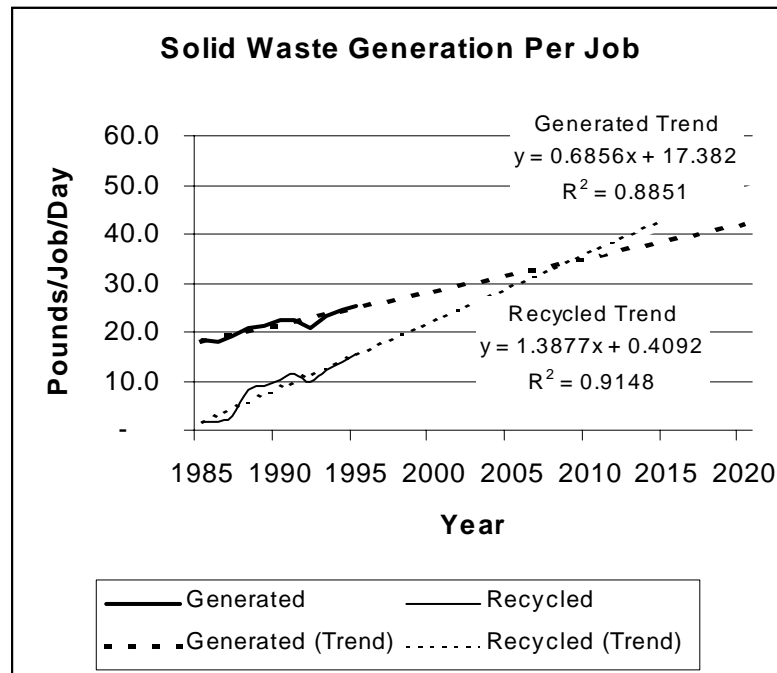
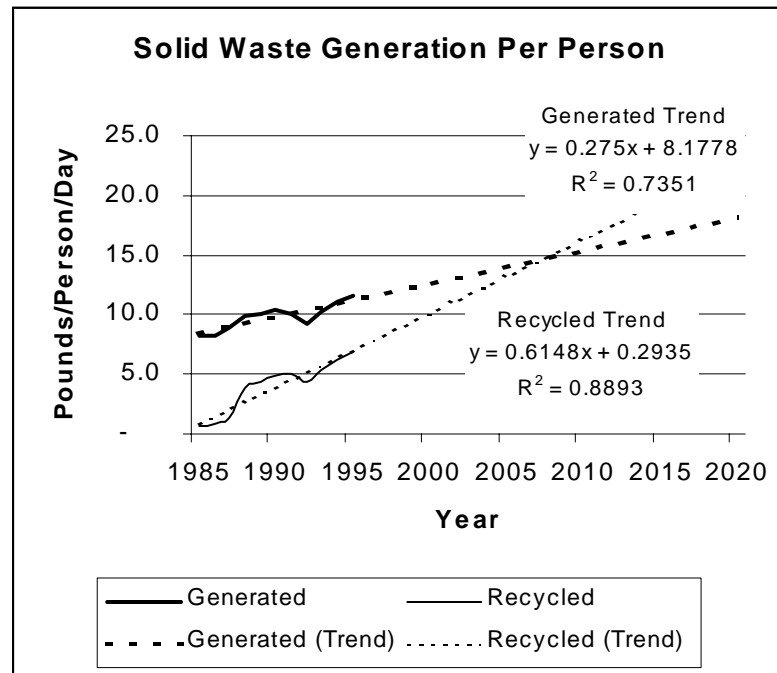
**Target:** The generation of solid waste on a per capita and per job basis is reduced by \_\_\_ percent by [date].

**Policy Basis:** Part of the Strategy for the Preliminary Plan goal to Protect the Environment, Prevent and Clean Up Pollution is to " ... Reduce waste and reuse and recycle materials."

**Data Sources:** The New Jersey Department of Environmental Protection maintains data on total solid waste generation which can be compared to estimates of statewide total population (Census) and employment (New Jersey Department of Labor, Nonfarm Wage and Salary Employment by Industry, 1997 benchmark) for the same period.

**Trends:** Solid waste generation has been increasing since 1992. Since 1985, average solid waste generation per person has been increasing by approximately 0.3 pounds per person per day each year (based on linear regression analysis). Average solid waste generation per job (total solid waste generation divided by total jobs) has been increasing by approximately 0.7 pounds per job per day each year.

**Limitations:** DEP data on statewide solid waste generation is lagged. While separate data for municipal solid waste is maintained relative to non-municipal (e.g. industrial and construction) solid waste, it is not possible from this data to separate solid waste generation by residential sources from non-residential sources as municipal solid waste includes some non-residential solid waste. Linear regression analysis provides a statistically weak estimate of trends for solid waste generation per capita, with a stronger estimate ( $R^2=0.88$ ) is produced for solid waste generation per job. Annual estimates of population and employment are subject to revision.



## ***9. The amount of solid waste recycled on a per capita and per job basis***

**Baseline:** In 1995, an average of approximately 7.0 pounds of solid waste were recycled per person per day or 15.4 pounds were recycled per job per day.

**Target:** The amount of solid waste recycled on a per capita and per job basis is increased by \_\_\_\_ by [date].

**Policy Basis:** Part of the Strategy for the Preliminary Plan goal to Protect the Environment, Prevent and Clean Up Pollution is to " ... Reduce waste and reuse and recycle materials."

**Data Sources:** The New Jersey Department of Environmental Protection maintains data on solid waste recycling which can be compared to estimates of statewide total population (Census) and employment (New Jersey Department of Labor, Nonfarm Wage and Salary Employment by Industry, 1997 benchmark) for the same period.

**Trends:** Solid waste recycling has been increasing since 1992. On average, solid waste recycling is increasing at a rate twice that of solid waste generation. If this rate was sustained (which would require removal of significant technological and behavioral barriers), nearly all solid waste would be recycled by 2010. Since 1985, average solid waste recycling per person has been increasing by approximately 0.6 pounds per person per day each year (based on linear regression analysis). Average solid waste generation per job (total solid waste generation divided by total jobs) has been increasing by approximately 1.4 pounds per job per day each year.

**Limitations:** DEP data on statewide solid waste recycling is lagged. While separate data for municipal solid waste is maintained relative to non-municipal (e.g. industrial and construction) solid waste, it is not possible from this data to separate solid waste recycling by residential sources from non-residential sources as municipal solid waste includes some non-residential solid waste. Annual estimates of population and employment are subject to revision.

## ***10. The amount of land permanently dedicated to open space***

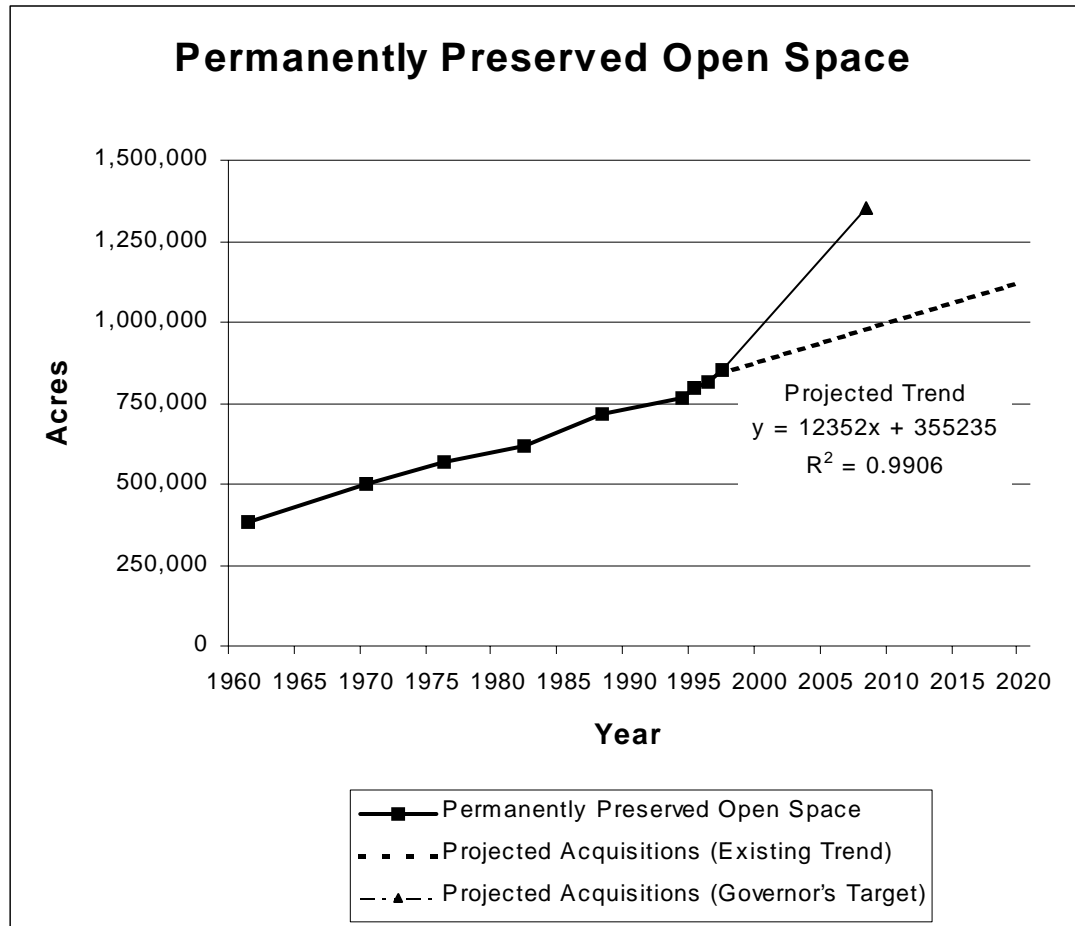
**Baseline:** In 1997, 854,000 acres were permanently preserved, not including protected farmland. (Governor's Council on New Jersey Outdoors, Interim Report, May 1997)

**Target:** The amount of land permanently dedicated to open space is \_\_\_\_\_ acres by [date]. (The Department of Environmental Protection, Green Acres Program's current State Outdoor Recreation Plan standing target is 1,051,452 acres of publicly-owned open space. The Governor's Council on New Jersey Outdoors calls for an additional 500,000 acres of open space for watershed protection, greenway corridors and recreation, though not necessarily all publicly owned. In January 1998, Governor Whitman proposed to meet this target of acquiring 500,000 additional acres of open space by 2008 and established a target of acquiring 300,000 acres of open space and preserved farmland by 2002.)

**Policy Basis:** Part of the Strategy for the Preliminary Plan goal to Conserve the State's Natural Resources and Systems is to " ... Plan, design, invest in and manage the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems ... " Part of the Strategy for the Preliminary Plan goal to Provide Adequate Public Facilities and Services at a Reasonable Cost is to " ... (purchase) land and easements to prevent development, protect flood plains and sustain agriculture where appropriate." Part of the Strategy for the Preliminary Plan goal to Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value is to " ... Enhance, preserve and use historic, cultural, scenic and recreational assets by collaborative planning, design, investment and management techniques." The permanent dedication of land to open space is one of a number of techniques that may be used to put these strategies into effect.

**Data Sources:** The Department of Environmental Protection, Green Acres Program periodically estimates the acreage of publicly owned open space as part of its outdoor recreation planning. Municipal tax records record all conservation easements. Development easements for agricultural land in the farmland preservation program are not considered in this indicator.

**Trends:** Under current trends, the total amount of permanently preserved open space is increasing at an average rate of nearly 12,500 acres per year since 1960. At this long term rate, nearly one million acres will be permanently preserved by 2010. Since 1994, an average of approximately 25,000 acres of open space (and 5,000 acres of farmland) per year have become permanently preserved. To attain the target of 500,000 acres preserved in 10 years, an average of 50,000 acres will need to be preserved each year.



**Limitations:** Municipal data on conservation easements is currently difficult to maintain with high accuracy or currency on a regional or statewide scale. As a result, acreage is generally estimated using State records of investments in land adjusted for local conditions. The Office of State Planning is researching procedures to obtain information from current property tax databases to obtain a more accurate estimate of permanently preserved lands.

## ***11. Conformity of state air quality with federal standards (NEPPS)***

**Baseline:** The State is in attainment of federal air quality standards for particulate matter, lead and nitrogen dioxide, but not for ozone or sulfur dioxide. Most of the State is in attainment for carbon monoxide although standards are occasionally exceeded in congested areas.

**Target:** Conformity of state air quality with federal standards is attained by 2007.

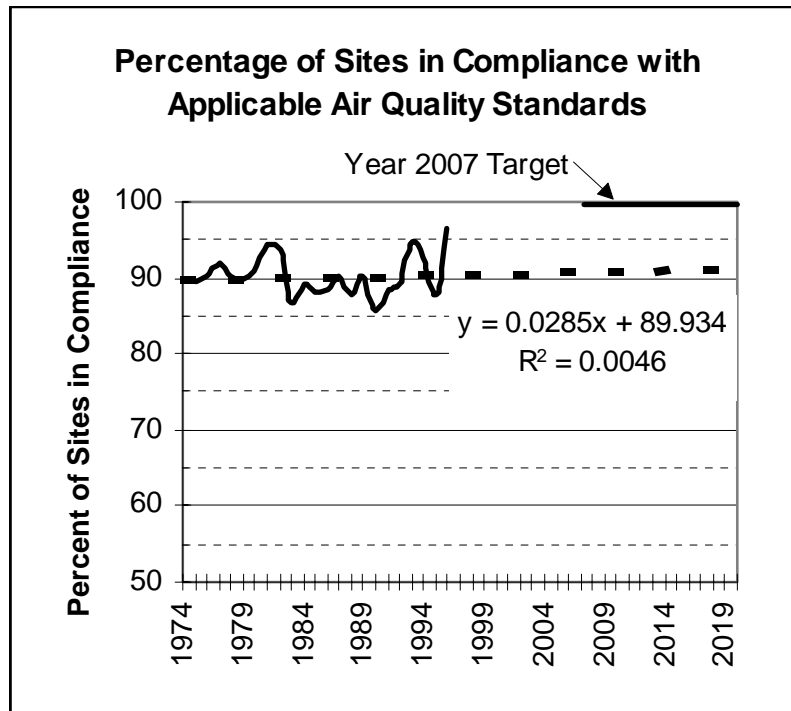
**Policy Basis:** The Strategy for the Preliminary Plan's Goal to Protect the Environment, Prevent and Clean Up Pollution is to, in part, "Develop standards of performance and create incentives to reduce pollution and toxic emissions from the source and to conserve energy ... prevent toxic emissions and clean up polluted air, land and water ... Concentrate development ... to minimize impacts on ... air quality ... "

**Data Sources:** The New Jersey Department of Environmental Protection publishes air quality monitoring data for the state. Annual data for sites in compliance and sites not in compliance are compiled for:

- ozone (1 hour standard),
- carbon monoxide (8 hour standard),
- total suspended particulates (24 hour and 12 month health and welfare standards and the annual TSP standard),
- nitrogen dioxide (annual standard),
- lead (quarterly standard), and
- sulfur dioxide (24 hour and annual health standards).

For this indicator, the number of sites in compliance for each year were totaled and divided by the total number of sites to obtain a percentage of sites in compliance with applicable air quality standards.

**Trends:** The data for this indicator do not exhibit a clear trend. There is a great deal of variability from year to year for this indicator, which could be influenced by a number of factors including weather conditions. While a linear regression analysis appears to suggest a trend of a slowly increasing percentage of sites in compliance, the relationship of the trend line to the existing data is not statistically significant.



**Limitations:** This indicator is highly simplified in that it incorporates all air quality monitoring sites for all air quality components. At this level of data aggregation, the indicator for the percentage of sites in compliance is affected by the number and location of sites and the frequency of sampling, which are in turn determined by the monitoring strategy. If the monitoring strategy for any air pollutant targets areas not in compliance, then the indicator will show low rates of conformity. If the monitoring strategy is uniform statewide, more sites without air quality problems are likely to exist and the indicator will show higher rates of conformity. As monitoring strategies may change from time to time and pollutant to pollutant, the results of this indicator must be evaluated in the context of information concerning the monitoring strategies employed.



## 12. The proportion of potable water supplies that meet all standards

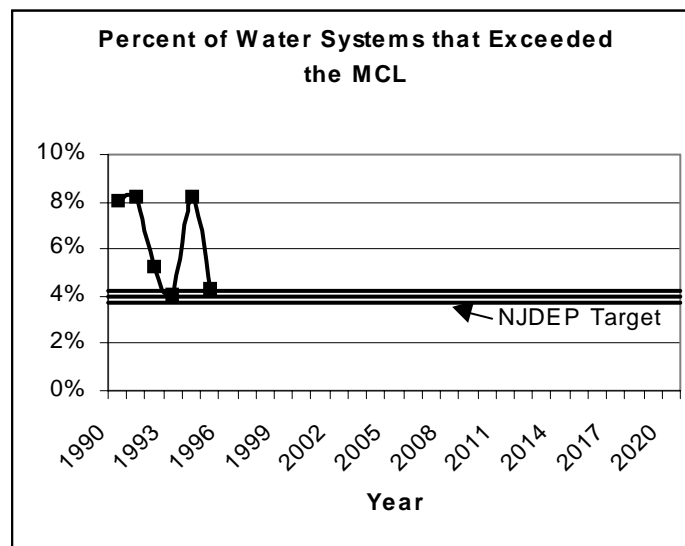
**Baseline:** In the period between 1990 and 1997, between 4 and 8 percent of the community water systems reported any samples with volatile organic compounds (VOCs) above the standard for the 22 VOC tracked. (Of the 625 community water systems, all but 2 collected samples.)

**Target:** No more than \_\_\_ percent of public community water systems will report the presence of any VOCs by [date]. (NJDEP has a target of no more than 4 percent of public water systems reporting the presence of any samples with one or more VOCs above the standard by 2005.)

**Policy Basis:** The Strategy for the Preliminary State Plan's goal to Protect the Environment, Prevent and Clean Up Pollution includes, "Develop standards of performance and create incentives to reduce pollution and toxic emissions at the source...".

**Data Sources:** Data for this indicator are collected by the New Jersey Department of Environmental Protection pursuant to federal and state Safe Drinking Water Acts.

**Trends:** Current data do not display any clear long-term trends.



**Limitations:** While volatile organic carbons (VOCs) are a significant component determining drinking water quality, other factors such as bacteria, color, salts and other chemicals (many of which are naturally occurring), though much less frequently a problem in New Jersey's public water supplies, may also be of concern in some areas.

### 13. Proportion of the State's water bodies that support aquatic life

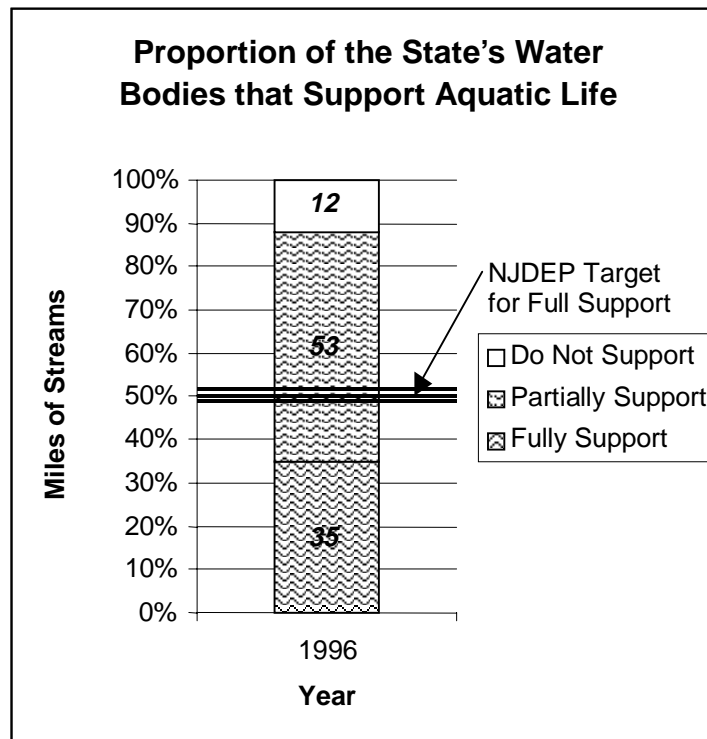
**Baseline:** In 1996, 35 percent of stream miles assessed fully supported aquatic life. An additional 53 percent of stream miles assessed partially supported aquatic life. Data on the status of lakes is under development. (DEP)

**Target:** \_\_\_\_ percent of stream miles assessed fully supporting aquatic life by [date]. \_\_\_\_ percent of lakes fully support aquatic life by [date]. (DEP has a standing target of 50 percent of assessed stream miles fully supporting aquatic life.)

**Rationale:** The Strategy for the Preliminary State Plan's goal to Conserve the State's Natural Resources and Systems is to, in part, " ... Plan, design, invest in and manage the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems ... ".

**Data Sources:** Statewide assessments of surface water quality are performed periodically by the New Jersey Department of Environmental Protection in accordance with Federal requirements. However, while similar biological and habitat data have been included in prior assessments they are not comparable with the current (1996) assessment.

**Trends:** Sufficient information is not available to determine a trend.



**Limitations:** Long term data for this indicator are not currently available from NJDEP. Current data do not include lakes.

#### ***14. Percent of New Jersey households paying more than 35 percent of their pre-tax household income towards housing***

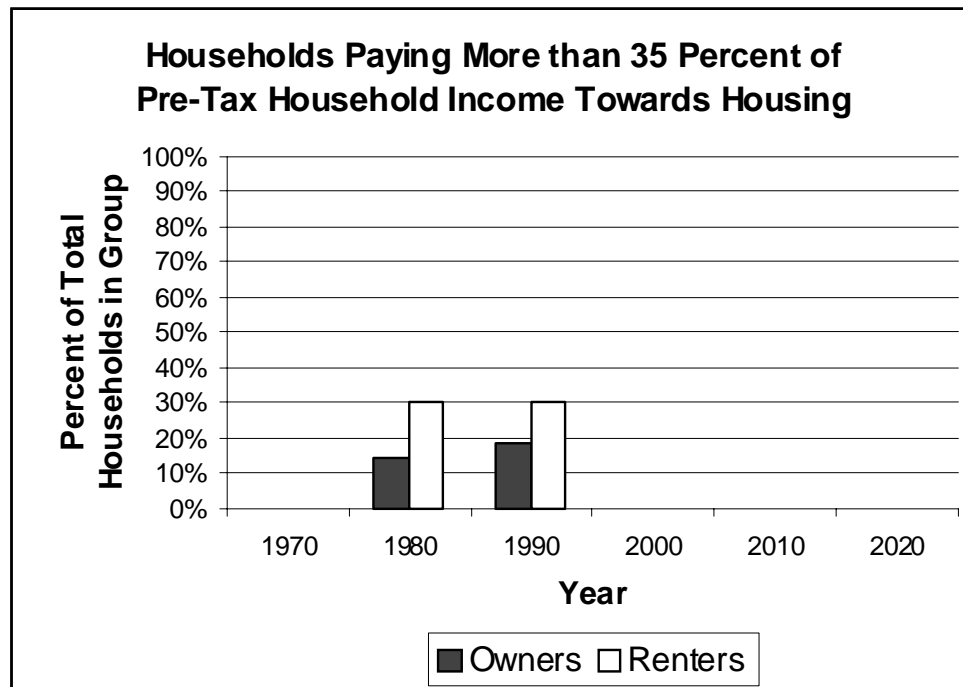
**Baseline:** In 1990, 19 percent of homeowners paid 35 percent or more, 30 percent of renters pay 35 percent or more. (US Census)

**Target:** No more than \_\_\_ percent of households should pay 35 percent or more of their income for standard housing by [date].

**Policy Basis:** The Strategy for the Preliminary State Plan's goal to Provide Adequate Housing at a Reasonable Cost includes, "Provide adequate housing at a reasonable cost through partnerships that create and maintain attractive, affordable housing, particularly for those most in need ...".

**Data Sources:** Data for this indicator are collected every ten years by the United States Census of Population. Census data for this indicator are based on a 15 percent sample of the total population. Comparable values for earlier years are not currently available.

**Trends:** Sufficient information is not currently available to determine a trend.



**Limitations:** Statewide data for this indicator other than the decennial Census are not readily available, although estimates may be developed periodically.

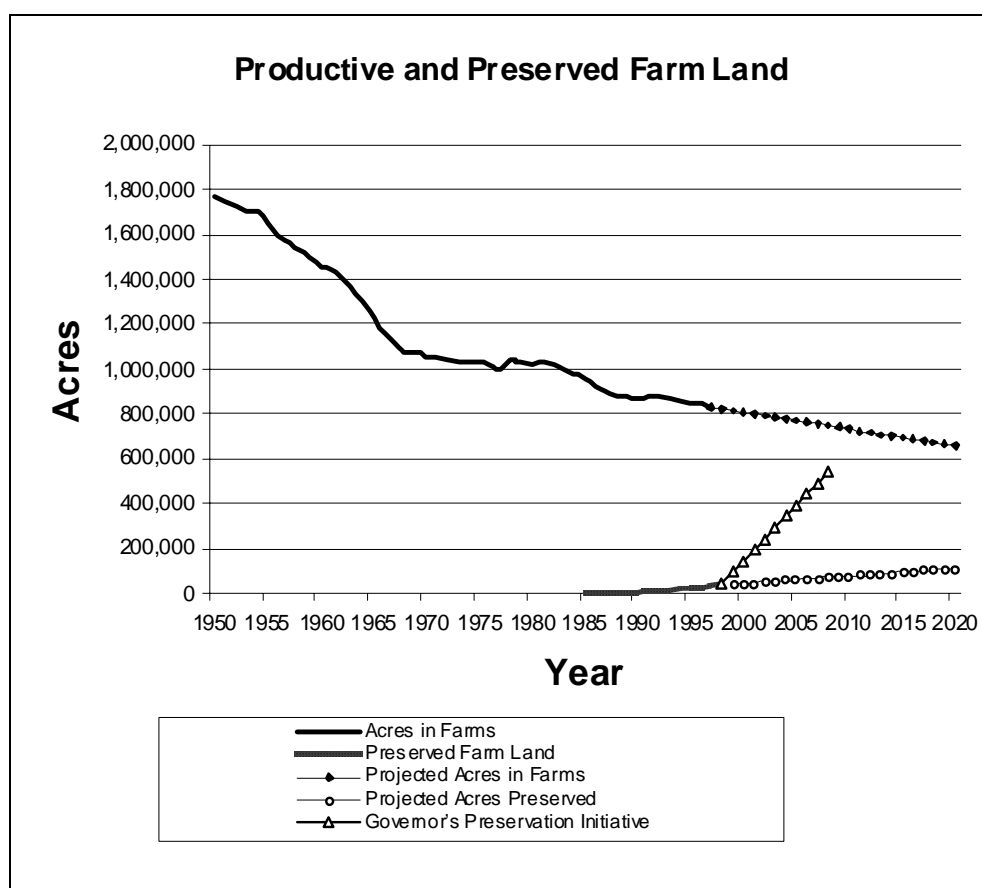
***15. The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production***

**Baseline:** 40,567 acres of farmland have been preserved under easement purchase as of May 1998. 830,000 acres of farmland were estimated to be in active production as of 1997. (NJ Department of Agriculture)

**Target:** The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production increases by \_\_\_\_ percent by [date]. (In January 1998, Governor Whitman established a target of preserving an additional 500,000 acres of farmland by 2008.)

**Policy Basis:** The Strategy for the Preliminary State Plan's goal to Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey includes, "...Promote agriculture throughout New Jersey as an industry through coordinated planning, regulations, investments and incentive programs -- both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland." The Strategy for the goal to "Provide Adequate Public Facilities and Services at a Reasonable Cost" includes " ... Reduce demands for infrastructure investment, by...purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate."

**Data Sources:** The State Agriculture Development Committee maintains records of farmland permanently preserved through development easements (some of which is acquired jointly with the Green Acres Program). The New Jersey Department of Agriculture publishes an Annual Report that includes estimates of land in farms and data on purchases of development easements by the State Agriculture Development Committee.



**Trends:** Since 1986, an average of 7,500 acres of farmland have been developed each year. At this rate, approximately 650,000 acres would remain in farms by the year 2020. Since the State's farmland preservation program began in 1985, farmland has been preserved at an average of 3,200 acres per year. At this rate, approximately 111,000 acres of farmland would be preserved by the year 2020. However, this rate has increased to an average of approximately nearly 5,000 acres per year since 1994, which if sustained would result in the preservation of a total of over 150,000 acres of farmland by 2020. In January 1998, Governor Whitman announced an initiative to purchase an additional 500,000 acres within 10 years, which will require preservation to occur at an average rate of 50,000 acres per year.

**Limitations:** New Jersey Department of Agriculture data on acres in farms are estimates, and not all land in farms may be in production. State Agriculture Development Committee data on permanently preserved farmland may not include all lands for which development easements were purchased or donated to land trusts or local governments without the participation of the State Agriculture Development Committee.

## 16. Gross state product per capita

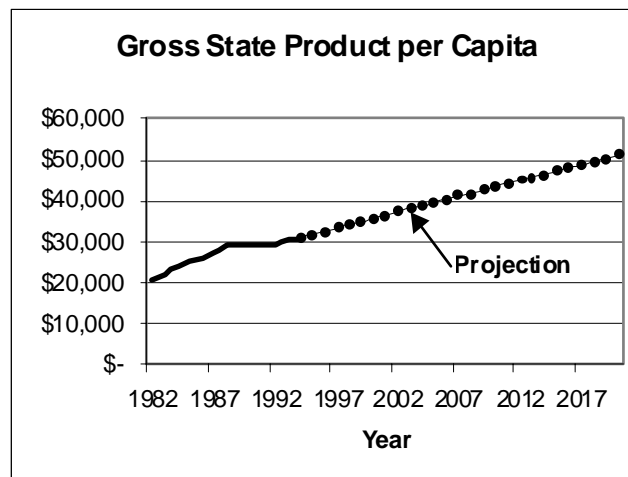
**Baseline:** In 1994, Gross State Product per capita was \$32,248. (New Jersey Department of Commerce and Economic Development, US Census)

**Target:** Gross state product per capita increases by \_\_\_\_ percent by [date]

**Policy Basis:** The Strategy of the Preliminary State Plan's goal to Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey is to "Promote beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents ... "

**Data Sources:** The Gross State Product is estimated annually by the New Jersey Department of Commerce and Economic Development and the United States Bureau of Economic Analysis. Estimates for 1995 and 1996 are scheduled to be published in June 1998. The United States Census publishes annual estimates of State population.

**Trends:** Current trends suggest that the gross state product per capita will increase to \$51,200 (in current dollars), an average increase of nearly 2.5 percent per year, by the year 2020. This trend is determined based on an extrapolation (linear regression) of 14 years of existing data ( $R^2=0.880$ ), and does not consider long range macroeconomic or demographic conditions.



**Limitations:** This indicator is simply a measure of economic activity relative to the size of the population. The Gross State Product is a conventional indicator of economic activity, and does not explicitly take into account the extent to which these activities are beneficial or sustainable in the context of the State Plan goal. The benefits of the Gross State Product do not necessarily accrue to New Jersey residents, nor are the benefits necessarily distributed among residents in such a way as to suggest that the quality of life or standard of living has improved statewide. Annual Gross State Product data significantly lags (estimates for 1995 and 1996 are expected to be published in June 1998).

## 17. Unemployment

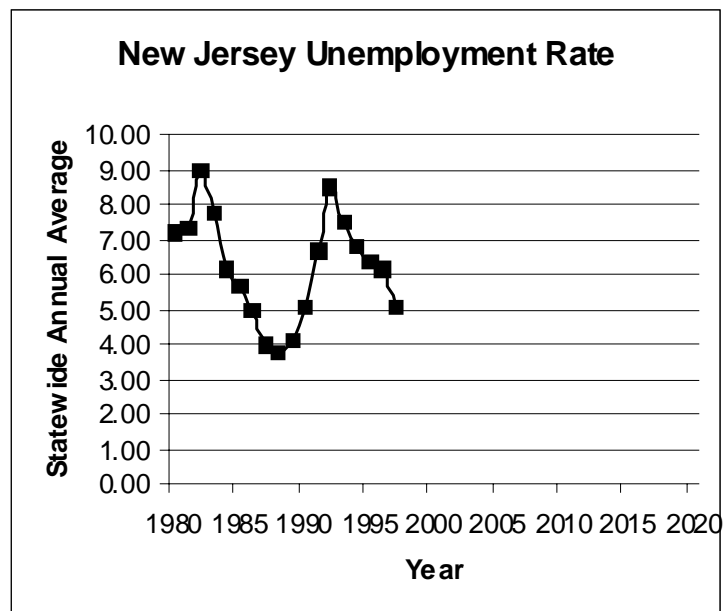
**Baseline:** In 1997, New Jersey's annual unemployment rate was 5.1 percent. (New Jersey Department of Labor)

**Target:** Unemployment is reduced by \_\_\_\_ percent by [date]

**Policy Basis:** The Strategy of the Preliminary State Plan's goal to Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey is to "Promote beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents ... ". The Strategy of the goal to Revitalize the State's Cities and Towns includes, " ... Reduce the barriers which limit mobility and access of city residents, particularly the poor, to job, housing, services and open space throughout the region ...".

**Data Sources:** The New Jersey Department of Labor publishes monthly and annual data on unemployment rates.

**Trends:** While statewide unemployment rates have declined since 1992, the decline has flattened in recent years and the rates are subject to fluctuation. As a result, long term trends cannot be determined using this data.



**Limitations:** Unemployment rates for New Jersey are strongly influenced by regional, national and international economic conditions, and should be analyzed in that context. Changes in the statewide annual rate of unemployment suggest, but are not necessarily representative of, similar changes in New Jersey municipalities and revitalizing communities. Unemployment rates by municipality should also be monitored, although municipal unemployment data is published much less frequently. The municipal unemployment rate is one of several factors used in computing the New Jersey Municipal Distress Index.

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