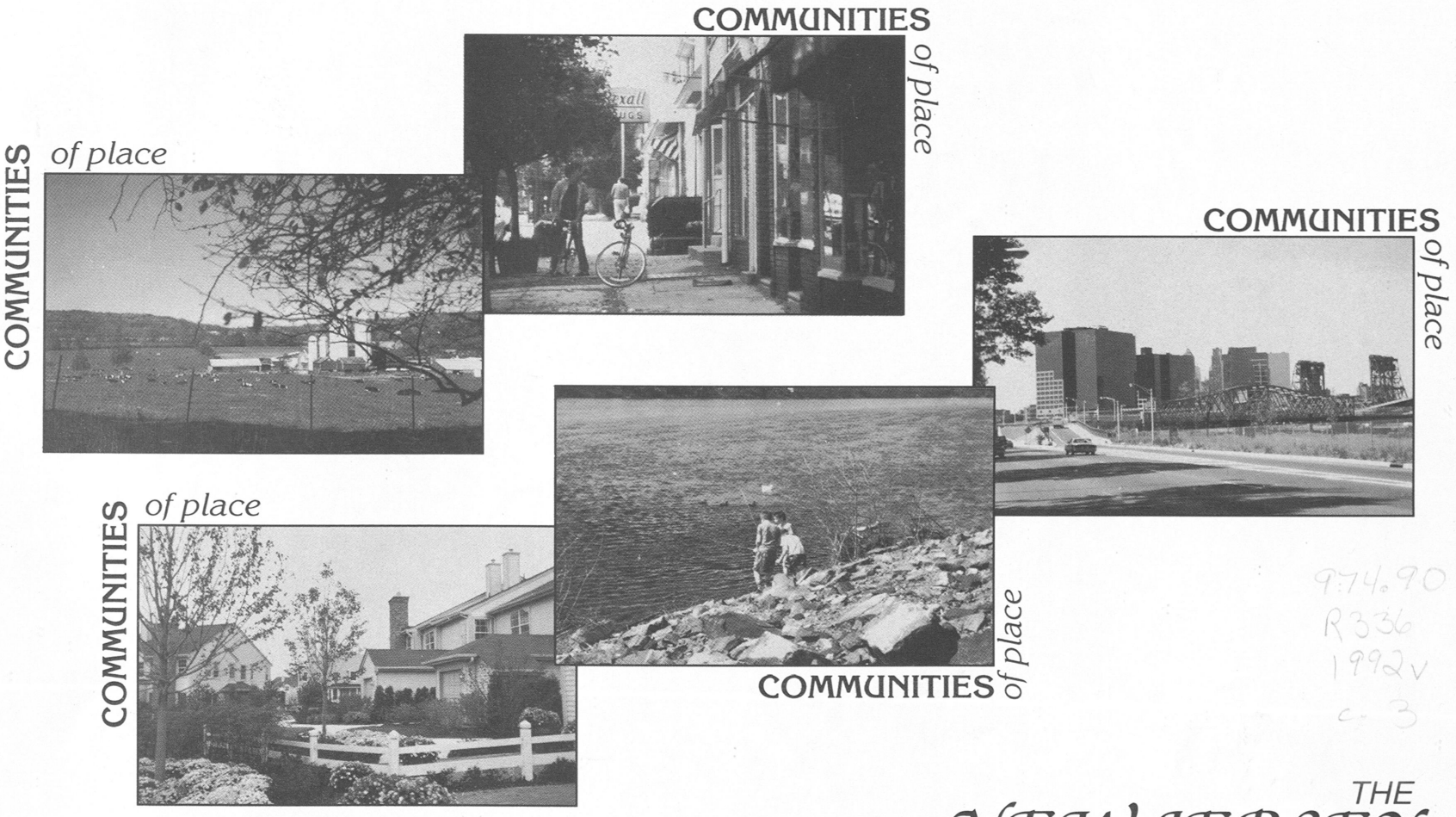
COMMUNITIES *of Place*

NEW JERSEY STATE LIBRARY
3 3009 00546 1274



9.74.90
R336
1992v
c.3

THE *NEW JERSEY*

STATE DEVELOPMENT AND REDEVELOPMENT PLAN

Prepared by:

The New Jersey State Planning Commission, June 12, 1992

THE NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN

Prepared by:
The New Jersey State Planning Commission

June 12, 1992

WHEREAS, the first State Plan represents a landmark consensus building process between citizens and all levels of government; and

WHEREAS, the first State Plan expresses optimism and future hope for our family, our neighbors, our communities and our State; and

WHEREAS, this vision embodies our dreams and aspirations for neighborhoods and communities that we can be proud of and where we feel secure; for decent affordable housing; for a healthy environment; for efficient transportation systems; and for government that responds to our needs with quality services at reasonable cost; and

WHEREAS, the first State Plan promises all the benefits of fiscally sound government, balanced and orderly growth, clean air and water, and the revitalization and development of neighborhoods and communities;

NOW, THEREFORE, I, JIM FLORIO, Governor of the State of New Jersey, do hereby congratulate and thank the

MEMBERS OF THE STATE PLANNING COMMISSION AND THE STAFF OF THE OFFICE OF STATE PLANNING

for their tireless efforts to produce the first State Development and Redevelopment Plan for the State of New Jersey. I would also like to extend my appreciation to the citizen planners, county and municipal officials, concerned interest groups, and members of the State Planning Advisory Committees for their participation in planning a brighter future for New Jersey in the twenty-first century.

GIVEN, under my hand and the Great Seal of the State of New Jersey, this eleventh day of June in the year of Our Lord one thousand nine hundred and ninety-two and of the Independence of the United States, the two hundred and sixteenth.



JIM FLORIO
GOVERNOR

NEW JERSEY STATE LIBRARY

NEW JERSEY STATE PLANNING COMMISSION

James G. Gilbert, Chairman
Vice President, Merrill Lynch

Fred Vereen, Vice Chair
Resident Manager, Architect's Housing

Candace Ashmun
Private Consultant
Arthur R. Brown, Jr.
Secretary, Department of Agriculture
Samuel Crane
State Treasurer
Jay G. Cranmer
Managing Partner, Linpro Company
Daniel J. Douglas
Policy Advisor, Office of the Governor
Thomas M. Downs
Commissioner, Department of Transportation
Robert C. Holmes, Esquire
Wilentz, Goldman & Spitzer
Joseph L. Manganello
Freeholder, Gloucester County
Barbara McConnell
Commissioner, Department of Commerce and Economic Development
Melvin R. Primas, Jr.
Commissioner, Department of Community Affairs
Herb Simmens
Business Manager, Pemberton Township
Scott A. Weiner
Commissioner, Department of Environmental Protection and Energy

John W. Epling
Secretary and Principal Executive Officer

ACKNOWLEDGEMENTS

The New Jersey State Planning Commission and the Office of State Planning are grateful to the many groups and individuals who actively participated in the formulation of the State Development and Redevelopment Plan. The ideas and concerns they expressed were essential in creating a truly comprehensive, balanced plan for the future growth of our State. We particularly want to thank those former State Planning Commission and staff members who worked so diligently to create this Plan for the citizens of New Jersey.

TABLE OF CONTENTS

PREFACE i

PROLOGUE iii

I. INTRODUCTION 1
Overview of The State Plan

II. THE STATEWIDE POLICY STRUCTURE 7
A. State Planning Goals and Strategies 7
B. Statewide Policies 12
1. Equity 13
2. Comprehensive Planning 14
3. Resource Planning and Management 17
4. Public Investment Priorities 29
5. Infrastructure Investments 35
6. Economic Development 40
7. Urban Revitalization 44
8. Housing 49
9. Transportation 54
10. Historic, Cultural and Scenic Resources 59
11. Air Resources 61
12. Water Resources 63
13. Open Lands and Natural Systems 68
14. Energy Resources 74
15. Recycling and Waste Management 76
16. Agriculture 79
17. Areas of Critical State Concern 83

III. RESOURCE PLANNING AND MANAGEMENT STRUCTURE 93
A. Centers 93
1. Urban Centers 94
2. Towns 95
3. Regional Centers 96
4. Villages 97
5. Hamlets 99
B. Planning Areas 101
1. Metropolitan Planning Area (PA1) 101
2. Suburban Planning Area (PA2) 104
3. Fringe Planning Area (PA3) 107
4. Rural Planning Area (PA4) 110
5. Environmentally Sensitive Planning Area (PA5) 114

IV. ROLE OF THE STATE DEVELOPMENT AND REDEVELOPMENT PLAN 119
A. The State Planning Act 119
B. The Infrastructure Needs Assessment 122
C. Monitoring and Evaluating Progress Toward Goals 127
D. Relationship of the State Plan to Other Plans 128

V. APPENDICES 135
A. Selected Population and Employment Projections to the Year 2010 136-137
B. Municipal Distress Index 138
C. Designated and Identified Centers 140
D. Publications List 150
E. Glossary 157
F. Public Investment Priorities Summary 181

PREFACE

The State of New Jersey's first State Development and Redevelopment Plan (the "SDRP") is formulated in response to the mandates of the New Jersey Legislature contained in the New Jersey State Planning Act (the "Act"). The Act was signed into law on January 2, 1986. It created the New Jersey State Planning Commission (the "Commission") and required the Commission to prepare and adopt the SDRP. The Act also created a statewide planning process, called Cross-acceptance, to ensure that governments at all levels and the public participate in preparing the State Plan. The Act describes the Cross-acceptance process as:

"...a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement of agreement or disagreement and areas requiring modification by parties to the cross acceptance." (N.J.S.A. 17:32)

The Cross-acceptance process is made up of three phases: the Comparison Phase, the Negotiation Phase and the Issue Resolution Phase.

THE COMPARISON PHASE

This phase commenced in January 1989 upon release of the Preliminary State Development and Redevelopment Plan (the "Preliminary Plan"). During this phase, counties, coordinating with their municipalities, compared the Preliminary Plan to their plans and forwarded written reports to the Commission describing their findings, recommendations and objections. Extensive public comments were received at municipal and county meetings, at State Planning Commission meetings and at meetings of the Commission's subcommittees.

THE NEGOTIATION PHASE

During the Negotiation Phase, representatives of the Commission met with officials of each county, many municipal officials and the public to discuss desirable revisions to the Preliminary Plan and to municipal and county plans. The Interim State Development and Redevelopment Plan reflected the revisions to the Preliminary Plan agreed upon after the first round of negotiations. Because a large number of substantive and format changes to the Preliminary Plan were agreed upon during initial negotiation sessions, the Commission released the Interim Plan and provided an additional 150 days for counties to review the Interim Plan to confirm that agreements reached were indeed reflected, to see if issues that were deferred during the first round of negotiations had been resolved by the Interim Plan, and to complete their recommendations on the mapping of Planning Areas, Centers and Critical Environmen-

tal/Historic Sites based on the new mapping structure presented in the Interim Plan. Following resolution of these remaining deferred issues and mapping, amendments to the Interim Plan were made.

The "Amended Interim State Development and Redevelopment Plan" ("Amended Interim Plan") was the final draft of New Jersey's first State Development and Redevelopment Plan. The draft SDRP reflected all changes to the Preliminary State Development and Redevelopment Plan (Preliminary Plan), which initiated the Cross-acceptance process, that resulted from the first two phases, the "comparison" phase and the "negotiation" phase, of that process (including changes to the Interim Plan). Municipal and county input on mapping during these first two phases was reflected on the Plan's map, called the Resource Planning and Management Map (RPMM), to the extent that the input conformed to the delineation criteria set forth in the Interim Plan.

THE ISSUE RESOLUTION PHASE

The Amended Interim Plan served as a draft of the State of New Jersey's first State Development and Redevelopment Plan and was the subject of 21 public hearings during the final phase of Cross-acceptance, the "issue resolution" phase. Testimony delivered at the hearings was recorded, and the record remained open for written testimony until June 11, 1992. The State Planning Act requires that the SDRP be adopted no sooner than 30 days and no later than 60 days after the last public hearing.

IMPLEMENTATION

New Jersey's first State Development and Redevelopment Plan, including its Resource Planning and Management Map (RPMM), should be used only to guide municipal and county master planning, State agency functional planning and infrastructure investment decisions. It is not appropriate to use the State Plan directly to formulate codes, ordinances, administrative rules or other "regulations." Such regulations should be formulated to carry out the master and functional plans of the responsible agencies.

Just as there are many ways that regulations can be formulated to effectively carry out master and functional plans, there are many ways that these master and functional plans can be formulated to be consistent with the State Plan. All New Jersey governments, and appropriate agencies thereof, are encouraged to review their plans with the goal to bring them into "consistency" with Strategies, Objectives and Policies of the State Plan. Using the State Plan in this manner assures that:

- the integrity of existing planning and regulatory processes is maintained,
- that planning is coordinated and integrated statewide,
- that the State Plan does not interfere with the prerogatives of governments and agencies in carrying out their responsibilities, and
- that the State Plan does not delay regulatory or other processes.

For further discussion of these issues, the reader is referred to Section IV, Role of the State Development and Redevelopment Plan.

PROLOGUE

"New Jersey, the nation's most densely populated State, requires sound and integrated Statewide planning and the coordination of Statewide planning with local and regional planning in order to conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal. . . ." (N.J.S.A. 52:18A-196, et seq.)

COMMUNITIES OF PLACE! We know when we enter them, and we know when we leave them. Whether they are located in our most densely populated metropolitan suburbs or in our most sparsely settled rural areas, they are distinct from their environs. They have evolved and been maintained at a human scale, with an easily accessible central core of commercial and community services. They have recognizable natural and built landmarks that provide a sense of place and orientation. Communities of Place are:

DYNAMIC, offering a variety of lifestyles, job opportunities, cultural and recreational activities, and shopping conveniences;

DIVERSE, where new residents can choose among reasonably priced single-family homes, town houses, and higher density apartments and condominiums;

COMPACT, with employment, residential, shopping and recreational opportunities; group or public transportation nearby; and environs that define the community; and

EFFICIENT, because they are in municipalities and counties that maintain up-to-date master plans and cooperate with other governments in the provision of water, sanitary sewage services, solid waste disposal, public transportation services or other expensive public services.

Communities of Place can exist anywhere. They can be a unique section of a city, a suburban neighborhood or a town or village in a rural municipality. They have a core of public, private and cultural services, a well-designed neighborhood service area and environs that help define and support them. Regardless of their size, Communities of Place function as social and economic units and have a vibrant community life. In metropolitan areas where development is continuous, they are distinguishable by a change in the urban fabric, street layout and housing design, type and age. In suburban and rural areas, they often are surrounded by open land.

Communities of Place are not just ideal communities. They are thoughtfully planned, wisely managed and carefully nurtured communities that emerge from the everyday decisions of concerned citizens and public officials at every level of government. They are sustainable communities-- they grow and change without sacrificing their future quality of life. Communities of Place in New Jersey will give us vital

urban areas, reasonably priced housing and public services, a clean environment and a strong economy that benefits all the State's citizens. They do not just happen! They are the result of planning ahead, investing public resources strategically and cooperating with other governments to achieve shared goals.

Public opinion polls over the past five years suggest that New Jerseyans strongly support the idea of Communities of Place. New Jerseyans believe that the cities can be revitalized, and they want as much future development as possible to occur there. They want patterns of development in suburban areas that will produce less congestion, more affordable housing and reasonable access to public transportation. They support compact development instead of sprawl in the State's major transportation corridors, and they are least supportive of development of the rural countryside.

New Jerseyans want their communities to be free of crime, to have a clean and healthful environment, to provide good schools for their children and to have a pleasing physical appearance. They believe having access to public transportation close to their homes is important. While they support economic growth, if more growth means more traffic congestion, pollution and higher taxes, they would prefer less growth. To accomplish these objectives, they recognize, and support, the need for the State to play a more active role in coordinating and managing growth.

The State Planning Commission has heard these preferences expressed often, beginning in 1987 when it sponsored 10 public meetings across the State to solicit public opinion on how a plan should be constructed to manage growth properly. It continued hearing them during the Cross-acceptance process when municipalities, counties and the public recommended improvements to the Preliminary Plan and the Interim Plan. The general sentiment is that we have the knowledge to make our communities "places" with unique character, charm and integrity that will lead to healthier cities, a cleaner environment and a robust economy.

As New Jersey moves toward the 21st Century, we need to start planning and coordinating our investments in ways that bring these preferences to reality. The task will not be easy because our resources are limited and we have a wide range of needs. We should, for instance, enhance the enormous economic power and growth potential of our major cities and urban areas and build better transportation linkages among our cities, suburbs, outlying employment/residential centers and major transportation terminals. In our suburban and rural areas, we should encourage locations and patterns of development that protect our vital natural resources, support efficient delivery of public services and relieve the dependence on the automobile as a sole means of travel. The State Development and Redevelopment Plan provides the vision and policy guidance to deal with these and other needs that will be confronting New Jersey in the future.

I. INTRODUCTION

Overview of the State Plan

New Jersey is a State of abundant resources and a highly desirable quality of life. The State has been blessed with a strong economy, and it is well positioned to share in the benefits of national growth and prosperity. The State's resources and its quality of life are sensitive to the impacts of unplanned growth and development, however, and there are increasing signs that New Jersey's resources and quality of life are under siege. There is evidence in many parts of the State of a deterioration in the quality of life: traffic congestion, loss of agricultural lands, polluted streams, loss of wetlands, deteriorating urban centers, fiscal stress and other impacts of unplanned growth.

In recent decades, shifts in the State's development pattern and the aging of its urban infrastructure have led to decay and decline in many of the State's urban areas. While jobs in the State have doubled over the last several decades, jobs in the major cities of the State have declined by more than 35 percent. Since 1950, hundreds of thousands of acres of rural and agricultural lands have been converted to sprawling subdivisions, a pattern of development that destroys the character of the cultural landscape, is inefficient in terms of public facilities and services and devoid of the sense of place that has long defined the character of life in New Jersey. In turn, this sprawling, consumptive pattern of development has contributed to increased housing prices. Worse still, sprawl generates more vehicle miles of travel than more compact forms of development. Ironically, though New Jersey has more miles of highway per square mile than any other state, over 60 percent of the State's interstate system is operating at or above capacity during peak periods of use.

1. THE STATE PLANNING ACT

If New Jersey wants to preserve and maintain its abundant natural, cultural, economic and social resources--its quality of life--it must plan for its future. In 1985, the Legislature of the State of New Jersey adopted the State Planning Act, (N.J.S.A. 52:18A-196 et seq.) In the Act, the Legislature declared that the State of New Jersey needs sound and integrated "Statewide planning" to:

"...conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal ...."

Under the Act, the State Development and Redevelopment Plan is to establish "statewide planning objectives" regarding land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services and intergovern-

mental coordination. Sound and integrated statewide planning around these issues is the anticipated result of a statewide planning process that involves the active participation of State agencies and local governments in its preparation.

The State Planning Act recognizes and is based on the following principles:

1. *The future well-being of the State of New Jersey depends on equal and shared social and economic opportunity among all its citizens;*
2. *A reasonable balance between public- and private-sector investment in infrastructure is key to the fiscal health, economic prosperity and environmental integrity of the State;*
3. *Coordinated planning among the State and local governments can ensure that "economies, efficiencies and savings" are achieved regarding public- and private-sector investment in the State;*
4. *The revitalization of the State's urban centers is necessary if all New Jersey's citizens are to benefit from growth and economic prosperity;*
5. *The provision of adequate and affordable housing in reasonable proximity to places of employment is necessary to ensure equal social and economic opportunity in the State; achieving this end requires sound planning to ensure an adequate supply of available land that can be developed in an efficient growth pattern; and*
6. *The conservation of natural resources and the protection of environmental qualities are vital to the quality of life and economic prosperity of New Jersey.*

The State Development and Redevelopment Plan responds to these principles and establishes a vision and a plan for the future of New Jersey. It is intended to serve as a guide for how public policy decisions should be made at all levels of government to achieve the Goals of the State Planning Act. The State Plan identifies these Goals as well as Strategies and public policy measures that, when applied by all levels of government, will shape growth in ways that will help achieve the intent and purpose of the State Planning Act.

2. STATE PLANNING GOALS AND STRATEGIES

The following statements summarize State Planning Goals and Strategies:

1. REVITALIZE THE STATE'S URBAN CENTERS AND AREAS by investing wisely and sufficiently in improvements to their human resources and infrastructure systems to attract private investment;

2. CONSERVE THE STATE'S NATURAL RESOURCES by planning the location and intensity of growth to maintain the capacities of natural resource systems and then investing in infrastructure and natural resource protection programs in ways that guide growth according to this planning;

3. PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL by providing infrastructure in advance of, or concurrent with, the impacts of new development sufficient to maintain adequate facility standards;

4. PROTECT THE ENVIRONMENT by planning for growth in compact forms at locations and intensities of use that protect land and

water quality, allow expeditious regulatory reviews and make sufficient transportation alternatives feasible to help achieve and maintain air quality standards;

5. PROVIDE ADEQUATE PUBLIC SERVICES AT A REASONABLE COST by planning locations and patterns of growth that maintain existing and planned capacities of infrastructure, fiscal, social and natural resource systems;

6. PROVIDE ADEQUATE HOUSING AT A REASONABLE COST by planning for the location of a density of housing sufficiently close to both employment opportunities and public transportation so as to reduce both housing and commuting costs for low-, moderate- and middle-income groups;

7. PRESERVE AND ENHANCE HISTORIC, CULTURAL, OPEN SPACE AND RECREATIONAL LANDS AND STRUCTURES by identifying these resources and using public investment strategies; preservation, conservation and regulatory programs; and other techniques to guide growth in locations and patterns that protect them; and

8. ENSURE SOUND AND INTEGRATED PLANNING STATEWIDE by using the State Plan as a guide to planning and growth-related decisions at all levels of government.

3. GENERAL PLAN STRATEGY

The General Plan Strategy is TO ACHIEVE ALL STATE PLANNING GOALS by coordinating public and private actions to guide future growth into compact forms of development and redevelopment, located to make the most efficient use of infrastructure systems and to support the maintenance of capacities in infrastructure, environmental, natural resource, fiscal, economic and other systems.

Growth occurs primarily, though not exclusively, through private investment in jobs, housing, commercial services and other economic activities. The public sector invests in the facilities and services required to support this growth and regulates private development activities to protect the public health, safety and welfare. Public and private decisions on where, how and when growth occurs, therefore, are inextricably linked - each influences the decisions of the other. While private-sector development decisions must follow existing regulations, these decisions usually lead public investments in the infrastructure that will be required to support it. In other words, growth usually occurs first, and many of the public facilities required to maintain service standards lag behind. The result is traffic congestion, pollution, loss of open space and other negative impacts. The State Plan recommends that governments at all levels undertake sound, capacity-based planning. Governments should then use their plans to devise public investment strategies and regulatory policies that shape the locations and patterns of development that will lead to the achievement of the Goals of the State Planning Act.

Because the negative impacts of growth occur when the capacities of natural and built systems are exceeded, our planning must carefully consider these capacities. In follow-up to our planning, our regulatory programs should assure that system capacities are maintained at levels that protect the public's health and safety. Capacities are not, however, just matters of physical tolerances. They are also matters of

TO ACHIEVE ALL STATE PLANNING GOALS

...devise public investment strategies and (policies) that shape the locations and patterns of development...

fiscal responsibility and foresight. The ability of the State and its citizens to generate revenue for expensive new infrastructure and natural resource protection programs is not unlimited, so public funds should be used to maximize capacity per unit of investment. For instance, if a certain amount of public investment in a compact form of development can support more development than the same amount invested to support a sprawl pattern, then the fiscal capacity of the State is enhanced by investing in the more compact form.

4. STATEWIDE POLICIES

Statewide coordination of planning will be achieved through the application of the Plan's "Statewide Policies." These Policies are designed to improve both the planning and the coordination of public policy among all levels of government so that we can overcome existing problems and not create new problems in the future. The Statewide Policies address seventeen substantive areas of concern:

Equity; Comprehensive Planning; Resource Planning and Management; Public Investment Priorities; Infrastructure Investments; Economic Development; Urban Revitalization; Housing; Transportation; Historic, Cultural and Scenic Resources; Air Quality; Water Resources; Open Lands and Natural Systems; Energy Resources; Waste Management; Agriculture; and Areas of Critical State Concern.

Statewide Policies are designed to improve intergovernmental coordination of planning in a complex, highly diverse state. They will not, in and of themselves, lead to the patterns of development necessary to achieve the Goals of the Act. They need to be applied to public and private decisions through a management "structure" that accounts for the geographic diversity of the State and the unique opportunities and constraints that this diversity presents in terms of achieving the Goals of the Act. The Plan calls this structure the "Resource Planning and Management Structure."

5. RESOURCE PLANNING AND MANAGEMENT STRUCTURE

The Resource Planning and Management Structure identifies the types of compact forms of development that are desirable and necessary to assure efficient infrastructure and protection of natural and environmental resources in the various regions of the State. It also identifies the regions of the State within which there are critical natural and built resources that should be either protected or enhanced in order to achieve the Goals of the State Planning Act. The compact forms are called "Centers" and the regions are called "Planning Areas."

Centers

The State Plan contemplates the following five types of Centers:

Urban Centers
Towns
Regional Centers
Villages
Hamlets

Centers are compact forms of development that, compared to sprawl development, consume less land, deplete fewer natural resources and are more efficient in the delivery of public services. The concept of Centers is the key organizing principle for new growth and development in the State. Centers have a core of

public and private services and an area surrounding the core defined by a "Community Development Boundary." The Community Development Boundary of a Center defines the geographic limit of planning for development of the Center. In areas served by urban infrastructure, the boundary should be drawn to define areas for development and redevelopment activity, coordinated public resource investment, planning for transportation linkages, and other purposes. In areas served, or to be served, by community infrastructure (primarily in exurban and rural areas), the boundary should be drawn to delineate, in addition to the purposes described above, the limit of future extension of a Center's capital facility services and, therefore, the geographical extent of its future growth. Areas outside of the Centers' community development boundaries are the "environs" of the Centers, and these environs should be protected from the impacts of development within the Centers and from other sources.

The amount of growth that should occur in any particular Center depends upon its capacity characteristics and the unique opportunities and constraints presented by the Planning Area in which it exists. Centers should be planned and maintained so that they develop a unique character and "sense of place," attributes of desirable communities described earlier as "Communities of Place."

Planning Areas

Planning Areas serve a pivotal role in the State Plan by setting forth Policy Objectives that guide the application of the State Plan's Statewide Policies within each area, guide local planning and decisions on the location and size of Centers within Planning Areas and protect or enhance the environs of these Centers. In all cases, the application of Planning Area Policy Objectives serve to achieve the Goals of the State Planning Act.

The Planning Areas are:

PA 1 Metropolitan Planning Area
PA 2 Suburban Planning Area
PA 3 Fringe Planning Area
PA 4 Rural Planning Area
PA 5 Environmentally Sensitive Planning Area

The Planning Areas (e.g., PA 5) are geographically delineated to reflect the conditions (e.g., environmentally sensitive natural resources) that the Act requires the Plan to address through policies (e.g., Statewide Policies on Natural and Cultural Resources). Because each Planning Area has different characteristics, it is unique and requires a unique set of Policy Objectives. These Policy Objectives orient the application of Statewide Policies to assure proper development of the Centers and adequate protection of their environs, all within the context of each Planning Area's unique conditions. The capacities of infrastructure, natural resource and other systems should be major considerations in planning the location and intensity of growth in each Planning Area. In the Metropolitan and Suburban Planning Areas, development and redevelopment activities should promote progress toward the sense of place inher-

ent in the State Plan's Community of Place concept.

The Resource Planning and Management Structure relies upon the Environmentally Sensitive Planning Area as a primary means of protecting and managing the State's natural and environmental resources. Yet the State Plan recognizes that there are important natural and environmental resources found in other Planning Areas as well. The Plan refers to these sites in other Planning Areas as "Critical Environmental/Historic Sites," and it recommends that the Policy Objectives and other provisions of the Environmentally Sensitive Planning Area apply to these sites even though they are not located in the Environmentally Sensitive Planning Area. These sites are to be identified during the Cross-acceptance and municipal master planning processes.

6. HOW THE STATE PLAN SHOULD BE USED

The State Plan is different from functional State agency plans and municipal and county master plans. The State Plan is not a regulation but a policy guide for State, regional and local agencies to use when they exercise their delegated authority. For example, the State Plan does not automatically change the criteria for the issuance of a State permit, but it does contemplate that the agency responsible for issuing permits should review its plans and regulations in light of the State Plan and make appropriate modifications to reflect the Goals, Strategies, Policies and Objectives of the Plan, if such modifications are within the scope of the agency's authority. If the necessary modifications would exceed the agency's authority, it should seek to obtain the authority through normal legislative or rule-making processes. Similarly, when county and municipal master plans are updated, they should be modified to reflect the provisions of the State Plan. In these ways, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes.

The State Plan also will be important when the State of New Jersey makes infrastructure investment decisions. The State Plan will serve as a guide to when and where available State funds should be expended to achieve the Goals of the State Planning Act. The principal source of this guidance is provided by the State Plan's Public Investment Priorities, a section of Statewide Policies.

It is the position of the State Planning Commission that a basic policy in implementation of the State Plan is to achieve the public interest goals of the State Planning Act while protecting and maintaining the equity of all citizens. It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State. Where implementation of the goals, policies and objectives of the State Plan affects the reasonable development expectations of property owners or disproportionately affects the equity of other citizens, agencies at all appropriate levels of government should mitigate such impacts to ensure that the benefits and burdens flowing from implementation of the State Plan are borne on an equitable basis.

II. The Statewide Policy Structure

Many of the State's environmental and infrastructure problems result from a lack of coordinated and integrated planning and inconsistent or uncoordinated decision-making by agencies at all levels of government. Decisions on economic growth, environmental protection, transportation, affordable housing and other matters must be mutually reinforcing and consistent if the State's quality of life is to be maintained and improved. Otherwise, the planning and decisions of individual agencies will be compromised by decisions of other agencies that are based on inconsistent goals, strategies and policies.

A. State Planning Goals and Strategies

The State Plan responds directly to legislative mandates of the State Planning Act. These mandates are presented below as State Goals. Strategies for each Goal set forth the general approach taken by the State Plan to achieve the Goal, and provide the policy context for the Plan. The General Plan Strategy sets forth the pattern of development necessary to achieve all the Goals.

1. GOAL: REVITALIZE THE STATE'S URBAN CENTERS AND AREAS

In the last forty years, the State has experienced a shift of population and jobs that has stressed the fiscal integrity and quality of life of the State's largest cities. During the same period, public and private investments in urban areas have declined as available resources were devoted to the high cost infrastructure needs of suburban sprawl. The well-being of New Jersey requires that private investment be attracted to the State's urban centers so that all New Jersey's citizens can benefit from new growth, development and redevelopment. Not only will existing and future residents of the State's urban centers benefit from urban revitalization, but so will the State's natural resources, as growth opportunities in urban centers reduce pressure for the conversion of agricultural and environmentally sensitive lands to urban and suburban uses. Of all the rational, economic arguments for investing in our cities, perhaps the most important reason is that our citizens need cities. For millennia, cities have been the major centers of social intercourse, government and culture. The recent downturn in the fortunes of our cities is but a "blink" in the eye of human history. In deciding the fate of our cities, therefore, we should look to the long-term human condition rather than to the more immediate socioeconomic cycle that we are experiencing. The "megatrend" in human society has been toward urbanization, and we should not turn our backs on the only historic foci for this development trend that the State has--its cities. Our cities are New Jersey's contribution to urban civilization, and we should take the same pride in them that

we do in our shore, our farmland and our mountains.

STRATEGY: *REVITALIZE THE STATE'S URBAN CENTERS AND AREAS* by investing sufficiently in their human resources and infrastructure systems to attract private investment.

2. GOAL: CONSERVE THE STATE'S NATURAL RESOURCES

Though New Jersey is the most densely populated state in the nation, it has abundant natural resources--agricultural lands, beaches and shorelines, fresh and saltwater wetlands, forests, flood plains, rivers, stream corridors, aquifers, steep slopes, habitats of unique flora and fauna and areas of scenic, historic, cultural and recreational value. These resources have significant intrinsic value as critical elements of the State's quality of life, as economic assets in producing products and services, and as tourist attractions. Despite decades of development of former agricultural lands, recent statistics indicate that more than 35 percent of the seasonal produce sold in New Jersey is grown in the State. The Pinelands, the "Highlands" (which includes the "Skylands") and the Jersey Shore are but a few of the natural assets of the Garden State that translate into vast recreational and economic opportunities for today's and tomorrow's New Jerseyans. The surface waters of the Highlands, for example, are irreplaceable sources of water supply for the State, and they are the headwaters for many of the State's rivers.

STRATEGY: *CONSERVE THE STATE'S NATURAL RESOURCES* by planning the location, intensity and design of new development to maintain the integrity and capacity of natural resource systems and by investing in infrastructure and natural resource protection programs to guide growth in accordance with this planning.

3. GOAL: PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL

New Jersey will benefit from growth and development in many ways, including new jobs and increased tax revenues, provided that the character, location and magnitude of development is properly planned. Poorly planned development costs more in property taxes because it uses infrastructure less efficiently. The legacy of the State's past development pattern has presented a bill that must now be paid. Despite the obvious benefits of recent economic expansion, rapid growth and uneven development have led to housing prices beyond the reach of many workers; overburdened and inadequate water supply and sewerage systems; bloated landfills; traffic congestion; and loss of agricultural land, open space and other natural resource amenities. Each of these conditions presents serious impediments to continued economic growth. Not only are low-density, sprawling patterns of suburban development more expensive than compact urban forms in terms of infrastructure services, they also undermine government's capacity to support the redevelopment of urban centers. The deteriorated condition of many of New Jersey's older urban centers is in part a result of the concentration of public and private infrastructure investment in the suburbs over the last several decades. Moreover, the State's dependence on property taxes has exacerbated

sprawl as local governments competed for tax ratables without regard to the most appropriate location of development in terms of infrastructure efficiency and environmental impact. Public investments in infrastructure and resource protection programs should guide growth to locations and in patterns that will benefit the State's residents by preventing congestion, pollution and urban decay.

STRATEGY: *PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL* by providing realistic growth opportunities through good planning and the provision of infrastructure in advance of, or concurrent with, the impacts of new development sufficient to maintain adequate levels of service.

4. GOAL: PROTECT THE ENVIRONMENT

A clean, safe and attractive environment is essential to assuring the health of our citizens. Sustainable supplies of clean water, clean air and an abundance of open space and recreational opportunities also will assure a sustainable economy. The quality of the State's air and water can either attract business, industry and people or drive them away, depending on how well we plan growth and development. If we plan well, many of the regulatory and clean-up programs that are needed to correct the inadequate resource planning and investment practices of the past can be avoided in the future. Unfortunately, the proliferation of poorly maintained or illegal waste disposal sites, the paving over of aquifer recharge areas, and the cumulative effects of point and non-point sources of pollution that accompanied sprawl in the past have damaged the State's ground and surface water quality. Also, the State is highly vulnerable to air quality problems because of contributions made by other states in the region, by through travel and by mobile source emissions in-state. Although the State has made significant progress in improving air quality in recent years, the entire State of New Jersey is currently in violation of National Ambient Air Quality Standards regarding ozone. Significant strides must be made in the near future, not only to meet Federal standards of the Clean Air Act Amendments of 1990 but to sustain all our environmental resources.

STRATEGY: *PROTECT THE ENVIRONMENT* by planning for growth in compact forms, at locations and intensities of use that make efficient use of existing and planned infrastructure and by increasing infrastructure capacities and growth potential in areas where development will not damage water resources, critical habitats or important forests and will make transportation alternatives to the automobile feasible to help achieve and maintain air quality standards.

5. GOAL: PROVIDE ADEQUATE PUBLIC SERVICES AT A REASONABLE COST

One of the cornerstones of New Jersey's past economic success has been the availability of reasonably priced, well-maintained public facilities and services. The State's advantage in having more miles of highway per square mile than any other state has been gradually eroded over the years by inadequate investments in highway maintenance and by unplanned, inefficient patterns of growth. Approximately sixty percent of the State's highway system is operating at or above capacity during peak periods of

OPERATING COSTS

MUNICIPALITIES:
Realize a $106 million annual fiscal benefit by 2010 ($496 million versus $390 million surplus) under
PLAN versus TREND

SCHOOL DISTRICTS:
Realize a $274 million annual fiscal advantage by 2010 ($811 million versus $1.085 billion deficit) under
PLAN versus TREND

OVERALL LOCAL GOVERNMENTS (MUNICIPAL AND SCHOOL):
Experience a $380 million annual fiscal surplus at 2010 and an estimated $3.8 billion cumulative fiscal benefit over the full twenty year period under
PLAN versus TREND

Source:
CUPR Impact Assessment of the Interim State Development and Redevelopment Plan

use. Similarly, more than 100 sewage treatment plants are over capacity or otherwise treating wastes poorly. In a highly developed State, it is often neither cost-effective nor feasible to build more roads and treatment plants. It is critical to New Jersey's future economic and environmental health, therefore, that it find ways to mold future demand in ways that exploit existing facility capacities, by using more efficient patterns of development and by encouraging more diversity in modes of travel.

STRATEGY: *PROVIDE ADEQUATE PUBLIC SERVICES AT A REASONABLE COST* by planning locations and patterns of growth that maintain existing and planned capacities of infrastructure, fiscal and natural resource systems and minimize the need for substantial public investment in infrastructure where it does not exist and is not planned.

6. GOAL: PROVIDE ADEQUATE HOUSING AT A REASONABLE COST

During the 1980s, the State experienced rapid growth in residential development. Unfortunately, the price of housing increased substantially during the same period. The median price of housing in New Jersey relative to the State's median household income is more than twice that in many other states, and the absolute median price of a single family home is more than 60 percent higher than in other states. Clearly, providing "adequate" housing means more than just increasing the number of dwelling units. Adequate housing means housing that is reasonably priced relative to income and located in proximity to places of employment. If these conditions do not exist, a large pool of potential workers are precluded from participating in the area's labor market. The result is that present and future employers may have to choose locations in other states where conditions are more favorable to the maintenance of an adequate labor supply.

STRATEGY: *PROVIDE ADEQUATE HOUSING AT A REASONABLE COST* by planning for the maintenance and location of a density of housing sufficiently close to both employment opportunities and public transportation so as to reduce both housing and commuting costs for low-, moderate- and middle-income groups.

7. GOAL: PRESERVE AND ENHANCE HISTORIC, CULTURAL, OPEN SPACE AND RECREATIONAL LANDS AND STRUCTURES

It has been estimated that there are more than 40,000 historic structures and districts and archaeological sites in New Jersey. Unfortunately, few of these structures, districts or sites have been identified, and even fewer are subject to protection at the local or State levels of government. Unplanned growth can have a devastating impact on these cultural, historic and archaeological resources. It also can destroy open space that performs valuable functions such as filtering air pollution, protecting water supplies, providing critical animal habitats and providing active and passive recreational opportunities for our citizens. While it is difficult to quantify the amount of open space needed to maintain these valuable functions, the Department of Environmental Protection estimates that for recreation alone a minimum of 345,000 acres must be added to the present supply to reach a total of 1,060,217 acres. Poor planning, market



New Jersey's Great Swamp is an outstanding treasure that requires protection.

driven sprawl development and the "ratables chase" continue to inhibit our efforts to protect these resources, yet these resources are critical to the State's future quality of life.

STRATEGY: *PRESERVE AND ENHANCE HISTORIC, CULTURAL, OPEN SPACE AND RECREATIONAL LANDS AND STRUCTURES* by identifying these resources and using preservation, conservation and other programs and techniques to guide growth in locations and patterns that protect them.

8. GOAL: ENSURE SOUND AND INTEGRATED PLANNING STATEWIDE

New Jersey has 567 municipalities, 21 counties, 19 State departments and many regional and quasi-public agencies. Unfortunately, these entities prepare plans and exercise unique programmatic responsibilities in relative isolation, with few if any mechanisms for coordination and cooperation. Municipal master plans and growth decisions, for example, often have an impact on resources of greater-than-local significance. These resources fiscal, economic, natural, environmental, and others affect the quality of life and the efficient delivery of public services in other municipalities, in the region and often statewide. Statewide coordination of land use planning and infrastructure programming removes the uncertainties and unintended consequences of unplanned or poorly planned development and public investment decisions. Regional delivery of many public services can hold down property taxes significantly by achieving economies-of-scale in the delivery of these services.

STRATEGY: *ENSURE SOUND AND INTEGRATED PLANNING STATEWIDE* by us-

It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State.

ing the State Plan as a guide to planning and growth-related decisions at all levels of government.

9. GENERAL PLAN STRATEGY: ACHIEVE STATE PLANNING GOALS BY COORDINATING PUBLIC AND PRIVATE ACTIONS TO GUIDE FUTURE GROWTH INTO COMPACT FORMS OF DEVELOPMENT AND REDEVELOPMENT, LOCATED TO MAKE THE MOST EFFICIENT USE OF INFRASTRUCTURE SYSTEMS AND TO SUPPORT THE MAINTENANCE OF CAPACITIES OF INFRASTRUCTURE, ENVIRONMENTAL, NATURAL RESOURCE, FISCAL, ECONOMIC AND OTHER SYSTEMS.

The State Planning Act contains three key provisions that mandate the approaches the Plan must use in achieving State Planning Goals. The Plan must:

". . . encourage development, redevelopment and economic growth in locations that are well situated with respect to present or anticipated public services and facilities and to discourage development where it may impair or destroy natural resources or environmental qualities.";

". . . reduce `sprawl'"; and

". . . promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditures of public funds." (N.J.S.A. 52:18A-196, et seq.)

Present and anticipated public services and facilities are located in the State's urban and suburban areas and in the many smaller towns and villages existing throughout the rural areas of the State. These services are usually established in a central place and are extended outward. Sprawl occurs when growth is not logically related to existing and planned public services and facilities. Sound planning would encourage patterns of development that are less expensive than sprawl patterns because they can be served more efficiently with infrastructure. A plan that adheres to these three mandates, therefore, should have a general strategy that promotes compact patterns of development adequately served by infrastructure.

B. Statewide Policies

The State Planning Goals provide the ends to which governments at all levels should aspire in their planning and decision-making. The Strategies identify the most effective approaches for achieving these Goals and provide a context for policy initiatives in a broad array of substantive areas. These areas include comprehensive planning, resource planning and management, public investment priorities, infrastructure investments, economic development, urban revitalization, housing, transportation, natural and cultural resources, agriculture and areas of critical State concern.

1. EQUITY

It is the position of the State Planning Commission that a basic policy in implementation of the State Plan is to achieve the public interest goals of the State Planning Act while protecting and maintaining the equity of all citizens. It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State. Where implementation of the goals, policies and objectives of the State Plan affects the reasonable development expectations of property owners or disproportionately affects the equity of other citizens, agencies at all appropriate levels of government should employ programs, including for example compensation, that mitigate such impacts to ensure that the benefits and burdens flowing from implementation of the State Plan are borne on an equitable basis.

In contributing to the development of the State Plan, many groups have expressed concerns about "equity." Urban center residents, for example, feel that their equity has been eroded through urban disinvestment and resource allocation policies favoring new development in suburban and rural areas. Suburban residents, on the other hand, feel that they have lost equity via overcrowded highways, loss of nearby open space, rising taxes, and other negative growth impacts, the result, they feel, of inadequate planning, underfunding of infrastructure and other factors. Rural residents, particularly farmland owners and other land owners, feel that their equity is eroded when the use of their land is constrained to the extent that it lowers the value of their property and, in particular, jeopardizes the economic viability of farming operations. These groups have expressed their desire that the plan address these issues.

It is the position of the State Planning Commission that the State Plan should neither be used in a manner that places an inequitable burden on any one group of citizens nor should it be used as a justification for public actions that have the effect of diminishing equity. It is also the position of the Commission that the achievement, protection and maintenance of equity be a major objective in public policy decisions as public- and private-sector agencies at all levels adopt plans and policies aimed at becoming consistent with the State Plan.

The Commission urges individuals and groups that have concerns about equity to use all avenues to assure that their concerns are considered in governmental actions and to prevent inappropriate application, or abuse, of the State Plan. Legally, the State Plan is a statement of State policy formulated to guide planning, not regulation. Public-sector agencies, and private-sector organizations such as lending institutions, should not use designations and delineations contained in the State Plan to determine the market value of particular tracts or parcels of land. Accordingly, such uses of the State Plan are inappropriate because it is not designed to regulate and should not be applied to the future use or intensity of use of specific parcels of land. Both public- and private-sector agencies are cautioned that direct application of the State Plan to specific parcels of land may result in inequitable distribution of the benefits and burdens of public action.

2. COMPREHENSIVE PLANNING

The essential element of Statewide Policies for Comprehensive Planning is to promote planning for the public's benefit, and with strong public participation, by enhancing planning capacity at all levels of government, using capacity analyses strategically to guide the location and pattern of growth and promoting cooperation and coordination among counties and municipalities.

Achieving the Goals of the State Planning Act requires improving and coordinating planning among all levels of government. Planning involves a wide range of subject matter, disciplines and professional experiences, and, increasingly, it involves complex technical and social issues and interrelationships. To meet the challenges of the future, both professional and citizen planners need to understand the technical language of other professions such as engineering, environmental science, architecture and law.

Technological changes with respect to data collection and data dissemination present the planning profession and citizen planners with new opportunities and challenges. Data which are, or will soon be, available to planners at all levels of government make it possible to identify the limits or capacities of the natural and built systems, and planners should use this information in the preparation and implementation of plans. Planners and public officials have long understood the desirability of linking the character, location and magnitude of growth and development to the capacities of public and private infrastructure and the environment. The linkage between the impacts of growth and the capacities of the natural and built systems, however, has traditionally not been easy for planners to assess and describe, and as a result it has been used rarely as a basis for short- and long-term planning.

Because of the growing complexity of planning practice and processes, it is important that planners operating in different functional areas (e.g., transportation, housing, environmental) understand the effects of their planning on the plans and programs of other agencies. For planning to be effective, it must be coordinated among agencies at the same level and among levels of government. For example, transportation planning must consider its effects on land use, and economic development planning must consider the impacts of growth on the natural resources required to sustain growth. Single-purpose planning agencies at the local, regional and State levels must become multi-purpose in perspective and undertake the practice of planning in ways that achieve a broad range of goals while meeting agency mandates. Planning at each level of government must look forward and relate to, and help shape, the planning and policy objectives of other levels of government.

Citizen and professional planners are familiar with the effects that plans devised by other jurisdictions or levels of government have on their plans, and they are sensitive to the need to coordinate planning efforts. They are concerned also about the need for efficient regulatory processes. Expeditious processing of development applications, site plans and facility permits, as well as standardization of regulatory policies, must be accomplished to reduce the cost of both private development and public services. Much of the time consumed in pro-

cessing applications and permits is the result of a lack of adequate comprehensive and functional planning by the public sector and, particularly, a lack of coordinated public planning. The result is that issues that should have been resolved during the planning process arise during the regulatory process, unnecessarily delaying permits and development approvals and costing the public in terms, for instance, of higher housing prices and service fees. Sound and coordinated planning in the public sector can considerably enhance the efficiency of necessary, but often time-consuming, regulatory processes.



Existing Conditions



Trend Development



Planned Development

**Renderings courtesy of Regional Plan Association*

General Planning Policies

Policy 1
Planning Resources

Provide adequate professional and technical planning resources to ensure effective planning at all levels of government.

Policy 2
Planning Education and Training

Provide for adequate planning education and training for professional and citizen planners serving at all levels of government.

Policy 3
Planning Data Base Sharing

Cooperate in developing and sharing data to support planning programs at all levels of government, particularly data on land use, natural resources, and infrastructure needs.

Policy 4
Capacity Considerations in Planning

Use the most up-to-date information available on the capacities of natural, infrastructure, social and economic systems, and on desirable level of service standards to inform growth and development planning and decisions.

Policy 5
Master Plan Elements

Include all relevant elements authorized under the New Jersey Municipal Land Use Law in municipal and county comprehensive, growth management and capital facility plans to increase the utility and effectiveness of these plans.

Policy 6
Integrated and Coordinated Planning

Develop plans that are integrated and coordinated with plans at all levels of government, with special attention paid to the impacts of State functional plans on land use and with greater participation of the departments of health, human services and public safety and boards of education and other agencies not traditionally involved in comprehensive planning processes.

Policy 7
Multi-Jurisdictional Planning

Participate actively in multi-jurisdictional planning programs that will help to achieve fiscal efficiencies in the delivery of public services and assure compatibility with plans of adjacent communities.

Policy 8
Multi-State Regional Planning

Engage in interstate comprehensive planning programs where a regional perspective is necessary to deal effectively with problems of "greater-than-state" dimensions.

Policy 9
Regional Coordination

Coordinate the review of plans, ordinances, programs and projects that potentially have "greater-than-local" impact to minimize adverse regional and local impacts.

Policy 10
Sound Planning for Regulatory Efficiency

Maintain continuous, effective planning processes and up-to-date plans, compatible with

plans at the same and other levels of government, so that planning issues are addressed before initiating regulatory and permitting processes and, thereby, eliminate unnecessary and costly delays in these processes.

Policy 11
Increase Public Understanding

Promote the public's understanding of local plans and the long- and short-term advantages of planned versus unplanned growth and maintenance versus disinvestment in infrastructure.

Policy 12
Public Participation

Design and implement state and local planning programs in such a manner as to maximize public involvement at every level of planning activity.

3. RESOURCE PLANNING AND MANAGEMENT

The essential element of Statewide Policies for Resource Planning and Management is to promote a balance between the capacities of infrastructure, natural resource, fiscal, economic and social systems and the future growth demands that will be placed on these systems by using systems capacity information as a basis for guiding growth to and among Planning Areas and Centers in a manner that makes the most efficient use of these systems and protects their capacities.

Statewide Policies for Resource Planning and Management are intended to coordinate decisions at all levels of government in the State toward the achievement of a pattern of growth that will fulfill the Goals of the State Planning Act. Implicit in the State Plan's Strategies is the need for maintaining alignment between the demand generated by new growth and the capacity of the natural and built systems to meet that demand at the State, regional and local levels of government. If the State, county and municipal governments assessed the fiscal, environmental and social costs of meeting the demands of alternative patterns of growth, they could choose the appropriate alternative and plan in ways that maintain capacities in all systems and assure sustained growth in the future.

Capacity-based Planning for Sustained Growth

New planning tools, including computerized data systems such as geographic information systems, make it easier for planners at all levels of government to identify the capacities of the natural and built environments and use them as a basis for planning. This approach to planning, sometimes known as "capacity-based planning," is, in reality, a matter of logic--public policy should not generate demand that exceeds capacity. The approach incorporates economic (including fiscal) and social considerations to make the implications of piecemeal decisions explicit by accounting for offsite, cumulative and regional impacts of growth.

The capacity-based planning approach--linking demand and capacity--recognizes that the ultimate, cumulative results of development, known as "build-out," need to be understood at municipal, county, regional and State levels. The approach does not dictate particular results for particular situations. Rather, it pro-

...if $1 of public investment in a Center can support 2 units of development while the same $1 can only support 1 unit of development of sprawl, then the fiscal capacity of the State is undermined with continuation of the sprawl pattern.

vides a basis for informed decision-making, a foundation of responsible public policy-making and implementation. Capacity-based planning identifies alternative courses of action and the consequences of each alternative as a tool to achieve coordinated and consistent decision-making at all levels of government.

Managing growth to maintain alignment between demand and capacity is not a matter of complex science, but a matter of common sense. Managing growth to maintain balance between demand and capacity is also not a matter of abstract "number-crunching"; it is a process of informed decision-making that ultimately depends upon the sound judgement of appointed and elected public officials who consider demand-capacity analyses when they make policy or otherwise exercise discretion.

Capacity is not just a matter of physical tolerances, but is also a matter of fiscal responsibility or efficiency. The ability of the State and its citizens to generate revenue for urban and community level infrastructure is not unlimited, and public funds should be used to maximize capacity per unit of investment. In other words, if $1 of public investment in a Center can support 2 units of development while the same $1 can only support 1 unit of development of sprawl, then the fiscal capacity of the State is undermined with continuation of the sprawl pattern.

Understanding the capacity of the natural and built environment does not necessarily require a sophisticated planning capability. Nor does it necessarily require that all systems be extensively analyzed to maintain alignment between demand and capacity. In many areas, the controlling factors--those that are limiting- are easily identified and understood and preempt the need to understand the capacity of other systems. For example, in some areas, potable water may be the limiting factor. Information about existing and planned water supply is available from the purveyors of water and from state, regional and local agencies. That information can be translated into development capacity by using established demand-coefficients. There may be other system capacities that could be analyzed, but if the availability of potable water is the limiting factor, other capacities need not be analyzed. In some situations, understanding system capacities may require technical assistance to ensure that all important community values are protected.

The elements of demand-capacity management are:

1. *Establish level-of-service standards for capital facilities and quality standards for natural resources and other systems that define desired conditions in the future;*
2. *Analyze existing and planned system capacities;*
3. *Compare existing and planned system capacities to anticipated demand;*
4. *If anticipated demand exceeds existing and planned system capacity, analyze the environmental and fiscal costs of expanding system capacity; and*
5. *Prepare state, regional and local plans that manage growth and public investment so that:*
   a. *a balance between demand and system capacity is maintained on a short- and long-term basis; and*
   b. *new growth and development and atten-*

dant public investment are concentrated in Centers where economies-of-scale can be achieved.

Growth Projections

The Preliminary Plan contained population and employment projections for the periods 1985 to 2010 and 1988 to 2010, respectively, for the State and the twenty-one counties. These projections, provided by the New Jersey Department of Labor, indicated that New Jersey would add over 1.3 million new residents and over 1.0 million jobs. Already the most densely populated and one of the most industrialized states in the nation, these projections would have New Jersey growing from 7.6 million to almost 9 million people and from 3.5 million to almost 4.6 million jobs by the year 2010. During the comparison phase of Cross-acceptance, many counties identified population and employment projections in their comparison reports. These projections, with a few exceptions, were reasonably close to those contained in the Preliminary Plan.

Following release of the 1990 decennial U.S. Census in 1991, most projections of New Jersey's population and employment for the year 2010 have been revised downward. The Rutgers University Center for Urban Policy Research, for example, as part of its assessment (dated February 1992) of the potential impacts of the Interim Plan, projected a much lower increment of population and employment growth over the 20-year planning period--520,000 new people and 654,000 new jobs. According to the Center, New Jersey's growth to the year 2010 will be slower than in the past due to changing national demographics and the position of New Jersey and the Northeast region relative to their regional and national neighbors.

As the first State Plan is in its final stages of adoption, the New Jersey Department of Labor is in the process of revising its projections with updated Census and other information. Preliminary indications are that these revised projections for population and employment also will be lower than those reflected in the Preliminary and Interim plans and may be closer to those prepared by the Center for Urban Policy Research. Household projections have been prepared in the absence of 1990 Census information and should be regarded as minimum projections until the next triennial review of the State Plan. As counties update their projections using the 1990 Census data, they may want to alter their growth allocations. The Commission will work with these counties during the three-year period between State Plan revisions to revise allocations as appropriate and necessary.

The accuracy of projections of long-term population and employment growth tends to be less precise the smaller the geographic area for which the projection is made. Nevertheless, such projections are necessary for both the public and private sectors to plan and invest today with some reasonable consideration of what the future might hold. For the purposes of the State planning process, for example, a reasonable set of population, household and employment projections is required to guide the allocation of growth among Centers and to estimate future developable land needs within Centers.

Appendix A reflects the various projec-

Managing growth to maintain balance between demand and capacity is (not) a matter of abstract number-crunching; it is a process of informed decision-making....

TABLE 1

PROJECTION OF NEW JERSEY POPULATION, EMPLOYMENT, AND HOUSEHOLDS: 1990 AND 2010

COUNTY	POP 1990	POP 2010	EMP 1990	EMP 2010	HHOLDS 1990	HHOLDS 2010
Atlantic	224,327	252,772	139,720	149,314	85,123	105,130
Bergen	825,380	796,200	458,800	533,700	308,880	324,420
Burlington	395,066	452,742	159,302	240,444	136,554	178,186
Camden	502,824	533,403	216,966	289,036	178,758	200,631
Cape May	95,089	121,728	35,180	31,786	37,856	49,796
Cumberland	138,053	155,700	59,600	76,600	47,118	57,600
Essex	778,206	662,079	384,306	355,007	278,752	249,917
Gloucester	230,082	261,356	74,932	100,320	78,845	98,523
Hudson	553,099	595,500	248,600	311,200	208,739	232,678
Hunterdon	107,776	136,424	37,965	56,484	37,906	50,442
Mercer	325,824	356,200	197,000	238,400	116,941	130,437
Middlesex	671,780	765,279	364,820	473,750	238,833	295,600
Monmouth	553,124	577,231	221,214	288,423	197,570	233,008
Morris	421,353	454,258	256,714	304,266	148,751	176,084
Ocean	433,203	575,069	116,486	159,677	168,147	235,378
Passaic	453,060	471,200	196,100	163,600	155,269	169,138
Salem	65,294	63,700	23,100	23,800	23,794	25,291
Somerset	240,279	274,897	144,915	208,165	88,346	108,782
Sussex	130,943	180,331	29,954	36,174	44,456	64,353
Union	493,819	461,533	266,626	235,653	180,076	176,071
Warren	91,607	102,600	33,100	43,200	33,997	41,003
STATE	**7,730,188**	**8,250,200**	**3,665,400**	**4,319,000**	**2,794,711**	**3,202,469**

Source: Rutgers University, Center For Urban Policy Research, Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan, Report 1: Research Strategy, February 15, 1992, pp. 121, 122, 124. (CUPR PREFIT)

tions of population and employment discussed above. The Commission believes that the projections prepared by the Rutgers University Center for Urban Policy Research, as reflected in Table 1, are reasonable guides for allocating growth among Centers and for estimating land needs within Centers. If a county develops what it believes to be a more accurate projection, the Commission will consider its use insofar as it bears reasonable relationship to the State total. Also, during each triennial review of the State Plan, the Commission will consider revising Plan projections to reflect changing trends in the State's population and employment growth.

Demograchic Trends and Growth Allocations

As important as quantitative projections of New Jersey's growth are in guiding allocations of growth, other demographic trends should be considered as well. Recent demographic forecasts suggest that New Jersey's future growth may differ considerbly from the growth it experienced during the last several decades. For instance, the aging of the alrge number of so-called "baby-boomers,": the tendency for the baby boomers' children to delay marriage and family formation, and longer life spans may result in an increase in the median age of the population from 34.5 years to 41.2 years and a decline in the average household size from 2.7 persons in 1990 to 2.4 persons by the year 2010. Growth in the State's employment is expected to continue, and the number of women participating in the work force may continue to increase, although at a slower rate than that of the last decade. The number of future one-income households and the number of households living on retirement incomes may also increase. The trend over the last two decades away from high-paying manufacturing jobs to service-industry jobs is expected to continue.

If such forecasts hold true, we might expect an increase in consumer demand for smaller housing and for housing with proximity to elderly services and health care. An increase in the number of workers per household may increase demand for mobility between home, job, commercial services and recreational opportunities. Such trends should affect how we plan the location, pattern and intensity of our communities and how we provide essential public services. Planning officials at all levels should monitor such forecasts and trends and evaluate their relvevance in making land use, transportation and related growth decisions.

Centers: The Organizing Principle for Communities of Place

Centers are an important part of the State Plan's Resource Planning and Management Structure for achieving the Goals of the State Planning Act. The concept of Centers is the organizing planning principle for achieving a more effective and efficient pattern of development in New Jersey. Under the Goals, Strategies and Policies of the State Plan, new growth and development should be organized into compact development in the form of Centers surrounded by carefully controlled environs by way of municipal master plans and regulations and through public investment policy. New or future Centers should be identified by municipalities and counties during the Cross-accep-

The concept of Centers is the organizing planning principle for achieving a more effective and efficient pattern of development in New Jersey.

tance process for designation in municipal master plans and for incorporation in the State Plan, according to the criteria established in the State Plan.

The size and function of Centers will vary, depending on the unique conditions among, and within, the State's regions. The wide diversity of natural and built systems in the State requires that there be large, highly urbanized Centers, as well as small rural Centers. This gradation is a reflection of the existing and potential capacities of infrastructure and natural systems supporting the Center that determine, in turn, the appropriate scale of future development for the Center. A Center's future scale of development affects how it is linked, economically and physically, with other Centers in the region and State. For instance, some Centers should have large scales of development and high intensities of use to make large capacity systems, like mass transit, financially feasible; other Centers should have small scales of development and low intensities of use because of natural resource characteristics in the area.

The Plan identifies five types of Centers:

Urban Centers
Towns
Regional Centers
Villages
Hamlets

Municipalities and counties should use the policies set forth below for the identification and designation of Centers in the State Plan. These policies should be applied to achieve the objectives set forth for the Planning Area.

Centers and Capacity-based Planning

Policy 1
Applying Identification Criteria for Centers

The identification of Centers should be based upon capacity information and existing and desirable future development patterns. Accordingly, the should not necessarily coincide with municipal or county jurisdictional boundaries and may, in fact, include parts of more than one municipality or county.

Policy 2
Identifying Centers Using Capacity Information

Counties should compile and analyze as much information as possible on the capacities of infrastructure, natural resource, social and economic/fiscal systems and use this information in working with their municipalities to identify the proper locations, number and sizes of existing and planned (new) Centers necessary, at the county level of aggregation, to accommodate projected population and employment growth to the Year 2010.

Policy 3
Identifying Centers Without Sufficient Capacity Information

In the absence of sufficient capacity information, municipalities and counties should use whatever sound information is available to make reasonable judgments on the location, number and size of Centers necessary to accommodate projected county population and employment

growth to the Year 2010, and begin as soon as possible to develop capacity information.

Policy 4
Effect of Not Identifying Centers

Municipalities and counties not identifying Centers during the Cross-acceptance process may be affected by the priority system for capital facility investments described under Public Investment Priorities of Statewide Policies.

Policy 5
Allocating Growth Among Centers

Planning for infrastructure investment among Centers requires that projected growth be allocatd among these Centers. The following steps, in the order presented, should be used as a guide in this allocation process:

(1) allocate growth to existing Centers with sufficient existing or planned system capacities;

(2) allocate any remaining growth to existing Centers where infrastructure can be most cost-effectively expanded and extended and where market demands justify the need;

(3) allocate any remaining growth to planned (new) Centers where new infrastructure, sufficient to maintain system capacities, should be built or paid for by the private sector; and

(4) allocate any remaining growth to planned (new) Centers where it is in the public interest to build new infrastructure through joint public/private investment.

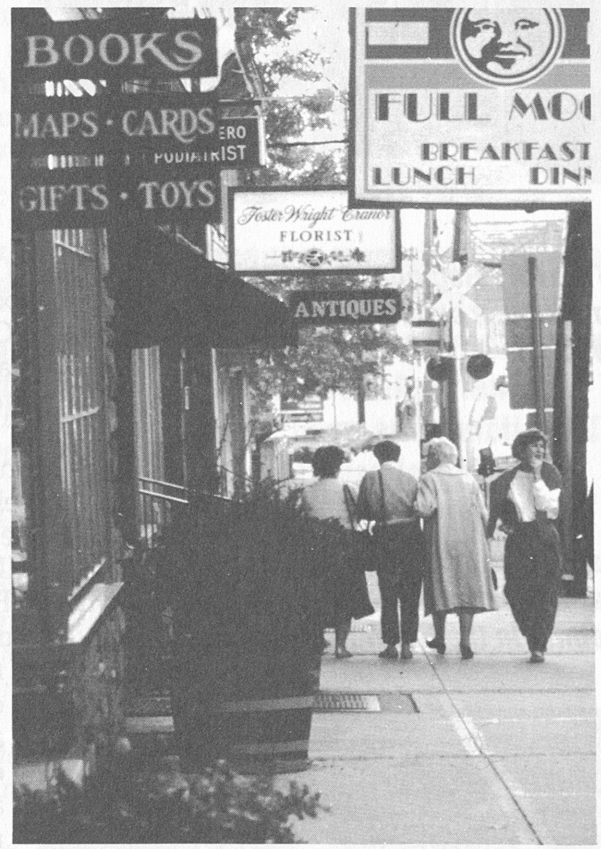
Policy 6
Maintaining Level of Service Standards

Guide growth within each Center by the location and capacity of capital facilities and services, the provision of which is timed to maintain level of service standards (see the discussion of service standards in Infrastructure Investments, below).

Managing Growth in Centers

The Centers concept is the design framework from which Communities of Place will evolve if the Centers are carefully planned and maintained over the years ahead. A Center can be either an existing or a planned new place. Regardless, Centers are made up of two components: a central core of public and private services and a "development" area surrounding the core. For existing Centers, particularly in Planning Areas other than the Metropolitan Planning Area, the core should already exist as a Town, Village or Hamlet.. For planned (new) Centers in these Areas, the core must be created in new development. Because of the complex development pattern in the Metropolitan Planning Area, Community Development Boundaries may include multi-nodal cores.

All Centers must have Community Development Boundaries delineated to qualify as a Center under State Plan policies. Delineating Community Development Boundaries for Centers is critically important for three reasons.



Shoppers enjoy an afternoon in this PA4 town.

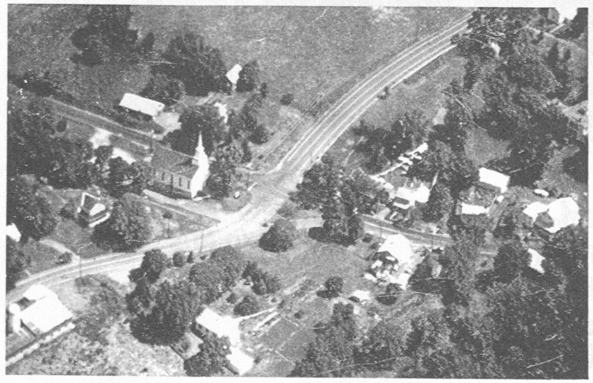


This PA1 Regional Center has a mixed use central business district.

First, these Boundaries protect the environs of these Centers. For instance, in environmentally sensitive areas they protect the natural resources and rural landscape from the impacts of Town, Village and other Center development, and in metropolitan areas they protect adjacent residential areas from the impacts of Center development. Second, the extent of the Center's development area, as defined by the Boundary, informs the private sector about public investment intentions, thereby creating positive private expectations for development opportunities in Centers. Third, these Boundaries provide advance knowledge to agencies at all levels of government about where development is expected in the future so they can plan for the provision of adequate infrastructure to support that development without a reduction in levels of service.

In all Planning Areas, Community Development Boundaries encompass "Community Development Areas." Community Development Areas serve different purposes, depending upon whether the Centers are in the Metropolitan Planning Areas or in the Suburban, Fringe, Rural and Environmentally Sensitive Planning Areas. In the Metropolitan Planning Area, while some redevelopment activity will be occurring throughout, a Center's Community Development Area is the area in which major redevelopment, transit linkages, commercial and public services, cultural and recreational facilities, and similar facilities and activities should occur. Centers outside of the Metropolitan Planning Area, for instance in the Suburban Planning Area, that are served by regional wastewater treatment systems, or community wastewater treatment systems that are coterminous and have produced an urban development pattern, should have Community Development Areas that include the same kinds of existing or planned facilities and activities.

Centers can range in size from our largest cities to this small hamlet in the Rural Planning Area



Many urban infrastructure systems in the Metropolitan Planning Area have already been extended into the Suburban Planning Area, and where they have not been extended, community-level infrastructure systems serve development in the Suburban Planning Area. The State Plan recommends that these urban infrastructure systems eventually be extended into the Fringe Planning Area in a manner that serves the more efficient pattern of growth that the State Plan recommends there. In this sense, the future service area for most urban infrastructure systems extends to the boundary of the Fringe Planning Area (transit services are an exception and may extend beyond the Fringe Planning Area).

In the Fringe, Rural and Environmentally Sensitive Planning Areas, the Community Development Area is the area within which community-level infrastructure services are planned and provided to accommodate the level of growth projected for the Center. The Community Development Boundaries define the limits of the Center's growth based on a planning horizon of the Year 2010.

Centers should be identified and planned to achieve the Policy Objectives of the Planning Areas in which they are located. Ranges of

population and employment which may be appropriate to each type of Center intended to receive growth are described in the Resource Planning and Management Structure section of the Plan. As there may be considerable variety within each Center, these characteristics are intended as a general guide, and should be applied with flexibility to achieve the intended form and function of the Center within the Planning Area.

Some places may already reflect many of the physical characteristics of "Communities of Place" but perhaps should not serve as foci for new growth. Other places, while not "Communities of Place," perhaps also should not grow because of system capacity considerations, undesirability of location, or other factors. In both cases, the Community Development Boundaries should be delineated tightly around these existing places, making them Centers with limited future growth potential. Still other places might benefit from additional growth, and the magnitude of growth of these places should be reflected either in larger Community Development Areas or in higher densities in a more limited service area. These determinations are made by municipalities and counties working with the State Planning Commission.

Centers should be planned and maintained to reflect the characteristics of a Community of Place in the future. Because municipalities are ultimately responsible for the planning and regulation of land development, the future form and function of Centers are largely their responsibility. Where Centers are wholly within the boundaries of one municipality, this responsibility is less onerous than where Centers include more than one municipality. In the latter case, municipalities should create coordination mechanisms that assure a cooperative approach to the management of the Centers. In either case, municipalities are the stewards of these Centers and should undertake certain activities and programs that will lead to the evolution of Centers as Communities of Place. Municipalities that undertake these activities and programs are "Community of Place Municipalities," and the following are some, but not necessarily all, the characteristics of a Community of Place Municipality:

1. *It has a pattern of development that comports with the State Plan's Resource Planning and Management Structure;*
2. *It maintains an up-to-date master plan that includes all elements authorized, but not required, by the Municipal Land Use Law, and the master plan is consistent with the State Development and Redevelopment Plan;*
3. *It has housing elements certified by the Council on Affordable Housing;*
4. *It maintains realistic and up-to-date capital facility budgets and programs that assure maintenance of level of service standards for capital facilities and services and quality standards for natural and environmental resources;*
5. *It uses a variety of tools to protect and enhance locally and regionally important natural, historic and cultural resources;*
6. *It regularly reviews and maintains efficient regulatory and permitting systems and works with other levels of government to improve the efficiency of their systems; and*
7. *It actively participates in multi-jurisdictional planning efforts and in multi-jurisdictional ser-*

Because municipalities are ultimately responsible for the planning and regulation of land development, the future form and function of Centers are largely their responsibility.

vice delivery programs where such programs offer more efficient services or services at less cost.

The following policies apply to all Centers, except designated Urban Centers, included in the State Plan.

Policy 7
Intensities of Use in Centers

Plan and provide for intensities of use in Centers intended to receive growth which make the most efficient use of Center infrastructure, maintain the character, form and functions of the Center and achieve the Policy Objectives of the Planning Area in which the Center is located.

Policy 8
Total Land Supply in Each Center

Centers identified to receive growth should contain a sufficient amount of land to support the Center's projected level of growth to the Year 2010, including land that will be necessary for new or expanded capital facilities (e.g., highways, public buildings) or to meet affordable housing obligations.

Policy 9
Developable Land Availability in Each Center

An appropriate multiple of land area should be planned and zoned within a Center's Community Development Area to accommodate the Center's projected level of growth during capital budgeting periods without constraining the market or allowing monopoly land pricing.

Policy 10
Interjurisdictional Cooperation and Centers

Coordination of planning and implementation should occur, where practicable, through interlocal agreements in which counties or other regional entities serve as planning and coordinating agencies among Centers and environs in the region.

Policy 11
Redevelopment and Affordable Housing Projects

Locate future, and to the extent practicable existing, redevelopment and affordable housing projects within the community development boundaries of Centers to ensure the adequate and efficient provision of infrastructure in Planning Areas 3 through 5 and to protect the environs of Centers in all Planning Areas. An absence of Centers identified to receive growth in a municipality will not absolve a municipality of its fair-share housing responsibility. Where Centers are not identified, the Council on Affordable Housing, working with the State Planning Commission and the municipality, may identify Centers or other appropriate ways for a municipality to accommodate its fair-share housing allocation and still meet the intent and purposes of the State Plan.

Policy 12
Center Boundaries

All Centers have boundaries delineating the geographic focus of development and redevelopment activities and infrastructure and other investments.

Policy 13
Number and Sizes of Centers

The number and aggregate size of Centers in each county and municipality should not provide more than a reasonable multiple of the amount of land needed to accommodate the county's or municipality's population and employment growth projections.

Policy 14
Existing Communities of Place

Center boundaries around existing places that are considered to reflect the qualities of "Communities of Place" should be delineated in a manner that protects these qualities; provided that municipalities or counties with these places should identify sufficient amounts of available and developable land within the Center, or other Centers, to serve the market area while accommodating projected levels of growth.

Policy 15
Delineating Center Boundaries

Delineate Community Development Boundaries that circumscribe areas that will accommodate projected growth for a 20-year horizon using, to the extent feasible, visible physical features such as streets and roads, streams and rivers, parks and greenways, or, particularly in urban areas, changes in housing patterns, densities or types; in rural areas, permanent open space preserved through such programs as transfer of development rights, purchase of development rights, fee simple purchases, easement purchases and similar programs, should be used to help define Center boundaries.

Policy 16
Reconsideration of Center Boundaries

Future reconsideration of Center boundaries should occur during the Plan's triennial revisions, based on local planning considerations and the capacities of infrastructure, natural resource and other systems to sustain development.

Planning Areas: The Geographic Framework for Communities of Place

The State Development and Redevelopment Plan promotes the strategic application of investment and regulatory policy to repair and maintain infrastructure in developed areas, to reestablish adequate levels of service in over-burdened communities and to protect the agricultural, natural and cultural resources of the State. The State Plan's Statewide Policies are applied to the natural and built resources of the State through the designation of five Planning Areas. These Planning Areas reflect distinct geographic and economic units within the State and serve as an organizing framework for application of the Statewide Policies of the State Development and Redevelopment Plan. The Planning Areas are:

PA1 ***Metropolitan Planning Area;***
PA2 ***Suburban Planning Area;***
PA3 ***Fringe Planning Area;***
PA4 ***Rural Planning Area; and***
PA5 ***Environmentally Sensitive Planning Area.***

Each Planning Area is characterized by the kinds and intensities of existing development, the character of the existing environment, the proximity to existing areas of development and the character and location of public and private infrastructure. Planning Areas do not necessarily coincide with municipal or county boundaries, but define discrete geographic areas that are suitable for common application of public policy.

The State Development and Redevelopment Plan anticipates continued growth throughout the State in all Planning Areas. The location and magnitude of this growth vary among Planning Areas according to the specific character of the Area.

In addition, the Resource Planning and Management Structure relies upon the Environmentally Sensitive Planning Area as the primary means of protecting and managing the State's large areas of natural and environmental resources. Yet the State Plan recognizes that there are important natural and environmental resources found in other Planning Areas, so it recommends applying the Policy Objectives of the Environmentally Sensitive Planning Area to these areas. The State Plan accomplishes this end through a policy that provides for the designation of particular resources as "Critical Environmental/Historic Sites" through the Cross-acceptance and municipal master planning processes. Once designated as a Critical Environmental/Historic Site, a resource is to be treated as if it were within the Environmentally Sensitive Planning Area no matter where in the State the resource is located.

Neighborhood housing is an important part of the community fabric in the Metropolitian Planning Area.



Policy 17
Planning Areas and Municipal and County Boundaries

Planning Areas are delineated on the bases of infrastructure and natural systems and do not necessarily correspond to municipal or county boundaries.

Policy 18
Guiding Growth Among Planning Areas in Local Plans

Where a municipality or county has more than one Planning Area within its jurisdiction, growth should be guided to Centers in Planning Area(s) of lowest numerical value (e.g., Planning Area 3 before Planning Area 4; Planning Area 4 before Planning Area 5).

Policy 19
State Agency Planning for Growth among Planning Areas

State agencies should prepare functional plans that promote growth in Centers in Planning Areas 1 and 2 and accommodate growth in Centers in Planning Areas 3, 4 and 5.

Policy 20
Centers Located at Intersections of Planning Areas

In instances where municipalities and counties identify a Center at the intersection of two or more Planning Areas, the Center will be

designated as lying within the Planning Area of lowest numerical value (e.g., if a Center is intersected by Planning Areas 2 and 3, it is designated as lying within Planning Area 2).

Policy 21
Purposes of Planning Area Policy Objectives

Policy Objectives in Planning Areas guide the application of Statewide Policies to achieve the unique objectives of the Planning Area, guide the location of Centers within the Planning Area, and protect the environs of the Centers.

Policy 22
Critical Environmental/Historic Sites

Environmentally areas of less than one square mile located in any Planning Area and not currently under regulatory or site-plan review, should be identified and mapped as Critical Environmental/Historic Sites in municipal and county plans and ordinances and forwarded to the State Planning Commission for inclusion in the State Plan.

Policy 23
Policies Applicable to Critical Environmental/ Historic Sites

Planning Area 5 Policy Objectives and Statewide Policies pertinent to the environmental or historic resource of concern on the site should be applied to all mapped Critical Environmental\Historic Sites.

4. PUBLIC INVESTMENT PRIORITIES

The essential elements of Statewide Policies for Public Investment Priorities are urban and community infrastructure priorities and program priorities, both of which are designed to guide agency decisions, where there is agency discretion, on the allocation of public resources to achieve the Goals of the State Planning Act.

We have learned some important lessons about growth over the past couple of decades. We learned that without it, as in the 1970s and early 1980s, public revenues are insufficient to maintain the many public facilities and services we need. On the other hand, when it happens quickly and continues for a long period at a rapid pace, as during the remainder of the 1980s, the public sector cannot provide facilities and services fast enough. In either case, the result is a deficiency in public services. How, then, can we grow and prosper while maintaining our quality of life?

In our free enterprise economy, it is neither possible nor wise to limit the State's aggregate economic growth. We need this growth to provide jobs, housing and commerce. We need it as well to generate tax revenues to maintain our roads, transit systems, water and wastewater systems and other infrastructure. The answer lies neither in limiting growth nor in passively accepting its consequences; it lies in managing our public investments in infrastructure and natural resources more wisely. Where, how and when we invest in these resources greatly influences the location, pattern and pace of growth:

The Plan's public investment priorities affect only the allocation of public funds where an agency has discretion, or latitude, in determining how the allocation should be made.

LOCATION OF GROWTH

Growth usually occurs in locations where infrastructure and other system capacities are maintained at desirable levels.

PATTERN OF GROWTH

Growth often consumes fewer taxes, less land and fewer of our natural resources if we invest in infrastructure and natural resource protection programs to encourage compact patterns of development in locations that can be served efficiently.

PACE OF GROWTH

Growth has fewer negative side effects, like traffic congestion, if we provide infrastructure capacity in advance of, or concurrent with, development impacts.

Intent and Applicability of Priorities

It is the intent of the State Plan that the full amount of growth projected for the State to the Year 2010 should be accommodated. Plan Strategies recommend guiding this growth to Centers where infrastructure exists or is planned and where it can be provided efficiently, either with private or public dollars. Public investment priorities guide the investment of public dollars to support and carry out these Plan Strategies.

The Plan's public investment priorities affect only the allocation of public funds where an agency has discretion, or latitude, in determining how the allocation should be made. If funding mandates are too restrictive to allow discretion, the funding agency should seek discretionary authority at the appropriate time to allocate funds according to the Plan's priorities. If funding mandates allow discretion once the mandates have been satisfied, or if there are no funding mandates, the exercise of discretion should conform to the Plan's priorities. The Plan identifies four categories of priorities:

- *The Statewide Category;*
- *The Urban and Community Infrastructure Category, by Planning Area;*
- *The Program Category; and*
- *The Additional Priorities Category.*

These categories work together in allocating priorities and should be interpreted as components of a single priority system. Priorities in the statewide category apply regardless of the Planning Area in which the infrastructure or program may be located. They assure, among other things, that the public's health and safety is protected and that existing infrastructure is properly maintained and repaired before other priorities for the expenditure of public funds are satisfied. In the urban and community infrastructure category, priorities are arrayed among certain Centers within the Planning Areas. In the program category, priorities are arrayed among

1. *certain Centers regardless of Planning Area;*
2. *transportation linkages among Centers; and*
3. *specific Planning Areas, to support Planning Area Policy Objectives.*

The priorities in the infrastructure and program categories allocate funds among projects and programs within Planning Areas, not among Planning Areas. The Plan's priority system also provides, however, that projects and programs anywhere in the State can acquire higher priority if they have certain characteristics and if the

municipality or county has undertaken certain activities. With these additional conditions, a project's or program's priority can change relative to others both within the Planning Area and in other Planning Areas. This change in priority occurs as a result of the status of the following factors:

- *The municipality's level of distress;*
- *The municipality's participation in multi-jurisdictional programs;*
- *The municipality's Certified Housing Element;*
- *The municipality's master plans;*
- *The amount of private capital leveraged by the project or program; and*
- *The magnitude of public benefit resulting from investment in the project.*

The general effect of the Plan's public investment priorities is to give higher priority for projects and programs in distressed urban communities, particularly in Urban Centers, while providing opportunities for nondistressed communities to receive high priority as well to meet their needs.

Projects or programs that are located outside high priority Centers or Planning Areas identified in the following policies, but which primarily benefit such Centers or Planning Areas, should receive the priority of the Centers or Planning Areas so benefiting. Similarly, projects or programs that are located outside high priority Urban Centers but are within that Center's Urban Complex, and benefit to the larger Urban Complex is clearly demonstrated, should receive the priority of the host Urban Center(s). (This "transfer of benefit" should not be interpreted to mean that funds otherwise available under these priorities to those Centers or Planning Areas so benefiting should necessarily be reduced.)

Appendix F provides a summary of public investment priorities.

The Statewide Category

Policy 1
Priority for Public Health and Safety

Notwithstanding other policies on public investment priorities in this section, highest priority should be given to infrastructure projects and programs statewide that mitigate life-threatening situations and emergent threats to the public's health and safety, regardless of the Planning Area and location therein.

Policy 2
Priority for Infrastructure Maintenance and Repair

The maintenance and repair of infrastructure should be given priority over all other infrastructure expenditures, except those that protect the public's health and safety (see Policy 1). This policy (Policy 2) should not be interpreted to include the expansion of facilities to accommodate future growth or to meet new level of service standards. Consideration should be given to local effort to maintain and repair the facility or service in light of the overall fiscal burden of the locality.

Policy 3
Priority for Distressed Urban Centers

Allocate a sufficient amount of available discretionary funds for distressed Urban Centers and for municipalities (both distressed and

...projects and programs anywhere in the State can acquire higher priority if they have certain characteristics and if the municipality or county has undertaken certain activities.

receiving benefit transfers) within Urban Complexes, where the Urban Center and Urban Complex have State-accepted Strategic Revitalization Plans (to assure local/State coordination), up-to-date master plans and executed agreements for private or public/private investment. In making the determination on what constitutes "sufficient," consideration should be given to the efficacy (e.g., public project dollars to number of persons benefiting, degree to which the project implements Plan Strategies, etc.) of projects in accordance with the priorities below:

1. *Distressed Regional Centers in other Planning Areas and other distressed municipalities in Planning Area 1; and*
2. *Distressed municipalities in other Planning Areas.*

The Urban and Community Infrastructure Category, by Planning Area

The intent of urban and community infrastructure policies is to guide public investments within Planning Areas, not among Planning Areas, to ensure that the construction or expansion of urban and community infrastructure systems will lead to the achievement of the Planning Area's Policy Objectives. The following policies should not be interpreted to mean that funds should be allocated to or among Planning Areas in a certain priority. They are meant to identify priorities among Centers within each Planning Area.

Policy 4
Infrastructure Priorities Among Planning Areas

Public investment priorities for urban and community infrastructure are to be established within each Planning Area to achieve the Policy Objectives of the Planning Area, and are not to be used to allocate funds among Planning Areas.

Policy 5
Infrastructure Priorities Within Planning Area 1

Centers in Planning Area 1 should receive the highest priority for infrastructure funds in the following order:

1. *Urban Centers; and*
2. *Regional Centers and Towns.*

Policy 6
Infrastructure Priorities Within Planning Area 2

Centers in Planning Area 2 should receive the highest priority for infrastructure funds in the following order:

1. *Existing Regional Centers and Towns;*
2. *Planned (New) Regional Centers; and*
3. *Existing and Planned (New) Villages.*

Policy 7
Infrastructure Priorities Within Planning Area 3

Centers in Planning Area 3 should receive the highest priority for infrastructure funds in the following order:

1. *Existing Regional Centers and Towns; and*
2. *Existing Villages.*

Policy 8
Infrastructure Priorities Within Planning Areas 4 and 5

Centers in Planning Areas 4 and 5 should receive the highest priority for infrastructure funds in the following order:

1. Existing Regional Centers; and
2. Towns and Existing Villages.

The Program Category

Discretionary program funds concerning redevelopment, housing, recreation, economic development, highway accessibility, transit, agriculture preservation and open-space preservation should be allocated according to the following policies:

Policy 9
Redevelopment, Housing and Active Recreation Priorities

Centers should receive highest priority for public program funds supporting redevelopment, housing and active recreation in the following order:

1. Urban Centers;
2. Regional Centers;
3. Towns;
4. Villages; and
5. Hamlets.

Policy 10
Economic Development and Highway Accessibility Priorities

The following Centers should receive highest priority for public program funds for economic development and highway accessibility in the following order:

1. Urban Centers;
2. Regional Centers; and
3. Towns.

Policy 11
Public Transit Priorities

Public Transit funds for services that link Urban Centers, Regional Centers and major transportation terminals should be given priority over other new transit services.

Policy 12
Agricultural Program Priorities

Funds for farmland retention and agricultural incentive programs (not including "use assessment, which is available statewide) should be given priority in the following order:

1. Planning Area 4 (Rural Planning Area);
2. Planning Area 5 (Environmentally Sensitive Planning Area); and
3. Planning Area 3 (Fringe Planning Area).

Policy 13
Open-Space Acquisition Priorities

Funds for the acquisition of open space, excluding farmland retention, should be given priority in the following order:

1. Planning Area 5 (Environmentally Sensitive);
2. Critical Environmental/Historic Sites, regardless of Planning Area; and
3. Planning Area 3 (Fringe Planning Area).

The answer lies neither in limiting growth nor in passively accepting its consequences; it lies in managing our public investments in infrastructure and natural resources more wisely.

The Additional Priorities Category

The intent of providing priorities in addition to those specified in "The Urban and Community Infrastructure Category, by Planning Area" and "The Program Category," above, is to encourage municipalities and counties, through funding incentives, to engage in certain programs and activities that are essential to the achievement of State Planning Goals and will increase the ratio of benefits to costs in the expenditure of public funds. The effect of these additional priorities may be to reallocate among Planning Areas.

Policy 14
Additional Priority for Distressed Municipalities

All other factors being equal, both priority and funding amounts should be directly related to level of distress. Also, all other factors being equal, distressed municipalities in Planning Area 1 should receive higher priority than distressed municipalities in other Planning Areas.

Policy 15
Additional Priority for Multi-jurisdictional Planning and Service Delivery

Municipalities and counties that engage in multi-jurisdictional programs to address greater-than-local problems or to provide jointly public facilities and services, where joint provision is shown to be more cost effective than local provision, should receive higher priority than other municipalities and counties. Municipalities and counties in Urban Complexes should receive higher priority than those in other forms of multi-jurisdictional programs.

Policy 16
Additional Priority for Certified Housing Elements

Municipalities that have Housing Elements certified by the Council on Affordable Housing should receive higher priority than municipalities that do not have certified Housing Elements.

Policy 17
Additional Priority for Up-to-date Master Plans

Municipalities and counties that have up-to-date master plans should receive higher priority than municipalities and counties with out-of-date plans.

Policy 18
Additional Priority for Magnitude of Public Benefit

Projects or programs with a higher ratio of number of beneficiaries per public dollar invested than competing projects or programs should receive higher priority.

Policy 19
Additional Priority for Leveraging of Private Capital

Projects and programs with a higher ratio of private dollars leveraged per public dollar invested, based on executed agreements for private or public/private investment, than competing projects and programs should be given higher priority.

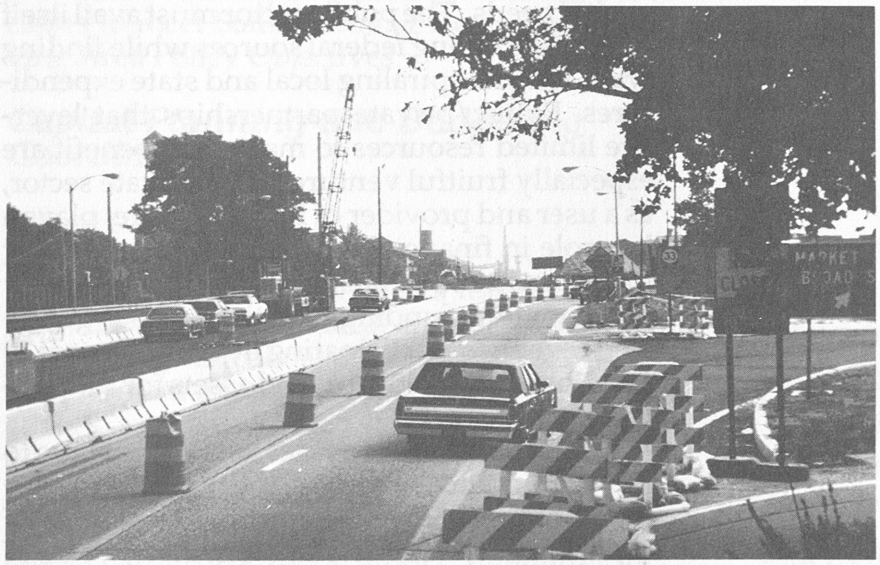
5. INFRASTRUCTURE INVESTMENTS

The essential element of Statewide Policies for Infrastructure Investment is to provide infrastructure and related services more efficiently by restoring systems in distressed areas, maintaining existing infrastructure investments, creating more compact settlement patterns in appropriate locations in suburban and rural areas, and timing and sequencing the maintenance of capital facilities service levels with development throughout the State.

Infrastructure consists of capital facilities and land assets under public ownership, or operated or maintained for public benefit, that are necessary to support development and redevelopment and to protect the public health, safety, and welfare. Infrastructure includes but is not limited to water supply, wastewater disposal, transportation, solid waste disposal, drainage, flood protection, shore protection, open space and recreation, education, public health, public safety, public buildings, public housing, energy, telecommunications and farmland retention.

New Jersey requires a huge investment in infrastructure reconstruction, development and acquisition, both to make up for years of deferred maintenance and to provide the infrastructure necessary to sustain a viable statewide economy. The challenge before us is to approach this task in a systematic and comprehensive manner to make sure that we get the highest level of leverage of private investment possible, that our investment produces beneficial growth, and that unintended, deleterious consequences of poorly timed and inappropriately placed facilities are minimized.

The cornerstone for accomplishing these aims is strategic financial planning that links the formerly separated planning and investment decisions of different levels of government and different agencies within one level of government. The Plan's strategic financial planning approach integrates capital investments with the general operations of government. It considers the life cycle (maintenance phases and replacement) of infrastructure, and links capital budgets to comprehensive and capital improvement plans, within and among levels of government. The life-cycle approach both matches life-cycle revenues to life-cycle costs and accounts for the planning, development, repair, replacement, expansion and operation of capital facilities.



Infrastructure investments that improve access into and out of Urban Centers can help stimulate economic development.

We must be resourceful in paying for our capital needs. The public sector must avail itself of ever-shrinking federal sources while finding ways to tame spiraling local and state expenditures. Public/private partnerships that leverage limited resources to maximum benefit are especially fruitful ventures. The private sector, as a user and provider of infrastructure, plays a key role in financing infrastructure by paying for or constructing facilities occasioned by new development, funding facilities by user-generated revenues, participating in joint ventures or contributing facilities or land assets for the public's benefit.

Infrastructure provides needed services to the public and serves as the foundation for economic activities. The growing backlog of capital needs, which stems from many years of inadequate planning, underinvestment and deferred maintenance, must be reversed. The consequences of not investing are high--our economic and environmental futures are at stake. Because the critical decisions are investment decisions, the State Plan seeks to guide decision-makers in the allocation of capital resources. Their decisions must be strategic to achieve multiple aims simultaneously: address deferred maintenance; provide for new growth; protect the public's health and safety; and sustain reasonable economic performance.

New Jersey requires a huge investment in infrastructure reconstruction to make up for functional obsolescence and years of deferred maintenance.



Unfortunately, previous approaches to infrastructure planning focused on meeting short-term needs while infrastructure systems and networks gradually became functionally obsolete. For example, routine maintenance and operational needs have overshadowed long-term, systemic planning. Piecemeal approaches also have resulted from protracted negotiations between developers and public officials reviews and approvals of individual development and redevelopment projects.

The State Plan offers a new approach that has already taken hold in some State agencies. As the Transportation Executive Council has concluded:

"Indeed, the stakes are high enough and the resources scarce enough that the state can no longer afford to have the various . . . agencies pursuing narrow, independent investment strategies. The state's collective investment must form a large, strategic whole."

The State Plan recommends that this strategic, systemic approach to maintenance of the State's infrastructure be used by all agencies at all levels of government. Conservation techniques should be used to "stretch" public dollars for infrastructure. For instance, water con-

servation devices and techniques, often used only during droughts, should be made a part of everyday living; instead of expanding street and highway capacities, travel demand should be managed through sound land use planning and offer alternative modes of transportation to the automobile; and the use of energy efficient appliances should be promoted.

The State Planning Act foresees this strategic approach by mandating a direct link between the State Plan and its Infrastructure Needs Assessment to the State capital budget: "The Commission on Capital Budgeting and Planning shall each year prepare a State Capital Improvement Plan containing its proposals for State spending for capital projects, which shall be consistent with the goals and provisions of the State Development and Redevelopment Plan adopted by the State Planning Commission." (N.J.S.A. 52:9S-3.a.)

The State Development and Redevelopment Plan achieves this mandate by directing infrastructure investment decisions that encourage growth in compact settlements, called Centers, in appropriate sequence, at a proper pace and at reduced cost to the public. The Plan introduces future Community Development Areas around Centers within which development planning is linked with capital facilities planning. The Community Development Area is where infrastructure, utilities, and community facilities and services are located and planned to accommodate anticipated growth within a Center.

The following policies represent the major issues facing New Jersey in infrastructure investment and should serve as a guide to State, county and local agencies in incorporating the State Plan's infrastructure investment policies into their planning and decision-making processes to meet State Planning Goals and Planning Area Policy Objectives.

Capital Planning and Budgeting Coordination

Policy 1

Infrastructure Assessments

Assess the life-cycle needs for infrastructure that result from local master plans and State agency functional plans and include these needs in said plans.

Policy 2

Budgeting for Infrastructure

Prepare capital facility budgets that assure maintenance of level-of-service standards for all infrastructure systems and identify the sources of financing.

Infrastructure and Community Development Areas

Policy 3

Expeditious Regulatory Review Within Community Development Boundaries

Provide expeditious regulatory review of public and private sector projects and programs that are located within Centers planned by municipalities to meet Planning Area objectives, by moving them ahead of others for priority review and by providing intergovernmental and interagency reviews.

...previous approaches to infrastructure planning focused on meeting short-term needs while infrastructure systems and networks gradually became functionally obsolete.

Policy 4
Coordination of Plans Within Community Development Areas

Coordinate municipal, county and State resource management programs for the provision of capital facilities and services in Community Development Areas.

Policy 5
Establish Level-Of-Service Standards

Establish standards for adequate levels of service for capital facilities sufficient both to support development within Centers and to maintain capital facility capacities in systems outside Centers that link Centers, consistent with the objectives of the Planning Areas.

Policy 6
Coordination of Capital Facilities and Service Stardards

Provide capital facilities within Community Development Boundaries that are necessary to support projected levels of development at desirable levels of service.

Infrastructure Investments and Economic Development

Policy 7
Infrastructure Investment as a Redevelopment and Development Tool

Make infrastructure investment decisions that promote economic development and redevelopment in accordance with Planning Area Policy Objectives.

Policy 8
Infrastructure Investment and Public Utilities

Coordinate infrastructure investments with public utilities by sharing rights-of-way, to the extent safe, efficient and possible.

Policy 9
Infrastructure Investments and Affordable Housing

Provide high priority to infrastructure investments that are necessary or desirable for the construction of affordable housing within Community Development Boundaries.

Infrastructure Investments and Natural, Historic, Cultural and Scenic Resources

Policy 10
Infrastructure Investments and Historic, Cultural and Scenic Resources

Provide infrastructure in ways that ensure the preservation and renewal of historic, cultural and scenic resources and that protect these resources from the primary, secondary, unintended and cumulative impacts of installing infrastructure and development that infrastructure may support or induce.

Policy 11
Infrastructure Investments and Natural Resource Protection

Plan, design, construct and maintain infrastructure in ways that protect the functional integrity of natural resources from the impacts, including secondary, unintended and cumulative, of installing the infrastructure and of the development that it may support or induce.

Policy 12
Infrastructure Investments and Water Resources

Provide the necessary infrastructure investments and related services to ensure a safe and sufficient supply of water for present and anticipated needs according to a comprehensive water resource management plan that includes water quality standards, water conservation measures, measures that protect future supplies from the cumulative impacts of development and use of land assets that protect water supplies.

Policy 13
Infrastructure Investments and Air Quality Standards

Through the development of the State Implementation Plan (SIP), plan and provide for infrastructure that will lead to the attainment of National and State Ambient Air Quality Standards within the time frame set forth by the Federal Clean Air Act Amendments of 1990.

Policy 14
Infrastructure Investments and Flood Control and Storm Water Management

Plan, design, construct and maintain integrated flood control and stormwater management infrastructure and related services that address both point and nonpoint sources, and maximize the use of nonstructural alternatives to minimize flooding and water pollution.

Policy 15
Infrastructure Investments and Sanitary Sewer Systems

Support sanitary sewer system installations that encourage the location of future growth in Centers and the Metropolitan Planning Area in ways that achieve water quality goals, including separating wastewater and stormwater systems where feasible and allowing decentralized systems in rural areas.



This rail line is an example of an infrastructure investment that minimizes the adverse impacts of development on our environmental resources.

Policy 16
Infrastructure Investments and Recycling and Waste Disposal

After maximum source reduction, plan, design, construct and maintain appropriate recycling and waste disposal facilities for both hazardous and nonhazardous solid waste regionally, at locations throughout the State, according to the Statewide Policies of the State Development and Redevelopment Plan. Special attention must be paid to areas immediately adjacent to sites treating, storing and disposing of solid wastes.

Infrastructure Investments and Open Space

Policy 17
Infrastructure Investments and Recreational Facilities and Open Space

Protect recreational facilities and open space from primary, secondary, unintended and cumulative impacts associated with the installation of infrastructure that the development may support or induce.

Policy 18
Recreational Facilities and Land Acquisition

Coordinate the capital investment in recreational facilities with the acquisition of environmental and recreational lands, giving priority to Critical Environmental/Historic Sites and to areas of high scenic and recreational value.

Policy 19
Infrastructure Investments and Contiguous Open Space

Develop infrastructure, related services and public and private utilities in ways that assure the protection and management of contiguous tracts and corridors of natural resources, forest, recreational and other open-space land.

Infrastructure Investments and Seasonal Demands

Policy 20
Infrastructure Investments and Travel, Tourism and Seasonal Demands

Plan, design, construct and maintain infrastructure, including the use of innovative management techniques (e.g., reverse lanes), to address the special seasonal demands of travel and tourism throughout the State, giving priority to the primary resource-based recreational areas of the New Jersey Shore and the Highlands. Access to, mobility within and adequate water supply and treatment facilities for these areas should be managed to satisfy seasonal demand while protecting the resource.

Policy 21
Conversion of Seasonal Communities

Make the necessary infrastructure investments in seasonal communities that are undergoing transition to year-round communities to remedy threats to the public's health and safety and prevent environmental degradation.

6. ECONOMIC DEVELOPMENT

The essential element of Statewide Policies for Economic Development is to promote beneficial economic growth and improve both the quality of life and standard of living for New Jersey residents by building upon the State's strategic economic and geographic positions, targeting areas of critical capital spending to retain and expand existing businesses, fostering the application of modern techniques to the existing economic base, encouraging the development of new enterprises, elevating the skills of the State's work force and encouraging economic growth in locations and ways that are both fiscally and environmentally sound.

The New Jersey economy is not self contained. It is an integral part of an increasingly interdependent regional, national and global sphere of activity. Through its production of

sophisticated goods and services, its strategic geographic location as a gateway to far-flung markets and as a tourist destination to both domestic and international travelers, New Jersey is well poised to maintain an active presence in both national and international trade.

Whether New Jersey reaps the full benefits of its market position will depend largely on how it responds to internal forces that may erode its economic vitality and dampen future economic prospects. Ironically, some of these forces are the direct result of the robust pace of the State's prior economic expansion, coupled with the existing tax system that provides an incentive for communities to chase tax ratables, often at the expense of sound planning practice.

Business location decisions are heavily influenced by the availability of a skilled labor force. We must assure that adequate and affordable housing is available within reasonable proximity to places of employment. A better balance in the jobs to housing ratio in places where job growth is desirable is critical to sustaining the State's economic performance into the 21st Century.

Also, the absence of water and sewer facilities curtails construction of homes and factories. The increasing costs of solid waste disposal drive up business expenses and reduce personal disposable income. Clogged transportation arteries frustrate commuters and disrupt the delivery of goods and services. The loss of open space and recreational resources makes the State less attractive to businesses, residents and tourists.

In seeking solutions to these issues, we need to develop long-term approaches that transcend the temporary dislocations that result from the normal vicissitudes of the business cycle. For example, throughout the 1980s, the New Jersey economy generally outperformed the national economy. With the rapid growth in service-sector jobs, New Jersey maintained a high per capita income and a low incidence of poverty as compared with national averages. Yet, the manner in which we sought and accommodated this growth was haphazard. Each municipality sought ratables without a strategic plan to sustain, rather than degrade, infrastructure, economic, fiscal and environmental resources.

The State Development and Redevelopment Plan posits that we can grow without destroying the economic, fiscal and environmental resources that attract new growth. It promotes a vision that, while sensitive to the excesses of boom times and the constraints of lean times, rises above short-term economic cycles. The Plan's combination of a 20-year



Investments in modern shipping technologies at Port Newark/ Elizabeth and New Jersey's strategic geographic location makes the State a competitive player in the global economy.

horizon, coupled with an ongoing three-year review, will provide the stability of a long-term perspective with sensitivity to short-term trends. This approach is designed to support New Jersey's competitive stance in the global economy and to provide the opportunity to devise investment strategies that transcend the vagaries of the business cycle. Through its policy recommendations, the Plan targets vulnerable groups for special skills and leadership training to meet the demands of a changing marketplace.

...we can grow without destroying the economic, fiscal and environmental resources that attract new growth.

The Plan proposes to influence the location of future economic development within the State. The intrusion of urban uses into rural areas during the last half of this century has transformed the State's countryside while draining our urban centers of population and economic activity. Because existing public facilities and services were not extended from the urban areas to help shape and serve this new growth, growth occurred in a sprawling pattern, requiring new facilities that were both expensive and poorly timed. This sprawl pattern of development compounded the plight of our urban areas by reducing the urban poor's access to the jobs locating in remote areas of the State.

The Plan proposes a more rational and fiscally prudent way to grow. It seeks not only to maintain but to improve the State's economic potential by encouraging new development in locations where infrastructure can be provided in a timely and less costly manner. By encouraging growth where infrastructure systems exist or are planned, primarily in Planning Areas 1, 2 and 3, traffic can be managed better and the negative impacts of new development on natural resources can be mitigated.

The following policies represent the major issues facing New Jersey in economic development and should serve as a guide to State, county and local agencies in incorporating the State Plan's economic development policies into their planning and decision-making processes to meet State Planning Goals and Planning Area Policy Objectives.

Managing Economic Development Programs

Policy 1

Intergovernmental Planning and Coordination

Coordinate economic development activities both horizontally on each level of government and vertically among the levels of government.

Policy 2

Economic Development Data Base

Devise, in collaboration with other agencies at all levels of government, an integrated and coordinated economic development data base for use in developing state and local economic development plans and programs.

Policy 3

Efficient Permitting Procedures

Review and amend permitting procedures to eliminate procedures that hamper or cause unnecessary and costly delays.

Policy 4
Coordination of Public and Private Economic Development Activities with Secondary Schools and Institutions of Higher Learning

Coordinate public and private economic development activities with secondary schools and institutions of higher learning to encourage high technology and information transfer related to industrial and commercial enterprises, and to assist in curriculum development and job placement.

Economic Development and Public Investment

Policy 5
Capital Facilities

Provide adequate capital facilities, whether publicly or privately owned or maintained, to meet economic development objectives of the Planning Area.

Policy 6
Locating State Facilities to Anchor Development and Redevelopment

Strategically locate State facilities and services to anchor and support major economic development and redevelopment activities in areas of existing development, particularly in mixed-use developments or Centers, with adequate infrastructure capacity.

Policy 7
Goods Movement

Promote planning and investments in capital facilities that make the movement of goods safe and efficient within and through New Jersey's ports, airports, rail systems and roads.

Economic Development and the Private Sector

Policy 8
Existing Business Retention and Expansion and New Business Development

Promote the retention and expansion of existing businesses, the relocation of businesses from other states or abroad and the creation of new businesses, by providing financial incentives, technical assistance, appropriate regulatory reform and information services and by ensuring that qualified workers are available in reasonable proximity to places of employment.

Policy 9
Economic Targeting

Identify and target for appropriate public policy support those industrial and commercial sectors with the greatest growth potential.

Policy 10
Modernize the Existing Economic Base

Promote the modernization of the existing economic base through the provision of financial incentives, technical assistance and the training and retraining of workers to foster the application of high technology.

Policy 11
Adaptive Reuse of Obsolete/Underutilized Public Facilities

Provide financial and technical assistance for the adaptive reuse of obsolete or underuti-

lized public and private facilities for appropriate economic development purposes.

Policy 12
Expand International Trading Opportunities

Expand international trading opportunities by developing trade policies and programs that build upon the strategic economic, geographic, existing and planned infrastructure and skilled work force advantages of the State.

Policy 13
Travel and Tourism

Market the State as a destination for both domestic and international travel and tourism.

Policy 14
Work Force Skills

Expand efforts at all levels of government, to enhance the quality of the work force and improve labor-market functioning, with special targeting of women and minority groups and of special needs groups.

Policy 15
Skills and Leadership Counseling and Training

Provide skills training, leadership counseling and training, and financial assistance to small business enterprises, with special targeting of women and minority groups.

Policy 16
Enhancing Agriculture

Encourage economic development and employment opportunities that enhance the viability of agriculture as an industry.

Spatial Strategies for Economic Development

Policy 17
Urban Revitalization

Coordinate and direct economic development activities to promote urban revitalization.

Policy 18
Cultural Facilities

Anchor economic development and redevelopment through the strategic location of major cultural facilities in areas of existing development or in Centers.

Policy 19
Balance Housing and Employment

Encourage a range of housing in proximity to employment centers to achieve a balance between housing and job opportunities and to ease commuter travel.

7. URBAN REVITALIZATION

The essential elements of the Statewide Policies for Urban Revitalization are to revitalize distressed communities by strategically investing public resources to leverage private investment in jobs and housing and to provide comprehensive public services to enhance the social and economic opportunities of urban populations.

Communities prosper and decline. Their changing fortunes are rarely the result of social forces within the control of single local jurisdictions. Communities are not simply built forms. They are social arrangements, either continual-

ly attracting investment in both human and financial terms, or falling into disrepair and decay.

Not all municipalities have shared in the half century of robust economic expansion that has characterized the post World War II era in the State. An irony is that this expansion undermined the fiscal health and economic viability of our Urban Centers. New highways opened up vast new areas for regional shopping malls, housing and more modern office and industrial parks. Parallel growth in service-sector activity and improvements in communications have exacerbated the shift in economic activity from urban to suburban, and now even more rural, locales. Public subsidies directed at renewing the urban core fell far short as the market moved elsewhere. Signs of economic distress are evident also in some older suburbs, where their economic vitality was inextricably tied to the older urban economy.

This disinvestment in urban areas, and the loss of the countryside in rural areas, has social as well as economic costs. Metropolitan residential areas often are segregated racially and economically. Minorities and low-income groups tend to be concentrated in the older, fiscally-strapped jurisdictions. This kind of separation results in more than just predictable housing patterns. Areas of job growth and employment need are separated by geographic distance, often creating troublesome reverse-commuting patterns. These conditions complicate the provision of adequate services to the most needy.

Despite these problems, the State's urban areas represent a valuable asset. They reflect substantial prior investments; occupy strategic geographic locations; provide more efficient land-use patterns; and contain significant, yet often untapped, human potential. They should provide what urban areas have traditionally provided — a social mosaic of cultures and lifestyles.



Strategic public investments to attract private capital are boosting revitalization efforts in Newark, the state's largest city.

If the State is to revitalize its distressed communities, the development "playing field" must be levelled so that distressed communities can compete on even terms with suburban and exurban communities for new development. While the private benefit of developing in suburban and exurban areas may loom large, the costs to the public loom large as well. The cost of eventually extending expensive urban infrastructure services to newly-developing, remote locales and the environmental degradation that results if these services are not extended are not usually considered in costing suburban and

exurban development. By not adding these costs to private development projects in these areas, the incidence of development costs is shifted from the private sector to the public sector. In other words, taxpayers are subsidizing suburban and exurban development at the expense of distressed urban communities.

The State Development and Redevelopment Plan establishes an overall priority system that recognizes the importance of guiding development and redevelopment in a way that maximizes the use of existing facilities and services. The Plan strives to accomplish this by encouraging growth in areas of existing development and infrastructure capacity. The Plan's vision calls for urban areas that are compact, economically viable, socially integrated and fiscally healthy. The revitalization efforts of these locales will vary as each builds upon its own local strengths and diverse organizational opportunities, and these efforts should promote retention of desirable facets of community character. The State's role is to assist in identifying the need and then to maximize the use of State resources by judiciously assisting local redevelopment efforts.

The State Plan will enhance revitalization efforts by coordinating and targeting public resource investments. Resources can be allocated more efficiently and equitably if agencies at all levels use a reasonable and common set of measures. Special attention must also be paid to the social welfare needs of distressed communities, as these needs must be addressed to achieve revitalization objectives. To support revitalization efforts, the New Jersey Office of Management and Budget's Municipal Distress Index should be used in conjunction with the Plan's priority system. For the purposes of the State Development and Redevelopment Plan, "municipalities and centers experiencing distress" are defined as: municipalities ranked in the top 100 on the Municipal Distress Index and further categorized on that list as "urban level" 1 or 2; or Urban Centers, Regional Centers, Towns or Villages, as defined in the State Plan, that are in the top 100 municipalities on the Municipal Distress Index.

Before any distressed municipality is eligible to receive priority for distress in the allocation of State funds, it must prepare and submit to the Office of State Planning a strategic revitalization plan and program. The Office will coordinate review of the plan by other State agencies, through the State Planning Commission, and either accept the plan or discuss with the distressed municipality changes that should be made. The plan and its accompanying action program should reflect a coordinated approach to revitalization to ensure the most effective utilization of State assistance. (The overall plan for an Urban Complex may substitute for individual plans for municipalities within the Complex.)

The following policies represent the major issues facing New Jersey in urban revitalization, and should serve as a guide to State, county and local agencies in incorporating the State Plan's urban revitalization policies into their planning and decision-making processes. They should be applied to meet State Planning Goals and Planning Area Policy Objectives.

Revitalization and Comprehensive Planning

Policy 1
Revitalization Planning

Ensure coordinated revitalization efforts through the preparation of a strategic revitalization plan and program.

Policy 2
Community Design

Include in local plans community design guidelines that promote mixed-use and public open space in redevelopment projects so that these areas are both attractive and functional for residents and businesses.

Policy 3
Land Use Regulations

Land use regulations should maximize the effectiveness of revitalization efforts by incorporating, for instance, innovative land assembly methods for redevelopment projects.

Policy 4
Transportation

Coordinate land use and transportation planning to produce land use patterns and transportation linkages that support each other.

Revitalization and Economic Development

Policy 5
Economic Development Program Priorities

Encourage the formulation of economic development programs and the location of major public and cultural facilities to encourage revitalization.

Policy 6
Infrastructure Policies

Target infrastructure investments, levels of service and pricing policies to encourage revitalization.

Policy 7
Local Economic Development Corporations

Encourage the use of county, municipal and neighborhood development corporations to attract both public and private funding and to create innovative public/private partnerships for revitalization activities.

Policy 8
Industrial and Commercial Adaptive Reuse

Provide regulatory, technical and funding assistance to support the industrial and commercial adaptive reuse of obsolete facilities, such as the conversion of older industrial com-



Cultural facilities, such as the New Jersey State Aquarium at Camden, are important to the State's urban revitalization efforts.

plexes to smaller multi-tenant industrial and commercial mixed uses.

Policy 9
Public Procurement Practices
Undertake public procurement practices that bolster revitalization efforts.

Policy 10
Environmental Cleanup
Clean up contaminated sites in ways that encourage revitalization, by continuing implementation of the Environmental Cleanup Responsibility Act (ECRA) while adopting innovative ways to minimize costs and administrative delays related to regulatory compliance.

Policy 11
Sewer Systems and Revitalization
Devise and enforce reasonable regulatory standards for wastewater treatment and stormwater management systems that encourage revitalization while achieving water quality goals.

Policy 12
Transportation Improvements
Promote transportation improvements to further revitalization, maximizing opportunities for public transit and building upon economic and housing redevelopment potential.

Policy 13
Transportation Linkages
Ensure that communities are sufficiently linked with major highway and public transportation facilities and services throughout the region and State with special efforts to improve linkages between employees and job opportunities and between consumers and commercial, recreational and cultural facilities.

Revitalization and Housing

Policy 14
Housing Programs
Support State housing programs that encourage revitalization.

Policy 15
Mix of Housing Types
Promote the development of a variety of rental and owner-occupied, single- and multi-family housing and housing for a broad range of income groups and for groups with special needs, so as to balance the mix of residential uses in areas undergoing revitalization without causing undue displacement of existing residents.

Policy 16
Residential Adaptive Reuse
Support the residential adaptive reuse of obsolete facilities, such as the conversion of older industrial, commercial and public facilities, by appropriately revising regulations that might prevent or discourage adaptive reuse and by providing State technical assistance and funding.

Policy 17
Nonprofit Housing Sponsors
Encourage nonprofit housing sponsors as a means to developing a range of reasonably-priced housing choices.

Revitalization and Human Resource Development

Policy 18
Human Services

Provide adequate public assistance to those in need while ensuring that responsibility for public assistance is shared equitably by the State, its various jurisdictions and all the citizens of the State.

Policy 19
Public Health

Provide access to cost-effective, comprehensive, primary care and prevention services while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State, through adequate reimbursement systems to promote health and reduce reliance on hospital-based settings at an acute stage of illness.

Policy 20
Education

Promote improvements in public education while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State, including investments to upgrade facilities, to provide special education services and programs to all eligible students and families, and to provide development curricula to meet educational needs of urban student populations.

Policy 21
Employment Training

Target and adapt public and private work-force readiness programs, economic development resources and cooperative activities to contribute to revitalization efforts, while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State.

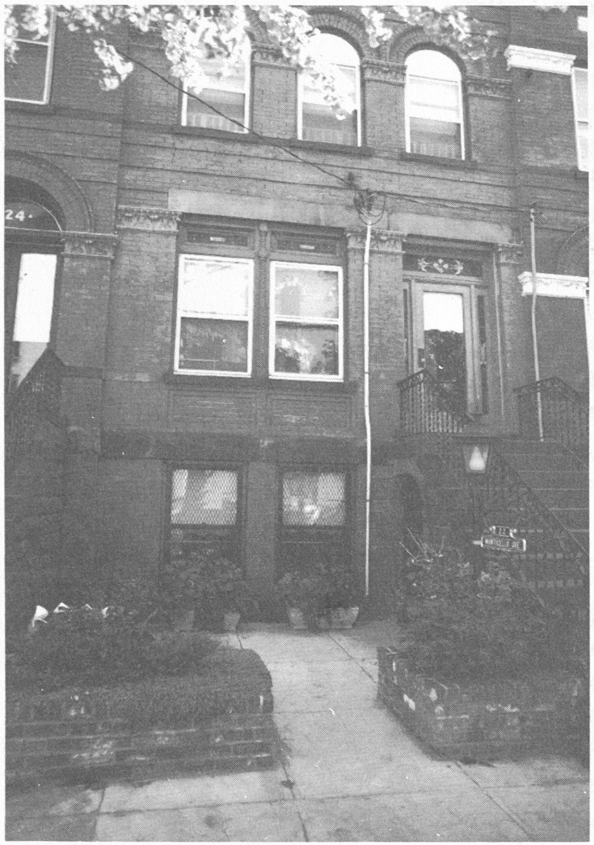
Policy 22
Public Safety and Crime Prevention

Develop policies and programs, with responsibility shared equitably by the State, its various jurisdictions and all citizens of the State, to improve safety and prevent crime and thereby encourage revitalization, ensuring that those areas that experience demonstrably persistent high crime rates are given highest priority with respect to such programs as the Safe and Clean Neighborhood Program, Neighborhood Crime Watch Programs and Domestic Violence and Juvenile Intervention Programs.

8. HOUSING

The essential element of the Statewide Policies for Housing is to preserve and expand the supply of safe, decent and reasonably priced housing by increasing residential land availability, improving access between jobs and housing, eliminating unnecessary regulatory delays and coordinating the provision of public infrastructure with housing development, while also promoting low-and moderate-income and affordable housing through code enforcement, housing subsidies, community-wide housing approaches and coordinated efforts with the New Jersey Council on Affordable Housing.

Public policies can be crafted to influence the development of housing options at more affordable prices. Initiatives and reforms in regulatory processes, provision of infrastructure, land-use controls, tax and fiscal policies, construction standards and intergovernmental cooperation can provide the necessary impetus for the construction of housing at prices that more New Jerseyans can afford.



New Jersey boasts a diverse housing stock, ranging from this townhouse in an urban setting...

The condition of the entire residential housing market is a concern. Housing costs are generally higher in New Jersey than in other states. Our residents also spend a larger percentage of their incomes on housing than residents of many other states. Yet, the way that the housing market affects low- and moderate-income, and very low-income households, is of special concern. The cost of shelter to these households is particularly onerous. The financial burden imposed by the price of housing on households generally needs to be alleviated, but public resources should be targeted specifically to alleviate the unusually heavy burden of housing costs for households at the lower end of the housing market.

Today, a review of State housing policy is especially important considering the way federal housing policy has changed over the past decade. State housing programs were typically created in reaction to federal housing recommendations and mandates. Yet, since 1981, the federal government has significantly weakened its role and introduced tax reform that has considerably affected private housing investment opportunities.

Changes in the housing market also demand this review. Curiously, the dramatic increase in housing costs in New Jersey occurred during a time of unprecedented growth in construction. A near-record 57,074 permits were issued in 1986 alone. A seemingly insatiable demand during a period of tremendous economic growth simply outpaced supply. The escalation in the price of housing also meant a concomitant decline in its affordability for many residents. The growing number of homeless people reflects only the most visible evidence of the scarcity of reasonably-priced housing.

The recent housing boom in New Jersey is over. Fewer than 20,000 housing units were approved for construction in 1990. It is unlikely that construction will soon reach the peaks of the last decade. On our present course, the stock of low- and moderately-priced housing will continue to dwindle. Changes in federal tax treatment of housing investment, ever-increasing operating expenses, the decline in housing subsidy programs and the entry of condominium and cooperative housing arrangements have taken their toll. Even the cycle of decay and revitalization of urban centers often reduces the affordable housing stock. During a period of disinvestment in a city, housing units often are abandoned and lost. When rapid reinvestment occurs, the introduction of higher rental units and new tenure types displace existing residents and again units are removed from the low end and the middle of the housing market.

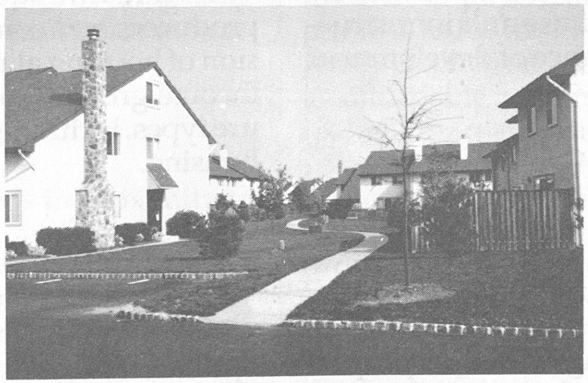
Solutions to these housing concerns lie in the observation that the supply of housing is a

product of diverse forces that go beyond a simple marketplace analysis of supply and demand and the cost of land, labor, capital and construction. The role of the government in housing is broad. It spans a wide range of activities from land-use regulation, land assembly and development to code enforcement; from the provision of housing subsidies for targeted groups and geographic areas to the enforcement of credit and fair-housing regulations.



...to these single family detached units in a town...

New Jersey needs an adequate housing supply in a range of prices and types to promote access to labor, economic growth and stability. Public policies can be crafted to influence the preservation and expansion of the supply of safe, decent and reasonably-priced housing. The Plan seeks to promote a comprehensive planning approach that at once reduces the regulatory burdens and infrastructure shortfalls affecting housing construction, while targeting resources to those segments of the housing market traditionally underserved by the private sector. This approach also attempts to place housing in a wider community context and account for its impact on both natural resources and social concerns.



...to these clustered units in a suburban area.

The following policies represent the major issues facing New Jersey in housing, and should serve as a guide to State, county and local agencies in incorporating the State Plan's policies on housing into their planning and decision-making processes. They should be applied to meet State Planning Goals and Planning Area Policy Objectives.

Planning and Regulation

Policy 1
Housing Plan

Prepare a State Comprehensive Housing Assistance Plan in accordance with the National Affordable Housing Act.

Policy 2
A Reasonable Mix of Land Uses

Land use plans and regulations should encourage a reasonable balance among land uses, so that nonresidential uses

do not exceed reasonable expectations of demand and to ensure adequate available land for projected residential housing demand, including both single-family and multi-family housing.

Policy 3
A Reasonable Mix of Housing Types

Local ordinances and plans should encourage a reasonable balance among a variety of housing types and cost.

Policy 4
Proximity to Job Growth

Land use and housing plans should be coordinated to ensure the greatest possible proximity between new housing developments and areas of job growth.

Policy 5
Expeditious Regulatory Processes

Eliminate delays and other regulatory barriers to efficient residential construction by preparing housing elements in local master plans and maintaining up-to-date local capital facility programs that resolve land use and infrastructure capacity issues in advance of development activity.

Housing Maintenance and Rehabilitation

Policy 6
Property Maintenance Codes

Improve housing conditions by devising and effectively enforcing municipal property maintenance codes based on a model State Property Maintenance Code.

Policy 7
Housing Rehabilitation

Coordinate housing code enforcement with incentives for housing rehabilitation.

Housing Finance and Subsidies

Policy 8
Fair Lending Practices

Promote fair lending practices to ensure the financing of housing for a range of income groups, special needs groups and housing types, including owner-occupied and rental housing.

Policy 9
Innovative Housing Financing Techniques

Maximize the use of the New Jersey Housing Mortgage Finance Agency and other public agencies, such as county improvement authorities, to reduce the cost of housing by devising innovative financing mechanisms.

Policy 10
Housing Subsidies

Provide adequate subsidies for housing producers and consumers to ensure the provision of housing at reasonable cost for a range of income groups, special needs groups and tenure types, including owner-occupied and rental housing.

Policy 11
Housing Co-Development

Promote innovative public/private partnerships for housing development and redevelopment, using all available techniques including the development capacities of the New Jersey Housing Mortgage Finance Agency and county improvement authorities.

Housing and Community Development

Policy 12
Nondiscrimination

Ensure access to housing opportunities for all people regardless of race, religious beliefs, color, national origin, ancestry, marital status or sex.

Policy 13
Housing and Community Development

Devise community development strategies to target housing programs to designated neighborhoods so that housing development will be coordinated with the provision of other community services, economic development, employment opportunities, education and public safety efforts.

Policy 14
Nonprofit Housing

Support the development of nonprofit housing for low- and moderate-income groups and special needs groups by providing adequate funding and technical assistance to nonprofit housing sponsors.

Policy 15
Housing Linkage

Coordinate housing needs in proximity to nonresidential development, and, where feasible, impose reasonable fees to provide lower-income housing.

Policy 16
Housing Revitalization Without Displacement

Minimize displacement effects that may be attributed to development and redevelopment or to condominium or cooperative conversion activities, whether privately or publicly funded.

Coordination with the New Jersey Council on Affordable Housing

Policy 17
Coordination with the New Jersey Council on Affordable Housing

Support the present and prospective housing needs identified by the New Jersey Council on Affordable Housing through 1993 and collaborate with the Council on future housing allocations using the State Development and Redevelopment Plan as a guide for municipalities throughout the State.

Policy 18
Municipal Development Approvals Incompatible with the Plan

If, after the effective date of this Plan, a municipality approves development with the exception of low- and moderate-income housing that is incompatible with the State Plan's provisions for the Planning Area, then the New Jersey Council on Affordable Housing may give an affordable housing allocation to that municipality commensurate with the approved development. The New Jersey State Planning Commission and the New Jersey Council on Affordable Housing shall identify those indices of development that will precipitate those housing allocations.

9. TRANSPORTATION

The essential element of the Statewide Policies for Transportation is to improve transportation systems by coordinating transportation and land use planning; integrating transportation systems; developing and enhancing alternative modes of transportation; and recognizing the impacts of transportation investments on land development and redevelopment, economic development and travel and tourism.

Traffic congestion is perhaps the most conspicuous side effect of New Jersey's recent robust but unmanaged growth. In ironic counterpoint to that economic activity, traffic congestion imposes dramatic personal inconveniences, economic and fiscal inefficiency in the use of roadways, harmful environmental degradation and wasteful use of valuable energy resources. Even in the face of an economic slowdown, traffic congestion continues to plague New Jersey motorists.

Any approach to more efficient mobility must include an analysis of the way we use our land, the manner in which we choose to travel and the institutional arrangements that we have developed to cope with our travel needs.

Traffic congestion is only the symptom of a complex set of social relationships. Any approach to more efficient mobility must include an analysis of the way we use our land, the manner in which we choose to travel and the institutional arrangements that we have developed to cope with our travel needs. In short, transportation planning cannot occur in isolation from the entire mix of planning strategies. To plan transportation successfully requires paying careful attention to issues other than transportation.

...transportation planning and public investment in transportation facilities and services can become critical development and redevelopment tools.

The Plan's recommendations to reshape future development into more compact and mixed-use patterns and to direct growth to where infrastructure already exists will have beneficial impacts on transportation facilities. Alternative transportation modes, such as car and van pooling as well as public transportation alternatives, also will be supported by these recommendations. The revitalization of Urban Centers and the construction of new Regional Centers also creates similar opportunities by building upon the higher-density character of these settlement patterns. Finally, judicious highway access management can provide a significant benefit, protecting mobility in the less-developed areas of the State. The Plan recognizes that transportation planning and public investment in transportation facilities and services can become critical development and redevelopment tools.

The Plan's recommendations become even more significant considering New Jersey's air quality problem. New Jersey still fails to meet the National Ambient Air Quality Standards (NAAQS), primarily for ozone precursors, and, to a lesser extent, carbon monoxide. The entire state has been identified by the federal Environmental Protection Agency (EPA) as in non-attainment status for ozone precursors, with 18 out of 21 counties classified as "severe" ozone areas. Additionally, Bergen, Essex, Hudson and Union counties, as well as Paterson, Clifton and Passaic in Passaic County, have been classified as "Moderate 2," and Camden County as "Moderate 1," for carbon monoxide. In New Jersey, transportation sources account for more than half the ozone problem and 90 percent of the carbon monoxide problem.

The federal Clean Air Act Amendments of 1990 (CAAA) create a balanced strategy for the nation to attack the air quality problem. While it gives some states more time to meet the air quality standards, it also requires states to make

substantial progress in reducing emissions. Failure by New Jersey to comply with the CAAA can result in the loss of millions of dollars of federal highway funds and a federally-imposed compliance program.

In response to the CAAA mandates, New Jersey is currently revising its State Implementation Plan (SIP), detailing stationary and mobile source strategies for meeting the standards by specified deadlines, and for maintaining air quality. With regard to transportation investment decisions, the State will need to significantly change the way it provides transportation facilities and services. New Jersey must submit a plan to the EPA containing transportation control measures (TCMs) that will offset the growth in ozone precursor emissions resulting from the growth in vehicle miles of travel (VMT). This means that there will need to be a variety of incentives for alternatives to the single-occupant vehicle (SOV), disincentives for SOV use, and effective strategies to bring about more compact land development patterns. The State Plan's transportation policies reflect this effort.

Like much of the rest of the nation, New Jersey is heavily dependent upon foreign sources of petroleum. Accordingly, the State faces the potential for disruptions in its energy supply as well as increases in energy process. As New Jersey's economy enters the 21st Century, it will need to have a more diverse and independent supply of energy. From the transportation perspective, this will mean aggressive use of fuel-efficient vehicles, cost-effective transition to the use of alternatively fueled vehicles, and greater investment in, and use of, mass transit and ridesharing.

The State's present transportation network represents an overlay of systems and institutions that evolved over several historical eras from Indian trails to agricultural routes to State roads; from stagecoach routes to toll roads and interstate highways; from canals and trading ports to modern port complexes and airports; from railroad empires to commuter lines. As the system grew more intricate, so did its institutional management and financial structure. Today, the State's vast complex of transportation routes, links and nodes is overseen by a variety of agencies of varying sizes and financial capabilities.

These agencies independently operate transportation facilities that have been constructed over the course of the last seventy-five years. The fragmented nature of the State's transportation network is evidenced by an accounting of its road system, which has 2,248 miles of State roads, 30,864 miles of municipal and county roads and 351 miles of roadways administered by independent authorities.

The New Jersey Department of Transportation (NJDOT) has the most comprehensive mandate with respect to transportation in the State. In 1966, New Jersey was the first to create a single agency with responsibility for coordinating and planning the highway, bus, rail, aviation and port components of a statewide transportation system. Today, NJDOT has jurisdiction over 2,248 miles of State highway and nearly an equal number of bridges. That Department also monitors and licenses 574 aviation facilities. NJ TRANSIT was established in 1979 to improve service to bus and rail users. It is now the fourth largest public transit agency

Failure by New Jersey to comply with the CAAA can result in the loss of millions of dollars of federal highway funds and a federally-imposed compliance program.





in the United States and serves 290,000 bus and rail riders daily.

In addition to the statewide focus of NJDOT and NJ TRANSIT, there are additional transportation facilities owned and operated by eleven independent authorities, commissions or corporations. These independent agencies play a major role in satisfying the mobility demand for both people and goods throughout New Jersey. The transportation facilities overseen by these various agencies include rapid transit systems (PATH and PATCO), tunnel facilities (the Hudson and Lincoln tunnels), marine terminals, interstate and intrastate bridge crossings, toll road facilities and ferry services (the Cape May-Lewes Ferry). The eleven independent transportation agencies operating facilities within New Jersey are: The Port Authority of New York and New Jersey; The Delaware River Port Authority; The South Jersey Port Corporation; The New Jersey Turnpike Authority; The New Jersey Highway Authority; The New Jersey Expressway Authority; The Palisades Interstate Park Commission; The Delaware River Joint Toll Bridge Commission; The Cape May County Bridge Commission; The Burlington County Bridge Commission; and The Delaware River and Bay Authority.

The need for a coordinated, cooperative and focused decision-making process is especially important given the numerous transportation agencies and local governments involved in planning activities. Recognizing the importance of this effort, Governor Jim Florio signed an Executive Order on June 6, 1990 that established the Transportation Executive Council (TEC). Comprised of the chairs of all 13 statewide transportation agencies and authorities, and headed by the Commissioner of Transportation, the TEC was charged with preparing a capital investment plan to coordinate transportation planning and program development.

The TEC has a critical role to play in shaping development patterns through its transportation investment plans. Priorities of the TEC, which emphasize transportation system preservation and strategic decisions about capacity expansion, are consistent with the State Plan's goal of encouraging new growth primarily in developed areas.

In addition, the metropolitan planning provisions of the Intermodal Surface Transportation Efficiency Act (ISTEA) feature an enhanced role for local governments through their participation in a Metropolitan Planning Organization (MPO). The MPO is responsible for developing, in cooperation with the State and affected transit operators, a long range transportation plan and a Transportation Improvement Program (TIP) for the area. The TIP must be consistent with the long range MPO plan and must include all projects in the metroplitan area that are proposed for funding with either U.S. Code Title 23 or Federal Transit Act monies.

The following policies represent the major issues facing New Jersey in transportation, and should serve as a guide to State, county and local agencies in incorporating the State Plan's transportation policies into their planning and decision-making processes. They should be applied to meet State Planning Goals and Planning Area Policy Objectives.

Coordinated Transportation Planning

The Intermodal Surface Transportation Efficiency Act establishes a requirement that each state undertake a continuous statewide planning process.

Policy 1
Coordination of Transportation Planning Among Public, Quasi-Public, and Private Agencies

Improve the coordination and integration of transportation planning among the relevant public, quasi-public and private transportation interests in New Jersey, including the bi-state authorities and commissions. Transportation planning coordination should also be improved through the provisions of the ISTEA including the MPO TIP Process.

Policy 2
Integration of Land Use and Transportation Planning

Strengthen the linkages between transportation planning and land-use planning. Transportation system improvements should underpin land-use planning objectives.

Policy 3
Transportation and Natural Resource Protection

Coordinate transportation planning and project development with environmental planning. Before programming for construction, transportation improvements should be evaluated to ensure that they accommodate and protect sensitive environmental resources.

Policy 4
Transportation and Air Quality

Coordinate transportation planning and project development with the State Implementation Plan (SIP) to attain national and state ambient air quality standards within the timeframe set forth by the Clean Air Act Amendments of 1990.

Policy 5
Transportation and Energy Conservation

Encourage the reduction of the consumption of energy resources for transportation purposes by reducing the total vehicle miles traveled through efficient land development patterns, public and alternative transportation systems and initiatives that encourage the development of higher-mileage vehicles.

Policy 6
Transportation and Aesthetics

Aesthetics should be given consideration during transportation system design and maintenance.

Protection of Transportation Investments

Policy 7
System Preservation

The preservation and maintenance of the existing transportation network is the highest transportation priority.

Policy 8
Unused and Abandoned Transportation Rights-of-Way

Protect appropriate rights-of-way that may serve future transportation or public pur-

pose needs (e.g., where rail service has been discontinued or land has been acquired for projects that were later abandoned).

Policy 9
Aviation Facilities

Protect and enhance New Jersey's aviation facilities to maintain statewide access to the air system. Land-based access to the State's airports, and the prudent regulation of land uses immediately surrounding airports are of particular concern.

Transportation Systems Management

Policy 10
Transportation Systems Integration

Complete intra- and inter-modal transportation linkages to ensure that the various systems work together as a unified, integrated and efficient network.

Policy 11
Personal Mobility

Emphasize the movement of more people, rather than the movement of more vehicles, when making investment decisions. The effects of this Policy include balancing the need for new, growth-related mobility with investments in public transportation, nontraditional transit modes (e.g., car and van pooling), innovative organizational arrangements (e.g., transportation management associations) and pedestrian design.

Policy 12
Efficient Utilization of Capacity

Efficiently manage the existing transportation network, as a priority, using such measures as the introduction of "smart" technology and the use of exclusive lanes for high-occupancy vehicles (HOV).

Policy 13
Provision of Public Transportation Services

Maintain or expand public transportation services to areas of planned high-density development that provide opportunities to exploit the efficiencies of mass transportation systems.

Policy 14
Parking Management

Encourage the use of high-occupancy vehicles through the development of parking management strategies and facilities, such as park-and-ride lots, intercept parking and the limiting of employer-provided parking.

Policy 15
Highway Access Management

Develop and adhere to highway access management policies and programs that protect system capacity and provide for safe travel.

Policy 16
Regional and Local Traffic Patterns

Separate regional through traffic from local traffic by improving the use of highways and bypass roads around the more congested, highly developed areas of the State, with appropriate control of access to achieve the objectives of the Planning Area.

Transportation and Economic Development

Policy 17
Transportation Planning as a Redevelopment and Development Tool

Employ transportation planning, facilities and services as development and redevelopment tools, to shape growth and leverage economic development opportunities.

Policy 18
Labor Markets

Use appropriate transportation connections to link places of residence with those areas of growing employment opportunities identified in the State Development and Redevelopment Plan.

Policy 19
Recreational and Tourism Travel

Promote travel and tourism in New Jersey by making appropriate transportation investments that consider seasonal demands.

Policy 20
Goods Movement

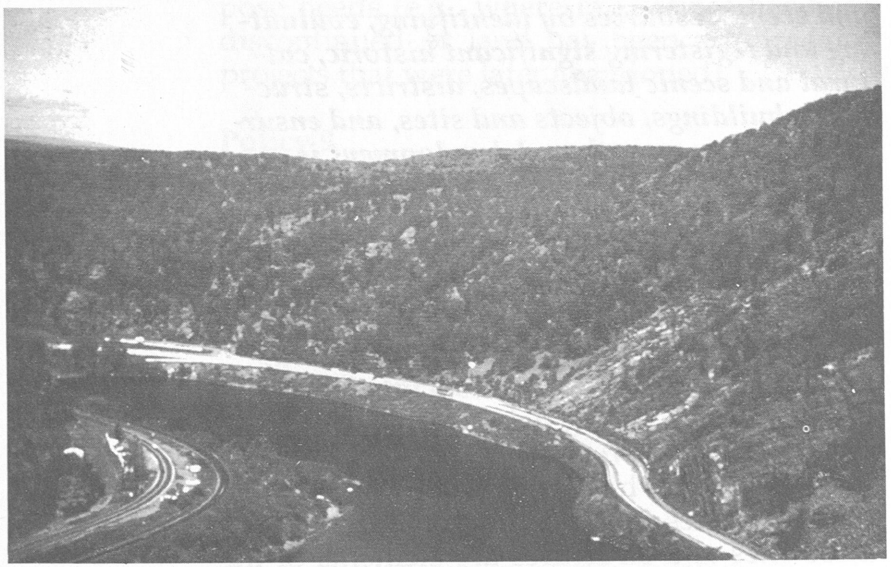
Enhance the movement of goods throughout New Jersey by making appropriate investments in the State's ports, airports, railroads and highways.

10. HISTORIC, CULTURAL AND SCENIC RESOURCES

The essential elements of Statewide Policies for Historic, Cultural and Scenic Resources are to protect, enhance, and, where appropriate, rehabilitate historic, cultural and scenic resources by identifying, evaluating and registering significant historic, cultural and scenic landscapes, districts, structures, buildings, objects and sites, and ensuring that new growth and development is compatible with historic, cultural and scenic values. These policies are designed also to protect and enhance the natural and visual values of scenic and historic corridors by promoting the management of new growth and development in ways that complement scenic and historic values associated with these corridors and by using a variety of preservation techniques.

Much of the history of a state finds expression in the sites and structures of the times, and these sites and structures are elements of the state's quality of life. While we may not think of it often, New Jersey's history pre-dates colonization of America. The Lenape Indians, for instance, called New Jersey "Scheyechbi," or "Land Along the Water"; unfortunately, little remains of their world. Nearly 100 Revolutionary War battles were fought in New Jersey as Washington's army crisscrossed New Jersey to confuse the British in Philadelphia and New York.

Agriculture and manufacturing prospered after the Revolutionary War, spurred by extensive road building, canal construction and the arrival of the railroads. Yet the most dramatic growth occurred after 1870, when New Jersey's cities grew with incredible speed. Even today, these cities display striking contrasts 18th Century churches and colonial houses, 19th century factories and tenements, neoclassical public



The Delaware Water Gap National Recreation Area attracts thousands of visitors to Warren and Sussex counties.

buildings of the early 20th Century and more modern office complexes built later in the century.

Although some historic resources are public assets, most historic properties are privately owned. In this period of extraordinary change, preservation of both privately owned and publicly held historic properties is important.

New Jersey's diverse topography provides the State with an ample number of scenic corridors. Geology first set the pattern. The last of the great glaciers spread over half the State. It stopped, slowly receding, leaving behind the Hudson and Delaware Rivers, a flat coastal plain and hilly uplands dotted by tiny lakes. Canals, railroads and highways subsequently altered the landscape and created new vistas. Today, these topographic features and historic and cultural landmarks, including urban skylines, provide a scenic diversity that adds much to the quality of New Jersey life. The vistas provided by these natural and historic features also contribute to the State's economic health by attracting many visitors each year. The visual allure of many of the State's overlooks and waterways may be lost through incompatibly designed or inappropriately located development. Unsightly "strip" development, with its accompanying sign pollution, may only be the most dramatic example of this degradation of the visual environment along scenic and historic corridors. Billboards, power lines, incompatibly designed buildings and restrictions to public access all combine to contribute to this loss.

Policy 1
Identification and Registration

Coordinate the identification of historic areas, historic sites, landscapes, archeological sites and scenic corridors for inclusion in registers and planning documents.

Policy 2
Municipal Programs

Include historic surveys and scenic corridors in local master plans.

Policy 3
Preservation Guidelines

Ensure uniformity in guidelines used by all levels of government for the preservation and rehabilitation of historic buildings.

Policy 4
Historic Resources and Development Regulations

Protect the character of historic sites, landscapes and structures through flexible applica-

tion of zoning ordinances, construction codes and other development regulations to such resources.

Policy 5
Historic Resources and Infrastructure

Locate and design public and private infrastructure improvements to protect historic resources and their settings from the immediate and cumulative effects of construction and maintenance of these improvements.

Policy 6
Historic Structure Re-use and Affordable Housing

Promote adaptive reuse of historic structures to provide affordable housing, where appropriate.

Policy 7
Main Street Programs

Promote "Main Street" programs to aid in protecting historic sites and structures during revitalization of traditional downtown areas.

Policy 8
Coastal Heritage Trail

Support the Federal Coastal Heritage Trail proposal so that the unique natural and cultural features of New Jersey's coast can be identified, preserved and promoted.

Policy 9
Greenways and Historic Corridors

Establish regional, publicly accessible greenways both to preserve historic corridors and to provide passive and active recreational and cultural opportunities.

Policy 10
Identification and Delineation of Scenic Corridors

Participate in the coordination of State, regional and local government identification and delineation of scenic corridors throughout the State and take the necessary steps to protect them.

Policy 11
Development Patterns and Design to Support Scenic Values

Development and redevelopment should be managed to maintain, complement and enhance scenic values within identified and delineated scenic corridors.

Policy 12
Protection and Preservation of Scenic Corridors

Scenic corridors should be protected by appropriate means and preserved by using easement purchase, transfer of development rights, fee simple purchase and other innovative and effective mechanisms.

11. AIR RESOURCES

The essential element of Statewide Policies for Air Resources is to reduce air pollution by promoting development patterns that reduce both mobile and stationary sources of pollution by promoting the use of alternative modes of transportation and supporting efficient transportation systems.

The quality of New Jersey's air significantly affects public health, visibility and plant and animal life. Air pollution impacts on natural systems can adversely affect water quality and habitats. Addressing these impacts requires a better understanding of the linkages between

Air pollution impacts on natural systems can adversely affect water quality and habitats. Addressing these impacts requires a better understanding of the linkages between land-use patterns and air pollution.

land-use patterns and air pollution and between open-space and forested lands and the natural filtering of pollutants. The improvement and protection of New Jersey's air quality is a top priority.

Air pollution is a problem in the entire northeastern region of the United States. Continued violations of the National Ambient Air Quality Standards could result in the application of federal sanctions against the State.

Ozone, the principal component of "smog," is formed through complex chemical reactions in the atmosphere. Existing levels of ozone need to be reduced. Future ozone production should be reduced by limiting volatile organic substances and oxides of nitrogen that are precursors to ozone formation. This is a difficult challenge, since motor vehicle emissions contribute over fifty percent of the volume of volatile organic compounds, the primary contributor to ozone pollution.

Localized traffic congestion is the main factor generating carbon monoxide pollution.

Unlike ozone, which usually stretches over entire regions, carbon monoxide violations usually occur in localized "hot spots." Localized traffic congestion is the main factor generating carbon monoxide pollution. An additional factor is the presence of continuous building frontages at intersections, which creates an "urban canyon" effect that traps CO emissions created by congestion. Urban design features can be modified to lessen this effect, while still maintaining compact development patterns. In addition, minor intersection improvements such as restriping, adding turn lanes and signalization can prevent CO hot spots by reducing congestion.

Policy 1
Statewide Coordination

The State Implementation Plan (SIP) should devise, enact, and implement necessary initiatives to help the State meet the provisions of the Federal Clean Air Act Amendments of 1990. State government should involve local governments, metropolitan planning organizations, major authorities and commissions and appropriate public and private sector organizations in the preparation of the State Implementation Plan. Planning at all levels of government should be coordinated to ensure that both land and capital facility development and redevelopment will lead to attainment of National Ambient Air Quality Standards.

Policy 2
Regional/Interstate Coordination

Cooperative regulatory, land-use development and transportation programs should be undertaken by the State to meet National Ambient Air Quality Standards through research and cooperation with other states in the region and with appropriate federal and interstate authorities.

Policy 3
Land Use Patterns

Establish and maintain growth management programs at all levels of government that promote land-use patterns that reduce automobile dependency, shorten automobile trip lengths and encourage use of alternative modes of transportation.



Alternatives to the automobile such as passenger rail or bus service, are supported by the Plan's recommendations to shape future development into more compact and mixed-use patterns.

Policy 4
CO "Hot Spots" and Ozone

Recognize the deleterious impacts of both ozone and carbon monoxide pollutants in regional and local plans; undertake remedies that mitigate or eliminate these impacts through public and private sector actions addressing transportation mobility choices, use of alternative forms of energy and development or redevelopment activities within the affected areas.

12. WATER RESOURCES

The essential elements of Statewide Policies for Water Resources are to protect and conserve New Jersey's water resources and to protect areas potentially subject to flooding by reducing sources of ground and surface water pollution, by discouraging development that has a negative impact on water resources and by encouraging development design that will not contribute to flooding.

Approximately one-half of New Jersey's population depends on surface water supplies for its drinking water. The remaining half of the State's residents rely on ground water supplies. Both are susceptible to quantity and quality limitations. Once pristine aquifers and streams in New Jersey have been polluted by poorly planned and inappropriate development. A major challenge in New Jersey's future is the assurance of an adequate supply of water to meet both natural resource and human needs. To meet this challenge, the management of land and water must be integrated.

Once pristine aquifers and streams in New Jersey have been polluted by poorly planned and inappropriate development. A major challenge in New Jersey's future is the assurance of an adequate supply of water to meet both natural resource and human needs.

Land use in aquifer recharge areas can affect the quality and quantity of water in the aquifer. For example, although standards exist for maintaining individual septic systems, the cumulative effect of individual systems on ground water supplies has not been adequately addressed.

Under natural conditions, stream corridors and wetlands maintain and enhance surface water quality. They store water, augment ground water supplies, stabilize dry-weather stream flows, offer nonstructural protection against the hazards of flooding and play an integral role in sustaining ecosystems. Most of the potable surface water in New Jersey is with-

drawn from the in-stream intakes in the Raritan, Delaware and Passaic rivers and many reservoirs in the northern part of the State.

Many of the State's lake and coastal communities that once were used only seasonally have become year-round communities. The areas adjacent to lakes, streams and tidal waters have often developed at densities that exceed natural and built capacities. Additionally, many of these waters suffer from overuse, or inappropriate recreational use. As a result, many of the State's water resources have been seriously degraded.

Many areas of New Jersey within or adjacent to floodplains were developed before the existence of development controls, and they require "after-the-fact" flood hazard management at considerable public expense....

New Jersey has spent billions of dollars over the years to upgrade its wastewater treatment plants to ensure that point discharges to streams meet appropriate stream standards. This effort is ongoing and expensive. Unfortunately, the positive effects of this effort are often negated by the nonpoint sources of pollution generated by development that these facilities attract (e.g., subdivisions where lawn fertilizers wash into streams during storms).

Poorly planned and inappropriate land use and uncontrolled stormwater runoff in areas adjacent to reservoirs and in watersheds of run-of-the-river intake systems pollute important sources of potable water. Further, the recreational value of lakes, streams and tidal waters is degraded by inappropriate use and development. In both instances, these impacts upset delicate ecosystems and destabilize stream banks and shorelines. A statewide, strategic approach to the protection of surface water supplies is necessary to ensure an adequate supply of water for potable and recreational uses, and to ensure that these uses do not degrade water-dependent ecosystems.

The Statewide Policy Structure

Many areas of New Jersey within or adjacent to floodplains were developed before the existence of development controls, and they require "after-the-fact" flood hazard management at considerable public expense, including the construction of flood control projects and the application of Federal Flood Insurance programs. It is necessary to take an active approach to flood hazard management that prohibits new development, and to the extent feasible buys out present development, within floodplains and that controls storm water runoff within watersheds.

Ground Water

Policy 1
Intergovernmental Coordination

Coordinate the planning efforts of agencies that manage and protect land, water and other environmental resources to ensure compatibility and consistency among water quality management plans and municipal land-use plans.

Policy 2
Integrating Water Quality and Land Use Programs

Coordinate State, regional and local wastewater and stormwater management planning with land-use planning to avoid surface and ground water degradation due to the cumulative effects of point and non-point source pollution.

Policy 3
Protecting Ground Water Sources

Include policies and standards for managing development in county and municipal master plans and development regulations to pro-

tect aquifer recharge areas and wellheads of public and private potable water supply systems.

Policy 4
Identification and Delineation of Aquifer Recharge Areas as Critical Environmental/ Historic Sites

Municipal and county plans should reflect aquifer recharge areas as Critical Environmental/Historic Sites to improve the statewide coordination of planning efforts.

Policy 5
Ground Water Source Control and Pollution Prevention

Manage the character, location and magnitude of development based on direct and indirect, individual and cumulative impacts on surface water quality, as measured quantitatively.

Policy 6
Water Quality/Individual and Community On-Site Wastewater Treatment Systems

Provide for well-designed and maintained individual and community on-site wastewater treatment systems that produce treated effluent suitable for recharge to groundwater supplies to enhance the recharge of ground water systems.

Policy 7
Managing Development: Water Quality

Protect ground water quality by not allowing installation of on-site wastewater or stormwater treatment systems in areas of limestone, porous soils, high water tables and fresh and saltwater wetlands.

Policy 8
Toxic and Hazardous Materials

Manage the location and design of land uses and structures that involve the use, storage, treatment or disposal of toxic and hazardous materials to prevent contamination of ground water.

Policy 9
Aquifer Protection

Manage the character, location and magnitude of development in aquifer recharge potential, contamination or saltwater intrusion and to otherwise avoid adversely affecting the quantity and quality of water in the aquifer.

Policy 10
Wellfield Protection

Manage the character, location and magnitude of development to prevent the discharge of



Surface and ground water quality can be protected by integrating land use planning with water quality planning.

pollutants that may adversely affect public and private wellfields and areas designated as existing or future water supply sources.

Surface Water

Policy 11
Watershed Management Planning

Plan for future land use and stormwater management on a watershed-by-watershed basis to ensure that the character, location, magnitude and design of future land use and development will not adversely affect the quantity or quality of surface water resources.

Policy 12
Intergovernmental Coordination

Coordinate municipal land-use plans and regulations with the water resources and other environmental planning and management programs of regional, State and federal agencies to ensure that the cumulative effects of development and redevelopment do not degrade surface water quality.

Policy 13
Identification and Delineation of Surface Water Systems

Identify and delineate water reservoirs and other sensitive surface water resource systems and manage activities in areas containing, or adjacent to, these systems to protect them from immediate or cumulative negative impacts.

Policy 14
Publicly Owned Watershed Lands

Establish and maintain undeveloped publicly owned lands within the watersheds of potable water supply reservoirs as public open space and distribute the cost of maintaining such lands equitably as a public asset.

Policy 15
Buffer Areas

Establish and maintain naturally vegetated buffers along streams, wetlands, reservoirs and scenic waterways to protect the natural functions and quality of surface water resources.

Policy 16
Surface Water Source Control and Pollution Prevention

Manage the character, location and magnitude of development based on direct and indirect, individual and cumulative impacts on surface water quality, as measured quantitatively.

Policy 17
Water Quality/Individual and Community Wastewater Treatment Systems

Provide for well-designed and maintained individual and community on-site wastewater treatment systems that produce treated effluent suitable for assimilation in the surface water system.

Policy 18
Toxic and Hazardous Materials

Control the location and design of land uses and structures that involve the use, storage, treatment or disposal of toxic and hazardous materials to prevent the contamination of surface water.

Policy 19
Stormwater Management Facilities

Convey stormwater to surface water bodies at a quantity, quality and rate equal to that which would be achieved through natural filtration.

Water Supply Management

Policy 20
Water Supply and Adequate Facilities Capacity

Establish the character, location, magnitude and timing of growth and development based on, and linked to, the quantity of water that is available without adversely affecting water-dependent habitats and ecosystems, without reducing the sustainable yield of the water source and the availability of water supply facilities needed to serve growth and development.

Policy 21
Water Supply Master Plan

Coordinate State, regional and local land use with the Statewide Water Supply Master Plan to ensure that water demands of new development do not exceed or degrade water resources.

Policy 22
Water Conservation

Use indigenous landscaping; water-saving design, building standards and construction techniques; agricultural best management practices; water reclamation and reuse; and water conservation measures to reduce demands for water supply.

Policy 23
Agricultural Water Supply

Consider the water needs of agriculture in water supply planning at all levels of government.

Policy 24
Drought Planning: System Interconnections

Interconnect individual public water supply networks to create an emergency system that can meet water supply need during periods of drought.

Flood Control

Policy 25
Flood Plain Development and Redevelopment

Avoid development and redevelopment in designated flood plains.

Policy 26
Natural Systems and Nonstructural Methods

Use naturally functioning systems and nonstructural methods for stormwater management and flood control in public and private development wherever practicable.

Policy 27
Flood Protection

Where natural and nonstructural methods, including buy-outs, are insufficient to provide flood protection, design and construct adequate flood protection facilities to minimize risk to life and property and to preserve water-dependent ecosystems.

Policy 28
Flood Control — Designation of Critical Environmental Sites

Identify Flood Control Priority Areas (as designated in the New Jersey Statewide Flood Control Master Plan of the New Jersey Department of Environmental Protection and Energy as high and medium priority hydrologic planning units) and Flood Hazard Areas (as delineated by the New Jersey Department of Environmental Protection and Energy) outside Environmentally Sensitive Planning Areas as Critical Environmental/Historic Sites to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 29
Managing Development and Redevelopment outside of Flood Plains

Design and construct new development so that there is no net increase in the runoff rate or flood peak to prevent increases in flooding.

Policy 30
Flood Control in Tidal Areas

Implement federal flood hazard reduction standards in areas subject to tidal flooding to reduce flood damage.

13. OPEN LANDS AND NATURAL SYSTEMS

The essential element of Statewide Policies for Open Lands and Natural Systems is the protection of biological diversity, recreational and public open space, critical slopes and forested lands.

The wide variation in physiography and climate in New Jersey has produced diverse landscapes that support a rich abundance and variety of fish and wildlife. The diversity of biological systems directly corresponds to the ability of an area to maintain stable and balanced populations of plant and animal species.

Biological diversity is important for many reasons. Outdoor-and wildlife-related recreational activities such as hiking, camping, fishing, boating and bird watching are a vital part of the State's economy, in addition to the dollars spent on commercial products such as bluefish, clams, oysters, crabs, and trout. It contributes to the economy of both the State and the nation in the form of medicine and other products of natural systems. Combined with recreational opportunities, these products contribute over $745 million to the New Jersey economy every year. In addition, fish, wildlife and plant communities are the harbingers, or early warning systems, of environmental degradation that threatens animal, plant and human life.

Upland, unbroken forests serve as breeding and nesting sites for migratory birds. More than one-quarter of New Jersey's population participates in recreational activities involving fish, wildlife and plants, and more than one-half of the population enjoys opportunities to see or hear wildlife during their daily activities. These attributes of biological diversity contribute to the sense that the "Garden State" is a good place to live, work and visit.

Critical habitats include: habitats of endangered or threatened plant or animal species as determined by the New Jersey Department of Environmental Protection and Energy

(NJDEPE); pristine waters designated by the NJDEPE as Category I waters and their watersheds within and above the pristine water segment; trout production and maintenance waters and their watersheds designated by the NJDEPE; contiguous freshwater wetland systems, defined as the zone of biological diversity primarily supported by wetlands; and prime forested areas, including mature stands of native species.

The State's open-space and recreational facilities are critical components of the infrastructure that supports the quality of life in New Jersey. In many areas of the State the need for recreational and public open-space land is urgent and substantial. The Governor's Council on New Jersey Outdoors estimated in 1987 that more than one million acres of land should be permanently dedicated to open space in public ownership to meet the State's needs for the year 2000. To realize that goal, nearly 300,000 acres of open space will need to be dedicated to open-space purposes between now and the turn of the century.

Critical Slopes include, but are not limited to, areas designated as such in the Register of Natural Areas of the New Jersey Department of Environmental Protection and Energy, ridge lines, gorges, ravines and unique geological features and ecosystems. Development in Critical Slope areas usually involves increased public costs to provide essential facilities and services. In addition, development on steep slopes may adversely affect the visual and scenic character of ridge lines and mountains. Because Critical Slope areas generally have only limited capacity to slow and filter stormwater runoff and are easily eroded, development may exacerbate flood conditions. Critical Slope areas often serve as habitats for threatened or endangered species of plants and wildlife, and these species may be adversely affected by inappropriate development. Development of these areas can result in direct and indirect contamination of surface and ground water.

Approximately one half of New Jersey is covered with trees, from individual city shade trees to extensive tracts of forested land. The quality of life of New Jersey residents is inexorably linked to the existence and vitality of the State's arboreal resources. Trees and forested land serve as resources in many ways, including as wildlife habitats, as recreational space, as community character-defining aesthetic quali-



Opportunities to explore New Jersey's open-space and recreational lands are critical components of the quality of life in the State.

ties, and as natural filtering agents for air and water quality maintenance.

Mature stands of native species provide valuable economic resources in the form of timber, but these resources need to be carefully managed to balance economic concerns with environmental and quality-of-life concerns. These concerns include the need to protect valuable wildlife habitats and fisheries as well as water quality that might be degraded because of erosion and excessive runoff due to the removal of trees and other vegetation.

Biological Diversity

Policy 1
Contiguous Open Space

Preserve the functional integrity of large contiguous tracts of forest, grasslands and other natural land to protect biological diversity.

Policy 2
Corridors

Connect large contiguous tracts of forest, grasslands and other natural lands with stream and river corridors by corridors and greenways so as to enhance their functional integrity for biological diversity.

Policy 3
Designation of Critical Habitats as Critical Environmental Sites

Designate Critical Habitats located outside the Environmentally Sensitive Planning Area as Critical Environmental/Historic Sites during the preparation of municipal plans to ensure coordination of planning efforts and to support State and local resource-protection efforts.

Policy 4
Resident and Migratory Threatened and Endangered Species

Identify and protect the habitats of resident and migratory threatened and endangered species. Control the character, location and magnitude of growth and development in and adjacent to such habitats to avoid direct or indirect impacts on threatened or endangered species.

Open-Space and Recreational Lands

Policy 5
State Recreation and Open Space Plan

Prepare and maintain a detailed State Recreation and Open Space Master Plan for existing and needed recreational and open-space land in the State.

Policy 6
Coordinated Planning

Coordinate county and municipal plans with the State Recreation and Open Space Master Plan to ensure there are adequate lands available to meet the needs of growth and development and to ensure that the character, location and magnitude of development is compatible with the recreational and open-space

value of existing and needed recreational and open-space facilities.

Policy 7
Integration of Goals

Plan and design the preservation of recreational and open-space land to maximize implementation of other Statewide Policies, including environmental protection, while implementing recreational and open-space policies.

Policy 8
Greenway/Blueway Public Open-Space Linkages

Through the cooperation of State, regional and local governments, prepare and implement a comprehensive, statewide plan for a network of open-space corridors (greenways) and waterway corridors (blueways) that link recreational and open-space land by way of corridors, paths, river and stream corridors, migratory routes, hiking and biking trails, beaches, abandoned railroad rights-of-way, scenic trails and outlooks, historic areas and other resources and public open spaces.

Policy 9
Adequate Facilities

Ensure that the character, location, magnitude and timing of growth and development is based on and linked to the availability of adequate recreational and open-space land needed to serve growth and development.

Policy 10
Acquisition Priorities

Give priority to acquiring lands containing unique areas of recreational value, scenic value or environmental sensitivity throughout New Jersey, and lands needed to meet existing and future needs for resource-oriented recreational opportunities such as camping, boating, fishing, hiking and hunting.

Policy 11
Open Space and Redevelopment

Redevelopment programs should provide for the acquisition, development and maintenance of recreational and public open space that will assist in the creation of an attractive and desirable quality of life in the redevelopment area.

Policy 12
Retention of Recreational and Open-Space Land in Private Ownership

Promote and encourage the protection of privately owned tracts of open space, wetlands or forest lands through technical assistance, easement purchases, transfer of development rights and deed restriction programs at the State and local levels.

Policy 13
Coastal/Waterfront Access

Maintain and improve public access to coastal and waterfront areas of recreational,

aesthetic, cultural or ecological value provided that such access does not degrade the function and value of the natural resources.

Policy 14
Location of Recreational and Open-Space Land

Recreational and open-space land should be located as close as possible to the populations they serve, taking into account the nature of the recreational or open-space purpose of particular lands.

Policy 15
Public Use of Public Lands and Facilities

Provide for public recreational use of public lands and facilities, including schools.

Policy 16
Public Use of Private Lands

Encourage and provide incentive programs to property owners who are willing to allow public use of private recreational or open-space lands and facilities.

Critical Slopes

Policy 17
Identification and Delineation of Critical Slopes

State, regional and local governments should cooperate in the preparation and implementation of a comprehensive, statewide program to identify and delineate Critical Slope areas. Designate Critical Slope areas as Critical Environmental/Historic Sites in planning areas other than the Environmentally Sensitive Planning Area to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 18
Design of Development

Control the character and location of development in Critical Slope areas through municipal master plans and regulations that ensure that the development is visually compatible with the scenic character of the Critical Slope area.

Policy 19
Performance Standards for Critical Slope Areas

Performance standards for development in Critical Slope areas should be prepared and implemented by municipalities with the technical support and assistance of State agencies, and they should be based on local soil, topographic and geological conditions to maintain the hydrologic cycle, prevent erosion and preserve critical habitats.

Policy 20
Soil Disturbance and Stormwater Management

Construction standards that minimize soil disturbance during construction in Critical Slope areas should be prepared and implemented by municipalities with the technical support and assistance of State agencies. Critical Slope areas

that are cleared during development or forestry activities should be revegetated with native vegetation according to appropriate soil conservation and stormwater management techniques.

Policy 21
New Capital Facilities

New capital facilities should not be extended to critical slope areas except where necessary to provide emergency access to existing uses or to address another public health and safety need.

Forested Areas

Policy 22
Identification and Delineation

State, regional and local governments should cooperate in the preparation and implementation of a comprehensive, statewide identification and delineation of forest resources. Identify important forest resources in Planning Areas other than the Environmentally Sensitive Planning Area as Critical Environmental/Historic Sites to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 23
Urban Forestry

Protect mature trees in developed areas through sound planning and management, applying urban forestry principles.

Policy 24
Commercial Use of Forest Resources

Forest resources should be managed on a long-term, sustained-yield basis in terms of the viability and productivity of commercial timber use. Forestry practices should be sensitive to the environmental value of forested lands and forestry should be carried out to the maximum extent practicable without impairing environmental quality. Forest resources that serve an overriding public purpose should be acquired for public use and preservation.

Policy 25
Water Quality

Forestry management practices should be designed to protect watersheds, wetlands, stream corridors and water bodies from nonpoint source pollution and the unintended but potentially adverse effects of timber harvesting and deforestation.

Policy 26
Scenic Qualities

Scenic qualities of forested areas that are visible from public roads, trails and waterways should be protected from visually intrusive land uses and preserved through setbacks and other scenic corridor maintenance programs.

Policy 27
Private Forested Lands

Incentives should be provided by all levels of government for the continued maintenance of forested lands in private ownership.

...increasing use of energy-efficient vehicles and mass transit, combined with changing travel and land use patterns based on Center development, will conserve energy.

Policy 28

Maintaining Tree Resources

Planting and maintenance of trees, including the establishment of small forested areas of native species in communities, should be encouraged and supported by all levels of government statewide.

14. ENERGY RESOURCES

The essential elements of Statewide Policies for Energy Resources are to ensure adequate energy resources through conservation, facility modernization and cogeneration; to continue economic growth while protecting the environment; and to modify energy consumption patterns to capitalize on domestic rather than imported energy supplies.

Energy is the primary resource that provides heat for our homes, light to brighten our nights and fuel for our cars, trucks and buses. Energy comes in many forms. Oil, natural gas and coal are primary energy resources that either are used directly or converted to other energy sources, such as gasoline and electricity, for general consumption. As a nation, Americans consume twice as much energy per dollar of gross national product as citizens of other industrialized countries, such as Japan and West Germany. New Jerseyans used 273 million Btu (MMBtu) per capita in 1988. Although this was less than the national average per capita usage of 327 and less than one of our neighboring states, Pennsylvania (300 MMBtu), it was more than other surrounding states such as New York and Maryland (210 and 268 MMBtu, respectively). Energy consumption in New Jersey is divided among the transportation (twenty-nine percent), industrial (twenty-five percent), residential (twenty-five percent) and commercial (twenty-one percent) sectors.

New Jersey relies heavily on imported energy supplies. The State imports all the coal, gas and petroleum it consumes. Currently, fifty-two percent of New Jersey's total energy is developed from petroleum resources; twenty percent is provided from natural gas; twelve percent each is provided from electricity imports and nuclear sources; and four percent is from coal.

The development of significant new energy resources within the State is unlikely within the Plan's 2010 horizon. Although cogeneration will add productive capacity to the State's energy infrastructure, the primary energy sources for cogeneration facilities are gas, coal and oil, all that are imported. Although nuclear power currently provides about one-third of New Jersey's electricity, new nuclear generating facilities are confronted with significant hurdles and currently are not a feasible alternative for increasing the State's energy production capability.

With transportation accounting for about one-third of the energy consumed in the State, increasing use of energy-efficient vehicles and mass transit, combined with changing travel and land use patterns based on Center development, will conserve energy. Buildings, both residential and non-residential, are also major energy users. Energy efficient community design,



Fossil fuel consumption can be reduced by using alternative energy resources, as in this battery-powered van owned and operated by NJDEPE.

construction techniques, appliances and weatherization of the existing building supply can greatly reduce energy consumption. Additionally, all the above energy conservation actions not only reduce demand for energy, but also have significant environmental benefits by reducing pollution created by combustion processes and energy production.

Economic growth in New Jersey has required utilities and others in the private sector to finance, site and build generating plants, transmission lines, substations and other facilities. Utilities have an obligation to serve all customers in their service territories, and generally are driven by economic growth. Energy plans that are intertwined with other infrastructure plans will insure efficient use of the state's resources and ability to serve the people and businesses of New Jersey. The plan will offer greater certainty and stability in energy plans and forecasts.

Policy 1
Energy Resource Planning

The energy planning activities of State agencies, counties, municipalities and utility authorities should be coordinated to ensure compatibility, so sufficient energy resources are available to meet the energy demands of the State.

Policy 2
Energy and the Environment

Development of and expanded use of environmentally sensitive, renewable energy resources and energy conversion processes that reduce the demand for fossil fuel consumption and the by-products created during the combustion of fossil fuels should be promoted and encouraged within the State.

Policy 3
Energy Efficient Community Design

Development and redevelopment in higher intensity mixed-use centers that accommodate the use of alternative modes of transporta-

Of the 14 to 15 million tons of garbage generated within the State each year, about 45 percent is recycled, 35 percent is landfilled or incinerated in New Jersey and the remaining 20 percent is transported to other states for disposal.

tion and shared parking and other site improvements and infrastructure should be promoted and encouraged. The design, location and orientation of development should allow maximum use of passive and solar energy and take advantage of topography, vegetation and prevailing climatic conditions to reduce energy demands and needs.

Policy 4
Energy Efficient Buildings
All new buildings in the State should be energy efficient and existing buildings should be retrofitted and weatherized to reduce energy demand. Owners and tenants of commercial and industrial buildings should be encouraged to capture and recycle energy from production processes using devices such as heat exchangers.

Policy 5
Energy Efficiency and Transportation
Energy efficient pedestrian, public and group transportation options should be encouraged through compact forms of development and by providing facilities and services that support energy efficient travel options.

Policy 6
Cogeneration
Cogeneration of energy from waste heat produced by industrial processes should be encouraged and promoted.

Policy 7
Energy Supply Resources
Support a shift from imported energy supplies to domestic energy supplies through conservation of imported energy.

Policy 8
Adequate Energy Capacity
Ensure that adequate energy capacity exists to meet statewide demands through conservation, cogeneration and either facility additions or upgrades.

Policy 9
Energy Conservation
Promote the use of energy efficient transportation vehicles and systems, industrial processes, buildings and building systems, including HVAC, appliances and lighting, and other energy conservation measures that reduce demand for energy resources.

15. RECYCLING AND WASTE MANAGEMENT

The essential elements of Statewide Policies for Recycling and Waste Management are

(1) to coordinate and support existing legislative, planning and facility development efforts with respect to solid and hazardous waste treatment, storage and disposal, by regionalizing waste management facilities and promoting recycling and source reduction and

(2) to promote redevelopment by identifying and targeting contaminated sites for clean-up.

Statewide Policies

New Jersey faces difficult solid and hazardous waste disposal problems resulting from a legacy of waste materials and toxic substances that were improperly treated, stored and discarded. The consequence of this history of inadequate management is an enduring threat to the public's health and safety and to the environment.

In recent years, solid waste landfills in the State have reached capacity, forcing local governments to seek costly transportation and disposal arrangements in other states. Attempts to site and construct new facilities have been only marginally successful. Significant shortfalls in in-state disposal capacity remain, particularly within northern New Jersey. In addition, some projects that have been formally sited should not be developed, in deference to source reduction and regional solid waste solutions.

Facilities and services for the disposal of solid and hazardous wastes are essential to the public health, safety and economic well-being of New Jersey. While solid and hazardous wastes have been piling up above ground, decomposing contaminants have been seeping into the ground below, threatening ground water quality. As the amount of these wastes has increased, the amount of land reserved for landfills has dramatically diminished. Of the 14 to 15 million tons of garbage generated within the State each year, about 45 percent is recycled, 35 percent is landfilled or incinerated in New Jersey and the remaining 20 percent is transported to other states for disposal.

Effective waste management involves source reduction, recycling, resource recovery and landfilling. The need for facilities and services for recycling, resource recovery and landfill space for the remaining wastes will continue. Source reduction, which involves modifying or eliminating products and processes that produce excessive amounts of waste, is a necessary first step.

Policy 1
Plan Coordination

Coordinate the existing statutory and regulatory mechanisms for planning, siting, designing, permitting, constructing and operating facilities for the treatment, storage and disposal of solid and hazardous wastes.

Policy 2
Regionalization of Waste Management Facilities

Promote multi-jurisdictional planning, designing and siting of waste management disposal facilities and of recyclable materials collection and processing systems.

Policy 3
Self-Sufficiency in Waste Management

Promote self-sufficiency in waste management by keeping, to the extent possible, wastes in-state, while providing for the appropriate commercialization of removable and recyclable materials.

Policy 4
Waste Stream Reduction

Reduce the waste stream at the source by eliminating or reducing the weight or volume of packaging materials, by decreasing the toxic components contained within products and packaging, and by increasing product durability, reuse, refillability and repair.

Policy 5
Recycling

Increase the amount and types of materials removed from the waste stream so that at least a 60 percent recycling rate of the total waste stream and at least a 50 percent recycling rate of the municipal waste stream is achieved by December 31, 1995.

Policy 6
Removal and Proper Management of Hazardous Wastes from the Solid Waste Stream

Hazardous wastes should be eliminated from the solid waste stream by promoting the development of permanent household hazardous materials management and disposal programs in each county or on a regional basis throughout the State.

Policy 7
Environmental Cleanup in Redevelopment Areas

Contaminated sites should be remediated in accordance with the risks posed to the public's health and safety and in a manner, where possible, to support economic redevelopment and revitalization programs.

Policy 8
Hazardous Waste Management Sites

Development and redevelopment on sites contaminated with hazardous materials or in areas adjacent to contaminated sites should be limited until it can be demonstrated that appropriate cleanup or mitigation is complete.

Policy 9
Solid Waste Management Sites

Development and redevelopment of sites used for the treatment, storage and disposal of solid waste should be limited; provided that creative uses of sites, such as methane gas extraction, landfill mining and open space and recreational uses, should not be limited absent a demonstrated threat to the public's health and safety.

Policy 10
Contaminated Site Clean-up Priority

Priority for the clean-up of contaminated sites should be based first on demonstrated threats to the public's health and safety and then on redevelopment and revitalization programs.

Policy 11
Uncontrolled Contaminated Sites

Remediation of uncontrolled contaminated sites should be given priority to reduce direct

risks to the public's health and safety until clean-up of the entire site can be undertaken.

Policy 12
Markets for Recycled Products

Promote the development of markets for recycled goods by providing incentives for private industry to accept recyclable material and products manufactured from recycled goods and by expanding the State's capacity for remanufacturing.

16. AGRICULTURE

The essential elements of Statewide Policies for Agriculture are to promote and preserve the agricultural industry and to retain farmland in the "Garden State" by coordinating planning to protect agricultural viability while accommodating beneficial development and economic growth necessary to enhance agricultural vitality and by educating residents on the less obvious benefits and the special needs of agriculture.

Agriculture is an important part of New Jersey life. Not only does farming contribute considerably to the State's economy and provide benefits to New Jersey consumers; it also contributes substantially to the State's quality of life in important, and sometimes less noticeable, ways.

This importance was recognized in the New Jersey State Planning Act. The Act specifically requires that the New Jersey State Planning Commission "Coordinate planning activities and establish statewide planning objectives in...agriculture and farmland retention . . . " and that the State Development and Redevelopment Plan "protect the natural resources and qualities of the State including, but not limited to, agriculture development areas, . . ." and ". . . identify areas for growth, limited growth, agriculture, open-space conservation, and other appropriate designations that the Commission may deem necessary."



Production agriculture and associated industries contribute more than $4 billion each year to New Jersey's economy. The State Plan promotes the business of agriculture in New Jersey.

New Jersey farmlands currently include an estimated 880,000 acres. Production agriculture and associated support industries contribute more than $4 billion each year to the State's economy. In 1989, New Jersey farmers reported that the State's 8,300 farms produced more than $659 million in sales, spent $519 million in goods and services and provided more than $200 mil-

lion in income to New Jersey agricultural employees.

Increasingly, the export of products has become important to New Jersey agriculture. Presently, New Jersey exports $252 million in agricultural goods annually. Most of these exports are processed foods and kindred products. These products link agriculture with New Jersey's extensive manufacturing sector. It also should be remembered that "back yard gardening" provides an important food source for many of New Jersey's residents.

In addition, the small town and rural lifestyle associated with agricultural areas remains an attractive, if sometimes overlooked, feature of New Jersey life. The diversity that it adds to the State, a contrast from the predominant urban/suburban settlement pattern, is obvious. Also, well-managed agriculture contributes to the protection of environmental resources. Agricultural land-holding patterns can help maintain contiguous open space and woodlands, preserve the integrity of aquifer recharge areas and soil resources and protect wildlife habitats. These benefits are often provided to the public at small public expense as agricultural communities tend to require few public facilities and services.

Yet despite these important contributions to New Jersey's quality of life, the conditions under which farms operate in this most densely populated State are not always easy. Farm operations are often subject to a variety of government regulations that are rarely written with farmers and farming practices in mind; regulatory standards broadly applied sometimes seem more appropriate to the more densely-populated urban areas of New Jersey.

Non-farm neighbors also present problems in agricultural areas. As suburbs sprawl into once-pristine rural areas, maintaining a viable agricultural operation may become more difficult. Nuisance suits, traffic congestion, increased vandalism, higher taxes and increased labor expenses erode farm profitability. As areas become more suburbanized, agricultural suppliers are likely to move away, posing yet another obstacle to maintaining a profitable farm operation.

Adding to these difficulties, New Jersey agriculture today must compete globally. Improvements in transportation have made New Jersey markets accessible to farmers beyond New Jersey's borders. To both compete and take advantage of this world economy, New Jersey farmers need assistance from State government. Such assistance requires easing and enhancing agricultural access to foreign markets, modern technology, public facilities and services, education and skills training and finance capital.

Accordingly, an effective agricultural strategy must be sensitive to many challenges and concerns. It must create a climate that supports agriculture statewide. It must plan for future economic growth and development in rural areas in ways that promote the continuation of agricultural land use, without unduly under-

mining property values in those areas. The policies that comprise such a strategy also should account for both the variety of agricultural activities that take place in the State and the diversity of economic activities that occur within the agricultural areas of New Jersey. Government can set the stage for meeting these challenges by developing and implementing policies that enhance the economic viability of farming.

The State Development and Redevelopment Plan provides a two-pronged approach to agriculture. First, the Planning Areas guide development toward Centers, protecting outlying agricultural areas from development pressures and from suburban residents' concerns about necessary farming operations that are perceived as nuisances. Second, Statewide Policies are designed to provide an effective agricultural strategy throughout the State, with special emphasis placed on, and sometimes targeted to, the Rural Planning Area. Together, this balanced, strategic effort will consider the range of existing public policies, the need for innovative techniques and policy initiatives and the interaction of current and novel policies and programs with changing market conditions.

The following policies represent the major issues facing New Jersey in agriculture, and should serve as a guide to State, county and local agencies in incorporating the State Plan's agricultural policies into their planning and decision-making processes. They should be applied to meet State Planning Goals and Planning Area Objectives.

Agriculture and Comprehensive Planning

Policy 1
Coordinated Planning

Coordinate planning efforts of all levels of government to ensure that policies and programs promote agriculture.

Policy 2
New Development

Plan and locate new development to avoid negative impacts on agriculture.

Policy 3
Innovative Planning Techniques

Encourage creative land planning and design to accommodate future growth while avoiding conflict with agricultural uses.

Policy 4
Agricultural Water Needs

Include consideration of the water needs of the agricultural economy in water supply planning at all levels of government.

Agriculture and Infrastructure

Policy 5
Farmland as a Capital Asset

Consider the expenditure of public funds for preservation of farmland as an investment in a public capital asset (i.e., farmland as an item of infrastructure) and thereby emphasize the

public's interest in maintaining long-term agricultural viability.

Policy 6
Provision of Capital Facilities
Provide adequate capital facilities to enhance agriculture in rural areas.

Agriculture and Economic Development

Policy 7
Creative Land Use Tools
Consider and, where appropriate, use creative land use tools, such as clustering, timing and sequencing, equity insurance and the transfer of development rights, to accommodate growth in ways that maintain the viability of agriculture as an industry and achieve the objectives of the Planning Area.

Policy 8
Access to Capital
Improve access to capital funds, including rural revolving loan funds and rural venture capital networks, operating funds and portfolios that reduce the reliance on land as an asset for collateral or retirement.

Policy 9
Enhancing the Agricultural Industry
Promote economic development that supports agriculture as an independent industry.

Policy 10
Diversify the Rural Economy
Promote beneficial economic growth that recognizes the need to diversify the rural economy and provide opportunities for off-farm employment, without interfering with agriculture.

Policy 11
Enhance Agricultural Marketing
Develop marketing programs to enhance the sale of New Jersey agricultural products.

Policy 12
Simplify the Regulatory Process
Simplify the permitting and licensing process to be sensitive to agricultural needs.

Policy 13
Building Codes Sensitive to Agricultural Use
Promulgate building code criteria sensitive to the special purposes of agricultural construction and seasonal use.

Agriculture and Environmental Protection

Policy 14
Promote Acceptable Management Practices
Encourage the use of acceptable management practices to ensure profitable farming while protecting natural resources.

Policy 15
Incorporate Agricultural Land in Recycling of Organic Materials

Use appropriate agricultural lands for the recycling of non-farm generated biodegradable and organic materials, such as leaves, food processing vegetative materials, food processing residuals and sludge.

Human Resources

Policy 16
Housing Supply and Financing

Use federal and State funding to expand the supply of decent, safe and reasonably priced housing that will benefit agricultural employees.

Policy 17
Vocational and Technical Training

Create and expand access to training and technical assistance for agriculture and agriculture-related businesses.

Policy 18
Agricultural Education

Create and expand agricultural education opportunities through basic skills training, and vocational and entrepreneurial training on the secondary, county college and university levels.

Policy 19
Leadership Training

Develop statewide leadership training programs, including seminars, publications and data development, responsive to local agricultural needs.

Policy 20
Promote the Value of Agriculture

Educate New Jersey residents on the economic and environmental value of agriculture in New Jersey and its important contribution to the State's quality of life.

17. AREAS OF CRITICAL STATE CONCERN

The essential elements of Statewide Policies for Areas of Critical State Concern are:

(1) the coordination of the planning efforts of the State Planning Commission with the Pinelands Commission, the Hackensack Meadowlands Development Commission, and the Division of Coastal Resources in the Department of Environmental Protection and Energy and their adopted plans and regulations to gain compatibility with the growth management policies of the State Development and Redevelopment Plan, and

(2) the identification of other areas of critical concern that need to be addressed in the future.

The State Planning Act mandates that the State Development and Redevelopment Plan ensure sound and integrated planning statewide, and promote intergovernmental coordination to assure that agencies at all levels of government participate in the formulation of

the Plan and use it as a guide for agency planning and decision-making.

The Act also acknowledges the special statutory treatment accorded the New Jersey Pinelands under the "Pinelands Protection Act," the Hackensack Meadowlands under the "Hackensack Meadowlands Reclamation and Development Act," and portions of the New Jersey Coastal Area pursuant to the "Coastal Area Facility Review Act." The State Planning Commission is explicitly directed to "rely on the adopted plans and regulation of these entities in developing the State Development and Redevelopment Plan."



Coastal wetlands harbor critical nesting sites for ospreys. These places are protected by the Coastal Area Facility Review Act.

The Cross-acceptance process has pointed out deficiencies in coordination and cooperation, highlighting the need for a Plan that provides a broad framework for planning and decision-making at all levels of government. The State Development and Redevelopment Plan seeks to foster increased communication and cooperation among State agencies, counties and municipal governments to build and expand on progress made during Cross-acceptance. As a further result of Cross-acceptance, additional areas of critical concern should be considered in the future. Such areas include, but may not be limited to:

1. The Delaware and Raritan Canal;
2. The Delaware Water Gap National Recreation Area;
3. The Highlands;
4. The Delaware River and Bayshore area;
5. The Great Swamp Watershed; and
6. The Skylands.

Following adoption of the first State Plan, these and perhaps other areas of critical concern should be identified by municipalities, counties and the public so that appropriate recommendations can be formulated for inclusion in the second State Plan.

Statewide Policies

New Jersey's Coastal Area, including the State's oceanfront and bayshore areas, is a delicate ecological system. It is also a vital economic resource and location where an increasing number of New Jerseyans live, work and play. Growth, particularly in an increasing year-round population, has increased pressures on the delicate balance of the State's coastal systems. In 1973, the State of New Jersey recognized these pressures and passed the "Coastal Area Facility Review Act" ("CAFRA"), N.J.S.A. 13:19-1 et seq., giving the New Jersey Department of Environmental Protection and Energy authority to regulate all major development within a defined coastal area along New Jersey's bay and oceanfront areas. The CAFRA legislation is one of the legal sources for implementing the State's Coastal Zone Management Program (CZMP). The Coastal Zone Management Program was approved in 1978 and 1980 by the National Oceanic and Atmospheric Administration (NOAA) demonstrating compliance with the requirements of the federal Coastal Zone Management Act (CZMA). Under the CZMA, New Jersey received funds to develop and implement a program to achieve effective management of the land and water resources of the coastal zone. New Jersey's CZMP is implemented through existing laws of CAFRA, the Wetlands Act of 1970, the Waterfront Development Law, and tidal lands and shore protection statutes.

The CAFRA legislation prescribes that major developments be reviewed by the NJDEPE, while smaller-scale projects are reviewed largely by county and municipal agencies.

Additionally, the Pinelands National Reserve encompasses part of the coastal area. In the overlap area of the Coastal Zone and the Pinelands National Reserve, coastal development is required to be consistent with the intent, policies and objectives of New Jersey's CZMP and the Pinelands Comprehensive Management Plan.

One result of the State's lack of authority to regulate smaller developments, and of differing policies and plans among the 125 municipalities and seven counties in the coastal area, has been a fragmented management approach lacking a coordinated, comprehensive vision for the coast. In 1988, following the request of the State's coastal counties, the State Planning Commission adopted Resolution 88-006 to formulate unified statewide strategies and policies for the coastal area and to achieve consistency among the objectives of the State Plan, the New Jersey CZMP, the Pinelands Program, and county and local governments. In doing so, the Commission worked with the NJDEPE to initiate a process to coordinate coastal planning with other agencies to protect New Jersey's coastal resources. This effort has been successful in beginning to make plans and regulations of various levels of government affecting the coast consistent, and in achieving consensus on how best to protect and enhance those unique features that are the coastal area of the State. The

State Plan seeks to build on these efforts to date, toward a long-range vision for New Jersey's coastal area.

Segments of the shore economy have suffered because of ever-growing traffic congestion, threats of water pollution and beach deterioration, due to ever-increasing development pressures. Poorly managed development in proximity to the shoreline impedes the ability of dynamic beach and dune complexes to replenish themselves and to migrate naturally in response to wind and wave action. This predicament has led to the elimination of protective buffering provided by beaches and dunes and calls for costly engineering and beach replenishment projects. Poorly managed development has also exacerbated the problems associated with increased storm-water run-off and waste disposal in the coastal area. The results are accelerated beach erosion, ocean pollution and the general degradation of the shore environment. Consequences can be measured in terms of property damage, commercial losses from declines in tourism and fishing and threats to the public's health and safety. Restoring the integrity of the coastal ecosystem, therefore, will have economic benefits as well.

In the past several years, there have been efforts and proposed legislation to revise existing coastal regulations and to devise various systems to guide development in ways that protect the resources of the coastal area. These efforts have all recognized that existing regulatory mechanisms and loopholes have allowed the incremental degradation of the coastal ecosystem.

To better coordinate the management of natural and cultural resources in the coastal area, Critical Environmental/Historic Sites should be identified and locally mapped continuously. Examples of Critical Environmental Sites in the coastal area are barrier islands, beach/berm/dune/overwash fan complexes, coastal risk areas including islands and mainlands subject to severe wind and wave damage and coastal wetlands as delineated by the NJDEP. Planning for and management of these resources will be improved by exchanging information among State, county and municipal agencies. The State Planning Act gives the Office of State Planning a role in helping to assure exchange of information. It is anticipated that the Division of Coastal Resources will classify areas of environmental sensitivity greater than one square mile as Environmentally Sensitive Areas in accordance with the criteria set forth in the State Development and Redevelopment Plan. Other areas may be identified and mapped by local agencies as Critical Environmental/Historic Sites, in which case the appropriate Statewide Policies may be applied to support State and local resource protection efforts.

The Pinelands area of New Jersey is one of the nation's premier environmental treasures. This 1.1 million acre forest is renowned for its multitude of unique natural, physical and cultural qualities, and is well known for its extensive water resources of very high quality. The United Nations has designated the Pinelands as

an International Biosphere Reserve. The Pinelands are also very special in terms of geographic location. The position of this vast, largely undeveloped area in the center of the urbanized Northeast is an outstanding characteristic that contributes to its national importance. The area is a significant natural and recreational resource in a region of the country where open space is scarce.

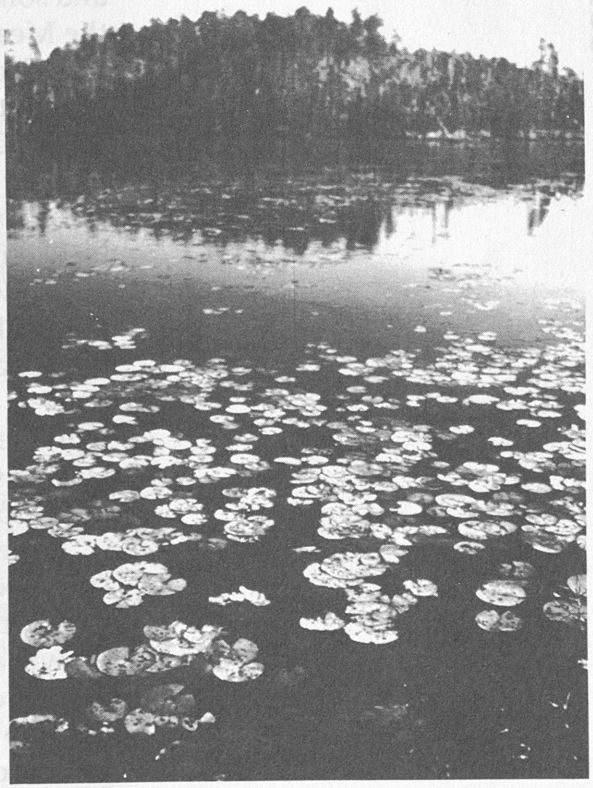
The character of the Pinelands has been shaped by both natural and human factors. The region has a long history of human use. For at least 300 years, it has experienced a cycle of resource exploitation including lumbering, bog iron production and sand and gravel extraction. Settlements have appeared and disappeared as new resources were found and exhausted. Throughout this time, the ecosystem kept its potential to maintain itself.

Yet, some activities over the years have not proved compatible. Development pressures grew in the Pinelands, and threatened the existence of the unique ecosystem. In the 1960s, efforts began to protect and preserve the Pinelands. The current legislative mandate to protect the Pinelands is the National Parks and Recreation Act of 1978, that established the Pinelands National Reserve of 1.1 million acres, encompassing parts of seven southern New Jersey counties. The Act also authorized the establishment of the Pinelands Commission to develop a management plan. In 1979, the State Legislature passed the Pinelands Protection Act, endorsing the planning effort for the entire 1.1 million acres and granting regulatory authority over 934,000 of those acres. Most of the remainder falls within the CAFRA regulatory jurisdiction where the NJDEPE is charged with implementing the Pinelands Plan.

The Pinelands Commission exercises regulatory control over development activities to preserve, protect and enhance the significant values of the land and water resources of the Pinelands. A Comprehensive Management Plan (November 1980) guides the Commission in its effort to meet the mandates of both State and federal legislation. The New Jersey Pinelands is a unique natural and cultural treasure. Preserving the Pinelands is dependent on sound management of its resources. The Pinelands Comprehensive Management Plan was crafted to protect those resources that lend the Pinelands its significance while accommodating development in a manner consistent with resource protection.

During the Cross-acceptance process, the Office of State Planning, the Pinelands Commission and the Division of Coastal Resources worked cooperatively to achieve mapping and policy consistency among State agency, county plans and regulations in the CAFRA/National Reserve overlap area.

The Hackensack Meadowlands encompass a 32-square-mile area lying along the Hackensack River in Bergen and Hudson counties. This



The New Jersey Pinelands constitute a significant natural and recreational resource in the highly urbanized northeastern United States, where open space is scarce.

environmentally sensitive area had, over the years, fallen victim to environmental degradation through haphazard development and the indiscriminate dumping of human, industrial and solid wastes. So thorough was the abuse of the Meadowlands that its waterways were reduced to no more than open sewers surrounded by a patchwork of undesirable development.

The Meadowlands are located just three miles from Manhattan, and represent the last large tract of open land near New York City. The New Jersey Legislature realized that a restored Meadowlands held potential as prime developable real estate. The Hackensack Meadowlands Reclamation and Development Act (N.J.S.A. 13:17-1, et seq.; L.1968, c. 404) was enacted to regulate the development of 21,000 acres of Hackensack River meadowlands in fourteen municipalities.

The Act created the Hackensack Meadowlands Development Commission (HMDC) and gave it three distinct mandates: (1) oversee the growth and development of the region; (2) protect the delicate balance of nature; and (3) continue to use the meadowlands to meet the region's solid waste disposal needs.

The Act empowers the HMDC to prepare and adopt a master plan for the development of land within its jurisdiction, irrespective of the boundaries of its constituent municipalities. The HMDC has the authority to review all local plans to be sure that they are consistent with the Commission's Master Plan. Additionally, the HMDC must review each application for a subdivision, site plan or building permit within its jurisdiction before local approval by a constituent municipality.

During the State Plan's Cross-acceptance process, two issues arose concerning the role of the HMDC in the State planning process. The first issue dealt with comprehensive planning and the need for better coordination between the HMDC and its constituent counties and municipalities. The second issue dealt with the HMDC's standing within the statewide funding priority scheme.

The State Planning Act recognizes the statutory jurisdiction of the HMDC over the Hackensack Meadowlands. Accordingly, the State Planning Commission has relied on the adopted HMDC Master Plan in the development of the State Plan. Establishing the HMDC's standing in the statewide funding scheme will be critical for true comprehensive planning in the region. Additionally, the State planning process should continue to promote close cooperation between the HMDC, its constituent counties and municipalities and the State.

The following policies represent the major issues facing New Jersey's Areas of Critical State Concern, and should serve as a guide to State, county and local agencies in incorporating these issues into the planning and regulatory decision-making processes. They should be applied in a manner to achieve the Policy Objectives set forth for each Planning Area.

Coastal Areas

a. Planning

Policy 1
Reliance on Plans and Regulations

Acknowledge the statutory treatment of the coastal area under the Federal Coastal Zone Management Act, the State Coastal Area Facility Review Act, the National Parks and Recreation Act of 1978, and the Pinelands Protection Act and rely on the plans and regulations of the New Jersey Department of Environmental Protection and Energy as a basis for implementing the objectives of the State Development and Redevelopment Plan.

Policy 2
Intergovernmental Coordination State/State

Coordinate efforts to establish a comprehensive, detailed, intergovernmental coastal management program to identify and address the existing and prospective conditions and problems of the New Jersey shore, through such effective techniques as comprehensive planning, regulation, financing and interjurisdictional cooperation.

Policy 3
Intergovernmental Coordination~State/Local

Coordinate planning efforts with coastal counties and municipalities to ensure that CAFRA regulations and county and local plans are compatible concerning growth management objectives.

Policy 4
Compatibility Between the State Plan and the CAFRA Plan

Identify Planning Areas, Centers and Critical Environmental/Historic Sites in coastal areas.

Policy 5
Management Areas for Special Uses and Unique Qualities

Continue the coordination of efforts to develop an integrated set of coastal management areas that contain policies to manage development to protect and enhance the special uses and unique qualities of the coastal area.

Policy 6
Natural Disaster Planning

Coordinate growth management programs with response planning for natural disasters, including major storm events and non-catastrophic events that can result in loss of life, extensive flooding and shorefront erosion.

Policy 7
Development Capacity Analysis

Undertake a regional development capacity analysis to determine the levels of growth that can be sustained in the coastal area while maintaining the functional integrity of the coastal ecosystem. The analysis should be based on factors that guide development, including infrastructure and natural systems capacities, the impacts of seasonal population increases and disaster preparedness considerations. The re-

sults of the analysis should be incorporated into State and local planning and regulatory processes.

Policy 8
Shoreline Development

Protect vital ecological areas and coastal high hazard areas to prevent significant adverse long-term impacts on the natural functions of these sensitive areas. Develop and recommend guidelines that restrict or limit development adjacent to these sensitive areas to water-dependent and compatible uses.

b. Water Resources

Policy 9
Aquifer Protection and Water Conservation

Conserve water resources in the coastal area, particularly those areas dependent on groundwater withdrawals, to reduce water demand so that withdrawal does not exceed aquifer recharge and to minimize saltwater intrusion that could degrade or destroy groundwater resources.

Policy 10
Water Quality

Protect coastal water quality and prevent beach closings through proper wastewater treatment and adequate stormwater management facilities.

c. Infrastructure Investments

Policy 11
Infrastructure Investment Prioritization

Ensure that planning area designations within the CAFRA jurisdiction receive State infrastructure investment funding priority equal to that of other Planning Area designations and Centers in the State Plan.

New Jersey Pinelands

Policy 1
Reliance on Plans and Regulations

Acknowledge the statutory treatment of the New Jersey Pinelands under the Pinelands Protection Act and rely on the plans and regulations of the New Jersey Pinelands Commission to achieve the Objectives of the State Development and Redevelopment Plan.

Policy 2
Intergovernmental Coordination~State/Local

Coordinate planning efforts so that there is consistency or compatibility between the adopted plans, maps, programs and regulations of various levels of government, compatible with the objectives of the State Development and Redevelopment Plan.

Policy 3

Intergovernmental Coordination~Federal/State

Coordinate planning efforts with the United States Department of the Interior so that the Pinelands Comprehensive Management Plan, county and local plans, and CAFRA regulations are consistent or compatible within the Pinelands National Reserve.

Policy 4

Review of Potential Regional Impacts

Review developments that may have regional impacts affecting the Pinelands area, including proposals outside the bounds of the Pinelands such as regional centers or highway corridor improvements, or the expansion of facilities within the Pines so that potential negative impacts can be minimized.

Policy 5

Water Resources/Aquifer Protection

Protect the Cohansey/Kirkwood aquifer system that underlies both the New Jersey Pinelands and substantial adjacent areas. Analyze the condition and capacity of the system to maintain the delicate ecological balance of the Pines, and also its ability to support diversions from the aquifer that are not recharged. Until this analysis is completed, viable alternate water supply systems rather than diversions are strongly recommended.

Policy 6

Public Infrastructure Investment Priorities

Coordinate infrastructure investments planning in the Pinelands and the Pinelands Infrastructure Trust Fund Plan with the capital planning activities of State agencies to ensure that planning area designations within the Pinelands Commission jurisdiction receive State public infrastructure investment financing priority equal to that of other Planning Area and Center designations in the State Development and Redevelopment Plan.

Hackensack Meadowlands

Policy 1

Reliance on Plans and Regulations

For lands within the jurisdiction of the HMDC, the State Planning Commission shall rely on the plans and regulations of the HMDC to implement the objectives of the State Plan.

Policy 2

Intergovernmental Coordination~State/State

Coordinate planning efforts to ensure that the HMDC Master Plan and the State Development and Redevelopment Plan are compatible concerning growth management objectives, with special emphasis placed on areas immediately adjacent to the Hackensack Meadowlands.

Policy 3

Intergovernmental Coordination~State/Local

Coordinate planning efforts with the HMDC's constituent counties and municipalities to ensure that the HMDC Master Plan and county and local plans are compatible concerning growth management objectives with special emphasis on areas immediately adjacent to the Hackensack Meadowlands.

Policy 4

Infrastructure Investment Prioritization

Ensure that designated growth areas within the HMDC's jurisdiction that are compatible with the State Development and Redevelopment Plan receive State infrastructure investment financing priority equal to that of other Centers or Metropolitan Planning Areas.

III. The Resource Planning and Management Structure

The Resource Planning and Management Structure integrates two critical concepts of the State Plan Centers and Planning Areas. Centers are "central places" within Planning Areas where growth should either be attracted or not attracted, depending upon the unique characteristics and growth opportunities of each Center. Each Planning Area is a large mass of land with tracts that share certain characteristics. These characteristics suggest that growth must be guided to certain locations and in certain patterns within the Planning Area to take advantage of, or to protect, the characteristics of the Planning Area. Areas outside Community Development Boundaries of Centers are their "environs," and the environs of Centers should be protected from the growth that occurs in the Center.

The Plan's provisions for Centers and Planning Areas work together. Planning Area provisions describe the opportunities and limitations for both development and conservation/protection. Planning Areas have two components: Centers and environs. Many Centers will absorb the growth that is projected to occur in the Planning Areas; the environs are outside the Community Development Boundaries of Centers and should be conserved or protected from Center activities. In other words, Planning Areas with Centers have foci for development, and Centers within Planning Areas have Policy Objectives and other criteria to guide their location and to protect their environs. Applying the Statewide Policy Structure through the Resource Planning and Management Structure will achieve the Goals of the State Planning Act. The reader should also refer to Section II, 3. (The Statewide Policy Structure/Statewide Policies/Resource Planning and Management) for further discussion of Centers and Planning Areas.

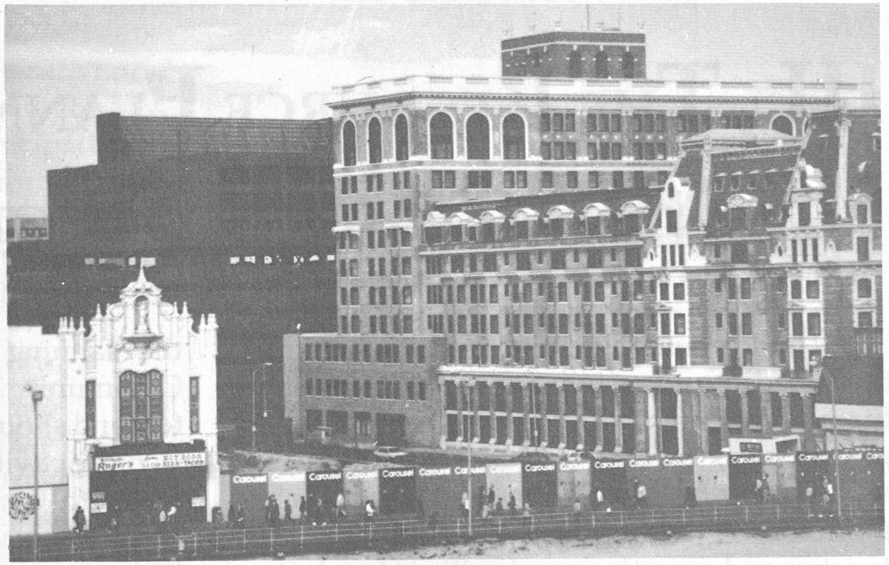
A. Centers

The State Plan provides for five types of Centers: Urban Centers, Towns, Regional Centers, Villages and Hamlets. The Centers included in the State Plan are listed in Appendix C and are reflected on the official map of the State Plan — the Resource Planning and Management Map (RPMM).

Urban Centers anchor growth in their metropolitan areas, and their influence extends throughout the State, often across state lines and even internationally.

1. URBAN CENTERS

Urban Centers are the largest of the Plan's five Centers. These Urban Centers offer the most diverse mix of industry, commerce, residences and cultural facilities of any central place. While all Urban Centers have suffered decline, they still contain many jobs and households. They are repositories of large infrastructure systems, industrial jobs, corporate headquarters, medical and research services, universities, government offices, convention centers, museums and other valuable built assets. They are also home to a large pool of presently unskilled labor that could, with appropriate investment, become among the State's most valuable human resource assets. Historically, public agencies at all levels have invested heavily in these Centers, building an intense service fabric that, with repair that must occur anyway, offer a solid foundation for new growth in the future. Given these attributes of the State's Urban Centers, new employment that takes advantage of the work force potential of the Urban Centers should be encouraged.



The Atlantic City Boardwalk hosts conventioneers and tourists from across the country.

Urban Centers anchor growth in their metropolitan areas, and their influence extends throughout the State, often across State lines and even internationally. They have a distinct central business district and many neighborhoods, many of which may have cores of shopping and community services. While redevelopment is gradually reducing the gross density of these Centers, they are still compact compared to surrounding suburban communities and serve as the hub for communication and transportation networks in their regions.

Where an Urban Center shares a network of public services and facilities with surrounding municipalities, a county or other regional entity may, at the discretion of the county and municipalities, coordinate growth and public services as an "Urban Complex" according to a strategic economic revitalization plan and program prepared by the county or regional entity.

Criteria for Designating Urban Centers

(1) Fully developed, with an infrastructure network serving its region; and
(2) A population of more than 40,000; and
(3) A density exceeding 7,500 persons per square mile, excluding water bodies; and
(4) An employment base of more than 40,000 jobs; and
(5) A job-to-dwelling ratio of 1:1 or higher;and
(6) Serves as the primary focus for commercial, industrial, office and residential uses in the Metropolitan Area, providing the widest range of jobs, housing, governmental, educational and cultural facilities in the region and providing the most intense level of transportation infrastructure in the State; or
(7) In lieu of all the above, a history of population and employment levels that are consistent with the above six criteria; and
(8) In conjunction with either of the above two options (criteria 1-6 or 7), the municipal boundary of the Urban Center is used in the application of the criteria and serves as the boundary of the Urban Center.

2. TOWNS

Towns are the existing places that are traditional centers of commerce or government throughout the State. They are relatively free-standing in terms of their economic, social and cultural functions. Like Urban Centers, but at a lesser scale, Towns reflect a higher level of investment in public facilities and services than their surrounding environs. They provide a core of commercial services to adjacent residents and provide employment in their regions.

Towns contain several neighborhoods that together provide a highly diverse housing stock in terms of types and price levels. Towns have a compact form of development with a defined central core containing shopping services, offices and community and governmental facilities.

Criteria for Identifying Towns

The following criteria are intended as a general guide for identifying Towns, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) While smaller than an Urban or Regional center, it has a traditional, compact, mixed-use core of development providing all of the commercial, industrial, office, cultural and governmental functions commonly needed on a daily basis by the residents of the Town and its economic region; it has neighborhoods providing a mix of residential housing types, with infrastructure serving both the core and the neighborhoods; and
(2) It has an existing population of more than 1,000 persons and less than 10,000 within the Community Development Boundary; and
(3) It has a density of more than 1,000 persons per square mile, excluding water bodies; and
(4) It is served by an arterial highway.

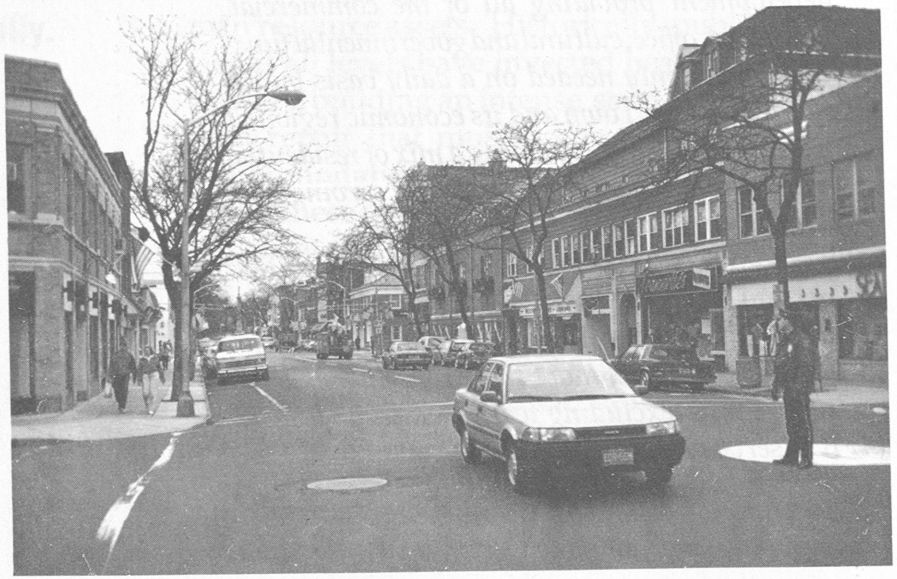
3. REGIONAL CENTERS

Regional Centers may be either existing or planned (new). Existing Regional Centers vary in character and size, depending on the unique economics of the regions they serve. In the Metropolitan Planning Area (Planning Area 1), existing Regional Centers may include some smaller cities not designated as Urban Centers. In the Suburban Planning Area (Planning Area 2), existing Regional Centers often serve as major employment centers. In rural areas, they often are population centers and county seats, with small business districts serving both new exurbanites and long-time rural residents.

Planned Regional Centers should be located in the State's major corridors and designed to organize growth that otherwise would sprawl throughout the corridor and create unserviceable demands. They should be compact and contain a mix of residential, commercial and office uses at an intensity that will make a variety of public transportation options feasible as the Centers are built out. Planned Regional Centers should have a core of commercial activity, and the boundaries of the Centers should be well defined by open space or significant natural features. Planned Regional Centers in the Metropolitan Planning Area should be carefully located, scaled and designed so as not to drain the economic growth potential of Urban Centers.

Both existing and planned Regional Centers are seen as developing over time and, therefore, should be carefully planned by municipalities and counties. Their locations in major transportation corridors should be determined through comprehensive, multi-jurisdictional corridor plans, developed cooperatively by municipalities and counties within the corridor. State agencies, including the Office of State Planning, should provide technical assistance in carrying out these corridor planning efforts.

Residents of this regional center in the Metropolitan Planning Area can walk to work or to shops or to the commuter rail downtown.



Criteria for Identifying Existing Regional Centers

The following criteria are intended as a general guide for identifying existing Regional Centers, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) It functions as the focal point for the economic, social and cultural activities of its economic

region, often serving as the county seat, with a compact, mixed-use (e.g., commercial, office, industrial, public) core and neighborhoods offering a wide variety of housing types; and

(2) It has an urban or community-level infrastructure system serving the Community Development Area; and

(3) It has, within the Community Development Boundary, an existing population of more than 10,000 people in Planning Areas 1, 2 and 3 and more than 5,000 people in Planning Areas 4 and 5; and

(4) It has a gross density of approximately 5,000 persons per square mile (or approximately 3 dwelling units per acre) or more within the Community Development Boundary; and

(5) It has, within the Community Development Boundary, an employment base of more than 10,000 jobs in Planning Areas 1, 2 and 3 and more than 5,000 jobs in Planning Areas 4 and 5; and

(6) It is near a major public transportation terminal, arterial intersection or interstate interchange capable of serving as the hub for two or more modes of transportation.

Criteria for Identifying Planned (New) Regional Centers

The following criteria are intended as a general guide for identifying new Regional Centers, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) It is planned to function as a focal point for the economic, social and cultural activities of its region, with a compact, highly intense, mixed-use (e.g., commercial, office, industrial, public) core and neighborhoods offering a wide variety of housing types; and

(2) It meets all the Policy Objectives of the Planning Area in which it is located; and

(3) It is near a major public transportation terminal, arterial intersection or interstate interchange capable of serving as the hub for two or more modes of transportation; and

(4) It has access to existing or planned infrastructure sufficient to serve projected growth; and

(5) (a) It is in a market area supporting high-intensity development and redevelopment and reflects characteristics similar to existing Regional Centers regarding employment and residential uses; or

(b) It is a single-purpose employment complex that can be retrofitted to form a full service, mixed use community, as described above; and

(6) It is identified as a result of a corridor planning effort conducted on a regional basis, which includes participation of the municipalities, counties and state agencies that represent the major actors in the development of the corridor and is identified in county and municipal master plans.

4. VILLAGES

Villages are compact, primarily residential communities that offer basic consumer services for their residents and nearby residents. Villages are not meant to be Centers providing major

regional shopping or employment for their regions. This larger economic function belongs to Towns and Regional Centers. The location of a Village should meet the Policy Objectives of the Planning Area within which it is located.

Criteria for Identifying Existing Villages

The following criteria are intended as a general guide for identifying existing Villages, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) It is primarily a mixed-residential community with a compact core of mixed uses (e.g., commercial, resource-based industrial, office, cultural) offering employment, basic personal and shopping services and community activities for residents of the Village and its Environs; and

(2) It is partially developed with water and wastewater systems serving only core Village activities; and

(3) The existing and 2010-allocated population should not exceed 4,500 people; and

(4) It has an existing net housing density within the developed area of at least 3 dwelling units per acre; and

(5) It has reasonable proximity to an arterial highway and is served by a secondary street system.

Criteria for Identifying Planned (New) Villages

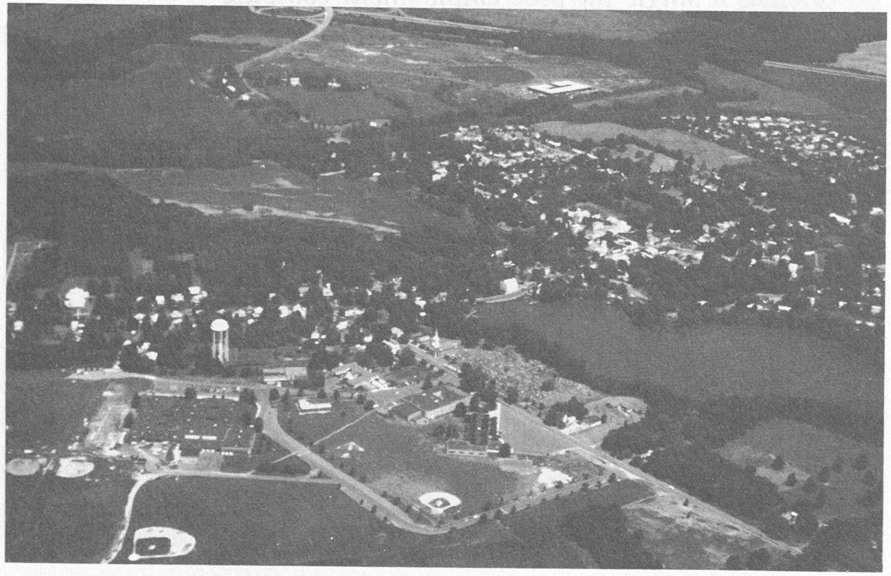
The following criteria are intended as a general guide for identifying planned (new) Villages, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) It is planned to function primarily as a compact, mixed-residential community with a core of mixed uses (e.g., commercial, resource-based industrial, office, public) offering employment, basic personal and shopping services and community activities for residents of the Village and its Environs; and

(2) It meets all the Policy Objectives of the Planning Area within which it is located; and

(3) It is identified as a result of a municipal planning effort conducted with the participation of the county; and

The traditional development patterns exhibited in this PA 4 village can be used as a model for accommodating future growth.



(4) It is identified in municipal and county master plans; and
(5) It is located on an arterial highway on which the additional traffic load will not exceed NJDOT level-of-service standards, or will be accessible by other modes of transportation (e.g., transit line), and it will be served by a secondary street system; and
(6) It is an area capable of being served by a community wastewater treatment system using existing technology to meet applicable standards; and
(7) It has an expected population and employment corresponding to existing Villages in the area.

5. HAMLETS

Hamlets are the smallest places eligible for Center designation in the State Plan. Existing Hamlets are found primarily in rural areas, often at crossroads. Hamlets are not synonymous with subdivisions. Although Hamlets are primarily residential in character, they have a small, compact core offering limited convenience goods and community activities, such as a multipurpose community building, a house of worship, a tavern or luncheonette, a commons or similar land uses. The density of a Hamlet should conform to the carrying capacities of natural and built systems.

The location of Hamlets should meet the Policy Objectives of the Planning Area and be consistent with Statewide Policies for Centers.

Criteria for Identifying Existing Hamlets

The following criteria are intended as a general guide for identifying existing Hamlets, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

(1) It is the smallest scale of compact settlement in the rural areas of the State, typically located at a crossroads with a small core of community-related functions (e.g., a commons, a luncheonette, a community activities building/area) that clearly distinguishes it from the standard, single-use, residential subdivision; and
(2) It has a population of at least 25 people and not more than 250 people; and
(3) It has no public water or sewerage systems; and
(4) It has an existing range of housing types within the Community Development Area.

While existing Hamlets presently have no public water or sewer system, if they are planned to accommodate new development, small-scale systems may be required and are encouraged. New development in existing Hamlets, however, should absorb the development that otherwise would occur in the Environs of the Hamlet. The amount or level of new development should conform to the capacities of natural resource and infrastructure systems that would exist in the absence of the water and sewer systems.

Criteria for Identifying Planned (New) Hamlets

The following criteria are intended as a general guide for identifying planned (new) Hamlets, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:



Rural character can be preserved and community identity enhanced by focusing development in hamlets.

(1) It is planned to function primarily as a small-scale, compact residential settlement with a compact core of convenience goods stores and community-related functions (including, for example, a commons, luncheonette or a community-activity building(s)/place(s)) that clearly distinguishes it from the standard, single-use, residential subdivision; and

(2) It meets all the Policy Objectives of the Planning Area within which it is located; and

(3) It is identified as a result of a municipal planning effort conducted with the participation of the county and reflected in municipal and county master plans; and

(4) It is a municipally planned small, compact, primarily residential settlement. It should be planned to absorb the development that would otherwise occur on tracts of land in the Environs. A Planned (New) Hamlet may require a small-scale public water and/or wastewater treatment system. The amount or level of development should conform to the capacities of natural resource and infrastructure systems that would exist in the absence of the water and sewer systems; and

(5) It is located to accommodate up to 100 dwelling units without exceeding existing regional systems capacities and integrated into a regional network of communities with appropriate transportation linkages; and

(6) It has a planned range of housing types; and

(7) It has a Community Development Boundary that encompasses, generally, 10 to 25 acres, unless wastewater systems are not reasonably feasible, in which case the boundary may encompass as much as 100 acres (wastewater systems are preferred and should be installed to assure compact development, unless there are mitigating environmental factors that make septic systems, and the resulting larger lot sizes, preferable).

B. Planning Areas

Planning Areas in the State Plan account for the unique qualities and conditions that exist in different areas of the State. Accordingly, each Area has Policy Objectives that guide growth in the context of these unique qualities and conditions. These Policy Objectives are intended to guide municipal and county planning in general and, specifically, to guide the location and size of Centers. The Policy Objectives also shape and define the application of the State Plan's Statewide Policies to consider the unique qualities and conditions that exist in each Area in meeting the Goals of the State Planning Act.

1. METROPOLITAN PLANNING AREA (PA1)

General Description

This Planning Area includes a variety of communities that range from large urban centers to post-war suburbs. Over the years, both the public and private sectors have made enormous investments in building and maintaining a wide range of facilities and services to support these communities. The massive public investment is reflected in thousands of miles of streets, trade schools and colleges, libraries, theaters, office buildings, parks and plazas, transit terminals and airports. Most of these communities are fully developed, or almost fully developed, with little vacant land available for new development. Much of the new growth, therefore, will take the form of redevelopment.

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

These communities have many things in common: mature settlement patterns resulting in a diminished supply of vacant land; infrastructure systems that generally are beyond their reasonable life expectancy; recognition that redevelopment is, or will be in the not-to-distant future, the predominant form of growth; and a growing realization of the need to regionalize an increasing number of services and systems in light of growing fiscal constraints.

Intent

Managing growth in the Metropolitan Planning Area will be difficult unless the way planning and services are delivered is reconceptualized. Creating or maintaining a high quality of life in Metropolitan Planning Areas, therefore, will depend heavily upon our ability to govern in these areas effectively. This means creating cooperative regional programs and processes that empower municipalities to act jointly in replacing aging urban infrastructure, hold onto and expand employment opportunities, up-

grade housing to attract a balanced residential population, stabilize a threatened environmental base, protect the existing community character of stable communities, manage traffic effectively and create greater opportunities for intrametropolitan public transportation. The Urban Complex is one of perhaps several administrative mechanisms (e.g., regional planning commissions) to promote such coordinated planning, decision making and implementation (also see the Glossary and following discussion under "Centers"). The Urban Complex presents an opportunity for both counties and municipalities in highly complex metropolitan regions to assure coordinated development of Urban Centers and their highly developed Environs.

The State Development and Redevelopment Plan makes public and private investment and reinvestment in the Metropolitan Planning Area a principal priority of State, regional and local programs. To sustain the economic performance of the Metropolitan Planning Area, redevelopment must be sensitive to the need to protect the viability of existing communities while affording opportunities for growth. Urban development and redevelopment must take advantage of the inherent benefits of historical development patterns Urban Centers and a network of interrelated suburbs, an extensive public transportation system, access to major regional and interstate markets and unique recreation and open-space opportunities.

Centers

The Metropolitan Planning Area includes a variety of communities that could be categorized as cities, towns or villages in the classical sense. Over time, however, the State's Metropolitan Planning Areas have evolved into a close-knit, compact settlement pattern where communities stand shoulder to shoulder. Perhaps the only truly distinct Centers remaining in the Metropolitan Planning Area are the older, larger cities that historically, and to some degree still, provide a focus for the region's economy, transportation system and governmental functions.

The Plan's focus on these cities, called Urban Centers in the Interim Plan, is key to achieving the intent of the State Planning Act. Yet this focus does not mean that preservation and redevelopment in the remainder of the communities should be ignored. Urban Centers, such as Newark and Camden, are made up of many "communities," not just one as is the case of a Village or Hamlet in suburban or rural areas. These communities within Urban Centers can become, and should be planned to become, Communities of Place in the future. In fact, communities throughout the urban areas of the State can become Communities of Place even if they are not identified as, or located within, a Center. While Centers in the Metropolitan Policy Area are the primary foci for future growth, redevelopment will be occurring throughout the Metropolitan Planning Area. Counties and other regional entities, such as "Urban Com-



In the Metropolitan Planning Area the State Plan promotes redevelopment that provides for economic growth while enhancing community character.

plexes" and regional planning commissions, should plan and coordinate development and redevelopment activity in communities outside of Centers to assure that these activities are contributing to the formation and maintenance of Communities of Place. These entities also might identify these communities and delineate Community Development Boundaries for local planning and coordination purposes.

Planning in the inner ring of older suburbs that have the strongest attachment to the major Centers should build upon, or reinvigorate, the complementary relationship that exists. Suburbs further removed from these Urban Centers should orient to the smaller, community-level Centers found throughout the area for daily services and transportation links, but again, in a way that complements rather than competes with the major Centers.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Metropolitan Planning Area, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

(1) Densities of more than 1,000 persons per square mile; and
(2) Existing public water and sewer systems, or with physical accessibility to said systems, and with access to public transit systems; and
(3) Adjacent to the Suburban Planning Area; and
(4) Land area greater than one square mile; and
(5) A population of not less than 25,000 people; OR
(6) Areas that are totally surrounded by land areas that meet the criteria of a Metropolitan Planning Area, are geographically interrelated with the Metropolitan Planning Area and meet the intent of this Planning Area.

...the Suburban Planning Area is a key area for accommodating market forces and demand for new development.

Policy Objectives

The following set of Policy Objectives is unique to the Metropolitan Planning Area and should be used to guide the application of the State Plan's Statewide Policies, the criteria for the identification of any existing or planned Centers appropriate in this Planning Area, the delineation of Community Development Boundaries around Centers and local and State-agency planning.

(1) Land Use: Guide new development and redevelopment to ensure efficient and beneficial utilization of scarce land while capitalizing on the inherent public facility and service efficiencies of the concentrated development patterns.

(2) Housing: Preserve the existing housing stock through maintenance and rehabilitation and provide a variety of housing choices through development and redevelopment.

(3) Economic Development: Promote economic development by encouraging redevelopment efforts such as infill and land assembly, public/private partnerships and infrastructure improvements.

(4) Transportation: Capitalize on the high-density settlement patterns that encourage the use of public transit systems and alternative modes of transportation to improve travel among major population centers, employment centers and transportation terminals.

(5) Natural Resource Conservation: Reclaim environmentally damaged sites and mitigate future negative impacts, particularly to waterfronts, scenic vistas, any remaining wildlife habitats and to Critical Environmental/Historic Sites generally. Give special emphasis to addressing air quality concerns; provide open space and recreational amenities.

(6) Recreation: Provide maximum recreational opportunities by concentrating on the maintenance and rehabilitation of existing parks and open space while expanding the system through redevelopment and reclamation projects.

(7) Historic Preservation: Integrate historic preservation with redevelopment efforts in a way that will not compromise either the historic resource or the area's need to redevelop.

(8) Public Facilities and Services: Complete, repair or replace existing infrastructure systems to eliminate deficiencies and enable future development and redevelopment efforts.

(9) Intergovernmental Coordination: Provide for the regionalization of as many pubic services as feasible and economical, and coordinate the efforts of State, county and municipal governments to ensure sound redevelopment, by encouraging private sector investment and providing supportive government regulations, innovative tax policies and other governmental policies and programs.

2. SUBURBAN PLANNING AREA (PA2)

General Description

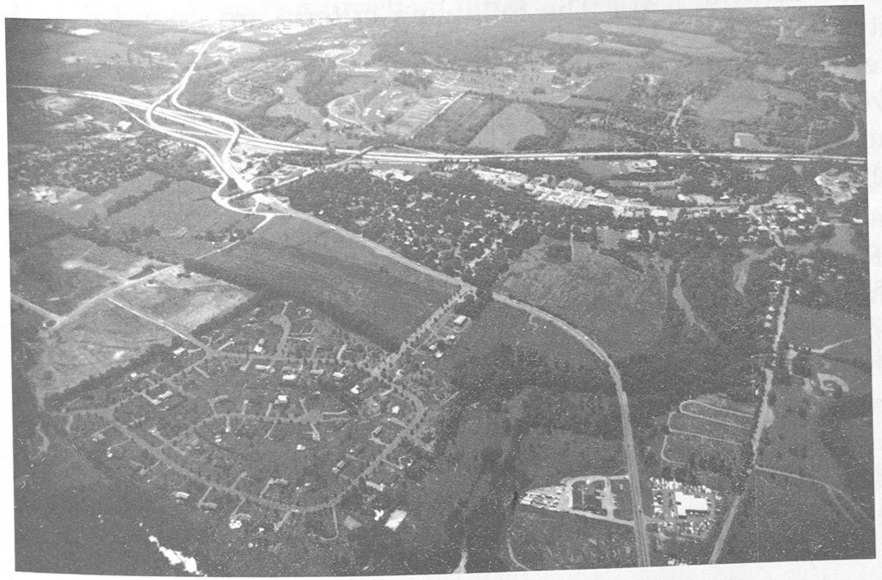
The Suburban Planning Area is generally located adjacent to the more densely developed

Planning Areas

Metropolitan Planning Area, but can be distinguished from it by a lack of high intensity Centers and by the availability of vacant developable land. The Suburban Planning Area is or will be served by urban infrastructure, except that there is limited, if any, availability of alternative modes of transportation to the automobile. The Area has generally been designated for growth in municipal master plans. As development expands to the Area's boundary, these services will become increasingly available if planned properly.

The Suburban Planning Area contains exurban lands that will be converted to suburban subdivisions, office campuses or shopping centers. The Area's current development pattern lacks the compact settlement pattern of the older suburbs in the Metropolitan Planning Area and is almost entirely dependent on the private automobile for transportation, with few focal points for community interaction. Because the existing pattern of development is inefficient in terms of the cost of facilities and services, it pressures property taxes up to pay for services that are more expensive than they should be. This pattern also does little in terms of leveraging private sector investment. The misalignment that this pattern creates between facilities demand and facilities capacity results in traffic congestion, unavailability of affordable housing and destruction of open space that defines community character and sense of place.

Unmanaged, sprawl development in the Suburban Planning Area can be transformed into focused development centers where public services can be provided at a lower cost to the taxpayer.



Intent

The existing inventory of undeveloped and underdeveloped land in the Suburban Planning Area provides sufficient land area to accommodate much of the market demand for future growth and development in the State. While the less developed Planning Areas provide for additional growth and development, the Suburban Planning Area is a key area for accommodating market forces and demand

While much of the future growth pattern may already be influenced by the placement of major transportation services, sewer alignments, existing development and preliminary development approvals, this Planning Area offers opportunities to expand infrastructure efficiently from neighboring Metropolitan Planning Areas.

for new development. The intent of the State Development and Redevelopment Plan is to guide development into more efficient and serviceable patterns in this Area.

While much of the future growth pattern may already be influenced by the placement of major transportation services, sewer alignments, existing development and preliminary development approvals, this Planning Area offers opportunities to expand infrastructure efficiently from neighboring Metropolitan Planning Areas. Extended public services can, in turn, help create compact centers of development to support public transportation systems. "Retrofitting," or redeveloping existing settlements, provides additional opportunities to accommodate growth.

New development in the Suburban Planning Area should be designed to discourage sprawl. Internally oriented, mixed-use Centers that promote a sense of community should be designed for this Area. This will ensure fiscal responsibility, efficient and effective infrastructure, reasonable cost housing, reduced congestion and balanced economic development. Where possible, development should be concentrated in Centers. These Centers should be surrounded by open space systems that protect environmentally sensitive resources and provide regionally significant recreational opportunity.

Centers

Though the settlement pattern in the Suburban Planning Area has, to some degree, been determined by existing or planned infrastructure, by existing private sector expectations and rights and by pending development applications, there still exist many opportunities to direct growth into well-planned, compact Centers. Unique opportunities also exist to retrofit, or redesign, existing, single use developments into mixed-use Centers.

Centers in the Suburban Planning Area should be located and designed to meet the Policy Objectives of the Suburban Planning Area. Infrastructure should be provided preferably before, but in any case no later than, the impacts of development.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Suburban Planning Area, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

(1) Population densities of less than 1,000 persons per square mile; and

(2) A land area contiguous to the Metropolitan Planning Area where it can be demonstrated that the natural systems and the existing or planned urban infrastructure (includes public water supply, sewers, storm water drainage and transportation) have the capacity to support development

that meets the Policy Objectives of this Planning Area; and

(3) Land area greater than one square mile.

Policy Objectives

The following Policy Objectives are unique to the Suburban Planning Area and should be used to guide the application of the State Plan's Statewide Policies, the criteria for identification of any existing or planned Centers appropriate in this Planning Area, the policies for delineating Community Development Areas and local and State-agency planning.

(1) Land Use: Guide development into compact Centers, including former single-use developments that have been retrofitted, or restructured, to accommodate mixed-use development, services and cultural amenities.

(2) Housing: Provide a variety of housing choices primarily in mixed-use Centers or retrofitted commercial developments.

(3) Economic Development: Guide opportunities for economic development into Centers that take advantage of public/private partnerships with respect to existing or planned infrastructure.

(4) Transportation: Link Centers to the Metropolitan Planning Area and major highway and transit corridors by emphasizing the use of public transportation systems and alternative modes of transportation.

(5) Natural Resource Conservation: Conserve open-space and buffer areas of critical environmental concern.

(6) Agriculture: Guide development to ensure the viability of agriculture and the retention of productive farmland in agricultural areas adjacent to the Suburban Planning Area.

(7) Recreation: Target park land acquisitions and improvements to enable the integration of contiguous systems into the fabric of the settlement pattern and to provide passive recreational facilities.

(8) Historic Preservation: Integrate historic preservation efforts with development efforts in a way that will not compromise either the resource's historic significance or the area's need to develop.

(9) Public Facilities and Services: Time and sequence the extension of public facilities and services to support development in Centers and ensure adequate levels of public and private services.

(10) Intergovernmental Coordination: Establish regional approaches to the planning and provision of facilities and services for development in Centers.

3. FRINGE PLANNING AREA (PA3)

General Description

The Fringe Planning Area is at the edges of the developing Suburban Planning Area. The Fringe Planning Area does not have and is not planned to have, during current planning horizons, urban level infrastructure. The Area is primarily served by a rural, two-lane road network and on-site well water and wastewater systems. The Fringe Planning Area is a predominantly rural landscape with scattered small

A well-planned and managed Fringe Planning Area can be an effective buffer between more intensely developed urban and suburban areas and the agricultural and environmentally sensitive lands.

communities and free-standing residential and commercial developments. Agricultural operations may still be active on a fairly large scale.

Without an affirmative effort to manage growth carefully in the Fringe Planning Area, development will most likely continue in a dispersed and inefficient pattern, making the future provision of public facilities and services very expensive. In addition, uncontrolled development in these areas will exacerbate conflicts with agriculture and environmentally sensitive features. More compact, deliberately designed community patterns can reduce land conflicts and encourage the preservation of rural character. A well-planned and managed Fringe Planning Area can be an effective buffer between more intensely developed urban and suburban areas and the agricultural and environmentally sensitive lands.

Intent

The State Development and Redevelopment Plan proposes that development within the Fringe Planning Area be concentrated in or at the edges of existing communities, or in well-planned, self-sufficient new communities, as Centers for accommodating the area's population and employment growth. The character, location and magnitude of new development should be based on the capacities of the natural and built environment systems. In the environs of Centers, the landscape should remain open. In Centers, infrastructure should be extensions of infrastructure systems in Planning Areas 1 or 2, or be designed and planned to connect to those systems in the future. Infrastructure for Centers should be provided primarily by the private sector.

Centers

New development in the Fringe Planning Area should be consistent with Statewide Policies and should be in discrete Centers located and designed to achieve the Policy Objectives for the Fringe Planning Area. Community infrastructure should be provided only in Centers and by the private sector, except where joint public/private investment would benefit the public interest. Growth should be guided to existing Centers before planned (new) Centers. The environs of Centers should be protected from the impacts of Center development and should be maintained as open land. Centers should serve as receiving areas for transfers of development rights.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Fringe Planning Area, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

(1) Population density of less than 1,000 people per square mile; and

(2) Served by rural roadways and utilities, but generally lacking public wastewater systems except in existing Centers; and

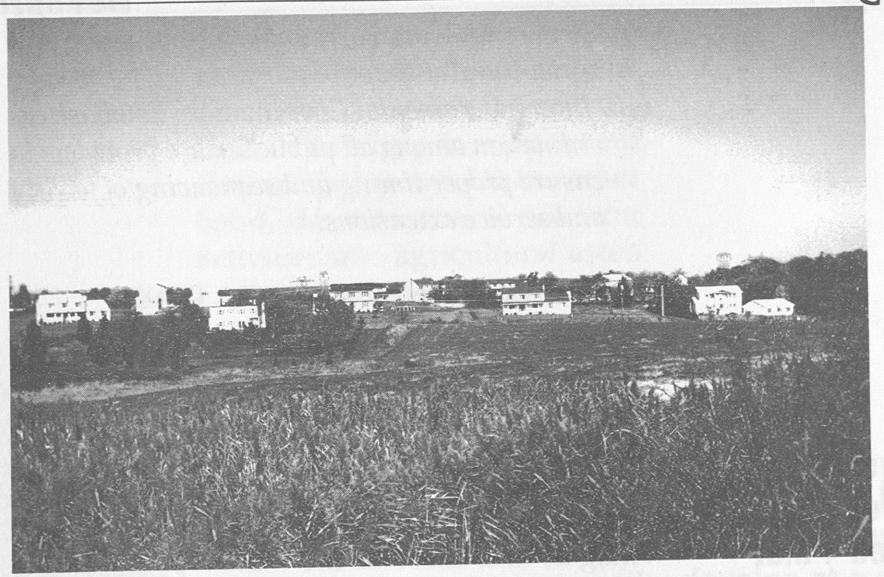
Planning Areas

(3) Land area greater than one square mile; and
(4) Does not include land that meets the criteria for Planning Areas 4 or 5; and
(5) Area is adjacent to Planning Areas 1 or 2.

Policy Objectives

The following set of Policy Objectives are unique to the Fringe Planning Area and should be used to guide the application of the State Plan's Statewide Policies, the criteria for identification of existing or planned (new) Centers appropriate in this Planning Area, the policies for delineating Community Development Boundaries around Centers and local and State-agency planning.

(1) Land Use: Time and sequence development to be in concert with the provision of capital facilities and services in appropriately located and designed Centers.
(2) Housing: Plan for a diversity of housing choices in Centers at appropriate densities to accommodate the area's projected growth.
(3) Economic Development: Focus rural economic development activities, such as resource extraction, recreation and agriculture in the environs of the Fringe Planning Area and direct higher intensity employment concentrations in Centers.
(4) Transportation: Establish and maintain a transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas, encouraging alternatives to the single-occupancy vehicle whenever feasible.



In the Fringe Planning Area, future growth can be accommodated by planning for "Communities of Place" rather than in sprawling, isolated subdivisions shown here.

(5) Natural Resource Conservation: Strategically acquire open space to define Centers and to maintain contiguous open-space corridors.
(6) Agriculture: Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers.
(7) Recreation: Target park land acquisitions and improvements to ensure adequate recreational opportunities to satisfy local and regional needs.
(8) Historic Preservation: Outside Centers, coordinate historic preservation needs with open space and farmland preservation efforts, and, within Centers, incorporate historic sites and structures as assets in development and redevelopment efforts.
(9) Public Facilities and Services: Time and sequence the extension of public services to support development in Centers, primarily at private sector expense, while minimizing conflicts between the

Centers and the surrounding open space and agricultural uses.

(10) Intergovernmental Coordination: Establish coordination among all public service providers to ensure proper timing and sequencing of facility and service extensions.

The State Plan recommends a pattern of development in Planning Area 4 that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents.

4. RURAL PLANNING AREA (PA4)

General Description

The Rural Planning Area includes large masses of undeveloped land interspersed by sparse residential, commercial and industrial development; wooded tracts; rural towns and villages; and most of the State's prime farmland. The Area also includes lands related to other rural economic activities such as resource extraction and fishing. With respect to agriculture, these lands are currently under cultivation and are the State's most productive. They also have the greatest potential of sustaining continued agricultural activities in the future. Their location, current use and high soil quality distinguish them from agricultural lands in other Planning Areas.

In the major farming regions of the State, adequate water resources and large, contiguous tracts of land with minimal land-use conflicts are essential to sustaining successful farming operations and farmland productivity. Acceptable farming practices can protect prime, fertile soils. Prudent land development practices are required to protect water resources and retain large, contiguous tracts of agricultural land. If a viable agricultural industry is to be sustained in the future, the conversion of some of these lands to nonfarm uses must be sensitive to the Area's predominant rural character and agricultural land base.

Intent

The State Development and Redevelopment Plan responds to the mandate of the State Planning Act to protect agricultural lands. It fulfills this goal by encouraging future rural development in a form that supports, rather than conflicts with, the Area's predominant rural character and agricultural land base. The State Plan recommends a pattern of development in Planning Area 4 that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents. First, the Plan recognizes that the State's economic growth in the future, like that of the rest of the nation, will be considerably slower than in the 1980s. To accommodate an appropriate level of growth, therefore, rural areas will need strong economic centers. These centers will attract private investment that otherwise might not occur. Second, the Plan recognizes the need to locate certain farm services and businesses (e.g., farm suppliers, processors and marketing services) in Planning Area 4, but it encourages and promotes their concentration within Centers supported by the necessary infrastructure and investment. Accordingly, the Plan recommends strengthening the economic capacities of exist-



Policy objectives for the Rural Planning Area include priority treatment for farmland preservation funding.

ing centers and strategically locating new centers to minimize the negative impacts of growth on present and future farming operations. Such a pattern of development will strengthen nonfarm rural economies at the same time that it assures maintenance of a strong, viable agricultural industry for the State. It is a pattern that also recognizes the fact that farm families and workers have become increasingly reliant on off-the-farm income.

The relationship between farm and nonfarm land uses in New Jersey has always been a complex one. Many farmers benefit from the close proximity of residential and commercial Centers. These Centers provide ready markets for farm produce. They also provide jobs and income which help to supplement the farm economy. On the other hand, the intrusion of nonfarm activities into agricultural areas can interfere with farming practices and make it more difficult to sustain a viable operation. In the Rural Planning Area, nonfarm land uses must develop at a density and in a manner that minimizes the potential for land-use conflicts. This can be achieved through the Centers strategy and by implementing other kinds of sound land-use planning techniques.

Encouraging appropriate patterns of development in the Rural Planning Area would be considerably enhanced by a number of planning and mitigation tools. Such tools include clustering, capacity-based planning, timing and sequencing, privately coordinated multi-tract development, sliding-scale zoning, transfer of development rights programs, purchase of development rights programs, use assessment and "right-to-farm" laws. Such planning tools help to encourage land use patterns that ensure appropriate development and economic growth, while maintaining ongoing agricultural operations, land values and the rural character of this Planning Area.

Economic competition throughout the world in the future will be keen. With "quality

In the Rural Planning Area, nonfarm land uses must develop at a density and in a manner that minimizes the potential for land-use conflicts.

of life" becoming an increasingly important economic criterion, our pattern of development in the future must be carefully and thoughtfully planned. Rural New Jersey contributes substantially to the State's quality of life and will play an increasing role in its economic growth. New Jersey's rural areas, therefore, should not only offer strong economic centers but an ambiance and character that make living and working there attractive as well. In other words, Centers and their Environs in the Rural Planning Area should complement each other.

The Plan seeks to promote strong economies in Centers while protecting both the agricultural features and the environmentally sensitive features that will maintain the character of the State's rural areas. To accomplish this objective, the Rural Planning Area includes a subarea: 4B -Environmentally Sensitive Planning Area. This subarea identifies productive farmland that also contains valuable ecosystems or wildlife habitats. For Planning Area 4 lands that are not in subarea 4B, the Policy Objectives for Planning Area 4 should be used in planning for Centers and for the conversion of any agricultural and nonagricultural lands in the Environs of Centers. On the other hand, for lands located in subarea 4B, the Policy Objectives of Planning Area 5 -Environmentally Sensitive Planning Area should be used in planning for Centers and for the conversion of such lands located in the Environs of these Centers.

Centers

New development in the Rural Planning Area should be consistent with Statewide Policies and should be encouraged in discrete Centers located and designed to achieve the Policy Objectives for the Rural Planning Area. Growth should be guided to existing Centers before planned (new) Centers. Community infrastructure should be provided only in Centers, and private sector investment should provide this infrastructure for planned (new) Centers. The environs of Centers should be protected from the impacts of Center development and should be maintained as open land. Centers should serve as receiving areas for transfers of development rights.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Rural Planning Area, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

(1) Population density of less than 1,000 people per square mile, outside Centers; and

(2) Area greater than one square mile; and

(3) Land currently in agricultural or natural resource production or having a strong potential for production:

a. Soils of local importance as determined by the County Agriculture Development Board; or

b. Prime and unique soils as determined by the U.S.D.A. Soil Conservation Service; or

c. Soils of statewide importance as determined by the N.J.D.A. State Soil State Soil Conservation Committee; and

(4) Undeveloped wooded tracts, vacant lands, and large, contiguous tracts of agricultural lands predominantly served by rural two-lane roads and individual wells and septic tanks; and

(5) Farmland satisfying the above delineation criteria, as well as the delineation criteria for the Environmentally Sensitive Planning Area, is designated as Planning Area 4B Rural Environmentally Sensitive Planning Area.

Policy Objectives

The following set of Policy Objectives are unique to the Rural Planning Area and should be used to guide the application of the State Plan's Statewide Policies, the criteria for identification of existing or planned (new) Centers appropriate in this Planning Area, the policies for delineating Community Development Boundaries around Centers and local and State-agency planning.

(1) Land Use: Enhance agricultural viability and rural character by guiding development and redevelopment into Centers. Ensure that the location, pattern and intensity of any development in the Environs maintains existing low-density development patterns that complement the rural character and landscape, and maintain large contiguous areas of open space. Any development in Planning Area 4 should be designed using creative land use and design techniques to ensure that it does not conflict with agricultural operations, does not exceed the capacity of natural and built systems and protects areas where past public investments in farmland preservation have been made.

(2) Housing: Encourage the production of reasonably priced housing for all segments of the population within Centers, recognizing the special locational needs of agricultural employees.

(3) Economic Development: Promote economic activities within Centers that complement and support the rural and agricultural communities and that provide diversity in the rural economy and opportunities for off-farm income and employment.

(4) Transportation: Maintain a transportation system that provides appropriate access of agricultural products to markets and accommodates the weight of modern agricultural equipment.

(5) Natural Resource Conservation: Minimize potential conflicts between agricultural practices and sensitive environmental resources.

(6) Agriculture and Farmland Preservation: Give priority to Rural Planning Area for farmland preservation funding and agricultural incentive programs.

(7) Recreation: Provide active recreational opportunities through acquisition and development of parks in Centers and alternative recreational uses of farmland.

(8) Historic Preservation: Outside Centers, coordinate historic preservation needs with farmland preservation efforts, and, within Centers, incorporate historic sites and structures as assets in development and redevelopment efforts.

(9) Public Facilities and Services: Support appropriate infrastructure development by establishing adequate levels of capital facilities and services to support Centers; to protect large contiguous areas of productive farmlands; to protect past public investments in farmland preservation programs; and to minimize conflicts between Centers and surrounding farms.

(10) Intergovernmental Coordination: Coordinate efforts of various State agencies, county and municipal governments to ensure that State and local policies and programs support agriculture by examining the effects of financial institution lending, government regulation, taxation and other governmental policies and programs.

5. ENVIRONMENTALLY SENSITIVE PLANNING AREA (PA5)

General Description

The Environmentally Sensitive Planning Area has large contiguous land areas with valuable ecosystems and wildlife habitats. These lands have remained somewhat undeveloped or rural in character. They are characterized by watersheds of pristine waters, trout streams and drinking water supply reservoirs; recharge areas for potable water aquifers; habitats of endangered or threatened plant or animal species; coastal and freshwater wetlands; prime forested areas; scenic natural landscapes; and other significant topographical, geological or ecological features. These resources are critically important not only for the residents of the Planning Area, but for all New Jersey citizens. The future environmental and economic integrity of the State rests in the protection of these irreplaceable resources.

Existing Centers within the Environmentally Sensitive Planning Area have been, and often remain, the focus of residential and commercial growth and public facilities and services for their region. These Centers generally are linked to each other by rural roads and separat-

The Environmentally Sensitive Planning Area meets the Rural Planning Area in this town along the Delaware River.



ed from other development by open spaces. Recreational facilities often have associated residential or commercial development. Mining, forestry and other resource-based industrial development also is found in these areas.

The Environmentally Sensitive Planning Area is highly vulnerable to uncontrolled new development that has by-passed Centers. Increasing demands for public services compounds tax burdens and fuels the chase for ratables. This drives the loss of contiguous open spaces, which are vital for the preservation of the ecological integrity of the State's natural resources.

Intent

The State Development and Redevelopment Plan provides for the protection of critical natural resources, the maintenance of the balance of ecological systems and beneficial growth. The ecological systems of the Environmentally Sensitive Planning Area should be protected by carefully linking the location, character and magnitude of development to the capacity of the natural and built environment to support new growth and development on a long-term, sustainable resource basis. Large contiguous areas of undisturbed habitat should be maintained to protect sensitive natural resources and wildlife, and they should capitalize and expand upon the inherent efficiencies of concentrated development patterns.

New development should be guided into appropriate Centers to preserve open space and natural resources and to preserve or improve community character, increase opportunities for reasonably priced housing and strengthen beneficial economic development opportunities. Directing development from the environs to the Centers will ensure that the environs remain in low-density uses, or recreational, cultural or resource-extraction uses, or left undeveloped. The appropriate provision and scaling of public facilities and services should maintain the integrity and function of the ecological systems in this environmentally sensitive area. Strategic planning and investing also can accommodate beneficial development in Centers, both efficiently and equitably.

Centers

New development in the Environmentally Sensitive Planning Area should be consistent with Statewide Policies and should be in discrete Centers located and designed to achieve the Policy Objectives for this Planning Area. Growth should be guided to existing Centers before planned (new) Centers. Community infrastructure should be provided only in Centers, and private sector investment should provide this infrastructure for planned (new) Centers. The environs of Centers should be protected from the impacts of Center development and should be maintained as open land. Centers should serve as receiving areas for transfers of development rights.

The Environmentally Sensitive Planning Area is highly vulnerable to uncontrolled new development that has by-passed Centers.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Environmentally Sensitive Planning Area, and local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

(1) Population densities of less than 1,000 persons per square mile outside Centers; and

(2) Land area greater than 1 square mile, outside Centers; and

(3) Areas outside Centers exhibiting one or more of the following features:

(a) trout production waters and trout maintenance waters and their watersheds;

(b) pristine non-tidal Category I waters and their watersheds upstream of the lowest Category I stream segment;

(c) watersheds of existing or planned potable water supply sources;

(d) aquifer recharge areas of potable water supply sources;

(e) habitats of populations of endangered or threatened plant or animal species;

(f) coastal wetlands;

(g) contiguous freshwater wetlands systems;

(h) significant natural features such as critical slope areas, ridge lines, gorges and ravines, unique geological features (including limestone) or unique ecosystems; and

(i) prime forested areas, including mature stands of native species; OR

(j) natural landscapes of exceptional value, in combination with one or more other environmentally sensitive features pursuant to these criteria; and

(4) Existing or programmed sewer service and public water service areas are confined to Centers.

Policy Objectives

The following set of Policy Objectives are unique to the Environmentally Sensitive Planning Area and should be used to guide the application of the State Plan's Statewide Policies, the criteria for identification of existing or planned (new) Centers appropriate in this Planning Area, the policies for delineating Community Development Boundaries around Centers and local and State-agency planning.

(1) Land Use: Protect environmentally sensitive features by guiding development into Centers and establishing Community Development Boundaries and buffers around these boundaries.

(2) Housing: Provide a variety of housing choices in Centers.

(3) Economic Development: Support appropriate recreational, natural and cultural resource-based activities in the environs and locate economic development opportunities that are responsive to the needs of the surrounding region in Centers.

(4) Transportation: Maintain a transportation system that links Centers and supports recreational, natural and cultural resource-based activities.

(5) Natural Resource Conservation: Protect and preserve large, contiguous tracts and corridors of recreation, forest or other open-space land that protect sensitive natural and cultural resources,

including endangered species and, particularly, ground and surface water resources that are aquifers and serve as the head waters of many of the State's rivers and streams.

(6) Agriculture: Encourage farmland retention and agricultural practices that minimize conflicts with sensitive environmental resources.

(7) Recreation: Target park land acquisitions and improvements to enhance large contiguous open space systems and provide recreational opportunities to satisfy local and regional needs.

(8) Historic Preservation: Outside Centers, coordinate historic preservation needs with open-space preservation efforts, and, within Centers, incorporate historic sites and structures as assets in development and redevelopment efforts.

(9) Public Facilities and Services: Establish adequate levels of capital facilities and services to serve Centers, protect large contiguous environmentally sensitive areas and minimize conflicts between Centers and the environs.

(10) Intergovernmental Coordination: Coordinate efforts of State agencies, county and municipal governments to ensure that State and local policies and programs support environmental protection by examining the effects of financial institution lending practices, government regulation, taxation and other governmental policies and programs.

IV. The Role of the State Development and Redevelopment Plan

The State Development and Redevelopment Plan has been prepared and adopted by the State Planning Commission according to the requirements of the State Planning Act of 1985. (N.J.S.A. 52:18A-196 et seq.) The State Development and Redevelopment Plan is adopted to serve as an instrument of State policy to guide State agencies and local government in the exercise of governmental powers regarding planning, infrastructure investment and other public actions and initiatives that affect and support economic growth and development in the State.

A. The State Planning Act

In 1985, the Legislature of the State of New Jersey adopted the State Planning Act, (N.J.S.A. 52:18A-196 et seq.) In the Act, the Legislature declared that the State of New Jersey needed sound and integrated "Statewide planning" in order to:

"conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal. . . ."

Under the Act, the State Development and Redevelopment Plan is to be the culmination of a statewide planning process that involves the active participation of State agencies and local governments in the preparation of the Plan by the State Planning Commission and is to establish "Statewide Planning Policy Objectives" in the following areas:

- ***land use***
- ***housing***
- ***economic development***
- ***transportation***
- ***natural resource conservation***
- ***agriculture and farmland retention***
- ***recreation***
- ***urban and suburban redevelopment***
- ***historic preservation***
- ***public facilities and services***
- ***intergovernmental coordination.***

The Role of the State Development and Redevelopment Plan

The Act recognizes, and is based on, the following principles:

The future well-being of the State of New Jersey depends on equal and shared social and economic opportunity;

The efficient use of a balance of public and private sector investment is key to the fiscal health, economic prosperity and environmental integrity of the State;

Coordinated planning at all levels of government is necessary to ensure that "economies, efficiencies and savings" are achieved for public and private sector investment in the State;

The revitalization of the State's urban centers is necessary if all New Jersey's citizens are to benefit from growth and economic prosperity;

The provision of adequate and affordable housing in reasonable proximity to places of employment is necessary to ensure equal social and economic opportunity in the State and requires sound planning to ensure an adequate supply of available land that can be developed in an efficient growth pattern; and

The preservation of natural resources and environmental qualities is vital to the quality of life in New Jersey.

The State Planning Act created a State Planning Commission comprised of seventeen members appointed by the Governor:

- *five from the Governor's cabinet*
- *two other representatives from the executive branch*
- *four representing municipal and county government; and*
- *six public members.*

The Chair of the Commission is appointed by the Governor from among the public members. Under the Act, the Commission is responsible for establishing a Statewide planning process and the preparation and periodic update of the State Development and Redevelopment Plan, including a long-term infrastructure needs assessment. Other statutory duties and responsibilities of the Commission include the following items:

- *develop and promote procedures that effect cooperation and coordination among State agencies and local government;*
- *provide technical assistance to local governments;*
- *review State and local government planning procedures and relationships and recommend administrative or legislative action to promote a more efficient and effective planning process;*
- *review State and local planning programs and recommend to the Governor and Legislature any administrative or legislative action*

that would improve the efficiency or effectiveness of such programs; and review any legislation appropriating funds for a capital project and make recommendations concerning such legislation.

The Act also establishes the Office of State Planning within the Department of Treasury to serve as professional staff to the State Planning Commission. The Director of the Office is appointed by the Governor and serves as the Secretary and Principal Executive Officer of the Commission. The Office of State Planning is required to perform the following duties:

- *publish an annual report on the status of the State Development and Redevelopment Plan and progress toward achieving its Goals;*
- *provide planning services to other agencies of State government;*
- *provide planning assistance to local units of government;*
- *review the plans of interstate agencies that affect New Jersey;*
- *compile Statewide data, including forecasts of population, employment, housing and land needs; and*
- *prepare and submit to the State Planning Commission in conjunction with the preparation of or update to the State Development and Redevelopment Plan alternate growth and development strategies.*

The statewide planning process established by the Act provides for three significant planning stages: the Preliminary Plan, the Interim Plan and the Final Plan.

The Preliminary Plan served as the basis for Cross-acceptance, a collaborative, participatory process by which State agencies and local governments join in statewide planning to achieve full public participation in the process and a consensus among all levels of government. Cross-acceptance is defined by the State Planning Act:

". . . a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement specifying areas of agreement or disagreement and areas requiring modification by parties to the cross-acceptance." (N.J.A.C. 17:32)

Cross-acceptance involved three phases a "comparison" phase, a "negotiation" phase and an "issue resolution" phase whereby the State Development and Redevelopment Plan is developed based on a consensus established through the participation and cooperation of private and public sector interests at the local, regional and State levels.

The Interim Plan reflected the changes in the Preliminary Plan that are "negotiated" during the Cross-acceptance Process. It served as the basis for an Impact Assessment that evaluated the comparative impacts of existing conditions and trends with those of the Interim Plan and identified desirable changes that should be

incorporated in the State Development and Redevelopment Plan.

The State Development and Redevelopment Plan is adopted by the State Planning Commission. The Act provides that the State Plan shall, in addition to previous citations, accomplish the following objectives:

- ***protect the natural resources and environmental qualities of the State;***
- ***promote development and redevelopment where infrastructure can be provided by private investment or additional revenues generated by new growth and development;***
- ***identify areas for growth, limited growth, agriculture and open space; and***
- ***coordinate planning at the State, regional and local level.***

B. Infrastructure Needs Assessment

A key element of the State Development and Redevelopment Plan is the "infrastructure needs assessment." The adequacy of a state's infrastructure to meet future demands for service defines its future quality of life and its capacity to grow and prosper. The State Planning Act requires that the State Plan include an infrastructure needs assessment that:

". . . provides information on present and prospective conditions, needs and costs with regard to State, county and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related capital facilities." (N.J.S.A. 52:18A-199(b))

The official infrastructure needs assessment of the State Plan is entitled Infrastructure Needs Assessment for the State of New Jersey, New Jersey State Development and Redevelopment Plan, and it is included in the State Plan by reference. The following is a summary of the findings of the assessment.

Long-term assessments of infrastructure needs, by their nature, include broad assumptions about the life cycle of various capital facility items, trends in costs for maintenance and replacement of these items and continued availability of various sources of revenues in the future to meet these costs. While the science of such assessments is far from perfect, the information that the process yields gives dimension to the relationship between future service demands and the capacity of governments and the private sector to raise the revenues necessary to meet these demands. It provides some direction in the search for appropriate financing techniques to support future infrastructure. This information is also useful in developing broad cost indices for models to assess the costs of alternative growth patterns for local and regional planning purposes. As the information compiled through needs assessments becomes more useful, the ability of governments at all levels to refine their assumptions and techniques will improve. Over time, these assess-

ments will become increasingly precise, allowing governments to make more informed choices on how to maintain a reasonable balance between facility demands and facility capacities as growth occurs.

ANALYZING ALTERNATIVE GROWTH PATTERNS

Because New Jersey is located in one of the great megalopolises of the world, between two of the largest cities in the nation, it is at the center of economic and social change. The magnitude of this change will depend largely upon national and international forces beyond the state's control. The manner in which this change affects the quality of life in the State, however, is very much in our control and is the focus of the State Plan.

If New Jersey is to grow and prosper without compromising levels of service in public facilities and services, state and local governments must either find ways to increase revenues to meet capacity demands or find ways to reduce future capacity demands. The State Plan recommends that some reductions in future demand are achievable if growth occurs in more efficient, compact forms. In other words, property taxes and development fees could be less onerous in the future if the pattern of growth and development in the state allowed for the provision of infrastructure more efficiently — qualitatively, quantitatively and fiscally. The State's pattern of growth must be responsive to market forces in order for New Jersey to maintain economic prosperity in the future and to encourage private sector investment in jobs, housing and infrastructure. It must also be efficient both in terms of preserving the quality of life in the state and in terms of meeting service demands.

During its formulation of the Preliminary Plan, the State Planning Commission evaluated three broad alternative patterns of growth:

Continuation of Trends

This alternative assumes that existing development patterns will continue without any change in governmental efforts to guide growth in different patterns. It would likely result in a continuation of out-migration from urban areas and surrounding suburbs, in continued sprawl and its attendant traffic congestion, in continued aging and deterioration of urban infrastructure and new demands for expensive infrastructure in suburban and rural areas, in continued loss of farmland and other open spaces and in continued encroachment upon aquifers, surface waters and wildlife habitats.

Urban Consentration

This alternative would revitalize the State's major urban centers, contain sprawl and conserve natural resources by restricting growth in rural areas and redirecting growth toward urban areas. It would likely result in a substantial loss of population growth statewide compared to trend development.

Corridor and Nodes

This alternative would limit sprawl outside existing urban areas and corridors by concentrating growth into high- intensity, mixed-use "nodes" in the major transportation corridors where development pressures are strongest. It would likely result in less sprawl in suburban and rural areas, but also would result in less revitalization of urban centers and continuation of the financial burden of growth in suburban areas where many facilities are already operating over capacity.

The Commission concluded that the Plan must revitalize the urban areas with incentives in those areas, not by restricting growth in rural areas. It concluded also that controlling sprawl in suburban and rural areas must be achieved by restructuring the pattern of growth in New Jersey away from sprawl toward a system of compact "Centers." Recognizing that most of the opportunities for economic growth are in the State's major transportation corridors, the Commission selected a corridor development strategy to organize growth into more compact forms. Development in these compact forms should not compete with Urban Centers and should make public transportation services in the corridors more feasible in the future. The Commission wanted a rural development strategy that organizes future rural growth primarily around existing settlement patterns. This approach would reduce development pressures on agricultural and environmentally sensitive lands.

The Plan identifies "Centers" as the organizing principle for the form of growth that would allow New Jersey to grow and prosper on a sustained basis without eroding the State's quality of life. It is an alternative to traditional sprawl in which future growth and development would be organized in and around "Centers" that provide a focal point for regional activities and include a mix of uses, accommodate alternative modes of transportation, achieve economies of scale and provide for economic, social and cultural interaction. This pattern of growth reduces the following items:

- ***Demand for public facilities and services;***
- ***Demand for land, particularly environmentally sensitive land; and the cost of housing.***

ESTIMATING INFRASTRUCTURE NEEDS

Like many other states, New Jersey experienced a suburban growth boom following World War II. Infrastructure investment after 1950 shifted from urban areas and their surrounding suburbs to newer suburban areas and outlying subdivisions in rural areas. Instead of balancing the maintenance and repair of existing facilities and services with the construction of new facilities, urban infrastructure was allowed to fall into disrepair. Further, the manner in which the State invested in infrastructure in suburbanizing areas contributed to the state's present infrastructure needs problem. More lanes were added to the State's highways in-

stead of extending public transportation systems to discrete settlements. Public agencies allowed septic tanks and new public wastewater treatment systems in scattered and remote locations instead of extending existing urban systems to lands contiguous to existing development. Schools and hospitals were built in suburbanizing areas while central education and health facilities deteriorated.

The entire nation is experiencing a deficit in infrastructure maintenance and capacity, and the problem will not be easy to overcome. Even though New Jersey, its local governments and the private sector have spent billions of dollars over the past two decades to maintain the quality of public services and to construct new facilities, it has not been enough. The State is currently experiencing serious problems in maintaining adequate levels of service on its highways, sewerage and other systems.

For the above reasons, there are certain infrastructure costs that will not change in the

The assessment of infrastructure needs to date revealed the following information.

Two-thirds of the projected total infrastructure costs to the year 2010 is for "accumulated" costs of repair and rehabilitation of existing infrastructure systems. Only one-third of projected total costs is required to support New Jersey's projected population and employment growth to the year 2010.

Most "accumulated" costs are required to improve local infrastructure rather than regional/state infrastructure.

More than 40 percent — $49 billion — of the total infrastructure need is for roads, bridges and tunnels. Nearly two-thirds of this amount is required to overcome existing deficiencies.

Of the $116 billion in total needs, $63 billion (or 54 percent) will be needed for local infrastructure. Almost half of this amount is required for roads, bridges, and tunnels serving local community needs.

Of the $96 billion in total revenues projected for trend patterns of growth, almost half will derive from present State and local revenue sources used for statewide infrastructure programs, almost one-third from local revenue sources presently used for local infrastructure and about one-fifth from private sources.

In summary, if the State continues to grow in the same pattern it has grown in the past ("trend"), there is a projected $20 billion shortfall in revenues that will be available to meet infrastructure needs to the year 2010.

TABLE 2:
"ACCUMULATED" INFRASTRUCTURE COSTS*

INFRASTRUCTURE ITEM	ACCUMULATED COST (billions)
Transportation and Commerce	**$45,425**
Roads, Bridges, Tunnels	30,785
Public Transportation	4,605
Freight, Incl. Ports	1,980
Aviation, Incl. Air Freight	3,965
Other Transportation Facilities	150
Energy	3,480
Farmland Retention	460
Health and Environment	**17,220**
Wastewater Disposal	3,990
Water Supply	3,000
Storm Water Mgt.	1,640
Shore Protection	1,330
Open Space and Recreation	3,265
Solid Waste Mgt.	3,265
Public Safety and Welfare	**14,355**
Primary/Secondary Education	13,415
Higher Education	840
Arts	100
TOTAL "ACCUMULATED" COST	$77,000

Accumulated infrastructure costs combines "backlog" cost, or the cost of facilities and services that should have been constructed but were not and "rehabilitation" costs, which includes major maintenance and repair.

future, regardless of how fast or slow the State grows in the future. These costs are those that will be required to bring existing facilities and services up to appropriate service standards. These costs are called "backlog" and "rehabilitation" costs. Table 2, reflects these costs in the aggregate, called "accumulated" costs.

In considering alternative patterns of growth that would lead to achievement of State planning goals, the Commission found that the future costs of infrastructure tend to vary with each pattern. The pattern of growth that emerged from the Cross-acceptance process was reflected in the Interim Plan, and an assessment of the impacts of that Plan, by the Rutgers University's Center for Urban Policy Research, clearly demonstrate the efficiency and effectiveness of the Interim Plan's pattern of growth. The assessment reveals that part of the $20 billion dollar shortfall in revenue over the next 20 years can be erased if growth occurs as recommended in the Plan. The assessment used projections of 520,000 new people, 654,000 new jobs and 408,000 new households for the State between the years 1990 and 2010.

The Center for Urban Policy Research concluded that the pattern of growth recommended in the Interim Plan compared to trend growth patterns may result in considerable savings for New Jersey taxpayers:

- ***A savings of $700 million in road costs during the planning period;***
- ***A savings of $562 million in water supply***

and sewer infrastructure costs during the planning period;

- *A savings of $178 million in school capital facilities during the planning period; and*
- *A savings to municipalities and school districts of $380 million in operating costs each year by the year 2010.*

C. Monitoring and Evaluation Progress Towards Goals

Many public plans are adopted and carried out in the absence of a continuing program to evaluate how realistic the original policy assumptions were, how effective implementation programs are, and how changing economic and social trends are affecting the efficacy of the plan to achieve planning goals. The State Planning Act anticipated the need to continually monitor events and trends and to evaluate their effects on Plan strategies and policies and, in turn, to evaluate the effects of the Plan on events and trends. Accordingly, the Act requires a "monitoring and evaluation" program as a component of the State planning process. This program will provide the information needed by the State Planning Commission to evaluate the effectiveness of the Plan in achieving State planning goals and to revise the Plan every three years to improve its performance. The program is described in the report Monitoring and Evaluation Program for the New Jersey State Development and Redevelopment Plan, and the report is included in the State Plan by reference.

The report on monitoring and evaluation describes in detail the many variables that will be continually monitored and evaluated following adoption of the State Plan. These variables relate to the following areas of concern:

- *Economic growth and change (e.g., income and employment growth, business earnings, formations and expansions; housing costs and prices; and agricultural production);*
- *Fiscal conditions (e.g., Infrastructure capacities, needs and costs; revenues vs. expenditures)*
- *Environmental quality (e.g., changes in major environmental qualities, loss of environmentally sensitive lands, acres of open space and agricultural lands);*
- *Intergovernmental coordination (e.g., quantity and quality of agency interaction)*
- *Community life (e.g., housing affordability, quality of public services)*

The monitoring and evaluation program will serve also as a "smoke alarm," detecting unusual or unforeseen events and trends that suggest immediate review of public policy. In response to such detections, the Office of State Planning will undertake, request other agencies to undertake, or commission special studies to determine the causes and effects of variations from expected trends and Plan intent.

The monitoring and evaluation program will draw from resources and interagency relationships that either are largely in place, although some may need to be expanded. To establish and maintain the program, it will be necessary to expand consultation among State agencies, improve the quality and quantity of data collected among governmental levels, upgrade analytical models maintained by the Office of State Planning, and initiate special studies.

...the State Planning Act...relies upon the sense of responsibility and conscience of New Jersey's public and private sectors at the State and local levels to understand and embrace a coherent plan for New Jersey's future.

D. Relationship of the State Plan to Other Plans

A growing number of States, including Florida, Oregon, Vermont and Hawaii, have adopted State Plans to provide a statewide, comprehensive growth management framework. There is a heightened recognition that the rapid pace of relatively unchecked development is not purely a private matter, but a matter of great public importance, as such development threatens natural resources, strains infrastructure capacity and places additional fiscal burdens on limited government resources. Although local governments are empowered by the State to undertake land use planning and management, municipalities and counties have limited tools with which to manage certain kinds of land use issues. Additionally, local land use decisions are often fragmented, resulting in haphazard growth patterns, "spillover" effects across municipal and county boundaries and other consequences that may require State involvement.

Unlike the provisions of other "greater-than-local" State and regional planning statutes, the State Planning Act is based on the nobility of reason and coherence. It relies upon the sense of responsibility and conscience of New Jersey's public and private sectors at the State and local levels to understand and embrace a coherent plan for New Jersey's future. From one perspective, the State Development and Redevelopment Plan is a set of recommendations to the people of New Jersey and their elected representatives. The State Plan creates a vision or design for the future that is based on the mandates of the State Planning Act. The Goals, Strategies and Policies of the Plan and its supporting documentation constitute an agenda and guide for the State to make the vision or design become a reality.

From another perspective, the State Development and Redevelopment Plan is a process that respects the interests of the public and private sectors. This process recognizes that responsibility for the future of the State of New Jersey is shared by the public and private sectors and at the State, regional and local levels. The statewide planning process needs to be collaborative, involving the public and private sectors at all levels of interest. The ultimate success of the State Development and Redevelopment Plan depends on the participation and cooperation of the citizens of New Jersey.

The State Development and Redevelopment Plan and the statewide planning of which

Relationship of the State Plan to Other Plans

it is a part, is a strategic plan for growth and prosperity. It is action-oriented, geared to adjusting to a complex and dynamic social environment. It is, as the Act requires, on-going so that Goals and Policy Objectives and means to attain those ends are continuously monitored and reevaluated.

The State Development and Redevelopment Plan is not a substitute for functional State agency plans or local master plans. The Plan in fact would have little meaning or effect without such plans. The State Plan provides a context, a vision and a process within which these more specific plans can be developed and implemented to achieve commonly derived goals.

1. The Citizens of New Jersey

The State Development and Redevelopment Plan is intended to serve as a guide for public and private sector investment in New Jersey's future. The Plan will not directly affect individual private interests. Rather, the application of the Plan to individual private interests will take place through the exercise of existing public powers at local, regional and State levels, such as through local government modification of master plans and land development regulations to reflect the Goals, Policy Objectives and Policies of the Plan to achieve the purpose of the State Planning Act that local plans be "consistent with State plans and programs." (N.J.S.A. 52:18A-196(f) Accordingly, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes rather than through a more onerous new layer of bureaucracy.

2. State Agencies

The State Development and Redevelopment Plan is, at least in part, a product of State agency cooperation and participation. The State Planning Act mandates State agency involvement through membership on the State Planning Commission and active participation in the statewide planning process established by the Act. Five State departments, in addition to the Department of Treasury and the Governor's Office, are represented on the State Planning Commission the Department of Agriculture, the Department of Commerce and Economic Development, the Department of Community Affairs, the Department of Environmental Protection and the Department of Transportation. During the statewide planning process, each department of State government, regardless of Commission membership, was encouraged to participate fully in the process.

The State Development and Redevelopment Plan establishes State Policy Objectives and policies in a variety of areas. These Policy Objectives and policies serve as guides when a State agency exercises discretion in the discharge of its administrative duties and responsibilities. There are several different ways in

which State agencies are expected to implement the Plan.

The most important way in which the State Development and Redevelopment Plan can be implemented is through the active participation of agencies in the ongoing statewide planning process established by the State Planning Act. Another way is to extend the coordination activities of the State Planning Commission and the Office of State Planning to the various departments of the State to assist in plan implementation activities. Each department and its affiliated agencies should examine existing programs to identify ways in which the Goals, Strategies, Policy Objectives and Policies of the State Development and Redevelopment Plan can be achieved and then take steps within their authority to implement programs in a manner consistent with the State Plan.

One of the key purposes of the State Planning Act is to establish a "cooperative planning process" so that local, regional and State plans are consistent. State agencies, in addition to reviewing their programs, should review their individual functional plans and amend those plans to make them consistent with the Goals, Strategies, Policy Objectives and Policies established in the State Development and Redevelopment Plan.

The State Planning Act contemplates that State agency investment decisions will be made based on the Goals, Policy Objectives and Policies of the State Development and Redevelopment Plan. The State Planning Act provides that the annual capital improvements budget produced by the State Capital Budgeting and Planning Commission be consistent with the State Development and Redevelopment Plan. In that the State Capital Budgeting and Planning Commission process relies on individual functional agency recommendations, individual functional State agencies should look to the State Development and Redevelopment Plan to assure that the Commission's budget will be internally coordinated and consistent with the State Plan.

Finally, the Goals, Strategies, Policy Objectives and Policies established in the State Development and Redevelopment Plan should serve as the framework for State agency exercises of regulatory authority. When a State agency undertakes regulatory rule-making, the agency should be guided by the Goals, Strategies, Policy Objectives and Policies of the State Plan and should incorporate standards that respond to these in the agency's regulations.

3. Areas of Critical State Concern

The State Planning Act recognizes the special statutory status of three areas of the State: the New Jersey Pinelands under the "Pinelands Protection Act," the Hackensack Meadowlands under the "Hackensack Meadowlands Reclamation and Development Act" and portions of the New Jersey Coastal Zone pursuant to the "Coastal Area Facility Review Act." The State Planning Commission is required to "rely on the adopted plans and regulation of these enti-

ties in developing the State Development and Redevelopment Plan." Nevertheless, the State Planning Commission has made efforts to cooperate and coordinate with these entities throughout the Cross-acceptance Process. Provisions of the State Plan that are relevant to these entities have been derived from that cooperative and collaborative process.

In addition to the three areas above, other critical areas of the State have been brought to the attention of the Commission. These areas include: the Delaware-Raritan Canal, the Highlands and the Skylands, the Delaware River and Bayshore area, the Delaware Water Gap Watershed Recreation Area and the Great Swamp Watershed. The State Planning Commission will explore policy options to enhance and protect these areas during the continuing State planning process.

4. New Jersey Council on Affordable Housing

The State Planning Commission and the New Jersey Council on Affordable Housing have a unique relationship. This relationship is derived from the common origin that both the New Jersey State Planning Act and the Fair Housing Act have in the State Legislature's response to the New Jersey Supreme Court's Mount Laurel II decision.

In the Mount Laurel II decision, the New Jersey Supreme Court found that municipalities were constitutionally mandated to provide their fair share of low- and moderate-income housing. To assist municipalities in determining their "fair share," the Supreme Court relied on the State Development Guide Plan, which, at that time, was the State's blueprint for accommodating projected growth. The court noted that it was relying on the Guide Plan in the absence of a Legislative statement and invited the Legislature to make its own determination.

The Legislature responded by enacting the Fair Housing Act and the State Planning Act in 1985. Both of those Acts contain language evidencing the strong legal relationship of the Council on Affordable Housing to the State Planning Commission.

In the State Planning Act, the Legislature found that it was of "urgent importance that the State Development Guide Plan be replaced by a State Development and Redevelopment Plan designed for use as a tool for assessing suitable locations for infrastructure, housing, economic growth and conservation." (N.J.S.A. 52:18A-196(c)) The Legislature also found that "an adequate response to judicial mandates respecting housing for low and moderate income persons requires sound planning to prevent sprawl and to promote suitable uses of land." (N.J.S.A. 52:18A-196(h)) Thus, the State Planning Act gives recognition to the mandate of the Fair Housing Act and places that mandate within the State Planning Act's growth management Policy Objectives.

The Fair Housing Act requires that the Council on Affordable Housing:

"adopt criteria and guidelines for . . . municipal adjustment of the present and prospective fair share [need for low and moderate income housing] based upon available vacant and developable land, infrastructure considerations or environmental or historic preservation factors and adjustments shall be made whenever..

(a) The preservation of historically or important architecture and sites and their environs or environmentally sensitive lands may be jeopardized,

(b) The established pattern of development in the community would be drastically altered,

(c) Adequate land for recreational, conservation or agricultural and farmland preservation purposes would not be provided,

(d) Adequate open space would not be provided,

(e) The pattern of development is contrary to the planning designations in the State Development and Redevelopment Plan . . .

(f) Vacant and developable land is not available in the municipality, and

(g) Adequate public facilities and infrastructure capacities are not available, or would result in costs prohibitive to the public if provided."

(N.J.S.A. 52:27D 307(c)
(2) (a)-(g)).

Accordingly, the Fair Housing Act not only requires adjustments to fair share housing allocations to be made based on the same growth management considerations that are the legal foundation of the Goals of the State Plan, but it also specifically requires the Council to rely on the planning designations of the State Plan.

The State Planning Commission has formulated a State Plan that conforms to the mandates of both the State Planning Act and the Fair Housing Act. These mandates are carried out through the Goals, Strategies, Statewide Policies and Planning Area Policy Objectives in the State Plan, all of which promote a fair distribution of affordable housing throughout New Jersey in locations and patterns that are consistent with the Goals of the State Planning Act.

5. Counties

The State Planning Act has enhanced the traditionally limited role of county land-use

planning and control. Under the Act, counties play a vital coordination role in the preparation and update of the State Development and Redevelopment Plan: they negotiate Cross-acceptance the State Planning Commission, unless the county waives that right, in which case the State Planning Commission may designate an appropriate entity. Counties, in turn, "negotiate plan Cross-acceptance among the local planning bodies within the county. . . ." (N.J.S.A. 52:18A-202(b))

This expanded county planning role establishes the county as an active intermediary between the State and its municipalities. It also invites the opportunity for more meaningful regional planning that acknowledges both the important role of State government and the traditional planning role enjoyed by municipalities.

6. Municipalities

New Jersey's municipalities have extensive authority regarding planning for and regulating the use of land. The State Planning Act does not alter or limit that power. (N.J.S.A. 40:48-2.) The Act does seek, however, to coordinate planning at all levels of government and to encourage the development of local plans that are consistent with State plans and programs. However, the ultimate objective of the Act is a coordinated statewide planning process that ensures economies, efficiencies and savings in public and private sector investment through the "preparation and adherence to sound and integrated plans" by requiring that local government take the Goals, Strategies, Policy Objectives and Policies of the State Development and Redevelopment Plan into consideration in the preparation of local plans and land use regulations.

Rather than displacing local discretion under the Municipal Land Use Law, the State Development and Redevelopment Plan increases the effectiveness of local master plans by serving as the source document for intergovernmental planning and coordination. Through Cross-acceptance, local plans are coordinated with the plans of higher levels of government and with the plans of other municipalities and counties in the region. The Municipal Land Use Law is the principal legal framework for implementation of the State Plan, because it provides municipalities with both planning and land use regulatory authority, and it is at the local level that the Plan must be implemented if it to be efficacious in achieving the Goals of the State Planning Act.

Many municipalities have experienced considerable difficulty in planning because of actions taken by neighboring municipalities or county, regional or State agencies. Conversely, local authorities may take actions that adversely affect neighboring municipalities, counties or the State. The Municipal Land Use Law recognizes these important concerns and seeks "to ensure that the development of individual municipalities does not conflict with the develop-

ment and general welfare of neighboring municipalities, the county and the State as a whole." (N.J.S.A. 40:55D-2(d)) In addition, the Municipal Land Use Law requires that municipal master plans "include a specific policy statement indicating the relationship of the proposed development of the municipality as described in the master plan to: (1) the master plans of contiguous municipalities; (2) the master plan of the county in which the municipality is located; and (3) the State Development and Redevelopment Plan adopted pursuant to the State Planning Act." (N.J.S.A. 40:55D-28(d)) If the plans of adjacent municipalities are consistent with the Goals, Policy Objectives and Policies of the State Development and Redevelopment Plan, then by definition they will be consistent with one another. What the State Planning Act and the State Development and Redevelopment Plan do is strengthen the intergovernmental aspects of the Municipal Land Use Law.

The relationship between municipal plans and the State Development and Redevelopment Plan is enhanced by the State Planning Act that requires the State Planning Commission and the Office of State Planning:

"... to provide local governments with the technical resources and guidance necessary to assist them in developing land use plans and procedures that are based on sound planning information and practice, and to facilitate the development of local plans which are consistent with State plans and programs...." (N.J.S.A. 52:18A-196(f))

Furthermore, the State Planning Commission is directed to

"[d]evelop and promote procedures to facilitate cooperation and coordination among State agencies and local governments. . . ." (N.J.S.A. 52:18A-199(c))

V. APPENDICIES

A. Selected Population and Employment Projections to the Year 2010
B. The Municipal Distress Index
C. Designated and Identified Centers
D. Publications List
E. Glossary
F. Public Investment Priorities Summary

TABLE A-1
POPULATION PROJECTIONS

COUNTY	CENSUS 1990 POP April 1, 1990	PSDRP 2010 POP	NJDOL (89) 2010 POP	IPLAN C-A 2010 POP	CUPR PRE-FIT 2010 POP	CUPR TREND-FIT 2010 POP	CUPR PLAN-FIT 2010 POP	SDRP C-A 2010 POP
Atlantic	224,327	283,200	294,500	289,000	252,772	250,439	231,709	289,900
Bergen	825,380	904,000	896,400	943,000	796,200	812,034	803,043	949,850
Burlington	395,066	521,300	492,400	521,000	452,742	432,667	409,827	455,112
Camden	502,824	616,700	597,100	590,000	533,403	535,929	552,753	592,348
Cape May	95,089	126,300	130,100	152,000	121,728	123,269	127,630	125,695
Cumberland	138,053	149,900	158,500	169,000	155,700	154,153	164,986	168,862
Essex	778,206	762,300	846,200	922,000	662,079	667,976	688,973	922,000
Gloucester	230,082	277,400	260,200	273,000	261,356	269,869	259,023	290,654
Hudson	553,099	507,300	572,600	587,000	595,500	578,805	585,445	587,000
Hunterdon	107,776	131,000	132,200	146,000	136,424	135,947	124,707	142,073
Mercer	325,824	429,600	409,200	403,000	356,200	365,237	382,101	369,997
Middlesex	671,780	791,800	804,200	809,000	765,279	752,217	799,341	795,920
Monmouth	553,124	630,600	697,700	655,000	577,231	574,263	551,958	655,080
Morris	421,353	570,500	481,800	571,000	454,258	436,687	425,688	571,000
Ocean	433,203	545,900	567,700	560,000	575,069	578,037	600,345	560,000
Passaic	453,060	462,000	531,200	495,000	471,200	472,001	474,412	495,000
Salem	65,294	73,100	69,700	73,000	63,700	66,038	69,576	70,789
Somerset	240,279	285,400	286,600	296,000	274,897	286,737	271,555	277,580
Sussex	130,943	185,700	165,600	196,000	180,331	188,737	165,095	196,000
Union	493,819	540,000	506,900	507,000	461,533	464,802	478,446	506,899
Warren	91,607	101,900	95,800	102,000	102,600	104,298	103,594	102,000
STATE	**7,730,188**	**8,895,900**	**8,996,600**	**9,259,000**	**8,250,200**	**8,250,202**	**8,250,207**	**9,122,858**

TABLE A-2
EMPLOYMENT PROJECTIONS

COUNTY	CES EMP ANNUAL AVG. 1990 EMP	PSDRP 2010 EMP	NJDOL (89) 2010 EMP	IPLAN C-A 2010 EMP	CUPR PRE-FIT 2010 EMP	CUPR TREND-FIT 2010 EMP	CUPR PLAN-FIT 2010 EMP	SDRP C-A 2010 EMP
Atlantic	140,800	171,600	196,000	172,000	149,314	149,336	149,183	172,000
Bergen	456,800	582,700	591,900	521,000	533,700	549,119	522,606	560,995
Burlington	161,700	197,200	191,300	197,000	240,444	239,295	236,098	238,103
Camden	213,200	297,800	265,000	270,000	289,036	288,484	300,376	270,158
Cape May	35,700	39,700	48,600	40,000	31,786	31,797	31,857	40,000
Cumberland	59,800	67,000	65,900	67,000	76,600	76,620	76,730	67,000
Essex	400,900	415,500	451,000	460,000	355,007	353,164	363,091	460,000
Gloucester	75,300	91,000	81,100	104,000	100,320	103,989	95,250	112,616
Hudson	247,500	238,900	289,000	314,000	311,200	288,617	318,559	314,000
Hunterdon	40,500	49,800	48,400	59,000	56,484	53,768	54,045	59,000
Mercer	198,200	258,200	243,600	248,000	238,400	236,432	236,478	267,354
Middlesex	366,700	461,500	432,700	467,000	473,750	473,419	474,886	466,852
Monmouth	218,500	283,400	276,000	276,000	288,423	285,180	290,639	267,560
Morris	251,000	373,500	334,600	374,000	304,266	293,714	288,529	374,000
Ocean	115,300	156,500	154,800	157,000	159,677	162,920	157,461	157,000
Passaic	196,100	228,200	245,400	228,000	163,600	170,764	167,333	228,000
Salem	23,800	33,200	25,900	33,000	23,800	23,747	23,734	33,000
Somerset	140,900	187,200	162,200	166,000	208,165	209,645	206,898	166,734
Sussex	31,900	44,500	38,800	45,000	36,174	45,243	36,133	45,000
Union	255,400	346,900	315,500	286,000	235,653	238,979	243,348	285,998
Warren	33,500	41,800	39,300	42,000	43,200	44,768	45,771	42,000
STATE	**3,665,400**	**4,566,100**	**4,497,000**	**4,526,000**	**4,319,000**	**4,319,000**	**4,319,005**	**4,627,370**

Municipal Distress Index

The Municipal Distress Index is a product of the New Jersey Office of Management and Budget that represents a composite distress comparison for all 567 New Jersey municipalities.

A. The Dimensions of Distress

The index consists of four complementary pairs of measurements, selected to represent relative municipal distress along four dimensions.

1. THE ECONOMIC DIMENSION OF DISTRESS

Unemployment Rate

The count of unemployed persons divided by the number of persons in the municipal labor force. Twelve-month calendar year averages revised to State and county benchmarks are utilized to smooth seasonality.

Per Capita Income

The total money income of all households and individuals in a municipality, divided by the municipal population.

2. THE PHYSICAL INFRASTRUCTURE DIMENSION OF DISTRESS

Ratio of Older Housing

The count of housing units reported built before 1940, divided by the total number of housing units.

Ratio of Substandard Housing Units

The count of all-year-round occupied and vacant-for-use housing units not having complete plumbing facilities for exclusive use of household, divided by total year-round occupied housing units, plus vacant-for-use year round housing units, plus seasonal and migratory housing units.

3. THE SOCIAL DIMENSION OF DISTRESS

Percentage of Children on Welfare

The count of children (ages 5-17) in New Jersey Aid to Families with Dependent Children (AFDC) program in each municipality, divided by the total municipal population.

Population Rate of Change

The arithmetic difference between the 1990 population and the 1980 population, divided by the 1980 population.

4. THE FISCAL DIMENSION OF DISTRESS

Average Equalized Tax Rate

The weighted average of four consecutive years of State-equalized municipal real property tax rates. (Equalization enables intermunicipal comparisons of effective tax rates, and averaging levels the effect of occasional data discontinuities caused by unanticipated loss of ratables or municipal revaluations that can temporarily dislocate a municipality's tax rate.)

Equalized Valuation Per Capita

The total municipal real property assessed valuation, State equalized for intermunicipal comparison, divided by the municipal population.

B. Urban Level Classification

The Office of Management and Budget also assigns to each municipality an "urban level" classification as follows:

Urban Level 1

A densely settled and developed core community that serves as the administrative and business center for a developed surrounding area.

Urban Level 2

A community near an urban center, not as highly developed, but with more extensive residential areas.

Urban Level 3

A primarily residential municipality, predominantly single family, within a short distance of an urban area.

Urban Level 4

A municipal jurisdiction with relatively low population density, characterized largely by scattered development and surrounded by even less densely populated rural area.

Urban Level 5

A small, developed core area within an otherwise rural municipality.

Designated Urban Centers

Atlantic City
Camden
Elizabeth
Jersey City
New Brunswick
Newark
Paterson
Trenton

Existing Towns Identified by Counties and Municipalities

The following list includes Towns identified by counties and municipalities for inclusion in the State Plan. Towns may be smaller than, or extend beyond, a single municipality. The list does not include the Hackensack Meadowlands Development Commission area or the Pinelands area outside of the CAFRA area. This list includes Towns within the CAFRA area.

EXISTING TOWNS

ATLANTIC COUNTY

Absecon; Brigantine; Buena (Buena Borough); Margate; Pleasantville; Smithville (Galloway Twp.); Somers Point; Ventnor.

BERGEN COUNTY

Bergenfield;, Cliffside Park/Fairview; Edgewater; Emerson; Franklin Lakes; Glen Rock; Hillsdale; Ho-Ho-Kus; Lyndhurst; Oakland; Oradell; Ridgefield Park; River Edge; Teterboro; Waldwick; Westwood.

BURLINGTON COUNTY

Beverly; Bordentown City; Burlington City; Florence/Roebling (Florence Twp.); Maple Shade; Moorestown (Moorestown Twp.); Pemberton Borough; Riverton; Wrightstown (including parts of North Hanover and Springfield).

CAMDEN COUNTY

Berlin Boro.; Berlin Twp.; Gibbsboro; Pine Hill; Sicklerville (Winslow Twp.).

CAPE MAY COUNTY

Avalon; Cape May; City Sea Isle City; Stone Harbor; Town Bank/North Cape May (Lower Twp.); Villas (Lower Twp.).

GLOUCESTER COUNTY

Clayton; Deptford; Glassboro; Pitman; Swedesboro; Williamstown (Monroe).

HUNTERDON COUNTY

Clinton; Frenchtown; High Bridge; Lambertville; Lebanon; Milford.

MERCER COUNTY

Hightstown: Princeton Junction.

MIDDLESEX COUNTY

Avenel-Woodbridge (Woodbridge); Carteret; Central Old Bridge; Colonia-Iselin (Woodbridge); Dean-Dayton/Rt. 130 (South Brunswick);

Dunellen; Fords (Woodbridge); Heathcote (South Brunswick); Highland Park; Jamesburg; Kendall Park (South Brunswick); Laurence Harbor (Old Bridge); Metuchen; Middlesex Borough; Milltown; Monmouth Junction (South Brunswick); Morgan (Sayreville); North Central Monroe; North Edison; Route 130 Corridor (North Brunswick); Route One (North Brunswick); Rt. 33 (Monroe); Sayreville; Sewaren (Woodbridge); South Amboy; South Edison; South Plainfield; South River; Spotswood.

MONMOUTH COUNTY

Farmingdale; Keyport; Manasquan; Matawan; Neptune.

MORRIS COUNTY

Butler; Chatham; Chester; Denville; Madison; Mt. Arlington; Pequannock; Pompton Plains; Rockaway Boro.

OCEAN COUNTY

Barnegat Light (Ocean Twp.); Bay Head; Beach Haven (Long Beach Twp.); Forked River (Lacey Twp.); Harvey Cedars; Island Heights; Lakehurst; Lavallete; Long Beach; Mantoloking; Mystic Island; (Little Egg Harbor Twp.); New Egypt (Plumstead Twp.); Ocean Gate; Point Pleasant Beach; Point Pleasant Boro; Seaside Heights; Seaside Park; Ship Bottom; Surf City; Tuckerton.

PASSAIC COUNTY

Bloomingdale; Haledon; Hawthorne; Little Falls; Pompton Lakes; Wanaque; West Milford Town Center.

SALEM COUNTY

Carneys Point; Elmer Borough; Penns Grove Boro.; Pennville Twp.; Woodstown Boro/Fringe South.

SOMERSET COUNTY

Basking Ridge/Lyons (Bernards); Bernardsville; Bound Brook; Hillsborough; Town Center; Manville; North Plainfield; Raritan; Somerset (Franklin); South Bound Brook.

SUSSEX COUNTY

Andover Borough; Branchville Borough; Hopatcong Borough; Lake Mohawk area (Sparta); Ogdensburg Borough; Stanhope Borough.

UNION COUNTY

Fanwood; Garwood; Roselle Park; Springfield.

WARREN COUNTY

Alpha Borough; Belvidere Borough; Washington Borough.

Existing and Planned Regional Centers Identified by Counties and Municipalities

The following list includes Regional Centers identified by counties and municipalities for inclusion in the State Plan. Regional Centers may be smaller than, or extend beyond, a single municipality. The list does not include the Hackensack Meadowlands Development Commission area or the Pinelands area outside of the CAFRA area. This list includes Regional Centers within the CAFRA area. In some cases, Regional Centers are identified by points and locations on highways, interchanges, intersections or the name of unincorporated places.

EXISTING REGIONAL CENTERS

BERGEN COUNTY
Elmwood Park/Saddle Brook; Englewood; Fair Lawn; Fort Lee; Garfield/Lodi; Hackensack; Mahwah/Ramsey/Allendale/Upper Saddle River; Montvale/Park Ridge/Woodcliff Lake; Paramus/ Maywood/Rochelle Park; Ridgewood; Rutherford/ Carlstadt/East Rutherford/Wallington/Wood-Ridge; Teaneck.

BURLINGTON COUNTY
Mount Holly

CAPE MAY COUNTY
Cape May Court House (Middle Twp.); Ocean City; Rio Grande (Middle Twp.); Wildwood

CUMBERLAND COUNTY
Bridgeton; Millville; Vineland.

ESSEX COUNTY
Montclair

GLOUCESTER COUNTY
Woodbury

HUNTERDON COUNTY
Flemington

MERCER COUNTY
Princeton Borough; Route 1 (West Windsor)

MIDDLESEX COUNTY
Forrestal-Plainsboro (Plainsboro); MetroPark-Woodbridge Center (Edison and Woodbridge); N.J. Turnpike Interchange 8A (South Brunswick and Monroe); N.J. Turnpike Interchange 9 - Route 18 (East Brunswick); Perth Amboy; Raritan Center (Edison and Woodbridge).

MONMOUTH COUNTY
Asbury Park; Eatontown; Freehold Borough; Long Branch; Red Bank.

MORRIS COUNTY
Morristown; Randolph.

OCEAN COUNTY
Lakewood; Toms River (Dover Twp.)

PASSAIC COUNTY
Clifton; Passaic.

SALEM COUNTY
Salem City/Urban Fringe (Mannington).

SOMERSET COUNTY
Somerville (including parts of Bridgewater and Raritan).

SUSSEX COUNTY
Franklin/Hamburg/Hardyston; Newton; Sussex Boro/Wantage; Vernon.

UNION COUNTY
Cranford; Linden; Plainfield; Rahway; Summit; Union; Westfield.

WARREN COUNTY
Hackettstown; Phillipsburg.

PLANNED REGIONAL CENTERS

BURLINGTON COUNTY
Planned Center/TDR Recieving Area (Chesterfield Twp.)

GLOUCESTER COUNTY
Elk; Logan.

HUNTERDON COUNTY
Planned Regional Center (Clinton Twp.)

MERCER COUNTY
I-295 (Hopewell Twp.)

MIDDLESEX COUNTY
Garden State Parkway Exit 120 (Old Bridge); Routes 9 and 18 (Old Bridge).

MONMOUTH COUNTY
Neptune (Rt. 66/Garden State Parkway Area)

MORRIS COUNTY
Rockaway Town Square (Rockaway Twp.)

OCEAN COUNTY
Jackson (Jackson Twp.); Jackson/Great Adventure (Jackson Twp.); Manchester; Stafford/ Manahawkin (Stafford Twp.).

PASSAIC COUNTY
Wayne

Existing and Planned Villages Identified by Counties and Municipalities

The following list includes Villages identified by counties and municipalities for inclusion in the State Plan. The list does not include the Hackensack Meadowlands Development Commission area or the Pinelands area outside of the CAFRA area. This list includes Villages within the CAFRA area. In some cases, Villages are identified by points and locations on highways, interchanges, intersections or the name of places within municipalities.

EXISTING VILLAGES

ATLANTIC COUNTY

Belcoville (Weymouth Twp.); East Vineland (Buena Vista Twp.); Longport; Port Republic; Wheat Road.

BURLINGTON COUNTY

Columbus (Mansfield Twp.); Cookstown (North Hanover Twp.); Crosswicks (Chesterfield Twp.); Georgetown (Mansfield Twp.); Jobstown (Springfield Twp.); Juliustown (Springfield and Wrightstown); New Gretna (Bass River Twp.); Vincentown (Southampton).

CAPE MAY COUNTY

Cape May Point; Del Haven (Lower Twp.); Dennisville (Dennis Twp.); Goshen (Middle Twp.); Marmora (Upper Twp.); Palermo (Upper Twp.); Petersburg (Upper Twp.); South Dennis (Dennis Twp.); South Seaville (Middle Twp.); Strathmere (Upper Twp.); Tuckahoe (Upper Twp.); Whitesboro/Burleigh (Middle Twp.).

CUMBERLAND COUNTY

Carmel (Deerfield Twp.); Cedarville (Lawrence Twp.); Centre Grove (Lawrence Twp.); Cumberland/Hesstown (Maurice River Twp.); Deerfield (Deerfield Twp.); Delmont (Maurice River Twp.); Dividing Creek (Downe Twp.); Fairton (Fairfield); Fortescue (Downe Twp.); Greenwich (Greenwich Twp.); Heislerville (Maurice River Twp.); Laurel Lake (Millville City); Leesburg/Dorchester (Maurice River Twp.); Mauricetown (Maurice River Twp.); Newport (Downe Twp.); Othello (Greenwich Twp.); Port Elizabeth (Maurice River Twp.); Port Norris (Commercial Twp.); Roadstown (Stow Creek Twp.); Rosenhayn (Deerfield Twp.); Sea Breeze (Fairfield); Shiloh (Shiloh Borough); Springtown (Greenwich Twp.).

GLOUCESTER COUNTY

Clarksboro (East Greenwich); Franklinville (Franklin); Malaga (Franklin); Mickleton (East Greenwich); Mt. Royal (East Greenwich); Mullica Hill (Harrison); Newfield (Newfield); Wenonah (Wenonah).

HUNTERDON COUNTY

Annandale; Bloomsbury; Califon (Califon); Glen Gardner (Glen Gardner); Hampton (Hampton); Oldwick (Tewksbury Twp.); Pittstown (Franklin Twp.); Riegel Ridge (Holland Twp.); Ringoes (E. Amwell Twp.); Sergeantsville (Delaware Twp.); Stockton (Stockton Borough); Three Bridges (Readington Twp.); Whitehouse Station (Readington Twp.).

MERCER COUNTY

Edinburg (West Windsor); Hopewell (Hopewell Borough); Lawrenceville (Lawrence Twp.); Pennington (Pennington); Robbinsville (Washington); Titusville (Hopewell Twp.); West Trenton (Ewing).

MIDDLESEX COUNTY

Cranbury Village (Cranbury Twp.); Dayton (South Brunswick); Helmetta Borough (Helmetta Borough); Kingston (South Brunswick); Monmouth Junction (South Brunswick).

MONMOUTH COUNTY

Adelphia (Howell); Allentown (Allentown); Ardena (Howell); East Keansburg (Middletown); Englishtown (Englishtown); Hance Park (Tinton Falls); Holmdel (Holmdel); Leonardo (Middletown); Leonardville (Middletown); Lincroft (Middletown); Pine Brook (Tinton Falls); Reevytown (Asbury Ave. & Garden State Parkway, Tinton Falls); Roosevelt (Roosevelt); Town Center (Rt. 35 & Kings Highway, Middletown).

MORRIS COUNTY

Beach Glen (Rockaway Twp.); Berkshire Valley (Jefferson Twp.); Gillette (Passaic Twp.); Green Pond (Rockaway Twp.); Green Village (Harding Twp.); Hibernia (Rockaway Twp.); Ironia (Randolph Twp.); Lake Telemark (Rockaway Twp.); Marcella (Rockaway Twp.); Mendham (Mendham Borough); Meriden (Rockaway Twp.); Millington (Passaic Twp.); Mt. Freedom (Randolph Twp.); Stirling (Passaic Twp.).

OCEAN COUNTY

Barnegat (Barnegat Twp.); Cassville (Jackson Twp.); Cedar Run (Stafford Twp.); Nugentown (Little Egg Harbor Twp.); Rt 539 & Rt 537 (Plumsted Twp.); Van Hiseville (Jackson Twp.); Waretown (Ocean Twp.); West Creek (Little Egg Harbor).

PASSAIC COUNTY

Oak Ridge (West Milford); Upper Greenwood Lake (West Milford).

SALEM COUNTY

Alloway (Alloway Twp.); Brotmanville (Pittsgrove Twp.); Canton (Lower Alloway Creek Twp.); Daretown (Upper Pittsgrove Twp.); Hancocks Bridge (Lower Alloway Creek Twp.); Harmersville (Lower Alloway Creek Twp.); Laytons Lake (Carneys Point Twp.); Monroeville (Upper Pittsgrove Twp.); Norma (Pittsgrove Twp.); Oakwood Beach (Elsinboro Twp.); Olivet-Centerton (Pittsgrove Twp.); Pedricktown (Oldmans Twp.); Pole Tavern (Upper Pittsgrove Twp.); Quinton (Quinton Twp.); Sharptown (Pilesgrove Twp.); Sinnickson Landing (Elsinboro Twp.); Yorktown (Pilesgrove Twp.).

SOMERSET COUNTY

Bedminster (Bedminster); Bradley Gardens (Bridgewater); East Millstone (Franklin); Far Hills (Far Hills); Finderne (Bridgewater); Flagtown (Hillsborough); Gladstone (Peapack-Gladstone); Kingston (Franklin); Liberty Corner (Bernards); Martinsville (Bridgewater); Middlebush (Franklin); Millstone (Millstone); Neshanic Station (Branchburg); Peapack (Peapack-Gladstone); Rocky Hill (Rocky Hill).

SUSSEX COUNTY

Brighton (Green); Cranberry Lake (Byram Twp.); Edison (Sparta Twp.); Glenwood (Vernon

Twp.); Hainesville (Sandyston Twp.); Highland Lakes (Vernon Twp.); Huntsville (Green); Lafayette (Lafayett); Lake Tranquility (Green Twp.); Lockwood (Byram Twp.); McAfee (Vernon); Montague Twp. (Montigue Twp.); North Church (Hardystown); Springdale (Andover Twp.); Sussex Hills (Vernon).

WARREN COUNTY

Alphano (Independence); Anderson (Mansfield); Asbury (Franklin Twp.); Blairstown (Blairstown Twp.); Bridgeville (White Twp.); Broadway (Franklin Twp.); Columbia (Knowlton Twp.); Delaware (Knowlton); Harmony (Harmony Twp.); Hope (Hope Twp.); Lower Harmony (Harmony); Manunkachunk (Knowlton); Marksboro (Frelinghuysen); Mountain Lake (Frelinghuysen); Oxford Borough; Port Murray (Mansfield Twp.); Riegelsville (Pohatcong); Weirtown (Allamuchy).

PLANNED VILLAGES

BURLINGTON COUNTY

Crystal Lake (Mansfield); Georgetown West (Mansfield Twp.); Hartford Road Center (Moorestown Township); Route 206 (Mansfield).

CUMBERLAND COUNTY

Stow Creek Twp.

GLOUCESTER COUNTY

Fairview (Washington)

MERCER COUNTY

Marshalls Corner (Hopewell Twp.); Province Line Rd. South of Quakerbridge Mall (Lawrence Twp.).

MIDDLESEX COUNTY

Applegarth (Monroe)

MONMOUTH COUNTY

524 & Doctors Creek (Upper Freehold); 539 & Elisdale Rd (Upper Freehold); Hornerstown (537/539, Upper Freehold); Marlboro Village (Marlboro Twp. - Route 79/School Road East); New Canton (I-195/Old York Rd., Upper Freehold); Pullentown (I-195/Sharon Station Rd. Upper Freehold); Wrightville (I-195/Imlays Rd., Upper Freehold).

MORRIS COUNTY

Budd Lake (Mt. Olive); German Valley (Mt. Olive); Rt. 206 - Cooper Lane (Chester Twp.); Suntan Lake (Riverdale); Upper Hibernia Rd. #1 (Rockaway); Upper Hibernia Rd. #2 (Rockaway).

OCEAN COUNTY

Rt. 528 (Plumsted)

PASSAIC COUNTY

Upper Ringwood (Ringwood)

SALEM COUNTY

Elmer Fringe #26 and 31; Forest Lane; Pedricktown (Oldmans Twp.); Rt. 540 (Mannington Twp.); Rt. 657 (Mannington Twp.);

US 40 (Pittsgrove Twp. and Upper Pittsgrove Twp.); Willow Grove (Pittsgrove Twp.).

SOMERSET COUNTY

Branchburg Town Center; Franklin Park (Franklin); Hillsborough Village Square; Montgomery Village Pike Run (Montgomery); Pluckemin (Bedminster); Warren Town Center; Watchung Center.

WARREN COUNTY

Panther Valley (Allamuchy); Rt. 31- Ryman Rd. (Washington Twp.); Rt. 173 - Rt. 637 Rt. 517 - Catswamp Rd. (Allamuchy); Rt. 617-Lake Just-it Rd.

Existing and Planned Hamlets Identified by Counties and Municipalities

The following list includes Hamlets identified by counties and municipalities for inclusion in the State Plan. The list does not include the Hackensack Meadowlands Development Commission area or the Pinelands area outside of the CAFRA area. This list includes Hamlets within the CAFRA area. In some cases, Hamlets are identified by points and locations on highways, interchanges, intersections or the name of places within municipalities.

EXISTING HAMLETS

ATLANTIC COUNTY

Chestnut Neck; Clarkstown; Conovertown; Corbin City (Corbin City).

BURLINGTON COUNTY

Chesterfield (Chesterfield Twp.); Hedding (Mansfield Twp.); Jacksonville (Springfield Twp.); Masonville (Mt. Laurel Twp.); Sykesville (Chesterfield Twp.).

CAPE MAY COUNTY

Beesley's Point (Upper Twp.); Clermont; Eldora (Dennis Twp.); Green Creek (Middle Twp.); Oceanview Seaville (Upper Twp.); Swainton (Middle Twp.).

HUNTERDON COUNTY

Baptistown (Kingwood Twp.); Barbertown (Ringwood Twp.); Bunnvale (Lebanon Twp.); Cherryville (Franklin Twp.); Cokesbury (Tewksbury Twp.); Croton (Raritan Twp.); Everittstown (Franklin Twp.); Jutland (Union Twp.); Linvale (East Amwell Twp.); Little York (Alexandria Twp.); Mountainville (Tewksbury); Mt. Airy (West Amwell Twp.); Mt. Pleasant (Alexandria Twp.); New Hampton (Lebanon Twp.); Norton (Union Twp.); Pattenburg (Union Twp.); Penwell (Lebanon Twp.); Quakertown (Franklin Twp.); Readington (Readington Twp.); Reaville (East Amwell Twp.); Rocktown (East Amwell Twp.); Rosemont (Delaware Twp.);

Stanton (Readington Twp.); Vernoy (Tewksbury Twp.); Wertsville (East Amwell); West Portal (Bethlehem); Woodglen (Lebanon).

MERCER COUNTY

Groveville (Hamilton); North Crosswicks (Hamilton); Windsor (Washington).

MIDDLESEX COUNTY

Cranbury Station (Cranbury); Gravel Hill (Monroe); Matchaponix (Monroe); Mounts Mills (Monroe); Tracy (Monroe).

MONMOUTH COUNTY

Arneytown (Upper Freehold); Cream Ridge (Upper Freehold); Ellisdale (Upper Freehold); Extonville (Upper Freehold); Imlaystown (Upper Freehold); New Sharon (Upper Freehold); Ramtown North (Howell); Ramtown South (Howell).

MORRIS COUNTY

Long Valley (Washington Twp.); Meyersville (Passaic Twp.).

OCEAN COUNTY

Cedar Bonnet Island (Stafford Twp.); Rt. 528/Jackson (Jackson); Holmansville (Jackson); Long Swamp (Plumsted Twp.); Mayetta (Stafford Twp.); Millstream Rd & Rt 537 (Plumsted Twp.); Staffordville.

PASSAIC COUNTY

Glen Wild Lake (Bloomingdale); Lake Iosco (Bloomingdale); Lake Kampfe (Bloomingdale); Newfoundland (West Milford).

SALEM COUNTY

Auburn (Oldmans Twp.); Elk Terrace (Quinton Twp.); Hagersville Rd. (Elsinboro Twp.).

SOMERSET COUNTY

Belle Mead (Montgomery); Blawenburg (Montgomery); Centerville (Branchburg); Cloverhill (Hillsborough); Griggstown (Franklin); Harlingen (Montgomery); Neshanic (Hillsborough); North Branch (Branchburg); Pottersville (Bedminster); Skillman (Montgomery); South Branch (Hillsborough); Zion (Hillsborough/Montgomery).

SUSSEX COUNTY

Barry Lakes (Vernon Twp.); Beemerville (Wantage Twp.); Cliffwood Lake (Vernon); Colesville (Wantague Twp.); Drew Lakes (Vernon Twp.); Five Points (Stillwater Twp.); Flatbrookville (Walpack); Greendell (Green); High Breeze (Vernon); Lake Conway (Vernon); Lake Glenwood (Vernon Twp.); Lake Panorama (Vernon Twp.); Lake Wallkill (Vernon Twp.); Libertyville (Wantage); Middleville (Stillwater Twp.); Monroe (Sparta); Paulins Kill (Stillwater); Pleasant Valley (Vernon Twp.); Plumbsock (Wantage); Stockholm (Hardyston); Swartswood (Stillwater); Tall Timbers (Vernon); Vernon Valley Lakes (Vernon).

WARREN COUNTY

Allamuchy (Allamuchy Twp.); Beattystown (Mansfield); Brainards (Harmony); Buttzville (White Twp.); Camp Hope (Hope); Carpentersville (Pohatcong); Cornish (White); Fineville (Pohatcong); Great Meadows (Independence Twp.); Hainsburg (Knowlton); Harmony Station (Harmony); Hazen (White Twp.); Hutchinson (Harmony); Jacksonburg (Blairstown); Karrsville (Mansfield); Knowlton (Knowlton); Lomasons Glen (White Twp.); Mt. Hermon (Hope); New Village (Franklin Twp.); Port Colden (Washington Twp.); Rockport (Mansfield); Springtown (Pohatcong Twp.); Summerfield (White Twp.); Swartsville (Greenwich Twp.); Townsbury (Liberty Twp.); Vail (Blairstown); Vienna (Independence Twp.); Warren Glen (Pohatcong).

PLANNED HAMLETS

GLOUCESTER COUNTY

Rt 623 (Harrison)

OCEAN COUNTY

Marshalls Corner (Plumsted Twp.)

WARREN COUNTY

Changewater (Washington Twp.); Lake Susquehana (Blairstown); PH Rockport Rd. - Washborn Rd. (Mansfield); Rt. 94 Lambert Rd. (Blairstown); Walnut Valley (Blairstown).

Publications List

1 State Planning Act of 1985 *(N.J.S.A. 52:18A-196 et seq.). (Technical Reference Document)*

2 New Jersey Land Use Planning, a Survey of Public Opinion, Vol. I: Analytical Report. The Gallup Organization, January 1987. *(Technical Reference Document)*

3 New Jersey Land Use Planning, a Survey of Public Opinion, Vol. II:Tabular Analysis. The Gallup Organization, January 1987. *(Technical Reference Document)*

4 New Jersey Land Use Planning, a Survey of Public Opinion, Vol. III: Supplemental Report. The Gallup Organization, January 1987. *(Technical Reference Document)*

5 Report on New Jersey Council on Affordable Housing. Prepared by Siemon, Larsen, Mattlin & Purdy, January 1987. *(Technical Reference Document)*

6 Report on Regional Planning in New Jersey. Prepared by Siemon, Larsen, Mattlin & Purdy, January 1987. *(Technical Reference Document)*

7 The State Planning Process in New Jersey. Prepared by Siemon, Larsen, Mattlin & Purdy, January 1987. *(Technical Reference Document)*

8 Statewide Growth Management Programs in Other States. Prepared by Siemon, Larsen, Mattlin & Purdy, January 1987. *(Technical Reference Document)*

9 Summary of Public Opinion Poll Conducted December 5-14, 1986. New Jersey Office of State Planning, January 1987. *(Technical Reference Document)*

10 Growth Management Approaches Report for the New Jersey State Development and Redevelopment Plan. Prepared by Freilich, Leitner, Carlisle & Shortlidge, February 1987. *(Technical Reference Document)*

11 Trends and Hard Choices: Setting Policy Objectives for New Jersey Future. New Jersey Office of State Planning, 1987. *(Technical Reference Document)*

12 By-Laws of the State Planning Commission. New Jersey State Planning Commission, March 1987. *(Technical Reference Document)*

13 Environment Management Standards. Prepared by Siemon, Larsen, Mattlin & Purdy, April 1987. *(Technical Reference Document)*

14 Implementation Report. Prepared by Freilich, Leitner, Carlisle & Shortlidge, April 1987. *(Technical Reference Document)*

15 Infrastructure Needs Assessment. Prepared by David Slater from Hammer, Siler, George Associates, May 1987. *(Technical Reference Document)*

16 Technical Memoranda on Past Growth, Existing Conditions and Growth Protections. Prepared by David Slater from Hammer, Siler, George Associates, May 1987. *(Technical Reference Document)*

17 Comparison of Infrastructure for Alternative Concept Plans for New Jersey. Prepared by Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. *(Technical Reference Document)*

18 Delineation and Comparison of Alternative Futures. Prepared by Wallace, Roberts & Todd in consultation with Robert Freilich, January 1988. *(Technical Reference Document)*

19 The Preliminary Draft Plan: Policies and Standards. Prepared by Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. *(Technical Reference Document)*

20 The Tier Concept Applied to New Jersey. Prepared by Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. *(Technical Reference Document)*

21 Trends and Patterns of Growth. Prepared by Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. *(Technical Reference Document)*

22 Environmental Planning Elements. Prepared by Rogers, Golden & Halpern, January 1988. *(Technical Reference Document)*

23 Market Trend Perspectives of New Jersey Business and Development Leadership. Prepared by Hammer, Siler, George Associates, September 1988. (Technical Reference Document)

24 Development Standards for Limited Growth Areas. Prepared by Freilich, Leitner, Carlisle & Shortlidge, November 1987. *(Technical Reference Document)*

25 The Taking Issue. Prepared by Siemon, Larsen, Mattlin & Purdy, December 1987. *(Technical Reference Document)*

26 Statement of Purpose of the New Jersey State Planning Commission. New Jersey State Planning Commission, adopted October 31, 1986; revised February 13, 1987.

27 Chronology of State Planning in New Jersey. New Jersey Office of State Planning, *(1987)*.

28 What is Cross-Acceptance? New Jersey Office of State Planning, 1987. *(Brochure)*

29 State Planning Rules, (N.J.A.C. 17:32 et seq.) March 21, 1988. *(Technical Reference Document)*

30 The New Jersey Freshwater Wetlands Protection Act as it Relates to Stream Corridor Buffer Considerations in the State Development and Redevelopment Guide Plan. Prepared by Rogers, Golden & Halpern, January 1988. *(Technical Reference Document)*

31 Infrastructure Needs Assessment, vol. II: Transportation. New Jersey Office of State Planning, January 1988. *(Technical Reference Document)*

32 Development of Nitrate Dilution Model. Prepared by Roger, Golden & Halpern, revised December 1988. *(Technical Reference Document)*

33 Suburban Technical Advisory Committee Report; Submitted to the N.J. Office of State Planning, May 1988.

34 Infrastructure Technical Advisory Committee Report; Submitted to the N.J. Office Of State Planning, June 1988.

35 Peer Review Technical Advisory Committee Report; Submitted to the N.J. Office of State Planning, June 1988.

36 Urban Policy Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, June 1988.

37 Agriculture Technical Advisory Committee Report; Submitted to the N.J. Office of State Planning, July 1988.

38 Housing Technical Advisory Committee Report; Submitted to the N.J. Office of State Planning, July 1988.

39 Capital Facilities Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, July 1988.

40 Environmental Assessment Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, July 1988.

41 Rural Policy Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, July 1988.

42 Transportation/Air Quality Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, July 1988.

43 Economic Fiscal Impact Technical Advisory Committee, Report; Submitted to the N.J. Office of State Planning, August 1988.

44 Tracking Growth and Change in New Jersey: a Framework for a Growth Management Information Program for the New Jersey State Development and Redevelopment Plan. Prepared by the Urban Land Institute, December 1988. *(Technical Reference Document)*

45 A Citizen's Guide to the State Planning Process. New Jersey Office of State Planning, n.d. *(Brochure)*

46 Land Availability Analysis of the Draft Preliminary State Development and Redevelopment Plan. New Jersey Office Of State Planning, revised March 1989. *(Technical Reference Document)*

47 Planning for the Future, A Program About the State Development and Redevelopment Plan. New Jersey State Planning Commission, 1988. *(Video)*

48 1988 calendar. New Jersey Office of State Planning, 1988

49 Tomorrow's New Jersey. New Jersey State Planning Commission, 1988. *(Brochure)*

50-1 The Draft Preliminary State Development and Redevelopment Plan. 2 vols. New Jersey State Planning Commission, January 1988.

50-2 Draft Preliminary State Development and Redevelopment Plan, Executive Summary: New Jersey Office of State Planning, January 1988.

51 Communities of Place, the New Jersey Preliminary State Development and Redevelopment Plan. 3 vols. New Jersey State Planning Commission, November 1988. *(Volume III is no longer available).*

52 Cross-Acceptance Manual. New Jersey Office of State Planning, May 1988.

53 The State Planning Bulletin. November, 1987 - October, 1988. Superseded by Communities of Place, the State Planning Bulletin, February 1989 -.

54 Population Trends and Projections. N.J. Office of State Planning, Revised edition June 1991. *(Technical Reference Document)*

55-1 Housing Trends and Projections. N.J. Office of State Planning, June 1989. *(Technical Reference Document)*

55-2 Housing Accommodations by the State Development and Redevelopment Plan. N.J. Office of state Planning, June 1989. *(Technical Reference Document)*

56 County Informational Meetings, abstract. New Jersey Office of State Planning, 1989.

57 Description of the Negotiation Phase of Cross- acceptance. New Jersey Office of State Planning, amended and approved September 1989.

58 Communities of Place, *(Video)*. New Jersey Office of State Planning, 1989.

59 Distributing Population and Employment Forecasts to Municipalities, Draft. N.J. Office of State Planning, April 1990. *(Technical Reference Document)*

60 Projecting Costs for Roads Under Various Growth Scenarios, Draft. N.J. Office of State Planning, April 1990. *(Technical Reference Document)*

61 Projecting State and Local Operating Budgets Under Various Growth Scenarios, Draft. N.J. Office of State Planning, February 1990. *(Technical Reference Document)*

62 Projecting Costs for School Buildings Under Various Growth Scenarios, Draft. N.J. Office of State Planning, April 1990. *(Technical Reference Document)*

63 Estimating Costs for Wastewater Collection Under Various Growth Scenarios, Draft. N.J. Office of State Planning, April 1990. *(Technical Reference Document)*

64 Communities of Place, the State Planning Bulletin. New Jersey State Planning Commission. January 1990 -. Superseded The State Planning Bulletin.

65 A Guide to Cross-Acceptance Negotiations. New Jersey State Planning Commission, 1990. *(Brochure)*

66 Cross-Acceptance Issues: Preliminary Staff Analysis Urban, Suburban, Rural & Regional Design System. New Jersey Office of State Planning, March 1990.

66 Appendices to Cross-Acceptance Issues: Preliminary Staff Analysis. New Jersey Office of State Planning, January 1990.

67 Fact and Fiction About the Preliminary State Development and Redevelopment Plan and the State Planning Process. New Jersey Office of State Planning, January 1990. *(Brochure)*

68 Planning for Natural and Cultural Resources; a Report of the Natural Resources State Planning Advisory Committee. New Jersey Office of State Planning, November 1990.

69 Regional Design; a Report of the Regional Design System State Planning Advisory Committee. New Jersey Office of State Planning, November 1990.

70 Regional Design, executive summary; a Report of the Regional Design System State Planning Advisory Committee. New Jersey Office of State Planning, November 1990.

71 Housing, State Planning Advisory Committee. New Jersey Office of State Planning, November 1990.

72 Communities of Place, the Interim State Development and Redevelopment Plan for the State of New Jersey. New Jersey State Planning Commission, July 12, 1991.

73 Interim Statement of Agreements, Disagreements and Concerns of the State Development and Redevelopment Plan. New Jersey Office of State Planning, September 27, 1991.

74 Agriculture and the State Planning Process Building Consensus Step by Step. New Jersey Office of State Planning, October 1991.

75 Peer Review, State Planning Advisory Committee. New Jersey Office of State Planning, November 1991.

76 The Interim State Development and Redevelopment Plan, Q & A. New Jersey Office of State Planning, November 1991.

77 Interim Report of the New Jersey State Planning Commission on Implementation Issues. New Jersey State Planning Commission, December 6, 1991.

78 Mapping and Growth Accommodation Guide, Technical Assistance Manual. New Jersey Office of State Planning, December 1991.

79 Employment Trends and Projections. Draft. New Jersey Office of State Planning, rev. June 1992. *(Technical Reference Document)*

80 Description of the OSP Income Models. Draft. New Jersey Office of State Planning, January 1992. (Technical Reference Document)

81 Examination of Residential Locational Theories and Factors that Affect Tenure. Draft. New Jersey Office of State Planning, January 1992. (Technical Reference Document)

82 Assessment of Trend Infrastructure Needs to 2010. New Jersey State Planning Commission, January 1992.

83 Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan. 2 vols. Center for Urban Policy Research (CUPR), Rutgers University. February 28, 1992.

84 Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan, Executive Summary. Center for Urban Policy Research (CUPR), Rutgers University, February 28, 1992.

85 Business and Labor, Report #1. State Planning Advisory Committee, April 1992.

86 Housing, Report #2. State Planning Advisory Committee, April 1992.

87 Planning for Natural and Cultural Resources, Report #2. Natural Resources State Planning Advisory Committee, April 1992.

88 Resource Planning and Management, Report #2. State Planning Advisory Committee, April 1992.

89 Monitoring and Evaluation Program for the New Jersey State Development and Redevelopment Plan. Draft. New Jersey State Planning Commiission, April 1992, revised June 1992.

90 Assessment of Infrastructure Needs to 2010 New Jersey State Development and Redevelopment Plan. Draft. New Jersey State Planning Commission, April 1992, revised June 1992.

91 Amendments to the Interim State Development and Redevelopment Plan for the State of New Jersey. New Jersey State Planning Commission, April 1992.

92 Amendments to the Interim Statement of Agreements, Disagreements and Concerns of the State Development and Redevelopment Plan. New Jersey Office of State Planning, April 1992.

93 Amendments to the Interim Report of the New Jersey State Planning Commission on Implementation Issues. New Jersey State Planning Commission, April 1992.

GLOSSARY

The following terms shall have the meanings indicated below. Although these definitions are consistent, to the extent practicable, with State statutes and regulations, they are meant to be used only in the context of the Plan, and are not meant to supercede definitions in such statutes or regulations.

ACCEPTABLE MANAGEMENT PRACTICES means those farming techniques recommended by the State Agriculture Development Committee and includes but is not limited to practices for the following purposes:

(1) the production of agricultural and horticultural crops, trees and forest products, livestock, and poultry and other commodities as described in the Standard Industrial Classification for agriculture, forestry, fishing and trapping;

(2) the processing and packaging of the agricultural output of the farm;

(3) the wholesale and retail marketing of the agricultural output of the farm and related products that contribute to farm income;

(4) the replenishment of soil nutrients;

(5) the control of pests, predators and diseases of plants and animals;

(6) the clearing of woodlands, the installation and maintenance of vegetative and terrain alterations and other physical facilities for water and soil conservation and surface water control in wetlands areas; and

(7) the on-site disposal of organic agricultural wastes.

ACCESS MANAGEMENT PLAN means a plan, showing the design of access for every lot on a State highway segment, that is developed jointly by New Jersey Department of Transportation, the municipality in which the highway is located, and the county, if a county road intersects the segment.

AGRICULTURE means farming in all its branches and including:

(1) the cultivation and tillage of the soil;

(2) the production, cultivation, growing, and harvesting of any agricultural, viticultural or horticultural commodities;

(3) the raising and/or the breeding of livestock including but not limited to dairy and beef cattle, sheep, goats, fur-bearing animals, companion animals, poultry and swine;

(4) the breeding, boarding, raising or training of equine;

(5) the commercial harvesting, production and processing of fish and shellfish, including aquaculture and marine production;

(6) the commercial production of bees and apiary products;

(7) the production of nursery, sod, floriculture and forest products; and

(8) the harvesting, storage, grading, packaging, processing, distribution, and sale of such commodities where such activities occur at the point of production.

AGRICULTURAL DEVELOPMENT means development that is directly related to agriculture and occurs on a parcel of land where agriculture occurs, including dwellings for individuals and associated households actively engaged in agriculture on the site.

AGRICULTURAL DEVELOPMENT AREA (ADA) means, pursuant to N.J.S.A. 4:1C-1 et seq., an area identified by a County Agricultural Development Board and certified by the State Agricultural Development Committee, where agricultural will be presumed the first priority use of the land and where certain financial, administrative and regulatory benefits will be made available to those landowners who choose to participate. *(See STATE AGRICULTURAL DEVELOPMENT COMMITTEE and COUNTY AGRICULTURAL BOARD)*

AGRICULTURAL AND RURAL SUPPORT SERVICES means establishments primarily engaged in providing goods or services:

(1) to rural residences;

(2) to agriculture, including the storage, processing and distribution of the output of the farm; and

(3) to natural resource dependent activities.

AQUIFER means a geological formation, a group of formations, or a part of a formation that is capable of yielding a significant amount of water to a well or a spring.

AQUIFER RECHARGE AREA means land or water areas through which groundwater or aquifers are replenished.

ARTERIAL HIGHWAY means a highway that has been designed to provide high-speed travel between or within communities or to and from collectors and expressways. These highways provide mobility as a primary function and access as a secondary function.

BEST MANAGEMENT PRACTICES (BMPs) means schedules of activities, prohibition of practices, maintenance procedures, and other management practices to prevent or reduce the pollution of the "waters of the state".

Best Management Practices also include treatment requirements, operating procedures, and practices to control site runoff, spillage or leaks, sludge or waste disposal or drainage from raw material storage. *(See WATERS OF THE STATE)*

CAFRA means the Coastal Area Facility Review Act *(N.J.S.A. 13:19-4)*.

CAPITAL FACILITIES means those facilities under public ownership, or operated or maintained for public benefit, that are necessary to support development and redevelopment and to protect the public health, safety, and welfare. Capital facilities include infrastructure systems such as transportation, energy, telecommunications, water supply, wastewater disposal, storm water management, shore protection, solid

waste management, public health care, public education, higher education, arts, historic resources, public safety, justice, public administration, and public housing.

CARBON MONOXIDE "HOT SPOTS" means local violations of national and state ambient air quality standards for carbon monoxide, pursuant to the federal Clean Air Act.

CENTER means a compact form of development with a core or a node *(focus of residential, commercial and service development)* and a Community Development Area that ranges in scale from an Urban Center, to a Regional Center, Town, Village, and Hamlet. *(See NODE)*

C.O.A.H. *(See COUNCIL ON AFFORDABLE HOUSING)*

COASTAL AREA means the geographic area within the Coastal Zone under the jurisdiction of the Coastal Area Facility Review Act *(N.J.S.A. 13:19-1 et seq.)*.

COASTAL ZONE means the geographic area regulated by the New Jersey Department of Environmental Protection Rules on Coastal Resources and Development *(N.J.A.C. 7:7E-1.1 et seq.)*. These areas include the Coastal Area under the jurisdiction of the Coastal Area Facility Review Act *(N.J.S.A. 13:19-1 et seq.)*, all other areas now or formerly flowed by the tide, shorelands subject to the Waterfront Development Law *(N.J.S.A. 12:5-3)*, regulated Wetlands listed at N.J.A.C. 7A-1.13, and the Hackensack Meadowlands Development Commission District as defined by N.J.S.A. 13:17-4.

COLLECTOR ROADS means streets which provide access and traffic circulation service within residential, commercial and industrial areas in a community.

COMMUNITY DEVELOPMENT AREA means the land around a Center and within the Community Development Boundary where the Community Infrastructure System, utilities and community facilities and services are located and provided in order to accommodate the anticipated long-term growth for that center. Community Development Areas vary in size according to the type of Center; Urban Centers may have Community Development Areas coterminous with municipal boundaries.

COMMUNITY DEVELOPMENT BOUNDARY means the outer limits of a Community Development Area, as defined by physical features, such as rivers, roads, or changes in character of urban structures, or by permanent open spaces preserved through such programs as transfer of development rights, fee simple purchase, easement purchase, existing-use zoning, and other similar programs.

COMMUNITY INFRASTRUCTURE SYSTEM means capital facilities and land assets commonly associated with and supportive of urban

densities *(generally over 1,000 persons per square mile)* provided within a Community Development Boundary; and generally including community sewage and water distribution systems, parks and transportation systems that move people and goods within and among Centers. *(See CAPITAL FACILITIES.)*

COMMUNITY OF PLACE means a dynamic, diverse, compact and efficient Center that has evolved and been maintained at a human scale, with an easily accessible central core of commercial and community services, residential units, and recognizable natural and built landmarks and boundaries that provide a sense of place and orientation.

COMMUNITY OF PLACE MUNICIPALITY means a municipality that:

(1) displays a pattern of development that comports with the State Plan's Resource Planning and Management Structure;

(2) maintains up-to-date plans that are consistent with the Statewide Policies and other provisions of the State Development and Redevelopment Plan;

(3) has a housing element certified by the Council on Affordable Housing;

(4) maintains a realistic and up-to-date capital facility budget and program that will assure maintenance of adequate facility standards for all systems;

(5) uses a variety of tools to achieve natural resource protection;

(6) regularly reviews and maintains efficient regulatory and permitting systems, and works with other levels of government to improve the efficiency of its systems;

(7) funds planning at adequate levels; and

(8) uses a diverse set of tools to protect and enhance natural and cultural resources.

COMMUNITY SEWAGE SYSTEM or COMMUNITY WASTEWATER SYSTEM means a community sanitary sewage system including collection, treatment, and disposal facilities in public or private ownership, serving a Center. It is intermediate in scale between a Regional Sewer System and an Individual Sewage System. *(See INDIVIDUAL SEWAGE SYSTEM.)*

COMPATIBILITY or COMPATIBLE means, in accordance with the State Planning Rule, a policy or standard in a local, county or regional plan or regulation which is equally effective as the Policy contained in the State Development and Redevelopment Plan in achieving the pertinent State Goal, Objective or Strategy set forth in the State Plan. *(See STATE PLANNING RULE.)*

CONSENSUS means a level of general agreement that has been reached by a group in a participative forum. Consensus does not necessarily imply unanimity.

CONSISTENCY or CONSISTENT means, in accordance with the State Planning Rule, a policy or standard in a local, county or regional plan or regulation which is substantially the same as the Policy in the State Development

and Redevelopment Plan. *(See STATE PLANNING RULE.)*

CORRIDOR REGION means a system of central places and outlying communities connected to an urban area by a transportation corridor. The boundaries of a corridor region are delineated during the preparation of its Corridor Region Development Plan. *(See TRANSPORTATION CORRIDOR.)*

CORRIDOR REGION DEVELOPMENT PLAN means a comprehensive regional plan prepared for a corridor region designated in the State Plan.

COUNCIL ON AFFORDABLE HOUSING, or C.O.A.H., means a State agency, created by the Fair Housing Act of 1985 *(N.J.S.A. 52:27D-301 et seq.)*, to assess the need for low- and moderate-income housing in the different regions of New Jersey, and to oversee municipal responses to meet that need. *(See LOW INCOME HOUSEHOLD and MODERATE INCOME HOUSEHOLD)*

COUNTY AGRICULTURAL DEVELOPMENT BOARD *(CADB)* means, pursuant to N.J.S.A. 4:1C-1 et seq., a county board responsible for developing and adopting local agricultural retention and development programs to encourage the agricultural business climate and the preservation of agricultural land in the county.

CRITICAL ENVIRONMENTAL/HISTORIC SITES means environmentally sensitive features of less than one square mile, such as wetlands and ponds, wellhead protection areas, ravines, endangered and threatened species habitats, stream corridors, steep slopes, historic sites, and scenic vistas. These sites should be locally identified and mapped to ensure a level of protection equivalent to that which would be afforded by inclusion in the Environmentally Sensitive Planning Area. *(See ENVIRONMENTALLY SENSITIVE FEATURES.)*

CRITICAL HABITATS mean biologically diverse areas containing habitats of endangered or threatened plant or animal species, as determined by the New Jersey Department of Environmental Protection & Energy *(NJDEPE)*; pristine waters designated by the NJDEP as Category I waters and their watersheds within and above their pristine water segment; trout production and maintenance waters and their watersheds, as designated by the NJDEP; contiguous freshwater wetland systems, defined as the zone of biological diversity primarily supported by wetlands, and wetland systems; prime forested areas, including mature stands of native species; ridgelines, and grasslands.

CRITICAL SLOPE AREA means an area predominantly characterized by either an average change in elevation greater than 15 percent of the corresponding horizontal distance through the slope (15 percent slope), or by a very high

erosion hazard as indicated by an erodibility factor "k" computed by the United States Department of Agriculture, Soil Conservation Service for soils of 0.40 or greater.

CROSS-ACCEPTANCE or CROSS-ACCEPTANCE PROCESS means, in accordance with the State Planning Rule, the process of comparing the provisions and maps of local, county and regional plans and regulations with those of the State Development and Redevelopment Plan and the dialogue which occurs among participants during and after this process to achieve compatibility or consistency among the plans. The three phases of Cross-acceptance are comparison, negotiation and issue resolution. *(See STATE PLANNING RULE)*

CROSS-ACCEPTANCE MANUAL means a document prepared by the Office of State Planning for the purpose of guiding negotiating entities through the Cross-acceptance process.

CROSS-ACCEPTANCE PERIOD means the time between the date of release of the Preliminary State Development and Redevelopment Plan by the State Planning Commission and 30 days beyond the last of the six public hearings on the State Development and Redevelopment Plan pursuant to the State Planning Rule. *(See STATE PLANNING RULE.)*

CROSS-ACCEPTANCE REPORT means a written statement submitted by the negotiating entity to the State Planning Commission describing the findings, recommendations, objections and other information as set forth in the Cross-Acceptance Manual.

DAYS means calendar days, for the purposes of Cross-acceptance.

DESIRABLE TYPICAL SECTIONS *(DTS)* means the New Jersey Department of Transportation's long-range plan for State highway configurations. Each DTS shows the number of through lanes. It does not generally show auxiliary lanes.

DENSITY means the permitted number of dwelling units per gross area of land to be developed pursuant to State and local regulations. *(See INTENSITY.)*

DEVELOPABLE LAND means unimproved land exclusive of:

(1) public open space;

(2) land precluded from development due to deed restrictions; and

(3) land deemed undevelopable by State or local regulation of natural factors (e.g., slope,wetlands, etc.)

DEVELOPMENT means the following activities:

(1) the division of a parcel of land into two or more parcels;

(2) the construction, reconstruction, conversion, structural alteration, relocation, enlargement,

or demolition of a structure, or of any mining, excavation, landfill, or deposition; and

(3) any use, or change in the use, of any structure, or land, or extension of use of land.

DEVELOPMENT CAPACITY means the extent to which an area can support development consistent with sustaining appropriate levels of economic performance, infrastructure, public fiscal capacity, community quality of life, and the functional integrity of Natural Systems. *(See NATURAL SYSTEMS.)*

DEVELOPMENT REGULATION means a zoning ordinance, subdivision ordinance, site plan ordinance, official map ordinance or other regulation of any public agency concerning the use and development of land.

DEVELOPMENT RIGHT means the nature and the extent to which land, including the air space above and subsurface resources, may be improved under a development regulation. *(See LAND.)*

DEVELOPMENT RIGHTS PROGRAM means either a contractual agreement to dedicate, transfer or otherwise convey land or development rights in exchange for other good and valuable consideration, such as density bonuses; or governmentally enabled procedures (such as transfer of development rights, purchase of development rights, and easement purchases) to dedicate, transfer, or otherwise convey land or development rights for other good and valuable consideration. *(See DEVELOPMENT RIGHTS, TRANSFER OF DEVELOPMENT RIGHTS, EASEMENTS, and LAND.)*

DEVELOPMENT OF SIGNIFICANT REGIONAL IMPACT means development that exceeds 150 acres, 500 dwelling units, or is of a character, magnitude, or location that could have substantial effect on the health, safety or welfare of citizens of more than one county.

DISTRESS *(See MUNICIPALITIES AND CENTERS EXPERIENCING DISTRESS.)*

EASEMENT means a legal conveyance that sets forth certain restrictions or that grants certain rights on the use and development of (usually) private property, sometimes referred to as a "deed restriction". Easements may be purchased from the property owner or donated by the owner to an agency (e.g., State, county and municipal governments, some environmental commissions, charitable organizations and private land trusts, etc.). The holder of an easement agrees to perform periodic inspections and to take the legal action, if necessary, to ensure that easement provisions are met. Easements run with the land, and are generally granted in perpetuity, but may be of limited term.

ECOLOGICAL INTEGRITY means the maintenance of the natural functions and interactions of a community of plant and/or animal species

with its physical environment. *(See NATURAL SYSTEMS)*

ECOSYSTEM means a Natural System formed by the interaction of a community of plant and animal species.

EFFECTIVENESS means the accomplishment of or ability to accomplish a desired goal or effort.

EFFICIENCY means the accomplishment of or ability to accomplish a job with a minimum expenditure of time, effort, and cost.

ENDANGERED AND THREATENED SPECIES means species of plants or animals which are designated as endangered or threatened pursuant to the New Jersey Nongame and Endangered Species Act (*N.J.S.A. 23:2A-1 et seq.*) or the Federal Endangered Species Act (*16 U.S.C.A. 1531-43*).

ENVIRONMENTALLY SENSITIVE FEATURES means the following natural and cultural resources, the disturbance of which tends to impair the physical, biological, social, or aesthetic quality of the resource.

(1) aquifer recharge areas;

(2) coastal dunes, beaches, barrier islands, and shorelines;

(3) critical slope areas;

(4) flood plains;

(5) habitats of endangered and threatened species;

(6) habitats with wide diversity of resident species;

(7) historic areas;

(8) public water supply reservoirs;

(9) ridge lines;

(10) scenic corridors;

(11) staging areas for migratory species;

(12) stream corridors;

(13) wetlands;

(14) wildlife corridors.

EQUITY INSURANCE means a government or privately sponsored annuity or other sustained fund the purpose of which is to retire land development rights by means of landowner payment at the time of, for instance, sale of land, retirement, or death of landowner.

EXISTING SEWER SERVICE AREA means an area that is currently served by a regional or Community Sewage System. *(See COMMUNITY SEWAGE SYSTEM, PLANNED SEWER SERVICE AREA, and REGIONAL SEWAGE SYSTEM.)*

EXISTING-USE ZONING means a mechanism for communities to retain prevailing land use except where change serves a compelling public interest, whereby the lawful uses of each piece of land are the uses which the parcel already is reasonably adapted. Existing-use zoning is appropriate in nonurban areas where a planning objective is to avoid dynamic changes in patterns of land use, and is suited to those relatively undisturbed locales where the nor-

mal presumption runs against active modification of current land use.

FARMLAND PRESERVATION PROGRAM means a voluntary program as defined in the Agriculture Retention and Development Act (*N.J.S.A. 4:1C-11 et seq.*) "which has as its principal purpose the long-term preservation of significant masses of reasonably contiguous agricultural land within agricultural development areas . . . and the maintenance and support of increased agricultural production as the first priority of that land," including programs for the purchase of development easements and deed restrictions and programs for financial assistance subject to approval by the State Agriculture Development Committee.

FLOOD CONTROL PRIORITY AREA means those areas in which additional flood control planning measures are needed on an emergency basis, as designated in the New Jersey Statewide Flood Control Master Plan.

FLOOD HAZARD AREA means the area within a flood plain subject to flooding from a storm with a frequency of recurrence of once or more per 100 years.

FLOOD PLAIN or FLOOD PRONE AREA means the channel and the relatively flat area adjoining the channel of a stream or river which has been or may be covered by flood water.

FULLY DEVELOPED means areas where nearly all development opportunities consist of redevelopment.

FUNCTIONAL INTEGRITY means the ability of a place to continue to function as a viable whole without excessive outside support. The functional integrity of an area is endangered when a component of the area is damaged or removed. *(See DEVELOPMENT CAPACITY)*

FUNCTIONAL PLAN or FUNCTIONAL MASTER PLAN means a plan prepared by a State agency, county, municipality, or other public entity to specify and coordinate the provision of one or more infrastructure systems and related services. (See INFRASTRUCTURE)

GEOGRAPHIC INFORMATION SYSTEM means a system, often computerized, for the storage, management, analysis and retrieval of geographically referenced information and associated tabular or attribute data. Combined information from several data sources can produce one composite map to answer a specific question.

GOAL means a desired state of affairs towards which planned effort is directed. Taken collectively, the goals are the most general statement of principles which guide the State Development and Redevelopment Plan.

GROWTH MANAGEMENT means the conscious public decision to restrain, accommo-

date or induce development in any geographic setting and at any governmental level. Growth management systems provide a means for governments to establish comprehensive goals and objectives designed to address the problems of growth through an integrated system of administrative, financial and regulatory programs.

HACKENSACK MEADOWLANDS DEVELOPMENT COMMISSION *(HMDC)* means a State agency created by the Hackensack Meadowlands Reclamation and Development Act *(N.J.S.A. 13:17-1, et. seq.; L. 1968, c. 404)* to oversee the growth and development of 21,000 acres of Hackensack River meadowlands in 14 municipalities in the region; to protect the delicate balance of nature; and to continue to use the meadowlands to meet the region's solid waste needs.

HAMLET means an existing or planned settlement, predominantly residential, that accommodates development in a more compact form than might occur otherwise in scattered clusters and single-tract, standard-design subdivisions on nearby individual tracts of lands. *(Also see "Hamlets," Section V, A, 5.)*

HEADWATERS means the watershed of any (first order) stream within a river basin that is not fed by a tributary stream.

HISTORIC CORRIDOR means a right-of-way or an area comprising one or more landmarks, historic sites, or an historic district. *(See HISTORIC SITE and HISTORIC DISTRICT)*

HISTORIC DISTRICT means one or more historic sites and intervening or surrounding property united historically or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history significantly affecting or affected by the quality and character of the historic site or sites.

HISTORIC SITE means any real property, man-made structure, natural object or configuration or any portion or group of the foregoing formally designated by the state, county or municipality or documented as being of historical, archaeological, cultural, scenic or architectural significance.

IMPACT ASSESSMENT means an assessment of the economic, environmental, infrastructure, community life, and intergovernmental coordination impacts of the Interim Plan, as required by The State Planning Act.
(See STATE PLANNING ACT)

IMPACT FEES means charges levied by local governments on new development to generate revenue for infrastructure necessitated by the new development.

IMPERVIOUS SURFACE means a surface that is highly resistant to infiltration by water.

INDIGENOUS VEGETATION means a native or adopted species which is not invasive or exotic.

INDIVIDUAL ON-SITE WASTEWATER SYSTEMS or INDIVIDUAL SEWAGE SYSTEM means an individual subsurface sewage disposal system as determined by the NJDEPE for the disposal of sewage into the ground. It is designed to retain most of the solids in a septic tank, and to discharge the liquid portion to a disposal bed for treatment by natural processes. *(See COMMUNITY SEWAGE SYSTEM)*

INFRASTRUCTURE means those capital facilities and land assets under public ownership, or operated or maintained for public benefit, that are necessary to support development and redevelopment and to protect the public health, safety, and welfare. Infrastructure systems may include, but are not limited to transportation, energy, telecommunications, farmland retention, water supply, wastewater disposal, stormwater management, shore protection, open space and recreation, solid waste disposal, public health care, public education, higher education, arts, historic resources, public safety, justice, public administration, and public housing.

INFRASTRUCTURE NEEDS ASSESSMENT means an analysis of capital facilities, land assets, and related services which are needed to support development, prepared pursuant to the State Planning Act.
(See STATE PLANNING ACT)

INTENSITY means the frequency and extent of activity occurring per unit of land.
(See DENSITY)

INTERIM STATE DEVELOPMENT AND REDEVELOPMENT PLAN or INTERIM STATE PLAN or INTERIM PLAN means the New Jersey Interim State Development and Redevelopment Plan prepared for the purposes of the cross-acceptance process pursuant to the State Planning Act, (*N.J.S.A. 52:18A-203.*)

INTERJURISDICTIONAL AGREEMENT refers to a contractual or other formal agreement between two or more political jurisdictions that results in a cooperative action or activity.

INTERNATIONAL BIOSPHERE RESERVE means a designation conferred by the United Nations that recognizes areas on Earth that possess outstanding natural features such as unique natural habitats, plant and animal species and populations.

LAND means real property including improvements and fixtures on, above, or below the surface. *(See DEVELOPMENT RIGHT)*

LAND ASSETS means those infrastructure investments under public ownership, or main-

tained for public benefit, that are necessary to support development and redevelopment and to protect the public health, safety and environment by providing for the preservation and public control of existing land resources that are sensitive to, and necessary to support, growth and development in other locations, and include, but not limited to parks, open space and farmland retention. *(See INFRASTRUCTURE)*

LEVEL OF SERVICE means a measure describing conditions within a Capital Facility system, that is usually related to the system's sufficiency and capacity. *(see CAPITAL FACILITY)*

LIFE-CYCLE INFRASTRUCTURE PLANNING means a stewardship approach to managing infrastructure throughout its lifetime. The six phases of the life cycle of infrastructure are:

(1) Needs Assessment~to determine how much of an infrastructure improvement is needed, and its approximate cost.

(2) Planning~to determine what improvements to provide, in what locations, and by what means that will serve the public need throughout the life of the system.

(3) Financing~to develop a financing system based on life-cycle costing that provides adequate resources for all costs, including rehabilitation and replacement, throughout the life of the system.

(4) Development and Operation~to build, operate and maintain the system in a way that is responsive to changing demands throughout the life of the system.

(5) Rehabilitation and Replacement~to provide regularly scheduled capital improvements to maintain the system at optimum operating condition.

(6) Monitoring and Evaluation~to periodically review the condition and level of service delivery to identify and implement appropriate adjustments.

LINKAGE FEES means the requirement by local governments that developers provide low and moderate income housing, day care or social activity centers, or funds to provide such housing or services, in relation to the demand created by their development. *(See IMPACT FEES)*

LONG-TERM means a scope of activity or action including the present through a minimum of 20 years.

LOW INCOME HOUSEHOLD means a household with less than 50% of the median income of the Metropolitan Statistical Area *(MSA)*.

MASTER PLAN means a composite of one or more written or graphic proposals for the general physical development of a county or municipality as set forth and adopted by the planning board pursuant to the Municipal Land Use Law *(N.J.S.A. 40:55D-28)* and the County Planning Act *(N.J.S.A. 40:27-1 et seq.)*.

METROPOLITAN PLANNING ORGANIZATION *(MPO)* means an organization constituted of State and local government representatives responsible for maintaining the comprehensive, cooperative and continuing transportation planning process and programming federal funds consistent with the planning process. There are five metropolitan planning organizations in New Jersey including all or parts of 20 counties.

MID-TERM means a scope of activity or action including the present through at least 10-15 years into the future.

MIXED-USE DEVELOPMENT means the development of a tract of land or building or structure with three or more different uses such as, but not limited to, residential, office, manufacturing, retail, public, or entertainment, in a compact form.

MMBtu means Million British Thermal Units, an energy measurement.

MODAL SPLIT means a ratio which depicts the allocation of trips to all available modes of transportation. Generally, this ratio compares private automobile usage with transit usage.

MODERATE INCOME HOUSEHOLD means a household with 50 to 80 percent of the median household income of the Metropolitan Statistical Area *(MSA)*.

MOSTLY DEVELOPED means areas where the primary form of development is redevelopment.

MUNICIPALITIES AND CENTERS EXPERIENCING DISTRESS means those municipalities ranked within the top 100 municipalities on the Municipal Distress Index *(MDI)* and further categorized on that list as "urban level" 1 or 2; or Urban Centers, Regional Centers, Towns or Villages, as defined in the State Plan, that are within municipalities ranked within the top 100 municipalities on the MDI. *(See MUNICIPAL DISTRESS INDEX)*

MUNICIPAL DISTRESS INDEX *(MDI)* means a list prepared by the New Jersey Office of Management and Budget, representing a composite distress comparison for all 567 New Jersey Municipalities. *(See MUNICIPALITIES AND CENTERS EXPERIENCING DISTRESS)*

MUNICIPAL REPORT means a separate report filed in Cross-acceptance by a municipality wishing to dissent, in whole or in part, from the Cross-acceptance Report prepared and filed by the Negotiating Entity, pursuant to the State Planning Act and the State Planning Rule. *(See NEGOTIATING ENTITY, STATE PLANNING ACT and STATE PLANNING RULE)*

NATIONAL AMBIENT AIR QUALITY STANDARDS *(NAAQS)* means those standards promulgated by the U.S. Environmental Protection

Agency in the Clean Air Act for select air quality parameters, noted as concentrations not to be exceeded in order to protect the public health.

NATURAL SYSTEMS means regularly interacting and interdependent components of air, water, land and biological resources.

NEGOTIATING ENTITY means a county, or where a county has declined to participate in the Cross-acceptance process, some other entity designated by the State Planning Commission to carry out Cross-acceptance and prepare the Cross-acceptance Report, pursuant to the State Planning Act and the State Planning Rule. *(See STATE PLANNING ACT and STATE PLANNING RULE)*

NEGOTIATION means the dialogue among participants during the period of Cross-acceptance. *(See STATE PLANNING ACT and STATE PLANNING RULE)*

NET HOUSING DENSITY means the number of residential units per acre of developable land, exclusive of roads, Public Open Space, and other areas outside of building lots. *(See PUBLIC OPEN SPACE)*

NEW JERSEY COASTAL HERITAGE TRAIL means a planning initiative created by Congress (*P.L. 100-515*) for the establishment of a vehicular tour route along existing public roads in the State to promote "public appreciation, education, understanding and enjoyment, through a coordinated interpretive program of certain nationally significant natural and cultural sites associated with the coastal area."

NODE means a focus of concentrated residential, commercial and service development. *(See CENTER)*

NONAGRICULTURAL DEVELOPMENT means development that is not directly related to agriculture. *(See AGRICULTURAL DEVELOPMENT)*

OBJECTIVE means a more specific articulation of a goal formulated in a manner which enables it to be the object of action.

OPEN SPACE means any parcel or area of land or water essentially unimproved and set aside, dedicated, designated or reserved for public or private use or enjoyment, or for the use and enjoyment of owners and occupants of land adjoining or neighboring such open space; provided that such areas may be improved with only those buildings, structures, streets, and off-street parking and other improvements that are designed to be incidental to the natural openness of the land. *(See PUBLIC OPEN SPACE)*

PARATRANSIT refers to forms of public passenger transportation which are distinct from conventional transit, and can operate over the highway and street system. Examples of

paratransit include shared-ride taxis, carpools, rental cars, and subscription bus clubs.

PARTIALLY DEVELOPED means areas where nearly all of the development opportunities are through development other than redevelopment. (See DEVELOPMENT and REDEVELOPMENT)

PEAK PERIOD means the period of time during which the maximum amount of demand occurs. Generally, the measurement is based on a period of one hour.

PERIOD OF CROSS-ACCEPTANCE *(See CROSS-ACCEPTANCE PERIOD)*

PINELANDS COMMISSION means a State agency created by the Pinelands Protection Act of 1979 (N.J.S.A. 13:18A-1 *et seq.*) to develop a management plan for, and exercise regulatory control over, development and activities in the Pinelands.

PINELANDS INFRASTRUCTURE TRUST FUND means a trust fund established by the Pinelands Infrastructure Bond Act of 1985, which provided $30 million for wastewater treatment facilities needed to accommodate existing and future needs in Pinelands Regional Growth Areas. These funds are allocated to various governmental entities pursuant to the Pinelands Infrastructure Trust Fund Plan prepared and approved by the Pinelands Commission.

PLANNED SEWER SERVICE AREA means an area that is proposed to be served by sanitary sewer of sufficient capacity to serve anticipated development within the area. These areas include:

(1) Sewer Service Areas delineated in Areawide Water Quality Management Plans or Wastewater Management Plans that have already been approved by the New Jersey Department of Environmental Protection & Energy, with the exception of sewer service areas that are recommended by a county or municipality through the Cross-acceptance process for deletion from a currently approved Areawide Water Quality Management Plan or Wastewater Management Plan; and

(2) service areas for Regional or Community sewage systems that are recommended by a county or municipality through the Cross-acceptance process for inclusion in a future Wastewater Management Plan.

PLANNED URBAN INFRASTRUCTURE means an Urban Infrastructure System of a sufficient capacity that is planned to serve long-term anticipated development within a specified area. *(See URBAN INFRASTRUCTURE SYSTEMS.)*

PLANNING AREA means an area of greater than one square mile, that is described by the presence or absence of a set of existing conditions, such as population density, Urban or Community Infrastructure systems, level of

development, or natural resources and sets forth policy objectives that guide growth in the context of those conditions. Planning Areas are also intended to guide the application of the Plan's Statewide Policies, as well as to guide local planning and decisions on the location and size of Centers within the Planning Area.

POLICY OBJECTIVE means a more specific articulation of a Goal that guides application of Statewide Policies in the unique environment of a particular Planning Area.

PRIORITY or PRIORITIZATION means the level of precedence in order given to a program or service to achieve a desired goal or effort.

PROGRAMMED SEWER SERVICE means a Wastewater Management Plan approved by the New Jersey Department of Environmental Protection& Energy, and which a municipal or other government entity has committed to implement in the short-term.

PUBLIC OPEN SPACE means open space conveyed or otherwise dedicated to a governmental or not-for-profit body for recreational or conservation uses. *(See OPEN SPACE)*

PUBLIC TRANSPORTATION SERVICE means any public service designed to carry two or more passengers. Public transportation includes, but is not limited to, carpools, vanpools, taxis, local and express buses and minibuses, people movers, trolley buses and trains, subways, and commuter rail systems. Public transportation services may be provided by public, quasi-public, or private entities.

PUBLIC WASTEWATER SYSTEMS means any device or system in public or private ownership used in the storage, treatment, recycling or reclamation of sewage generated by two or more individual units of development.

REDEVELOPMENT means the removal and replacement, or adaptive reuse of an existing structure or land.

REGION means an area encompassing land in more than one municipality that is bound together by shared characteristics.

REGIONAL CENTER means an existing settlement or a location for development within a Corridor Region along or near a transportation corridor. It is the locus of high intensity, mixed-use development, with an urban density (over 1,000 persons per square mile) and an emphasis on employment. It has a compact character and possesses sufficient density and adequate design to support pedestrian mobility and public transportation services. It is an existing or planned (new) Regional Center, possessing substantial market demand to enable it to function as a magnet to attract development from within the corridor and from surrounding areas, without competing with Urban Centers. *(See CORRIDOR REGION)*

REGIONAL ENTITY means a governmental or quasi-governmental agency which performs planning for land development for an area encompassing land in more than one county.

REGIONAL SEWAGE SYSTEM or REGIONAL WASTEWATER SYSTEM means a sanitary sewage system including collection, treatment and disposal facilities in public or private ownership, serving a region. *(See REGION)*

RESOURCE PLANNING AND MANAGEMENT STRUCTURE means the compact forms of development and planning objectives that should be used to promote desirable forms of development. It is comprised of two elements: Planning Areas and Centers.

RIGHT-OF-WAY means a strip of land occupied or intended to be occupied by a street, crosswalk, railroad, road, electric transmission line, gas pipeline, water main, sanitary or storm sewer main, shade trees, or for another special use.

"RIGHT TO FARM" means a public policy decision to protect farmers against municipal regulations, private nuisance suits and unnecessary constraints on essential farming practices, if these practices are consistent with federal and State law and are nonthreatening to the public health and safety.

SCENIC CORRIDOR means a righ-of-way or an area visible from a highway, waterway, railway or major hiking, biking, or equestrian trail that is accessible to the public, and which provides vistas over water, across expanses of vegetation such as farmlands, woodlands or coastal wetlands, or from mountaintops or ridges.

SEPTIC SYSTEM means an underground individual sewage system with a septic tank used for the decomposition and treatment of domestic wastewater.

SEWAGE means any wastes, including wastes from humans, households, commercial establishments, industries, and stormwater runoff, that are discharged to or otherwise enter a sewage system.

SEWER means any pipe or conduit used to collect and carry away sewage or storm water runoff from the generating source to the treatment plant or receiving stream.

SHORT-TERM means a scope of activity or action including the present through not more than 10 years.

SITE PLAN means a development plan of one or more lots on which is shown:

(1) the existing and proposed conditions of the lot, including but not necessarily limited to topography, vegetation, drainage, flood plains, marshes and waterways;

(2) the location of all existing and proposed buildings, drives, parking spaces, walkways, means

of ingress and egress, drainage facilities, utility services, landscaping, structures, signs, lighting and screening devices; and

(3) any other information that may be reasonably required in order to make an informal determination pursuant to the local subdivision and site plan ordinance.

SMART TECHNOLOGY means transportation systems which include computer-based interactive management elements that provide information to mortorists and/or are responsive to changing demands, maximizing the efficiency of the existing system.

SPRAWL means a pattern of development characterized by zones of single-use buildings at very low density. As a result of sprawl development, jobs, housing, and services are not in proximity to each other, but typically are located along arterial roads and at intersections, and undeveloped tracts remain interspersed among developed subdivisions.

STATE AGRICULTURAL DEVELOPMENT COMMITTEE *(SADC)* means a committee established pursuant to the Farmland Retention and Development Act *(N.J.S.A. 4:1C-1 et seq.)* to aid in the coordination of State policies which affect the agricultural industry and to promote the interests of productive agriculture and farmland retention.

STATE IMPLEMENTATION PLAN *(SIP)* means a plan to achieve and maintain National Ambient Air Quality Standards (NAAQS), prepared by the N.J. Department of Environmental Protection & Energy and the N.J. Department of Transportation with cooperation from local government and the private sector for submission to the U.S. Environmental Protection Agency.

STATE PLAN or THE PLAN or THIS PLAN means the New Jersey State Development and Redevelopment Plan prepared and adopted pursuant to the State Planning Act, (*N.J.S.A. 52:18A-196 et seq.*), unless otherwise specified.

STATE PLANNING ACT OF 1985 means an act of the New Jersey legislature *(N.J.S.A. 52:18A-196 et seq.)* which established the State Planning Commission and the Office of State Planning in the Department of the Treasury, and which charged the Commission with the preparation and adoption of a State Development and Redevelopment Plan.

STATE PLANNING RULE or THE RULE means an administrative rule promulgated pursuant to the State Planning Act, to establish an orderly and efficient process for the preparation, adoption and implementation of the State Development and Redevelopment Plan. The Rule (*N.J.A.C. 17:32-1 et seq.*) establishes procedures for conducting Cross-acceptance, and procedures to ensure the participa-

tion of all levels of government, as well as public and private interests, in Cross-acceptance.

STATE RECREATION AND OPEN SPACE MASTER PLAN means the State's Outdoor Recreation Plan of New Jersey, developed by the New Jersey Department of Environmental Protection & Energy, and serves as the State's functional plan for recreation and public open space.

STRATEGIC REVITALIZATION PLAN AND PROGRAM means a plan outlining an Urban Center's (municipality's) problems, capacities and potential opportunities for revitalization that is accompanied by a specific action program. The Strategic Plan for an Urban Complex should include:

1. A description of the interrelationships that exist within the complex;

2. Overall strategies to promote regional efficiencies and revitalization efforts;

3. Strategies for creating interjurisdictional coordination and cooperation; and

4. Strategies to target public investments within the Complex for greatest efficiency and impact.

STRATEGY means a general course of action, which links more general goals of the Plan with more specific policies and objectives. As such, it is a strategic action statement which formulates the intent of the Plan for its associated geographic area. A Strategy guides the formulation of policies, standards, plans, programs, regulations, and any other actions which implement the purposes of this Plan, for an individual Planning Area, set of Planning Areas, Center or Centers, or other specified area.

STRATEGIC RESOURCE MANAGEMENT PLAN means a plan or program that uses the location and timed provision of infrastructure and other financial and administrative resources to guide growth toward certain locations and patterns to achieve specific goals.

STRATEGY means a general course of action, which links more general Goals of the Plan with more specific Policies and Objectives. As such, it is a strategic action statement which formulates the intent of the Plan for its associated geographic area. A Strategy guides the formulation of policies, standards, plans, programs, regulations, and any other actions which implement the purposes of this Plan, for an individual Planning Area, set of Planning Areas, Center or Centers, or other specified area.

STREAM CORRIDOR means any river, stream, pond, lake, or wetland, together with adjacent upland areas, that support protective bands of vegetation that line the waters' edge.

STREAM CORRIDOR BUFFER AREA means an area of undisturbed vegetation, (except in the case of agricultural areas utilizing Acceptable Management Practices) maintained along the bank of any surface water body to protect

stream corridors from impacts of development. *(See ACCEPTABLE MANAGEMENT PRACTICES.)*

STREET HIERARCHY means the system by which roads are classified according to their purpose and the travel demand they serve.

STRUCTURE means anything constructed, installed, or portable for occupancy, use, or ornamentation on, above, or below the land, either permanently or temporarily.

SUBDIVISION means the division of a lot, tract, or parcel of land into two or more lots, tracts, parcels or other divisions of land for sale or development.

SUSTAINABILITY means the finite capacity of any place to support human activities, given a set of impacts that those activities have on the place. Once capacity is reached, the impacts of additional growth or activities harm the integrity of the place and impair its ability to function as intended. *(See FUNCTIONAL INTEGRITY.)*

SUSTAINABLE YIELD SOURCE means an aquifer, reservoir, or other water source which is replenished through natural processes in a manner that results in no net loss of water over time.

SYSTEM CAPACITY means the ability of natural, infrastructure, social and economic systems to accomodate growth and development without degrading or exceeding the limits of those systems, as determined by a carrying capacity analysis.

SYSTEM INTEGRITY means the ability of an Infrastructure system to function throughout its extent at a given level of service. It refers to the condition and capacity of the entire system or network, and the effect that changes to a part of the system have on the function of the whole. *(See INFRASTRUCTURE and LEVEL OF SERVICE.)*

TARGET or TARGETING mean the direct application of programs or services, according to a specific geographic area, to achieve a desired goal or effort.

TIMING AND SEQUENCING means the process of linking the provision of Infrastructure and the development of an area over a specified period. *(See INFRASTRUCTURE)*

TOWN means a Center that has an urban density (over 1,000 persons per square mile) and interrelated mixed uses, as described in the State Plan. This term does not necessarily refer to the form of incorporation of a municipality.

TRAFFIC DEMAND MANAGEMENT means strategies aimed at reducing the number of vehicle trips, shortening trip lengths, and changing the timing of trips out of peak hours. These strategies encourage the use of transit, car-

pools, vanpools, bicycling, and walking, and typically focus on the home-to-work commute. They also include efforts to provide housing close to jobs to shorten trip lengths. These strategies usually require the joint cooperation of developers, employers, and local governments.

TRANSFER OF DEVELOPMENT RIGHTS means a governmentally enabled development strategy and procedure that enables a municipality to direct development to suitable locations. Transfer of development rights permits an owner of real property to sell or exchange the development rights associated with that property to another owner for application to another property in return for compensation at the market value of those rights. *(See DEVELOPMENT RIGHTS PROGRAMS)*

TRANSPORTATION EXECUTIVE COUNCIL *(TEC)* means a board established by Governor's Executive Order in 1990 and comprised of the chairs of all 13 statewide transportation agencies and authorities. It is headed by the New Jersey Commissioner of Transportation, and charged with preparing a capital investment plan to coordinate transportation planning and program development.

TRANSPORTATION CORRIDOR means a combination of principal transportation routes involving a linear network of one or more highways of four or more lanes, rail lines, or other primary and secondary access facilities which support a development corridor.

TRANSPORTATION IMPROVEMENT PROGRAM *(TIP)* means a five year transportation improvement program that lists all highway and transit projects to be developed and implemented within the timeframe of the program. The list contains projects that are included in a long range transportation plan adopted by a Metropolitan Planning Organization.

TRANSPORTATION MANAGEMENT ASSOCIATION *(TMA)* means a nonprofit New Jersey-based corporation that brokers transportation services including, but not limited to, public transportation, van pools, carpools, bicycling, and pedestrian modes to corporations, employees, individuals and other groups.

TRANSPORTATION SYSTEM MANAGEMENT *(TSM)* means the strategies available to decision makers in both the public and private sectors that can reduce the number of cars on the road during peak travel times, such as flextime, ride-sharing, and shuttle buses.

TRIP means a single or one-way vehicle movement to or from a property or study area. "Trips" can be added together to calculate the total number of vehicles expected to enter or leave a specific land use or site over a designated period of time.

URBAN CENTER means a city of Statewide importance; a large settlement that has a high intensity of population and mixed land uses, including industrial, commercial, residential and

cultural uses; the historical foci for growth in the major urban areas of New Jersey.

URBAN COMPLEX means an Urban Center and two or more municipalities within the surrounding Metropolitan Planning Area that exhibit a strong intermunicipal relationship, based on socioeconomic factors and public facilities and services, that is defined and coordinated through a Strategic Revitalization Plan. Urban Complexes are nominated jointly by a county or counties and the affected municipalities and are coterminous with municipal boundaries but not necessarily with county boundaries.

URBAN INFRASTRUCTURE SYSTEMS means capital facilities and land assets commonly associated with and supportive of urban densities (generally over 1,000 persons per square mile); and, generally including regional or community-based water distribution, wastewater collection and treatment, storm drainage, transportation (including public transportation), and parks.

VEHICLE MILES TRAVELLED *(VMT)* means a quantitative indicator of the total number of miles travelled on the highway and street system. VMT is used as an indicator for both vehicular and roadway utilization.

VILLAGE means a small, compact Center of predominantly residential character but with a core of mixed-use commercial, residential and community services. It often incorporates local-scale economic and social functions which are integrated with housing. A Village typically has a recognizable center, discrete physical boundaries, and a pedestrian scale and orientation. This term does not necessarily refer to the form of incorporation of a municipality and is often smaller than a municipality.

WASTEWATER MANAGEMENT PLAN means a description of existing and future wastewater-related jurisdictions, wastewater service areas, and selected environmental features and domestic treatment works (Community Sewage Systems) subject to approval by the New Jersey Department of Environmental Protection pursuant to *(N.J.A.C. 7:15.)*

WATER QUALITY MANAGEMENT PLAN (WQMP) means a plan that identifies strategies, policies and procedures for managing water quality and wastewater treatment and disposal in a geographical area, pursuant to the N.J. Water Quality Management Planning Act and the Federal Clean Water Act.

WATERSHED means the drainage basin, catchment, or other area of land that drains water, sediment, and dissolved materials to a common outlet at some point along a stream channel.

WATERS OF THE STATE means the ocean and its estuaries, all springs, streams and bodies of surface or ground water, whether natural or artificial, within the boundaries of this State or subject to its jurisdiction.

WILDLIFE CORRIDOR means habitats of endangered or threatened species, or habitats of other significant wildlife communities or indicator species identified in consultation with the New Jersey Department of Environmental Protection & Energy, Division of Fish, Game and Wildlife.

ZONING means the division of a municipality *(or other governmental unit)* into districts, and the regulation within those districts of:

(1) the height and bulk of buildings and other structures;

(2) the area of a lot which may be occupied and the size of required open spaces;

(3) the density of population; and

(4) the use of buildings and land for trade, industry, residence, or other purposes.

Public Investment Priorities Summary

STATEWIDE

(1) Public Health & Safety	(2) Infrastructure Maintenance & Repair

URBAN & COMMUNITY INFRASTRUCTURE*

Within Each Planning Area

PA 1	PA 2	PA 3	PA 4	PA 5
(1) UC (2) RC & T	(1) ERC & T (2) PRC (3) V	(1) ERC & T (2) EV	(1) ERC (2) T & EV	(1) ERC (2) T & EV

PROGRAMS*

Redevelopment, Housing, Active Recreation	Economic Development, Highway Access	Public Transit	Agriculture	Open Space Aquisition
(1) UC (2) RC (3) T (4) V (5) H	(1) UC (2) RC (3) T	Link UC, RC and Major Terminals	(1) PA 4 (2) PA 5 (3) PA 3	(1) PA 5 (2) CES (3) PA 3

Discretionary Funds for Distressed Municipalities

(1) UC & Urban Complex
(2) RC in other PA's & other Municipalities in PA 1
(3) Municipalities in other PA

*ADDITIONAL PRIORITIES APPLICABLE TO INFRASTRUCTURE and PROGRAM CATEGORIES

A. Distress Level
B. Multi-Jurisdictional Planning & Service Delivery
C. Certified Housing Elements
D. Up-To-Date Master Plans
E. Magnitude of Public Benefit
F. Leveraging Private Capital

Transfer of Benefits: "Projects or programs that are located outside high priority Centers or Planning Areas, but which primarily benefit such Centers or Planning Areas, should receive the priority of the Centers or Planning Areas so benefitting. Similiarly, projects or programs that are located outside high priority Urban Centers but are within that Center's Urban Complex, and benefit to the larger Urban Complex is clearly demonstrated, should receive the priority of the host Urban Center(s)."

KEY

PA = Planning Area
UC = Urban Center
RC = Regional Center
ERC = Existing Regional Center
PRC = Planned Regional Center
T = Town
V = Village
H = Hamlet
CES = Critical Environmental Sites
EV = Existing Village

Office of State Planning*

JOHN W. EPLING, Director

Executive Staff

Joanne Burns, *Executive Assistant*
Carol Cavallo, *Administrative Analyst*
Diane Chepega, *Supervising Graphic Artist*
Lisa Massei, *Administrative Assistant*
Sandy Giambrone, *Secretarial Assistant*
Elizabeth Guididas, *Public Information Officer*
Wendy Monk, *Secretarial Assistant*
Carol Schulz, *Chief of Internal Services*

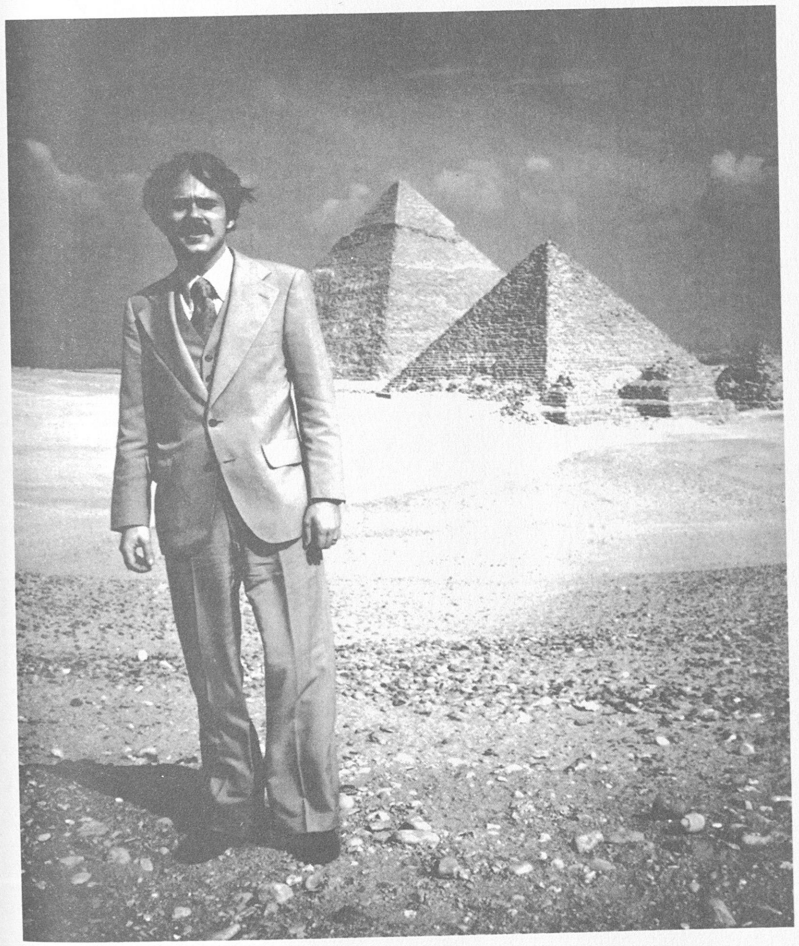
Research

Robert Kull, *Assistant Director*
William Bauer, *Research Planner*
Sheila Bogda, *Secretarial Assistant*
Denise Johnson, *Technician~MIS*
Steven Karp, *Cartographer-GIS*
Dorrie Margolin, *Policy Analyst*
Rebecca Preece, *Librarian*
James Reilly, *Senior Research Planner*

Intergovernmental Coordination/ Technical Assistance

Charles Newcomb, *Assistant Director*
Eli Cooper, *Area Planning Manager*
Thomas Dallessio, *Special Assistant*
Cindy Everett, *Secretarial Assistant*
John Gilbert, *Legislative Analyst*
David Hojsak, *Area Planning Associate*
Mary Housel, *Secretarial Assistant*
James Hsu, *Area Planning Manager*
Hadley King, *Area Planning Associate*
David Maski, *Area Planning Manager*
William Purdie, *Area Planning Manager*
Teri Schick, *Area Planning Associate*

*As of June 12, 1992



HADLEY S. KING, III
1951-1992

IN MEMORIAM

New Jersey's planning process suffered a great loss this past summer when Chip King died. He was an associate planner for the Office of State Planning, and had worked with Middlesex, Monmouth, Mercer and Somerset Counties to help craft their contributions to the State Plan.

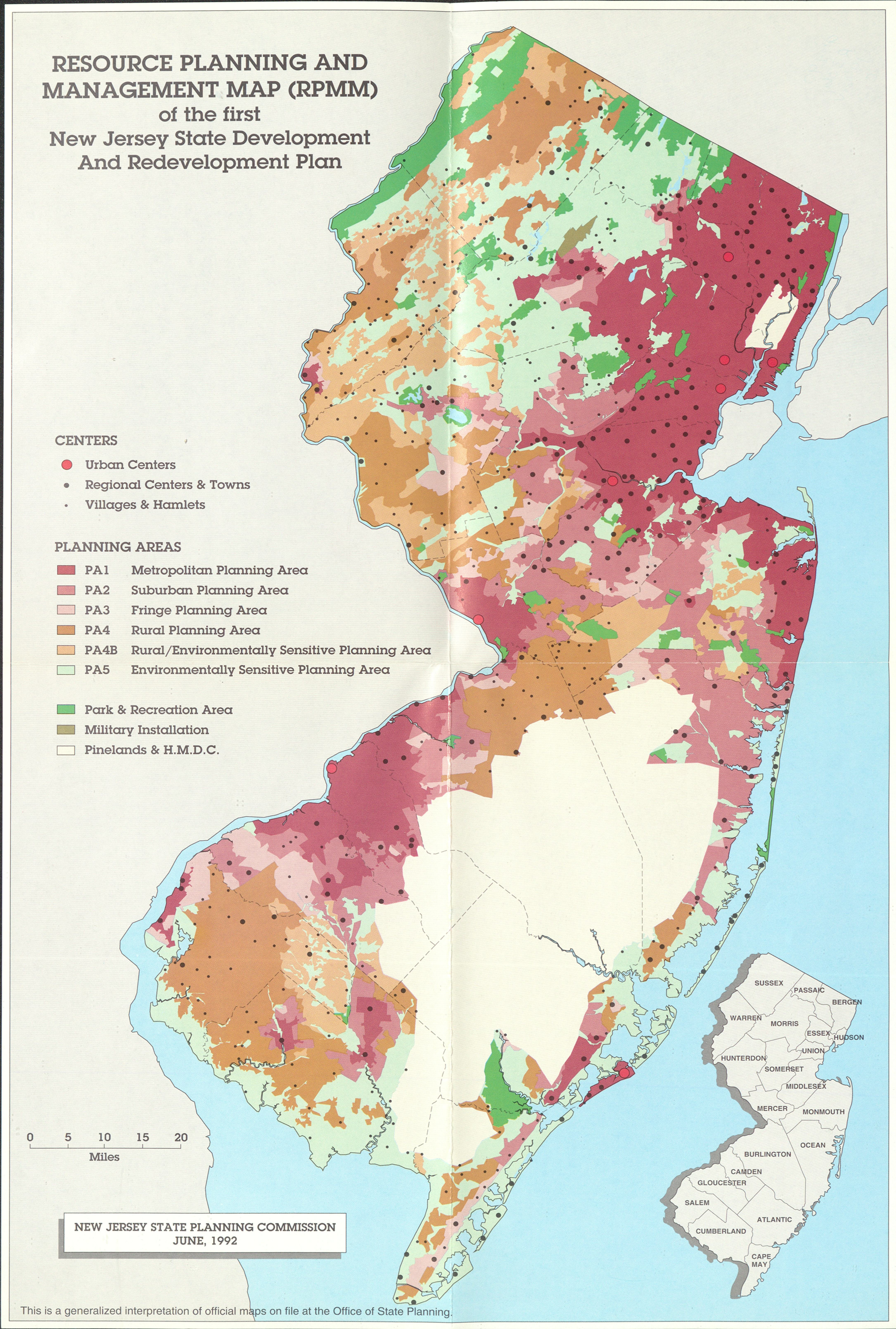
Chip was a talented architect and planner who brought world class experience to the Office. Before coming to work on the State Plan he contributed to successful redevelopment activities in Center City Philadelphia and the Camden Waterfront. Early in his career he contributed to the design and development of Sadat City, Egypt.

While his list of professional credentials is impressive, his colleagues will remember his keen intellect, his impressive wit, and most especially, his disarming sense of humor. We will miss Chip King, and are glad to have had the honor of knowing him.

qr74.90
R336

NEW JERSEY STATE LIBRARY

RESOURCE PLANNING AND MANAGEMENT MAP (RPMM)
of the first New Jersey State Development And Redevelopment Plan



NEW JERSEY STATE PLANNING COMMISSION
JUNE, 1992

This is a generalized interpretation of official maps on file at the Office of State Planning.