



THE COMMON WEALTH OF NEW JERSEY

Outdoor Recreation Resources Plan Summary



New Jersey Department of Environmental Protection



STATE OF NEW JERSEY
OFFICE OF THE GOVERNOR
CN-001
TRENTON
08625

THOMAS H. KEAN
GOVERNOR

March 17, 1989

Dear Friends:

The 1988 Outdoor Recreation Resources Plan, The Common Wealth of New Jersey, addresses twelve major issues that we in New Jersey face to preserve natural and historical resources and to provide recreation facilities for the future.

Through the federal Land and Water Conservation Fund, the Green Acres Program, and local and county governments, New Jersey has made over a billion dollar commitment to the protection of open spaces and the development of public recreation facilities. Despite these efforts, there remains a critical need to acquire and develop additional public lands in behalf of present and future residents of this small state.

More than ever before, we need to concentrate on linking tracts of open space to create greenways that can provide what the President's Commission on Americans Outdoors called "close-to-home recreation." The Common Wealth of New Jersey shows where the recreation needs are and will help to guide the State in providing open space and recreation for everyone.

Sincerely,

A handwritten signature in blue ink that reads "Tom Kean".

Thomas H. Kean
Governor



Introduction

Across the nation the land is under siege. The Civil War battlefield at Manassas, Virginia was threatened by the development of a nearby shopping center. The grandeur of Yosemite is overrun by millions of park worshippers each year. In Montana, a cattle rancher "takes the pulse of his drought-stricken land, and discovers it has none".

New Jersey is often described as America in miniature, a composite of all that is best. There are mountains, meadows, white sand beaches, small towns, great urban centers. There are also all the problems that beset the rest of the nation. The mountains suffer from the devastating effects of acid rain, the meadows are disappearing under houses, malls, and offices, pollution assaults the white sand beaches, the small towns are overwhelmed by development, and the great urban centers still struggle to regain past glory.

Amidst all that is best and all that is wrong stand documents designed to gauge and guide environmental decisions. The 1988 New Jersey Outdoor Recreation Resources Plan is the fifth comprehensive outdoor recreation plan prepared by the State of New Jersey since the passage of federal Land and Water Conservation Fund legislation in 1964. The purpose of the plan is to provide guidance to the various levels of government in protecting, acquiring, and developing outdoor recreation resources throughout the state. The plan maintains New Jersey's eligibility for the federal Land and Water Conservation Fund program.

In the twenty-five years since the first outdoor recreation plan, New Jersey has undergone dramatic and wide sweeping changes. Pressure on remaining open space and existing recreational facilities parallels that of the

late 1950's when the need for an open space acquisition program was first realized. Less room for wildlife, a greater demand on a dwindling and fragile water supply, and a rapid loss of open lands led the voters to quickly adopt the first of six Green Acres bond issues. Twenty-eight years later, New Jersey continues to be faced with the challenge of adequately protecting the state's "Common Wealth," the natural and cultural resources that support New Jersey's quality of life, while accommodating the state's economic, transportation, and other needs.

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Demand and Need



"Our recreational needs have skyrocketed as the number of people in town has jumped from 6,000 to about 13,000." This lament by a local planning official is being echoed throughout New Jersey. The suburban explosion has strained existing recreational facilities, rapidly consumed open space, and jeopardized the state's quality of life. Add to this an everchanging preference for leisure activities and the recreational equation of supply, demand, and need becomes increasingly complex.

Recreation

Several years ago bicycling was booming, then jogging took off as the latest fitness fad and bicycle sales sagged. Now, millions of sore knees later, jogging is on the decline and the

bike boom is back. This type of fluctuation is influenced by population increases/decreases, socio-economic factors, and by the steady graying of the major segment of the population. Many activities remain consistently popular—driving and walking for pleasure, jogging, bicycling, and hiking. The preservation of greenways can only enhance these activities. In order to obtain a proper reading of recreational demand and need it was decided to use a 1004 household stratified random sample telephone survey (March 1987) by the Regional Plan Association (RPA), a non-profit organization dedicated to proper planning in the 31 county New York/New Jersey/Connecticut Urban Region.



The information derived through the RPA Recreation Preference Study (Land and Water Conservation Fund and state funded) should be carefully used because of the statistical reliability limitations of the survey sampling's size and distribution. The outdoor recreation popularity and facility needs are presented on a statewide basis and are intended to be used as indicators of the state's recreation facility needs.

Open Space

As indicated by two recent surveys, New Jerseyans are concerned with environmental preservation and the threat of development to the state's natural resources. In a survey conducted for the New Jersey State Planning Commission in late 1986, 91 percent of the 1501 respondents indicated it was important to preserve the state's natural areas, and 88 percent believed that New Jersey's natural resources were threatened by

Table 1
New Jersey
Outdoor Recreation Activity
Popularity

Activity	One of Three Favorite Activities/No. of Adults	Rank
Swimming	1,823,500	1
Walking for Pleasure	1,071,200	2
Tennis	769,800	3
Softball/Baseball	703,800	4
Bicycling	584,100	5
Golf	510,500	6
Fishing	507,600	7
Day Hiking	448,600	8
Camping	438,600	9
Picnicking	390,200	10
Running/Jogging	390,200	10
Snow Skiing	318,900	12
Motorboating	285,600	13
Basketball	247,600	14
Volleyball	178,700	15
Visiting a Park	164,700	16
Horseback Riding	161,800	17
Football	134,900	18
Soccer	111,000	19
Sailing	77,100	20
Hunting	69,500	21
Ice Skating	52,600	22
Canoeing	49,600	23
Off-Road Vehicles	49,100	24

Table 2
New Jersey
Outdoor Recreation Facility Needs
Adults Projected to
Encounter Inadequate Facilities

	1990	1995
Swimming	671,400	705,100
Tennis	242,300	254,500
Snow Skiing	205,100	215,400
Fishing	175,300	184,000
Softball/Baseball	170,500	179,100
Camping	157,400	165,300
Day Hiking	145,500	152,800
Bicycling	129,800	136,300
Motorboating	126,100	132,400
Walking for Pleasure	111,400	117,000
Golf	110,100	115,700
Horseback Riding	86,600	84,800
Volleyball	78,100	82,000
Picnicking	77,300	81,200
Visiting a Park	51,300	53,800
Sailing	41,000	43,000
Running/Jogging	38,300	40,100
Basketball	31,300	32,900
Football	25,500	26,700
Hunting	24,900	26,200
Off-Road Vehicles	22,400	23,500
Soccer	19,900	20,900
Hockey	17,500	18,400
Ice Skating	14,900	15,700
Sightseeing	11,400	12,020
Canoeing	9,600	10,100





development. In the Department of Transportation's December 1987, 1000 person statewide survey, protecting the environment was identified as the most critical problem facing the state in the next five to ten years. Nearly 100 percent of the respondents rated environmental protection as a critical or important future problem.

Open space performs a variety of valuable functions, often concurrently. The diversity of open space functions makes it difficult to quantify open space requirements for certain uses. The Balanced Land Use Guidelines are a means of estimating the amount of recreation land that should be set aside by the various levels of government in New Jersey to provide recreation opportunities for the existing and future residents of the state. The figures produced represent only minimum goals for recreation land acquisition programs. In order for public open space areas to be considered as supply toward meeting the goals, the areas must be environmentally suitable for the recreation activities generally

provided by the particular level of government. Additionally, one level of government may pick up the slack of a less active or inactive level of government by providing appropriate recreation lands.

Statewide, based on Balanced Land Use Guidelines, dedicated public recreation land should amount to 1,060,217 acres. This figure includes only lands which should be made accessible for public recreation use and does not include general open space preserved through deed restrictions (farmland), subdivision open space allocations, and state environmental regulations (coastal and fresh-water wetlands). At present, the federal, state, county, and municipal levels of government have set aside 724,845 acres of recreation land of which 255,015 acres were preserved through Land and Water Conservation Fund and Green Acres funding. The deficit of recreation land that should be acquired stands at 345,000 acres. Of this number, the supply of state and federal land needs to be increased by over

140,662 acres. In addition, county parkland should be increased by 154,462 acres and municipal parks should be expanded by 50,540 acres.

If the state's population continues to grow in the future as projected, the recreation facility supply will need to be expanded to accommodate the larger numbers of people seeking outdoor recreation opportunities in New Jersey. Since colonial times, New Jersey has experienced a steady increase in population. New Jersey's population growth rate dropped from 18.2 percent between 1960 and 1970 to 2.7 percent between 1970 and 1980. Current population projections indicate that the state's growth rate will increase by 6.5 percent between 1980 and 1990 and by 7.8 percent between 1990 and 2000. By 1990, 7.7 million. By 2000, 8.0 million. By 2010, 8.4 million. In twenty years New Jersey will have to provide adequate open space and recreational facilities for another 700,000 people.

Table 3
1988 Recreation Open Space Needs

COUNTY	Municipal			County			Local		
	Supply*	Goal	Deficit	Supply	Goal	Deficit	Supply	Goal	Deficit
ATLANTIC	2,368	5,153	2,785	4,337	12,024	7,687	6,705	17,177	10,472
BERGEN	3,575	3,914	339	5,671	9,133	3,462	9,246	13,047	3,801
BURLINGTON	2,418	6,074	3,656	203	14,173	13,970	2,621	20,247	17,626
CAMDEN	2,224	2,941	717	1,701	6,863	5,162	3,925	9,804	5,879
CAPE MAY	915	2,841	1,926	1,083	6,628	5,545	1,998	9,469	7,471
CUMBERLAND	2,334	7,135	4,801	165	16,649	16,484	2,499	23,784	21,285
ESSEX	1,385	2,231	846	5,720	5,205	(515)	7,105	7,436	331
GLOUCESTER	1,330	4,985	3,655	1,027	11,631	10,604	2,357	16,616	14,259
HUDSON	240	764	524	612	1,784	1,172	852	2,548	1,696
HUNTERDON	311	6,703	6,392	3,446	15,639	12,193	3,757	22,342	18,585
MERCER	2,916	3,976	1,060	4,295	9,277	4,982	7,211	13,253	6,042
MIDDLESEX	3,693	5,599	1,906	4,958	13,065	8,107	8,651	18,664	10,013
MONMOUTH	4,710	8,185	3,475	6,131	19,099	12,968	10,841	27,284	16,443
MORRIS	4,776	5,878	1,102	9,433	13,715	4,282	14,209	19,593	5,384
OCEAN	3,116	6,351	3,235	3,768	14,821	11,053	6,884	21,172	14,288
PASSAIC	2,026	1,826	(200)	3,595	4,261	666	5,621	6,087	466
SALEM	606	5,311	4,705	14	12,392	12,378	620	17,703	17,083
SOMERSET	2,814	4,631	1,817	4,603	10,805	6,202	7,417	15,436	8,019
SUSSEX	928	4,357	3,429	1	10,167	10,166	929	14,524	13,595
UNION	1,006	1,923	917	5,600	4,486	(1,114)	6,606	6,409	(197)
WARREN	538	3,991	3,453	304	9,312	9,008	842	13,303	12,461
SUBTOTAL FOR LOCAL LEVELS	44,229	94,769	50,540	66,667	221,129	154,462	110,845	315,898	205,002
State and Federal									
			Supply	Goal	Deficit				
STATE AND FEDERAL SUBTOTAL			603,657**	744,319	140,662				
STATE TOTALS—ALL LEVELS OF GOVERNMENT			714,553**	1,060,217	345,664**				

*Acreage scheduled to be acquired through approved municipal and county Green Trust projects is included in the supply figures.

**State owned easements totalling 10,292 acres that do not provide for public access were excluded from supply.

***Deficit figures would be increased by 34,100 acres if the public watershed lands, considered to be protected regional public recreation open space are developed for other purposes.

Table 4
Balanced Land Use Guidelines

Municipal Level	3% of the developed and developable area of the municipality.
County Level	7% of the developed and developable area of the county.
State Level	10% of the area of the state.
Federal Level	4% of the area of the state.
Developable areas:	excludes acreage of slopes over 12%, wetlands, low density areas of the Pinelands, and federal and state-owned open space.

The Balanced Land Use Guidelines are a means of estimating the amount of recreation land that should be set aside by the various levels of government in New Jersey to provide recreation opportunities for the existing and future residents of the state. The figures produced represent only minimum goals for recreation land acquisition programs. In order for public open space areas to be considered as supply toward meeting the balanced land use goals, the areas must be environmentally suitable for the recreation activities generally provided by the particular level of government. Additionally, one level of government may pick up the slack of a less active or inactive level of government by providing appropriate recreation lands.

Outdoor Resources

New Jersey's beautiful landscape belies a turbulent past of geologic upheaval and glacial transformation. Nature's handiwork endowed New Jersey with such a wide variety of land formations that the state offers nearly every type of beauty and recreational opportunity imaginable. Flanked by the Delaware and Hudson rivers and by the Atlantic Ocean, this unique land mass stretches 166 miles from High Point to Cape May. Once described by Benjamin Franklin as "a barrel, tapped at both ends", the outward flow has long since been reversed, so much so that the state's current turbulence is not one of nature, but one of its own making. If New Jersey continues to develop at its current pace, that special place which nature took such painstaking care to create will soon be lost.

Historical Perspective

The first white men to set foot on Jersey soil were greeted by the Lenni-Lenape, a peaceful Indian tribe which took nothing from the land other than



**Table 5
County Characteristics
(1980 Censes Data,
Population Estimates, Area)**

County	Size (Sq. Miles)	Population	
		1980 (Census)	1987 (Estimated)
ATLANTIC	565.0	194,119	208,500
BERGEN	234.6	845,385	839,400
BURLINGTON	817.6	362,542	388,000
CAMDEN	222.0	471,650	496,300
CAPE MAY	263.0	82,380	94,200
CUMBERLAND	501.0	132,866	137,600
ESSEX	127.4	851,116	844,500
GLOUCESTER	328.4	199,917	213,000
HUDSON	46.4	556,972	547,200
HUNTERDON	429.6	87,361	98,900
MERCER	266.0	307,863	327,100
MIDDLESEX	311.0	595,893	645,700
MONMOUTH	471.6	503,173	553,600
MORRIS	470.2	407,630	419,400
OCEAN	637.0	346,038	403,000
PASSAIC	192.0	447,585	463,700
SALEM	346.6	64,676	65,400
SOMERSET	305.5	203,129	221,600
SUSSEX	526.6	116,119	124,300
UNION	102.9	504,094	502,500
WARREN	361.5	84,429	87,200
TOTAL STATE	7486.3	7,365,011	7,672,000

SOURCE:

N.J. Department of Labor,
Demographic and Economic Analysis

what was necessary to sustain life. The early explorers were charmed by these gentle people but saw past the obvious beauty of the land to the enormous potential for colonization, trade, and all the "benefits" of civilization.

Destiny pushed the Lenni-Lenape aside. Colonization spread quickly though not honorably, and the patterns of development were stamped early. Settlements sprung up where water was fresh and plentiful. The colonies were growing up fast. It would soon be time to leave Mother England.

Much of the drama of the Revolution was played out on the Jersey stage where three major battles and many lesser skirmishes took place. General Washington's surprise attack on Trenton on Christmas Eve, 1776 was the turning point of the war as it gave a despondent army a much needed victory.

Peace in 1783 brought a new vitality to the young United States. New Jersey, as it has been throughout its history, was indicative of the nation's enormous potential. John Fitch, a Trenton gunsmith, sailed America's first steamboat between Burlington and Philadelphia in 1786. John Stevens of Hoboken received the country's first railroad charter in 1812 and built the first steam locomotive in 1826.

America's first planned industrial community was founded around the 70-foot high Great Falls of Paterson in 1791. Other New Jersey firsts include the transistor, the telephone, the light bulb, the phonograph at Thomas Edison's Murray Hill laboratory, color television at the RCA Sarnoff Research Center in Princeton, and the laser at Bell Labs in Monmouth County.

The nineteenth century saw industrialization spread from Paterson

to other cities. It not only emphasized resource use but also heralded an awareness of the need for a network of roads as opposed to natural water routes. The emphasis on turnpikes was followed by the development of canals and railroads. Of the two major canals, the Delaware and Raritan (D & R) and the Morris, only the D & R remains mostly intact. A majority of the D & R and a small portion of the Morris are available for public use as linear parks.

The twentieth century brought the automobile which, when combined with intercity rail passenger service and the growth of an affluent middle class, propelled New Jersey toward suburbanization. Until the end of World War II, development was generally confined to narrow corridors through which the railroads passed. Despite the events of the first fifty years of this century, including two world wars, the



depression, and economic reforms, the state continued its rapid growth and became a leader in diversified industrial production, research, advanced technology, and agriculture. Population increased from 1,834,000 in 1900 to 6,364,957 in 1980. Today's population of 7,672,196 (July, 1987) keeps New Jersey the most densely populated state in the nation. By virtue of its strategic location, it is the main transportation link in the extended city from Boston, Massachusetts to Washington, D.C.

New Jersey, to many just a blur from the New Jersey Turnpike, is a state of seemingly endless urban expansion. This makes the planned use of land and water resources of critical importance. The setting aside of a portion of the finite land resources for open space, recreation, and preservation purposes is an immediate necessity. Any affordable land is fast becoming a thing of the past.



Natural Resources

Physiography

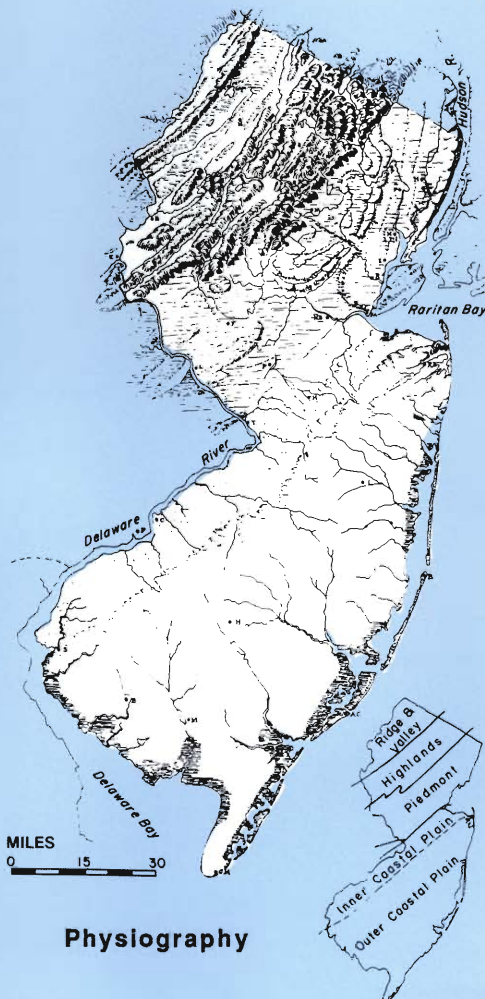
Situated on the eastern coast of the United States in an area where the continental upland of the New England shoreline gives way to the sandy soils and barrier beaches of the coastal plain, New Jersey's terrain changes dramatically from northwest to southeast. Of the five physiographic provinces represented in the state, the Inner and Outer Coastal plains encompass nearly three-fifths of New Jersey's land area. The Outer Coastal Plain is composed primarily of unconsolidated sand and gravel and includes the barrier island beach system along the coast. The 127 mile ocean shoreline, considered to be one of the state's most valuable recreation resources, is constantly changing due to the erosional forces of the sea, making it an expensive resource to protect.

Climate

New Jersey is characterized by a marked difference in climate between the tip of Cape May in the south and High Point in the north. The average annual temperature ranges from the mid-30's in January to the mid-70's in July. The average annual rainfall is between 40 and 48 inches per year,



making New Jersey one of the wettest areas in the nation. The heaviest snowfalls occur in the north and average about 50 inches per year, while the southern part of the state generally receives much less. The winter climate makes activities such as skiing, dog sledding, snowmobiling, ice skating, and ice fishing possible in New Jersey. The hot humid summers draw millions of both residents and non-residents to the mountain lakes and to the Jersey shore for swimming, fishing, boating, and sunbathing.

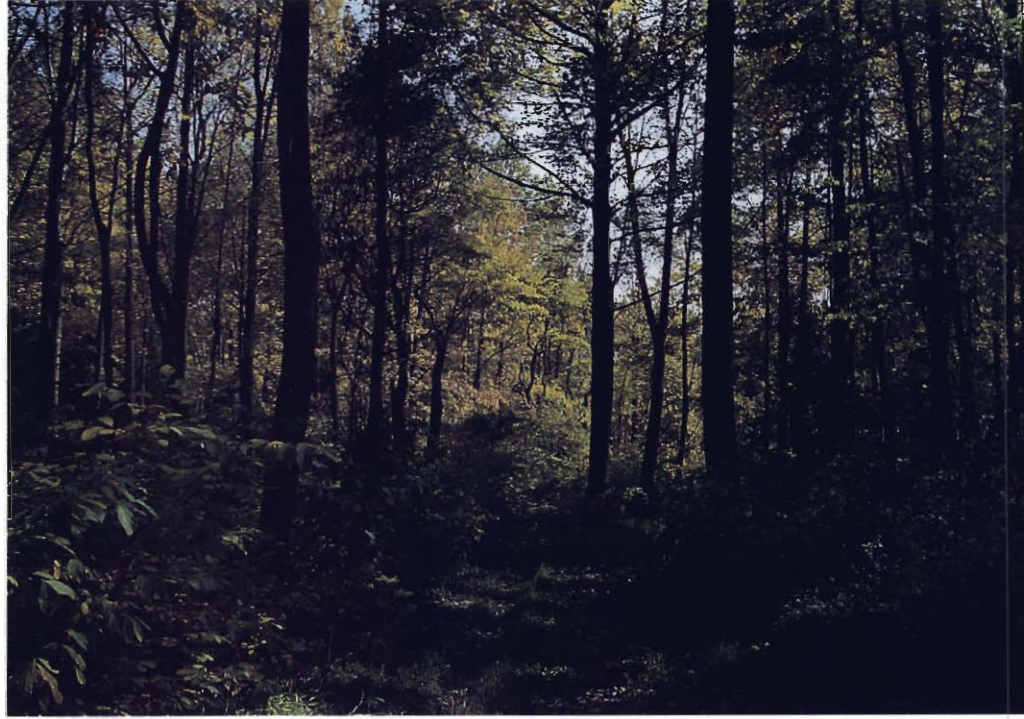


Vegetation

New Jersey has an abundance and wide diversity of vegetation despite its dense population and small size. While often thought of as a developed state rather than a forested one, 50 percent of the land area, or some 2,500,000 acres, is covered with woodlands. Landscape types include thick hardwood forests in the north and sprawling pine woodlands in the south. In addition, the state enjoys a variety of fresh and saltwater wetlands which harbor unique types of vegetation.

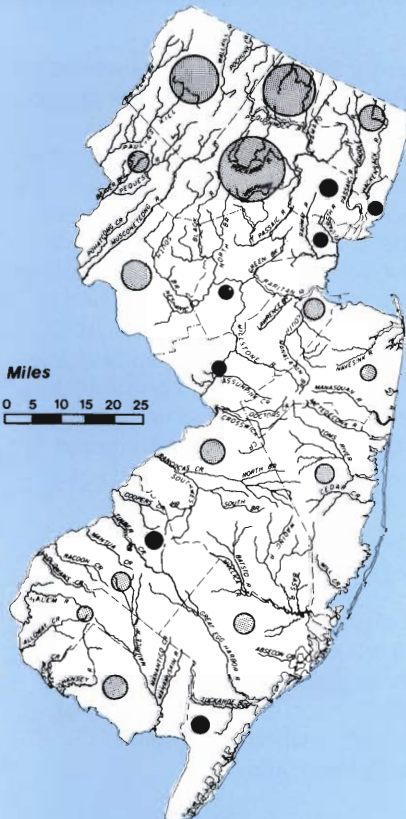
Water

There are many internal water areas in New Jersey, which is nearly surrounded by the ocean, bays, and rivers. An abundance of water resources is evident in the more than 1,200 (50,000 acres) fresh-water lakes, ponds, and reservoirs; in the nearly 6,400 miles of rivers and streams; and in the 400,000 acres of estuarine



Major Lakes, Ponds, and Reservoirs

SCALE IN ACRES

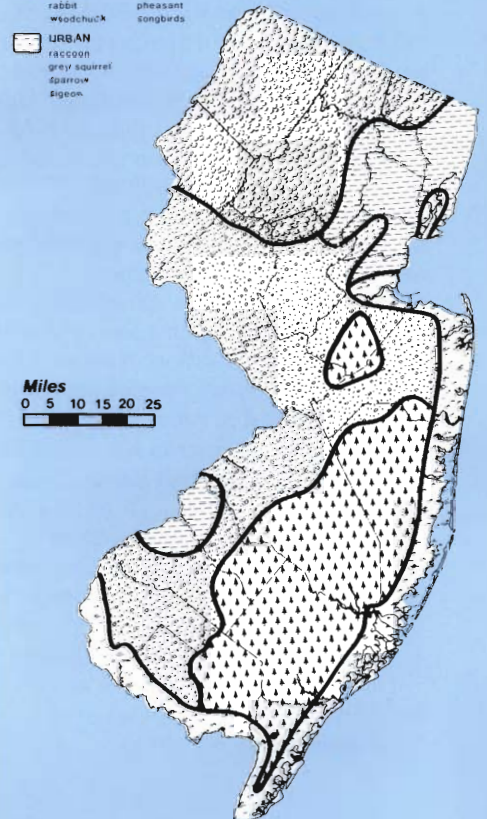
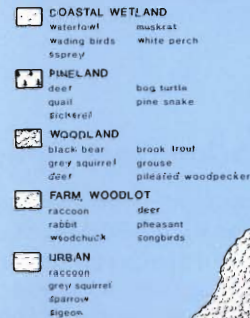


waters. The least easily seen water resource in New Jersey is that which lies beneath the Pinelands. Ninety percent of all rainfall there sinks into the soil, creating one of America's great underground aquifers.

Wildlife

New Jersey's wildlife is as varied as its fresh-water and marine habitats. The state harbors approximately 735 species of fish and wildlife and serves as a critical link in the Atlantic Flyway. Terrestrial habitats are classified into the two broad categories of woodlands (1,913,000 acres) and farmland (960,000 acres). Deer, squirrel, rabbit, grouse, pheasant, woodcock, quail, and wild turkey are the most popular game species. Many other interesting creatures such as raccoon, great horned owl, red-tailed hawk, woodchuck, and fox are plentiful and there is evidence of black bear, coyote, and bobcat in New Jersey's uplands.

Major Wildlife Habitats



Issues and Policies

The key elements of any outdoor recreation plan are the issues and policies it presents. These statements are redefined with the publication of each plan and represent the collective thinking of the public and private sectors. Those contributing include: the divisions of Parks and Forestry and Fish, Game and Wildlife (Department of Environmental Protection), county and municipal governments, the New Jersey Recreation and Parks Association, the Green Acres Citizens Advisory Task Force, the Governor's Conference on Recreational Resources (1984) and the Governor's Council on New Jersey Outdoors. The result is 12 issues and policies which address New Jersey's open space and recreation needs.

Issue: *Recreation Open Spaces*

There is a need to preserve and protect an additional 345,000 acres of publicly owned open space recreation land in New Jersey to allow for direct public recreation access and use. This figure does not include privately held open lands that are inaccessible for public recreation use such as environmentally sensitive regulated lands (e.g. wetlands). It does, however, assume that watershed lands, currently held by water companies, will remain protected open space providing limited public recreation. If these watershed lands are developed, the acreage needed to meet future recreation requirements must be increased to offset their loss.

Lands that do not guarantee public access may not be considered as meeting public recreation open space needs. These include lands protected through conservation easements and environmental regulation and zoning.

Nationally, key open space areas such as wetlands, shorelines and farmlands are being lost to

development or closed to public access at the rate of one to two million acres per year. In New Jersey, the development of available land is even more intense and open land is more in danger of disappearing forever.

Since 1961, six Green Acres bond issues have totaled \$710 million. With assistance from the Land and Water Conservation Fund, 264,753 acres (January, 1988) of state, county, and municipal open space lands have been acquired and hundreds of parks have been developed.

Planning and regulatory programs have been established for the coast, the Pinelands, floodplains, and fresh-water and coastal wetlands. With the exception of the Coastal Program, which has been successful in obtaining private recreation land and facility donations, and the Pinelands Program, which has resulted in public open space acquisition, these programs have protected the sensitive environmental

resources but have not increased the amount of land available for public recreation use.

Watershed lands owned by public and private water supply companies are generally considered as protected open space which occasionally provide public recreation opportunities. Recent proposals to develop watershed tracts have highlighted their vulnerability. Loss of these valuable lands would increase the existing open space deficit of 345,000 acres and reduce critical habitats available to endangered or threatened species which cannot tolerate human disturbance.

Policy:

It shall be the policy of the State of New Jersey to preserve and protect through fee simple acquisition or other means, 345,000 acres of publicly owned open space recreation land.



Issue: *Privately Owned Open Space and Recreation Areas*

There is a need to preserve large privately owned open space and recreation areas in New Jersey. Development of these areas would necessitate their replacement and would increase the public open space deficit of 345,000 acres.

The Tax Exemption Act (N.J.S.A. 54:4-3.63 et seq.) was signed into law in 1974. The program was created to help satisfy the acute need for natural open space areas available for public recreation and/or conservation purposes. The Legislature determined that it was in the public interest to encourage the dedication of privately owned open space for public use and enjoyment by providing a complete exemption from local property taxes to

eligible non-profit organizations which own recreation or conservation land and open their private land to the public.

The program is in its thirteenth year and to date, over 20,000 acres of privately owned open space have been opened to the public for a wide variety of environmental and recreation uses. The 20,472 acres currently enrolled in the program comprise 133 sites located in 97 municipalities throughout the State, with approximately 47 organizations participating in the program.

Another program which has helped open private lands to the public has been the Open Lands Management Act. The 1984 Open Lands

Management Act provides financial assistance to aid the development and maintenance of private property for public recreation.

Another preservation method currently being explored is the sale of development rights on privately owned camps to provide operating capital and to prevent future development.

Policy:

It shall be the policy of the State of New Jersey to encourage the protection of the natural and recreational attributes of key privately owned tracts of land.



Issue: ***Water Access***

There is a need to provide public access to water and water-related recreation facilities (including the New Jersey coast), while preserving and protecting water resource features such as fresh-water wetlands, rivers, and stream corridors.

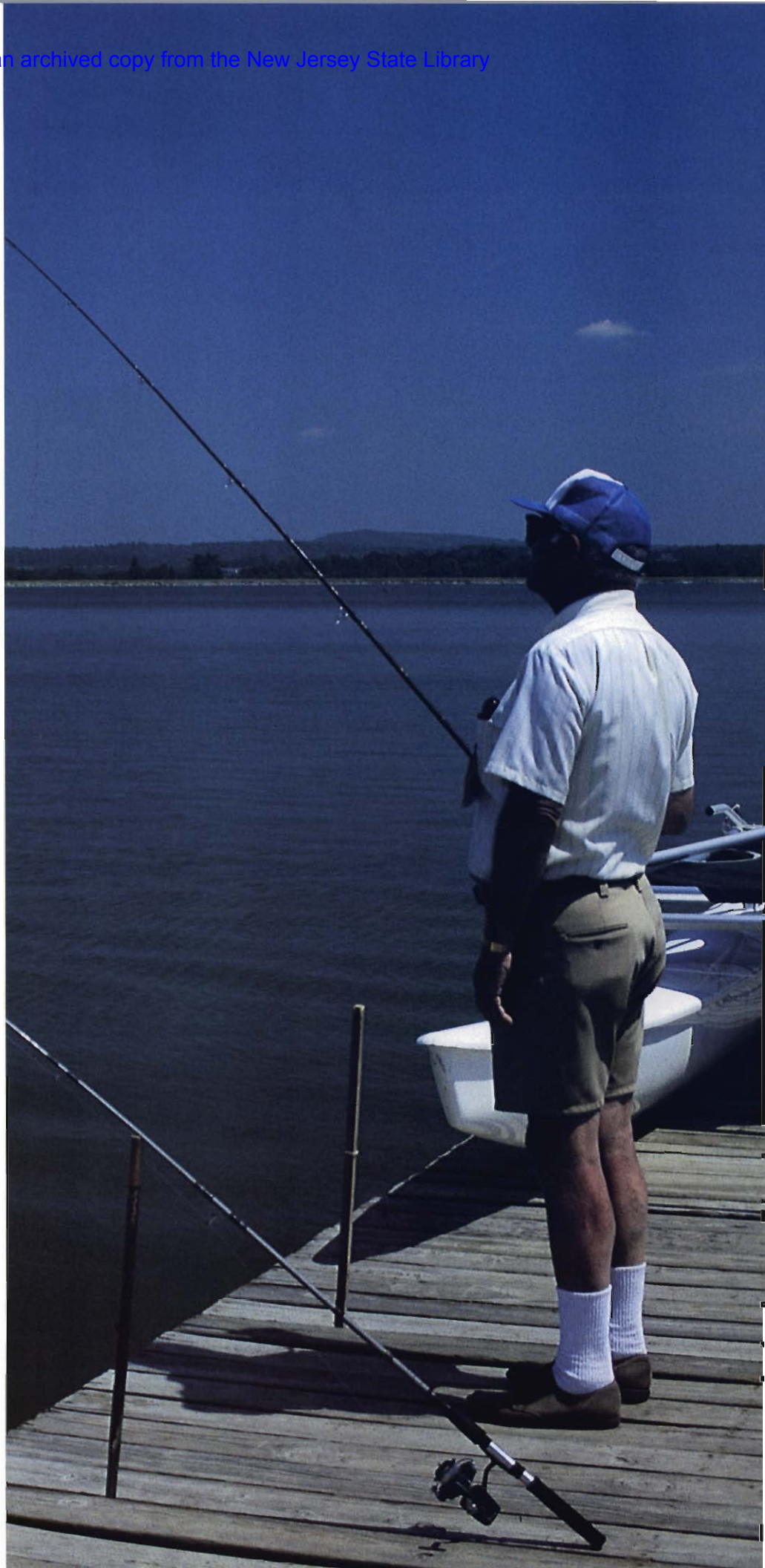
"Water is a backdrop for most of our favorite recreation activities—swimming, skiing, fishing, boating, hunting, surfing, sailing. Wetlands and floodplains are nurseries which cradle an incredible variety of plant, animal, and fish life which enriches our life and our recreation pursuits. Some of our rivers are being polluted . . . wetlands filled . . . floodplains paved over. Our shorelines are increasingly closed off to public access . . ." President's Commission on Americans Outdoors.

Wetlands have been threatened with extinction in New Jersey. Since the state was settled in the 1600's, New Jersey has lost over 200,000 wetland acres. In a state with a total area of 4.8 million acres, one million of which is estimated to have been the original wetlands, this 200,000 acre loss represents 20 percent of the state's entire wetlands resource. Two counties (Essex and Union) had lost all of their tidal marshes by 1973.

On the state level, acquisition of water access sites continues to be a high priority. Recreational access to both marine and fresh-water sites is being acquired for fishing, swimming, and boating while a continuous band of public open space from Salem Creek to Higbee Beach will protect shore bird habitat and sensitive coastal resources. Locally, the Green Trust Program is reviewing nearly 50 water access related projects ranging from riverfront parks and ocean beaches to marinas and fishing piers.

Policy:

It shall be the policy of the State of New Jersey to preserve, protect, and provide public access to key water resources features through legislative initiative, exercise of available regulatory authorities, encouragement of sound local land use planning and decision making, and the acquisition of public open space.





Issue: ***Greenways***

There is a need to establish an interconnected accessible recreation system of countryside, suburban, and urban “greenways” in New Jersey.

Greenways are not a “new” idea. Around the turn of the century and shortly after World War I, the earliest designers in New Jersey planned greenways systems for cities and counties. Some of these early greenways were partially established and remain as invaluable recreation and open “breathing” spaces in densely developed urban environments.

Greenways are corridors where recreation and conservation are among the primary values. These fingers of green link people and resources, often threading their way through cities and countrysides. They may be in public or private ownership. Greenways connect new and existing recreation and conservation areas such as parks, forests, watersheds, and wildlife management areas. They often serve as trail networks for jogging, bicycling, walking, and hiking. These breaks in development also provide homes for wildlife.

Specific greenway initiatives of regional importance in New Jersey are the Delaware River Bluffs, the lower Delaware River and Bay, the Delaware and Raritan Canal, Skylands, Great Bay/Mullica River, Barnegat Bay, the Passaic River, and the lower Hudson River waterfront. The New Jersey section of the Appalachian Trail represents a greenway which is entirely on public land. Many county and municipal projects which do not fit into these potential greenways are also of significant importance as crucial components of a future statewide greenway network.

Green Acres’ Green Trust Program is currently funding local projects which involve the acquisition of stream corridors and abandoned railroads and canals.

Policy:

It shall be the policy of the State of New Jersey to establish an interconnected system of “greenways” through legislation, planning, and acquisition, and the utilization of multiple private/public and other land use initiatives.

Issue: *Historic, Cultural, and Natural Features*

There is a need to identify and protect New Jersey's historic, cultural, and exceptional natural features, including prime forest land.

As one of the original 13 colonies, the fabric of New Jersey is richly decorated with historic landscapes and buildings. The Department of Environmental Protection's Division of Parks and Forestry administers 24 designated state historic sites. Many state parks and forests contain buildings and areas of historic significance including Allaire and Batsto villages, Barnegat, Absecon, and Twin Lights lighthouses, the Delaware and Raritan Canal, Monmouth and Princeton battlefields, and Washington's Crossing State Park.

These state historic sites represent only a small portion of the historic and cultural sites in New Jersey that deserve protection. Most county and many local governments also take an active role in preserving and protecting historic sites within their boundaries although money

for restoration is often scarce or non-existent. Historical societies and private individuals have saved and later restored numerous historic buildings statewide.

The Office of New Jersey Heritage in the Division of Parks and Forestry administers the federal Historic Preservation Program in New Jersey. Grants from this program provide up to 50 percent of the costs of historic resource surveys and planning projects.

The Office of New Jersey Heritage works with the New Jersey Historic Trust, which administers funding for the renovation, restoration, or rehabilitation of properties. The New Jersey Green Acres, Cultural Centers, and Historic Preservation Bond Act of 1987 authorized up to \$25 million for a matching grants program and a revolving loan fund to assist preservation projects sponsored by state, county, and municipal governments and tax-exempt non-profit organizations. Historic properties must

either be listed in or certified as eligible for listing on the State Register of Historic Places in order to qualify for funding.

The Division of Parks and Forestry is preparing a management plan for Allaire State Park and extensive restoration is continuing in Allaire Village. The Office of New Jersey Heritage is administering many of the programs related to historic preservation statewide, while the Office of Natural Lands Management continues to prepare natural areas management plans and administer the Natural Heritage Program.

Policy:

It shall be the policy of the State of New Jersey to identify the state's historic, cultural, and natural features and to coordinate efforts to protect them through acquisition, rehabilitation, and other techniques.



Issue: ***Operation and Maintenance***

There is a need for increased funding for proper operation and maintenance of existing recreation facilities.

The number of visitors to New Jersey state parks increased 51 percent from 6.1 million in 1980 to 10.3 million in 1988. At the same time, the Division of Parks and Forestry's management budget increased by only 27.5 percent (after being adjusted for inflation). Since 1970 the amount of land administered by the Division of Fish,

Game and Wildlife has increased from 127,000 acres to the present 192,299 acres while the management level has remained the same.

Despite the inherent differences in the various levels of government within New Jersey and the types of recreational facilities provided, the budgetary problems of daily, weekly, and yearly maintenance are essentially the same—the lack of available funds and staff. Neither the six Green Acres

bond acts nor the Land and Water Conservation Fund has ever provided operation and maintenance (O&M) money. The Urban Parks and Recreation Recovery Program (UPARR), although not directed toward those purposes, did allow for the rehabilitation of tired, worn out facilities and the renovation of those which no longer served a useful purpose. UPARR also provided funds to study maintenance management at the local level. Funding for this federal program has been recinded as of September, 1987.

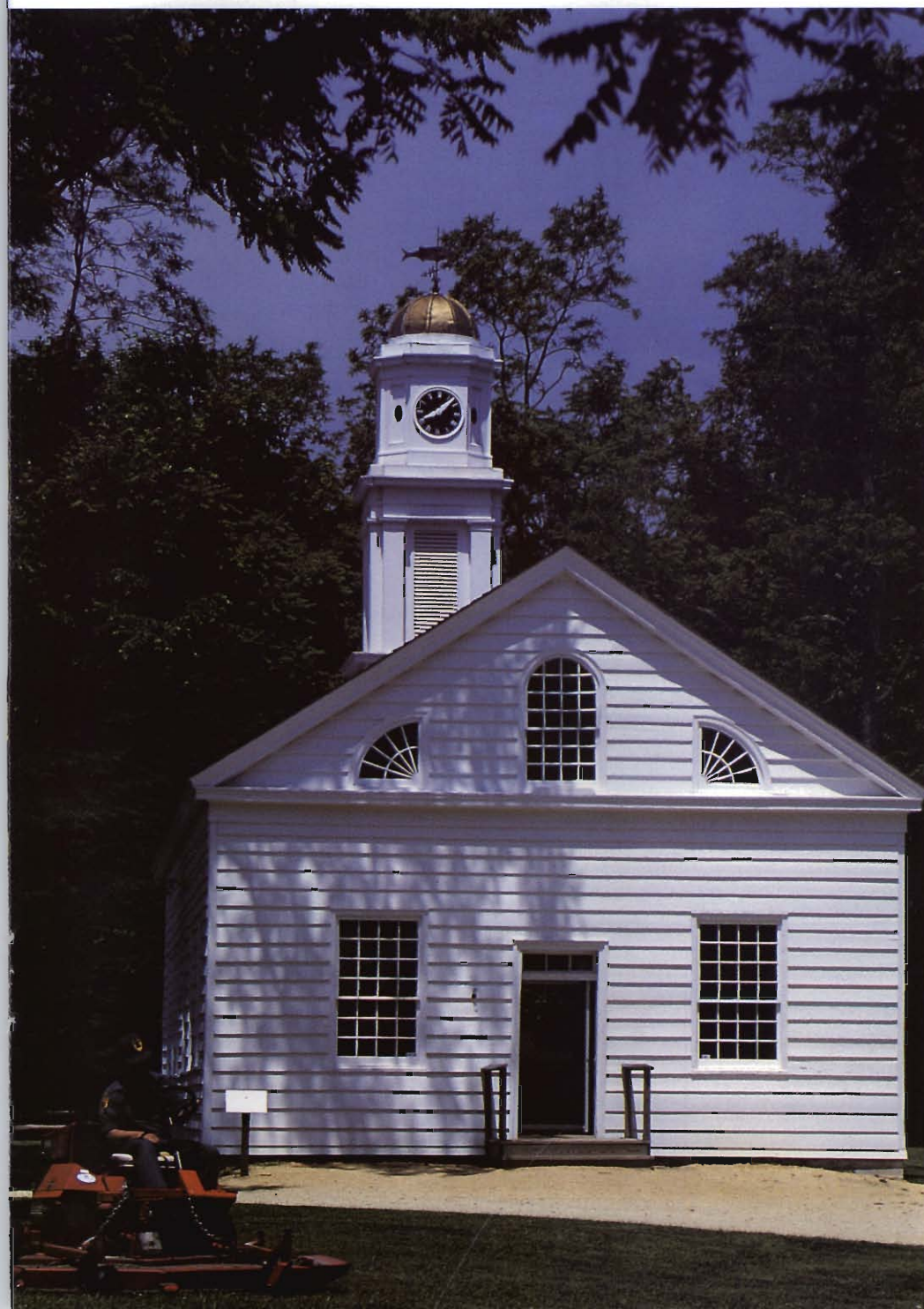
The Governor's Council on New Jersey Outdoors concluded that there was a pressing need for stable sources of funding for proper operation and maintenance of recreation facilities and made a number of recommendations including a realty transfer tax, trust funds, user fee dedication, and "Friends of Parks" groups. The report encouraged the use of volunteers, the designing of new facilities to minimize maintenance costs, the retrofitting of existing facilities for ease of access and maintenance, and the identification of ways to ease the liability insurance crisis.

Both Parks and Forestry and Fish, Game and Wildlife are currently constructing new operation and maintenance facilities at various areas to improve efficiency, reduce costs, and meet new public use demands.

On the local level, the Green Trust is providing funding for the rehabilitation of local park and recreation facilities.

Policy:

It shall be the policy of the State of New Jersey to provide resources for the operation and maintenance of state recreation facilities and to investigate permanent funding sources for the capital development and rehabilitation of existing parks.





Issue: Accessible Recreation

There is a need to increase recreational opportunities and facility accessibility for New Jersey's poor, aging, and handicapped populations.

In the last twenty years, the mobility and expectations of disabled persons have improved through a combination of stronger laws, better technology, and increased accessibility to public facilities. New Jersey has made considerable progress during this time in providing better recreational opportunities for the physically, mentally, and economically disabled. The Department of Environmental Protection (through the divisions of Parks and Forestry, Fish, Game and Wildlife and the Green Acres Program) and the Department of Community Affairs (through the Division of Community Resources) have exhibited a strong commitment to provide recreation facilities and services which are available to and useable by all persons regardless of age and income,

or mental and physical ability.

Organized urban recreation programs were originally begun to meet the needs of immigrants, children, and the poor. The needs of these groups for safe, wholesome recreation activities as an alternative to the "street" is a valid justification for public recreation services. This close-to-home recreation has also helped break down the barriers of isolation from the mainstream of society, often felt by those with physical, mental, and economic handicaps. Many elderly are also bound to their neighborhoods, as are many minority groups. Recreation serves to integrate people with diverse backgrounds and abilities and helps promote harmonious living in crowded urban areas.

Urban areas typically have a limited number of park resources to meet the great demand of concentrated populations. The result is intense use of existing facilities which often are not

sufficiently maintained because of limited funding.

The State is actively bringing park facilities into compliance with Section 504 through the retrofitting and use of barrier free design in new park development projects. Through the Green Acres Committee on Recreation and the Handicapped, Green Trust projects are also being made accessible. Concepts such as the establishment of a Capital City Park District to coordinate municipal, county, and state park programs in the City of Trenton are being considered.

Policy:

It shall be the policy of the State of New Jersey to provide accessible recreation facilities for the poor, aging, and handicapped, particularly in urban areas.



Issue: *Coastal Recreation Resources*

There is a need to protect New Jersey's coastal recreation resources by managing growth and keeping the beaches and waters clean.

Because of New Jersey's location in the heavily populated Northeast, the beaches, bays, and boardwalks from Sandy Hook to Cape May are some of the most heavily used in the nation. This proximity to population concentrations has resulted in extreme pressure on inherently fragile resources. Acquisition and maintenance of coastal areas will ensure continued public access.

A survey conducted by the Division of Fish, Game and Wildlife found that 24 percent of the state's coastal

marshes were lost in the twenty-year period between 1953 and 1973. The "Wetlands Act of 1970" granted the Commissioner of the Department of Environmental Protection the authority to regulate the alteration of coastal wetlands, and has subsequently reduced the annual losses of tidal wetlands from approximately 3,200 acres to about 50.

A state commissioned study on the economic impact on the New Jersey shore last summer (1987) estimated that 8.6 million visitors generated \$7.7 billion in revenues from May through September. The per capita seasonal expenditure was estimated at just over \$890.

The Division of Coastal Resources continues to administer the Waterfront Development Act permit process and provides local coastal grants for urban waterfront recreation redevelopment planning projects.

Policy:

It shall be the policy of the State of New Jersey to protect the state's coastal recreation resources and ensure public access through the use of environmental controls, sound planning practices, and other techniques.

Issue: *Recreational Facilities*

There is a need for adequate, stable sources of funding for the development of recreational facilities in New Jersey.

Nearly every citizen of New Jersey lives within a few miles of a park developed with Green Acres funding assistance. Though the Green Acres bond acts of 1961 and 1971 provided \$140 million for open space acquisition, the four subsequent bond issues made a total of \$570 million available for both acquisition and the development of recreational facilities. In the past additional sources of funding for the development of recreation facilities have included the Land and Water Conservation Fund, the Urban Parks and Recreation Recovery Act, and the Department of Housing and Urban Development's Legacy of Parks Program. The Land and Water Conservation Fund has increasingly suffered from reduced appropriations. Although the program has been reauthorized by Congress for the next twenty-five years, congressional legislation is now pending which would establish a stable dedicated American Heritage Trust fund requiring corresponding matching state trust funds for program participation.

Liberty State Park in Jersey City, with an incomparable view of the New York City skyline, is an excellent example of the collective funding efforts of federal, state, and local agencies in the development of a successful park. Bridgeton and Perth Amboy are among several towns where waterfront park development has keyed urban revivals.

These outstanding examples of park development were designed and built when adequate funding was available. The money available from all sources has dropped off drastically in recent years. In addition, Green Acres funds for state initiatives and Green Trust money for local applications are limited. In 1988, the Green Trust Program received applications totaling 4½ times the money available.

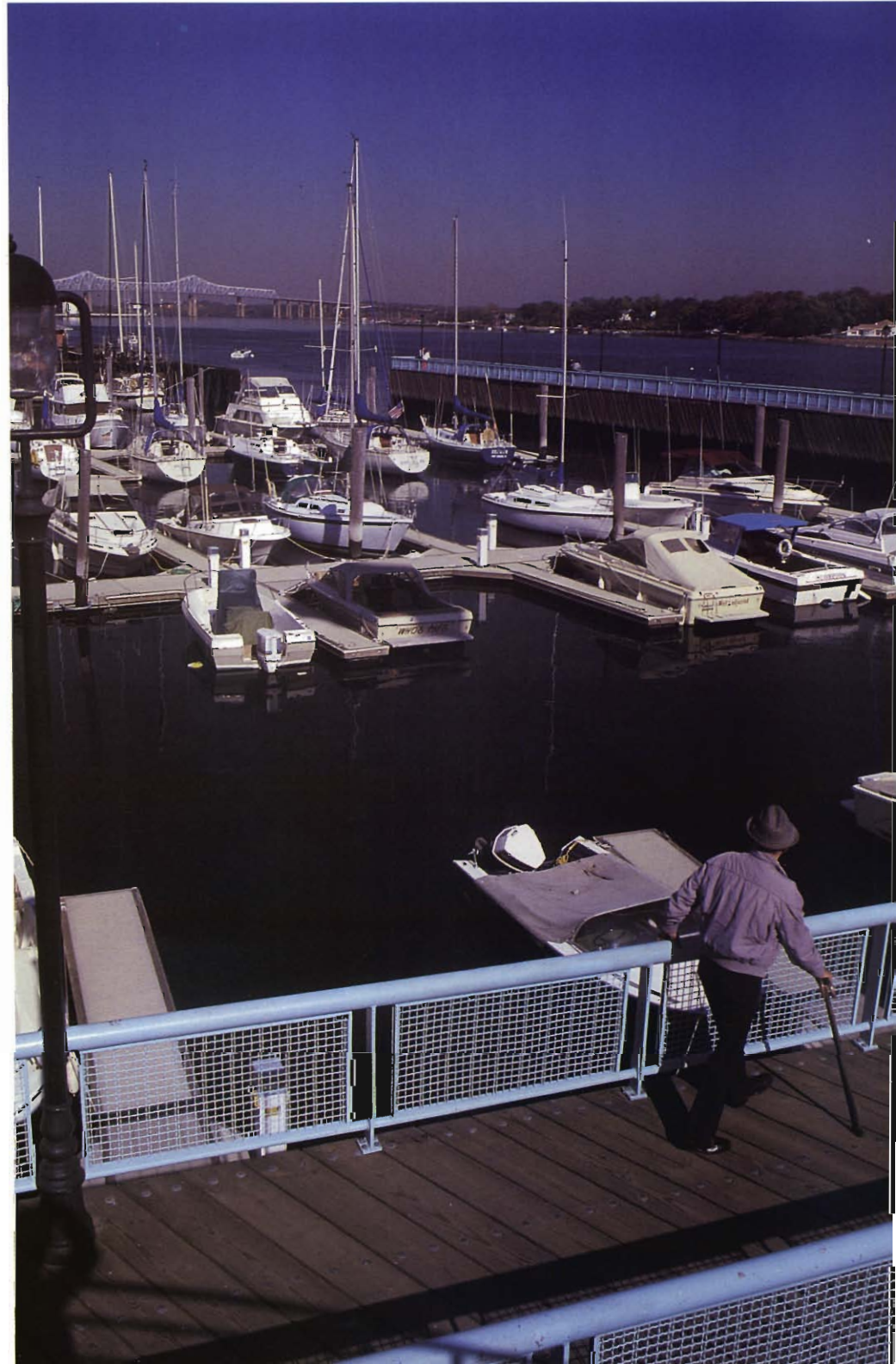
Along with local acquisition projects the Green Trust Program has over 40 active development projects statewide with requests for many more than current funding levels allow.

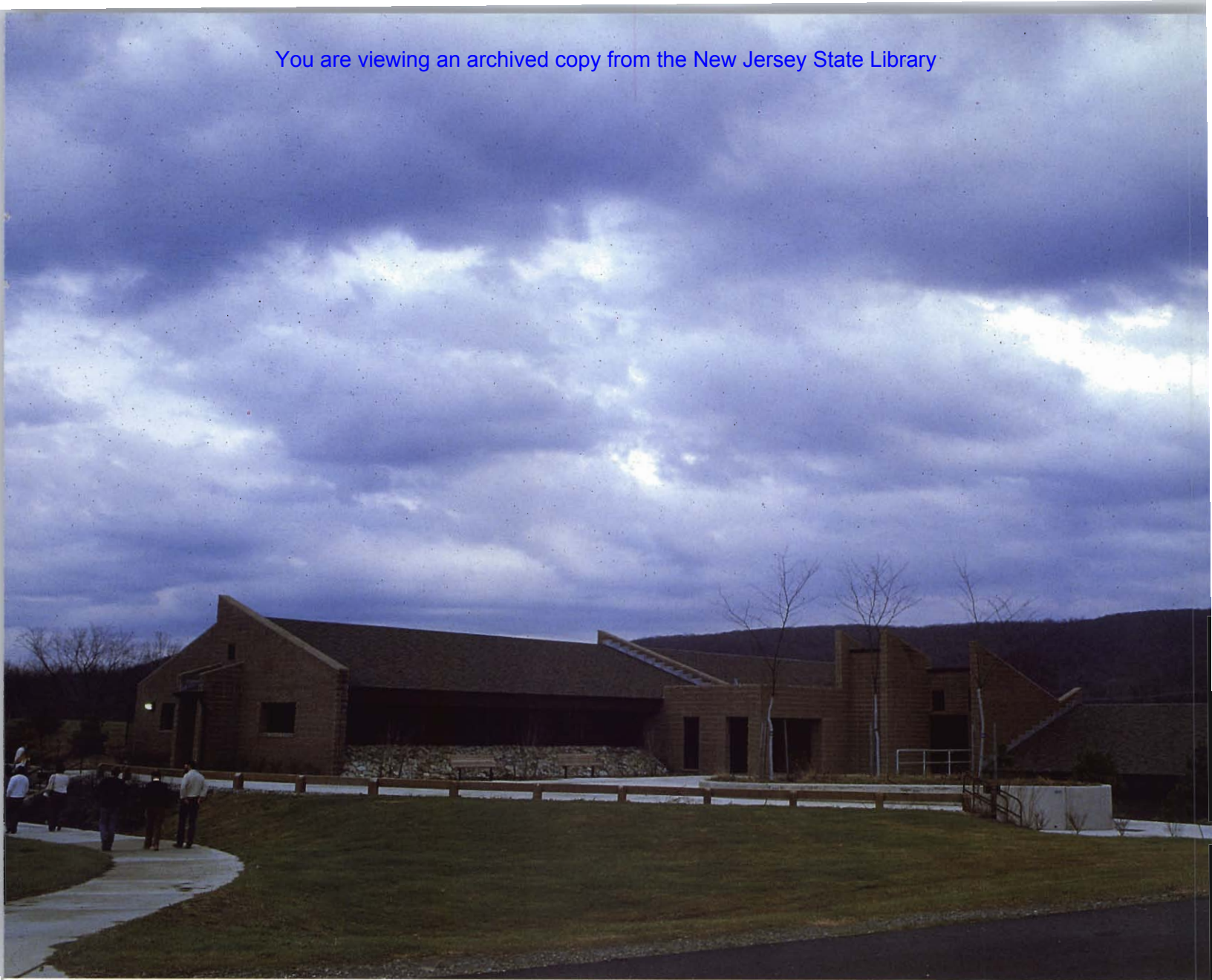
Several stable sources of funding for park and recreational facilities development have been under discussion in the State Legislation such

as an increase in the real estate transfer tax or a tax on water consumption. Whatever the outcome of these proposals, the need for a permanent reliable funding source for recreational facilities development remains a necessity if New Jersey is to provide for the facility needs of its population.

Policy:

It shall be the policy of the State of New Jersey, Department of Environmental Protection, to encourage the creation of an adequate trust fund and/or other permanent sources of funding for the development of park and recreation facilities.





Issue: ***Conservation Ethic***

There is a need to encourage a conservation and land use ethic in resource users, planners, and decision makers in New Jersey.

The President's Commission on Americans Outdoors has reported that the "states have a responsibility to promote education about the outdoors." The Governor's Council has recommended that the commissioners of the departments of Environmental Protection and Education report to the Governor on the status of the implementation of the environmental education master plan for New Jersey.

The goal of environmental education is:

"To produce citizens who are knowledgeable about the natural environment and people's

interaction with it; aware of the problems threatening the environment and possible solutions to these problems; and motivated to work and resolve problems."—President's Commission on Americans Outdoors.

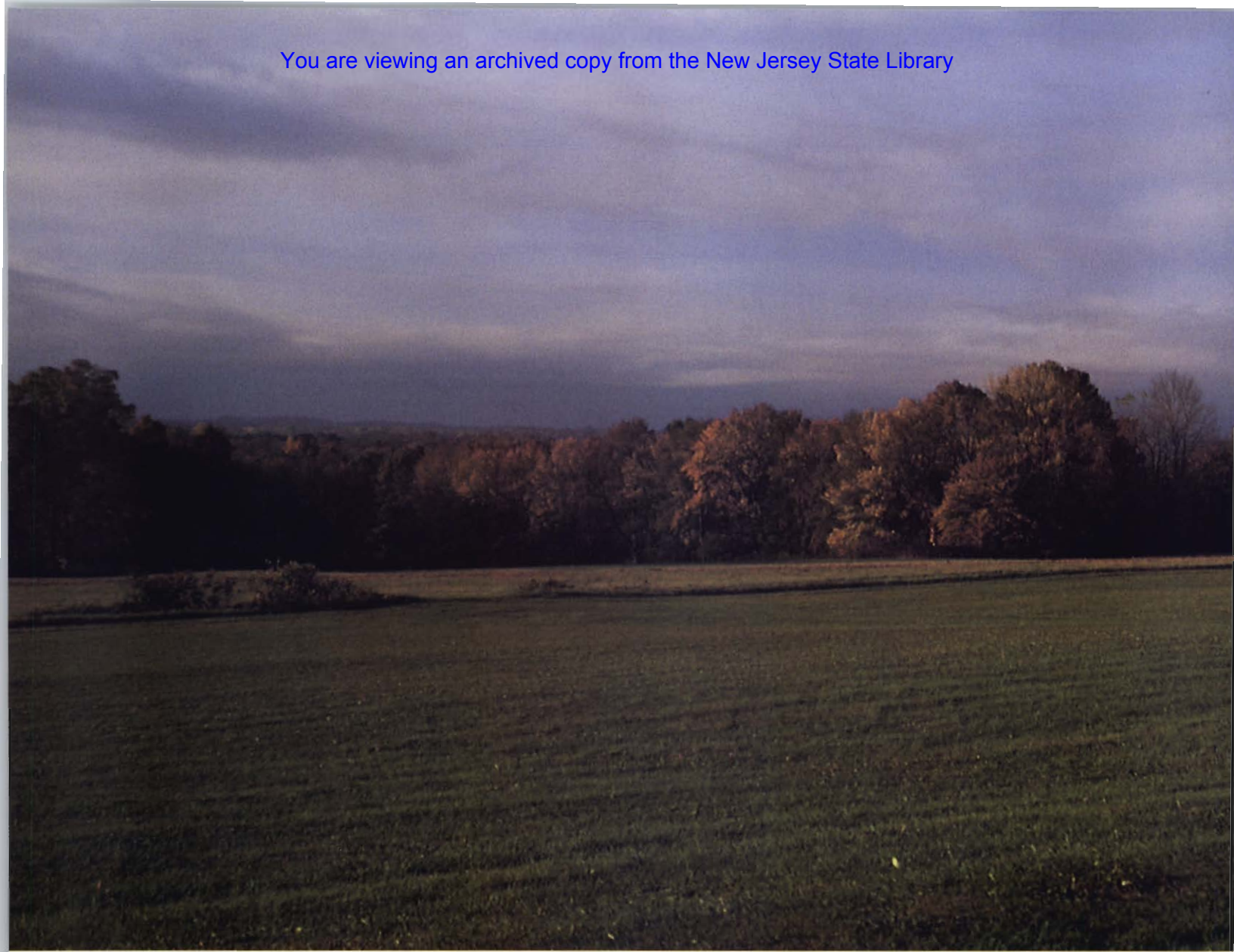
The legislation which created the Department of Environmental Protection empowers the Department to:

"Conduct and supervise state-wide programs of education including the preparation and distribution of information relating to conservation, environmental protection, and ecology. . ."

The Department's agencies are continually looking for opportunities to develop a better understanding by the public on the many natural resources and environmental issues in New Jersey. Recently, the Natural and Historic Resources Group began publishing a quarterly newsletter, "**The Challenge.**"

Policy:

It shall be the policy of the State of New Jersey to encourage a conservation and land use ethic in citizens, resource users, planners, and decision makers.



Issue: *Farmland Preservation*

There is a need to preserve and protect farmland in New Jersey.

Year by year, development reduces the acreage available for agriculture. The state's farm acreage declined from 1,030,000 acres in 1981 to 920,000 in 1986, while the number of farms (earning at least \$1000 a year in agricultural products) dropped from 9,500 to 8,300. The survivors are mostly family farms. Only 50 of New Jersey's 8,254 farms are owned by non-family corporations and account for 11,415 of 906,318 acres. The strength of the family farm in New Jersey goes against the national trend toward corporate farms because of the diversity of New Jersey's agriculture, the proximity to urban markets, and the increasing value of farmland. Mortgage foreclosures are virtually unheard of in New Jersey.

In 1981, New Jersey, established a \$50 million Farmland Preservation Program. The Agricultural Retention and Development Act became law in January, 1983. The primary purpose of the program is to enhance the agricultural industry through the purchase of development easements on productive farmlands and to provide landowners with cost-sharing for the installation of soil and water conservation practices. As of September 21, 1988 a total of 1,776 acres in 17 farms were included in the program. Preliminary approval has been given for the development rights purchase of an additional 15,284 acres on 123 farms. Acquisition is expected within the next year.

New Jersey farmland is the most expensive in the nation, according to the U.S. Department of Agriculture.

While farm values dropped nationally last year, they increased 36 percent here—for an average price of \$5,321 per acre.

Farmland contributes to the greenway concept by preserving rural roads and landscapes. It also protects aquifer recharge areas, wildlife habitat, and areas suitable for hunting.

Policy:

It shall be the policy of the State of New Jersey to continue the implementation of the Farmland Preservation Bond Act of 1981, as amended, and to seek other means to preserve and protect the state's farmland.

Issue: ***Pinelands Preservation***

There is a need to preserve and protect the natural and cultural resources of the Pinelands while providing for compatible recreation use.

The 1.1 million acre New Jersey Pinelands is a truly special place. Unbroken forests of pine oak and cedar make the Pinelands the largest tract of open space on the Mid-Atlantic coast.

Approximately one-third of the area is publicly owned with the remainder in private ownership. The publicly owned acreage serves many uses including recreation. Federal properties within the Pinelands, which total over 80,000 acres, are primarily military installations. State ownership within the Pinelands includes 228,620 acres in 3 state parks, 5 state forests, 1 state recreation area, and 14 wildlife management areas. Stockton State College, Leesburg State Prison, and the New Lisbon and Woodbine state schools make up another 5,000 acres of state ownership.

The landscape of the Pinelands is made up of two principal components, vegetative communities and surface water resources, which contribute to the overall quality and quantity of the area's recreational resources. Combined, the two provide attractive locations for recreational activities. This 1.1 million acre area is criss-crossed by hundreds of miles of sand roads providing excellent recreational trail opportunities. It contains five major river systems which provide year-round canoeing and fishing opportunities often in "wilderness-like settings."

The Pinelands Commission was established in 1979 to oversee the Pinelands Protection Act, which is perhaps the strongest land use legislation in the country.

A combination of Green Acres and Land and Water Conservation Fund money is being used to acquire ecologically sensitive areas of the Pinelands. To date, over 54,000 acres have been purchased and another 10,000 acres are in the process of being acquired.

Policy:

It shall be the policy of the State of New Jersey to acquire lands which protect ecologically sensitive areas of the Pinelands; to provide for needed public recreation access; and to preserve and protect its natural resources, including forests, waters, and wildlife habitat.



Supply

At the time of Green Acres inception in 1961, there were 382,506 acres of public recreation open space in New Jersey. Since then, an additional 340,000 acres have been added to the public domain. Of this figure, 264,753 were acquired with Green Acres assistance. The remaining 77,586 acres were acquired through other techniques and funding sources. The supply of recreation facilities has also increased significantly since 1961 as a result of the Green Acres Program, the Federal Land and Water Conservation Fund, and other programs.

New site specific inventories of county and municipal parks have been prepared; federal, regional, and state area specific inventories have been updated; and a new commercial and private facility inventory has been completed as part of the 1988 Outdoor Recreation Plan. This updated

information formed the basis of the recreation open space needs analysis described in the Demand and Need Chapter.

The State of New Jersey has 824,652 acres of land dedicated to open space and outdoor recreation. Of the 824,652 acres available, 724,845 are owned by public agencies while the remaining 99,857 are in private or quasi-public ownership.

The federal government holds title to 76,016 acres of recreation related lands which is approximately 9.2 percent of the cumulative open space total. Regional and interstate agencies have jurisdiction over 36,552 or 4.4 percent. Approximately 60.8 percent of this total acreage or 501,381 acres owned by New Jersey state government agencies. New Jersey's 21 counties and 567 municipalities have a combined total of 110,896 acres of public open space or

about 13.4 percent of the total. Private and quasi-public recreation land (99,857 acres), has dropped considerably from the figures generated in the inventory completed in the 1970's. Boy Scout camps, golf courses, private hunting preserves, and marinas are being lost to development at a rapid rate in New Jersey.

The stage where recreation is played has changed dramatically. The problems of Route 1 are well documented. The rush hour grid spreads further into the day while the accompanying development threatens the integrity of the Delaware and Raritan Canal. Despite some of the highest vacancy rates in the country, offices continue to be built. Other corridors are burgeoning. Route 130 is bringing heretofore unseen development to South Jersey and a Rutgers University study projects that Interstate 78 will one

**Table 6
1988 Recreation Open Space and Acreage**

COUNTY	Federal ¹ Recreation Areas	Regional and Interstate Areas	State ²										Fish and Wildlife Management Areas	Unassigned Donations	State Subtotal	County ³ Parks	Municipal ³ Parks	Total		Total Open Space	
			Parks	Forests	Rec. Areas	Marinas	Historic Sites	Natural Areas	Natural Lands Trust	Misc. Park Areas	Reservoir Sites	N.J. Water Authority						Open Space	Private ⁴		
ATLANTIC	19,844			11,208			47	4	778	400				19,292	299	32,028	4,337	2,368	58,577	4,575	63,152
BERGEN		2,452	910	955				6				350		250		2,471	5,671	3,575	14,169	5,692	19,861
BURLINGTON	2,313		1,332	124,619	617			10		12		89		1,293	339	128,311	203	2,418	133,245	10,017	143,262
CAMDEN				14,310				1		12				3,426		17,749	1,701	2,224	21,674	3,879	25,553
CAPE MAY			748	10,073					3,678	195	2,621			26,040	207	43,562	1,083	915	45,560	4,211	49,771
CUMBERLAND				1,616		19				43				48,471	818	50,967	165	2,334	53,466	7,769	61,235
ESSEX	21		147					2		2						151	5,720	1,385	7,277	776	8,053
GLOUCESTER										48						5,676	1,027	1,330	8,033	2,124	10,157
HUDSON			1,123											477		1,600	612	240	2,452	284	2,736
HUNTERDON			1,145		5,549		1	70			74	116		1,825		8,780	3,446	311	12,537	4,483	17,020
MERCER			1,952				6			180	121			1,051		3,310	4,295	2,916	10,521	2,888	13,409
MIDDLESEX			2,203				4	52	57	1	99				283	2,699	4,958	3,693	11,350	2,473	131,823
MONMOUTH	1,668		4,528			17	9	109		191	991	403		7,390		13,638	6,131	4,710	26,147	6,815	32,962
MORRIS	8,419	6,500	3,168					906		96				4,886	58	9,114	9,433	4,776	38,242	9,795	48,037
OCEAN	10,040		8,053	16,837	20	11	1	147	896	531				52,191		78,687	3,768	3,116	95,611	11,795	107,406
PASSAIC		18,000	8,077	6,264							6,400			2,318		23,059	3,595	2,026	46,680	3,328	50,008
SALEM	3,086		1,229				1							8,614		9,844	14	606	13,550	2,424	151,974
SOMERSET	188		2,068				9			10		3,695				5,782	4,603	2,814	13,387	5,780	19,167
SUSSEX	21,286	9,600	27,121	15,482				4	268	480				6,707		50,062	1	928	81,877	6,967	88,844
UNION							1									1	5,600	1,006	6,607	228	6,835
WARREN	9,151		3,476	6,990				46	21	105	812			2,440		13,890	304	538	23,883	3,554	27,387
TOTALS	76,016	36,552	67,280	208,354	6,186	94	55	5,790	2,144	11,059	5,713	403	192,299	2,004	501,381	66,667	44,229	724,845	99,857	824,652	

1. Federal acreage figures as of July 1, 1988.
 2. State acreage figures as of July 1, 1988. All state lands are administered by agencies of the Department of Environmental Protection except the New Jersey Authority's Manasquan Reservoir Site and the New Jersey Natural Lands Trust, which are independent state agencies. State figures include 10,292 acres of conservation easements.
 3. County and Municipal Park figures were compiled in 1985 and updated to reflect acquisition projects funded through the Green Acres Trust Program from 1984 to 1988.
 4. Private acreage figures drawn from a 1986-1987 inventory of private recreation facilities. Private lands leased to hunting clubs are not reflected in the figures.

day surpass Route 1 as a commercial avenue. As these and other areas continue to mushroom, they threaten the quality of New Jersey's recreational facilities. The role and responsibility for the provision and protection of these facilities fall to various levels of government.

The federal government's role has focused on the preservation of historic sites and the conservation of large scale areas of national significance. This tradition continues as represented by the Brigantine National Wildlife Refuge and Morristown National Historic Site.

New Jersey's state-owned lands generally serve activities which require less developed facilities than those provided by the county and municipal levels of government. Activities such as swimming, picnicking, hunting, non-motorized trail uses (hiking, horseback riding, cross country skiing), camping, and fishing (both fresh and salt water), occur frequently on state provided facilities. The divisions of Parks and Forestry and Fish, Game and Wildlife provide a total of 462,454 acres of land for hunting; 107 miles of fresh-water shoreline and 85 miles of saltwater

shoreline for fishing; and over 1,000 miles of trails. Parks and Forestry also operates over 1,500 campsites and 20 day use areas. A notable exception to the typical state park is Liberty State Park in Jersey City—one of the most spectacular urban park locations in America.

Private and quasi-public recreation facilities inventoried included campgrounds, marinas, golf courses, swim clubs, group camps, horseback riding facilities, ski areas, tennis clubs, picnic groves, race tracks, amusement parks, and skating rinks.

Table 7
1988 Supply of Outdoor Recreation Facilities by Jurisdiction

Facilities		State				County	Municipal	Private	Total
		Federal	Regional	Parks & Forestry	Fish & Game				
Swimming	Pools (No.)			1		4	220	114	339
	Bathhouses (No.)	3		20		7	45	104	179
	Beach (FW/Miles) ¹			3.0		.5	1.2		4.5
	Beach (SW/Miles)	7		10		4.2	72		93.2
Boating	Ramps (FW/No.)	1		14	8	13	17	30	83
	Ramps (SW/No.)	1	3	4	8	2	22	113	153
	Marina Slips (FW)					14		1,715	1,755
	Marina Slips (SW)		266	841			774	21,030	22,911
Fishing	Shore (FW/Miles)	37		96	11	52	22		218
	Shore (SW/Miles)	26		11	74	11.2	5		127.20
Hunting	(Acres) ²	30,754		238,023	189,277	1,400			459,454
Picnicking	Single Fam. (No.)	105	600	3,336	10	1,884	1,802	1,500	9,237
	Group (Sites)	4	16	33		366	281	185	885
Campsites	Single Fam. (No.)	155		1,514		391	4	27,653	29,717
Group Camps	Number							104	104
Trails	Non-Motor (Miles)	106	80	890	250	121	191	5	1,643
	Motorized (Miles)			415	200	1	8		624
	Exercise (No.)			8		36	37		81
Outdoor Sports	Tennis			4		358	1,289	890	2,541
	Baseball/Softball			13		241	1,327		1,581
	Basketball		1	3		101	1,360		1,374
	Football					38	207		245
	Soccer			4		105	348	4	461
	Volleyball					30	109		139
	Youth Baseball					12	553		565
	Open Play Fields	5	1	29		167	865	7	1,074
	Playgrounds			56		129	995		1,180
	Ice Skating (Acres)		1	131		175	280		587
Golf Courses	Number			1		25	4	181	211
Snow Skiing	Slopes					7		6	13
Horseback Riding Facilities	Number	1		9		18		124	152
Senior Citizen Centers	Number					13	93		106
Amphitheaters	Number			3		18	5		26
Natural Centers	Number	1		9	1	16			26

FW—FRESH WATER
SW—SALT WATER

1. Beach figures do not include beaches operated by homeowners associations.
2. Hunting acres listed only if open to general public. Private lands leased to hunting clubs are not included.

Something Old, Something New

For many years the goal has been to achieve a proper balance between development and open space. However, the last few years have seen the pace of development rapidly outstrip the preservation of open space. The governmental programs which once gave New Jersey an adequate amount of open space are still in place. Yet at a critical time for the environment, these programs are severely underfunded. The status of programs which can or will shape how green New Jersey's future will be are as follows:



- **Green Acres.** A 1987 bond issue brought the program \$35 million. This funded only the local portion of the program and equals the amount awarded in the last Green Trust funding round. Legislation has been proposed which would create a permanent funding source for state acquisition and development and the Green Trust through a dedicated tax. This legislation is still being debated.
- **Land and Water Conservation Fund.** This federal program receives money from offshore oil and gas leases and reinvests it in open space acquisition and recreational development. At the height of the program, New Jersey received nearly \$11 million a year. This money helped set aside over 118,000 acres and provided a wide variety of recreational facilities. Today, New Jersey's apportionment has been reduced to merely \$500,000 (1988). The President's Commission on Americans Outdoors has called for a rejuvenation of the Land and Water Conservation Fund through creation of a permanent stable fund called the American Heritage Trust. Legislation before Congress is pending.
- **Farmland Preservation.** This 1981 bond act dedicated \$50 million to retain some of New Jersey's dwindling and highly prized farmland. A 1987 referendum increased the state's acquisition share from 50 to 80 percent. The result has been an overwhelming demand for limited funds. Recent development trends have clearly threatened the state's rural

character. If the "Garden State" is to continue to support agriculture, the farmland preservation funds must be supplemented.

- **Greenways.** The early park designers always gravitated toward water. They treasured this resource for its calming and beneficial nature. Waterways and lakes were surrounded by areas of green which were often of a linear design and therefore accessible to a great number of people. Today, greenways should be sought after for their financial and environmental aspects. The Delaware and Raritan Canal is an outstanding example of a greenway. Linear strips of land, which may have once been a railroad corridor, can link existing parkland, provide trail opportunities, buffer sensitive wetlands, and shape desirable community development patterns.
- **State Planning Commission.** Like the city-states of ancient Greece, New Jersey's 567 municipalities largely determine their own destiny. The Greeks failed to organize and were eventually overrun. Today townships and boroughs are being overwhelmed by proposed housing, and the preservation of needed public open space is being lost by default. The State Planning Commission was empowered on January 2, 1986 to identify areas of growth, limited growth, agriculture, and open space. The success or failure of this commission will go a long way in determining the fabric of New Jersey's landscape.



- **Other methods.** Many municipalities have embraced clustering as a method of saving open space. Clustering increases the unit density on a portion of a site while a larger portion is left undeveloped. Non-profit organizations can move quickly to save threatened open lands. These are held until a receiving group is financially able to assume title. In some cases, an organization will acquire a tract and then sell off a small portion in order to finance the original acquisition cost. In New Jersey, landowners often face an agonizing choice between the immediate cash value of their land versus the long-term uncertainty of farming. A Transfer of Development Rights (TDR) program allows a landowner to sell or transfer his "rights" to a developer to use in an area where a higher density is permissible.

Green Acres 1961-1989

Virtually every citizen of New Jersey lives within a few miles of a Green Acres funded park. A \$60 million bond issue in 1961 signaled the beginning of what was to be the longest running, most successful recreation and open space program in the nation. The \$710 million program, funded in six separate referenda, has set national precedent, encouraged duplication, and continued to show the dedication and concern of state residents for preserving open space and developing recreational resources. This investment has resulted in the preservation of over 264,753 acres of protected public open space. These bond issues have also funded over 600 municipal, county, and state park development projects.

Suburban sprawl and the Regional Plan Association's publication "Race for Open Space" led to passage of the first Green Acres Bond Act in 1961. The initial \$60 million was divided into \$40 million for state parks, forests, natural areas, and wildlife management area acquisitions, and \$20 million for matching grants for county and municipal park and open space land acquisition. Under the first bond issue over 90,000 acres of land were acquired for the state including 10,556 acres for Wawayanda State Park and 4,973 acres for the Assunpink Wildlife Management Area.

In 1971, an \$80 million Green Acres bond issue passed with a 66.7 percent plurality. Forty million dollars acquired lands for additional state parks, forests, and wildlife management areas. The other half was used as 50 percent matching grants for local governments. In 1971, the Green Acres Program required local applicants to apply for federal funding under the Housing and Urban Development (HUD) Open Space Program. Many qualifying municipalities were able to obtain 100 percent rehabilitation grants.

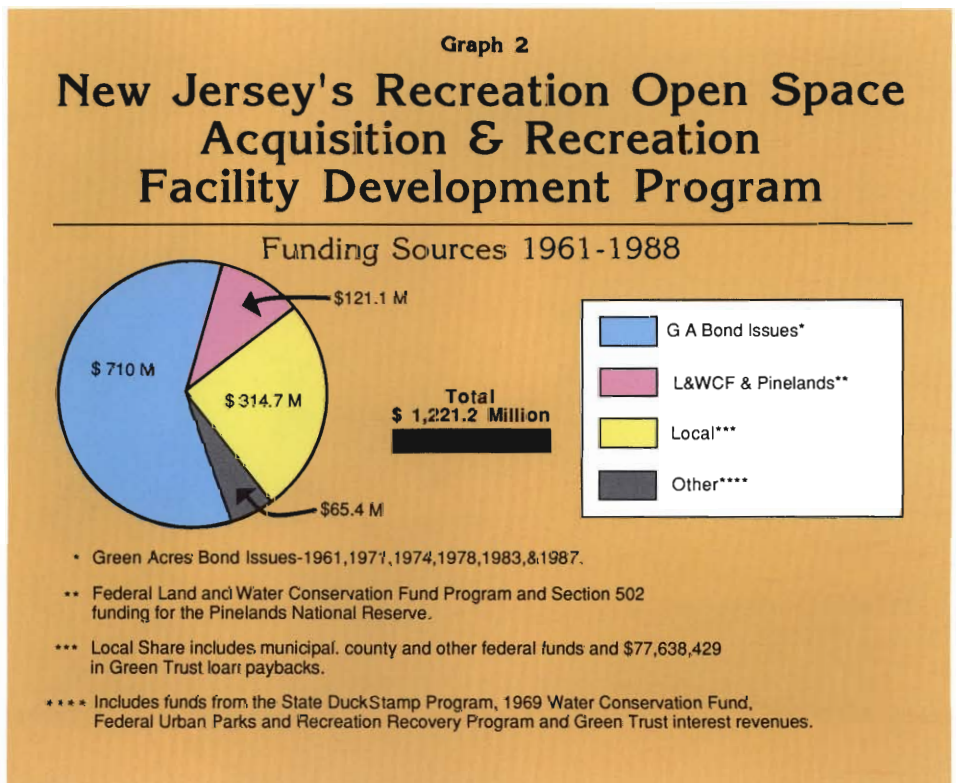
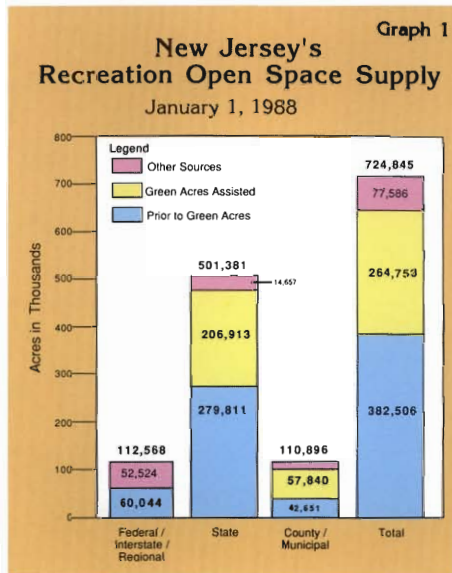
During the early 1970's, when a strong environmental tide was sweeping the nation, New Jersey was doing its part. The Department of Environmental Protection was established, environmental commissions were authorized, and legislation was defined to protect the state's saltwater wetlands, floodplains, coastal areas, and the Pinelands. As a

part of this movement, another Green Acres bond issue—this time for \$200 million—was passed in 1974. For the first time the development of recreation facilities was involved. In fact, \$100 million was set aside for development and was divided 50/50 between state and local projects. Major development projects included the development of Spruce Run and Round Valley recreation areas on the state level and

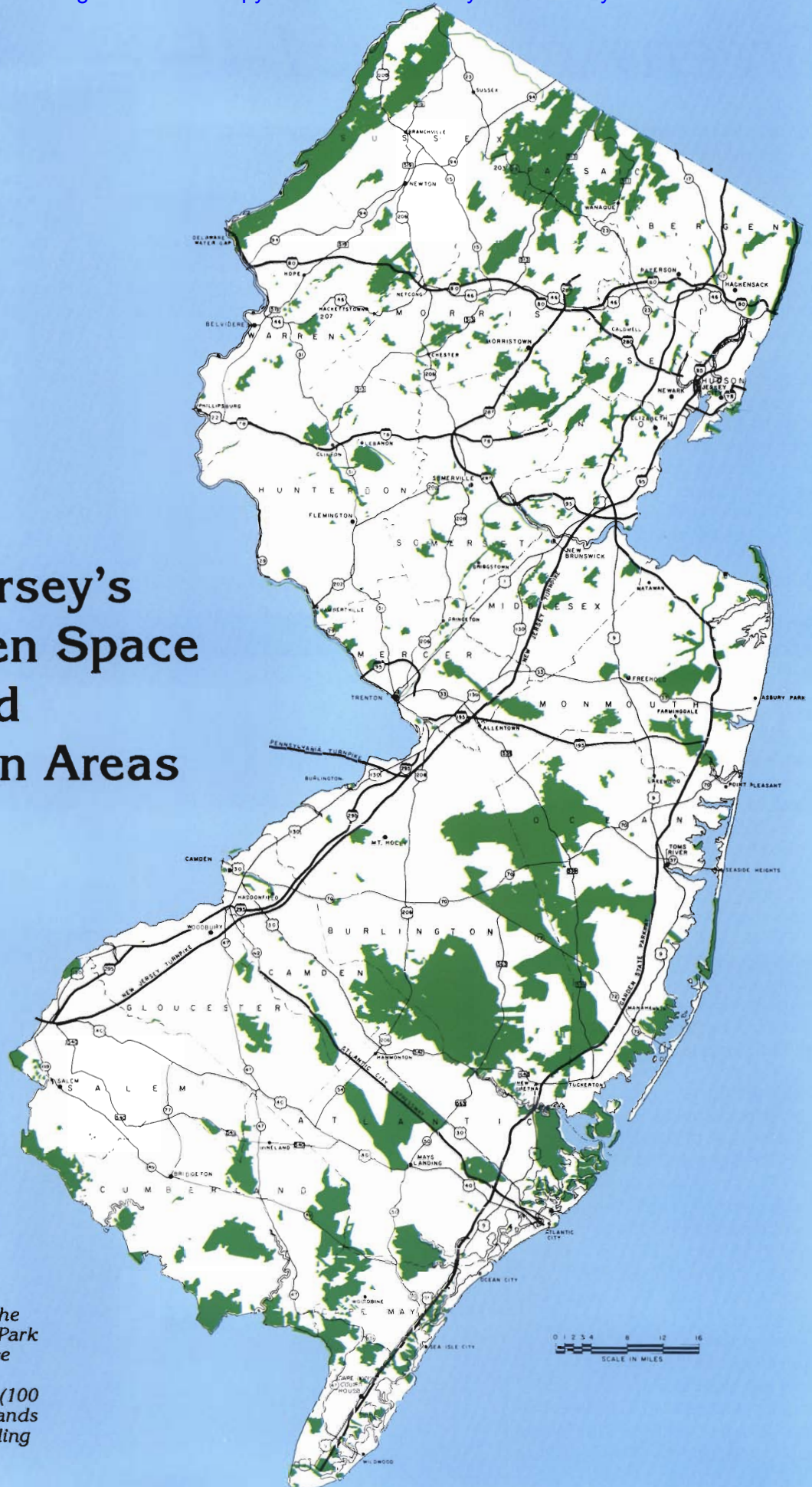
the development of key local parks such as Camden County's Wiggins Waterfront Park, Essex County's Branch Brook Park, and Bayonne's Kill Van Kull Park.

The 1978 bond produced another \$200 million with an even greater emphasis on development, particularly of urban waterfronts. Liberty State Park and Pequest Fish Hatchery were both funded using 1978 state money. Local projects which keyed on the "waterfront" theme and were funded through this bond issue were Bridgeton City's Cohansey Riverfront Park, Monmouth County's Seven Presidents Park, and continued development of Wiggins Waterfront Park in Camden.

Green Acres legislation was redesigned in 1983 to provide for a "Green Trust" revolving fund. The Green Trust concept resulted from a search for a viable alternative to additional traditional bond issues which would eventually affect New Jersey's Triple A rating, adversely impacting the state's borrowing ability. Designed to fund the local portion of the Green Acres program, the Green Trust involves three funding categories under which project costs are paid from



New Jersey's Public Open Space and Recreation Areas



Areas shown in green represent lands managed by the federal Department of the Interior, Palisades Interstate Park Commission, state open space and recreation areas, county parks and open space areas (100 acres and over), watershed lands and other federal areas including military reservations.



various mixes of state loans, state grants, and private donations. Loans have a term of 20 years and an interest rate of 2 percent. Funds made available from appropriated balances, state equity contributions, loan repayments, and interest earnings on the capital are used to continue the program.

The state side of the 1983 Green Acres Bond Issue provided \$52 million for state projects, \$24 million of which was designated for development (including the continued development of Liberty State Park). The remaining \$28 million has been used for major acquisitions in the Pinelands such as Makepeace Lake (6,877 acres), Upper Wading River (3,037 acres), and the Manumuskin Southern Forest (3,765 acres). The drastic reduction in the Land and Water Conservation Fund, the extraordinary demand for money, and the initial underfunding of the



program (\$83 million), have combined to obligate all of the 1983 bond money and the special \$10 million capital appropriation for fiscal 1989.

Since the initiation of the Green Trust Program in FY 1984, the program has administered four funding rounds and approved grants and loans approaching \$100 million, \$83 million of which were 2 percent loans. The remaining were grant funds approved from prior bond issues. The approved projects will result in 132 recreation facility development projects. Acquisition projects include Atlantic County's 2,393 acre Great Egg Harbor River Park and Hunterdon County's 100 acre Uplands Reservation.

In 1987, another \$35 million was authorized by a "Quality of Life" referendum to bolster the nearly exhausted Green Trust. This money will be combined with Green Trust interest and loan paybacks to fund \$38.6 million in local projects for FY 1989.

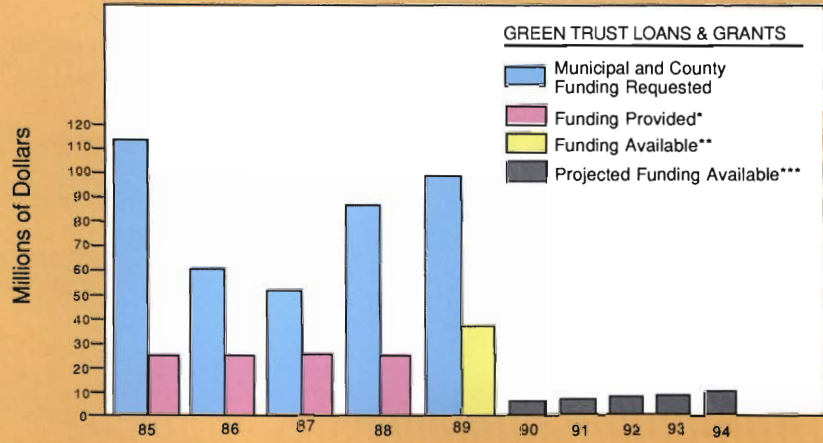
Projections on the funding that will be available in future years from interest and loan paybacks indicate that only \$4.4 million will be available in FY 1991. This will gradually increase to \$9.4 million in FY 1994. With the actual demand for funding on the local level alone being approximately \$100 million per year, it is apparent that additional funding is needed as rapidly as possible if Green Acres is to continue to respond to pressing needs.

Concurrent with the nationwide effort to establish a federal stable trust fund for open space, recreation and historic projects, New Jersey has been examining the capitalization requirements and options for its Green Trust Program. Graph 3 shows the annual demand for Green Trust financial assistance ranging from \$53 million to over \$100 million over the past 5 years. At the same time, the graph indicates that the Green Trust's funding levels at its current \$118 million capitalization level will average less than \$10 million per year over the next five years. Graph 4 below presents one of the many options being explored for increasing the Green Trust's funding level to respond to anticipated future local funding needs. In this example, there are several key assumptions required to establish the perpetual \$50 million per year funding level for the Green Trust. It is assumed that \$5 million of federal funds would be

Graph 3

Green Trust Funding Levels

For Municipal and County Open Space Acquisition and Recreation Facility Development Projects
1985 - 1994

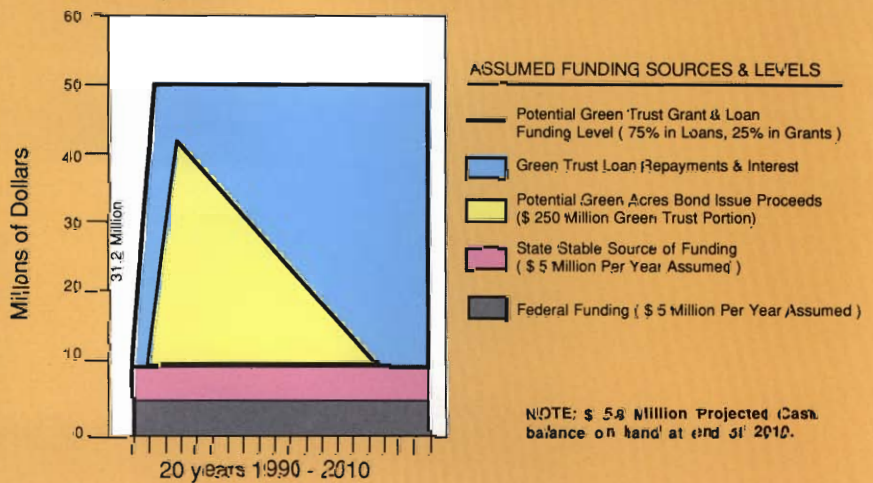


* \$ 83 Million from 1983 bond issue and balance from prior bond issues.
 ** \$ 35 Million from 1987 bond issue and Green Trust loan repayments and interest.
 *** Projected Green Trust loan repayments and interest at current capitalization level (\$118 Million).
 NOTE: At its current funding level the Federal Land and Water Conservation Fund Program will increase the amount of funds available for local projects by \$250,000 per year.

Graph 4

A Funding Concept

An Example of a \$50 Million Per Year Green Trust Fund To Finance Municipal and County Open Space Acquisition and Recreation Facility Development Projects



NOTE: \$ 5.8 Million Projected (Cash balance on hand at end of 2010).



received each year (from either an expanded Land and Water Conservation Fund which currently provides \$250,000 per year, or the American Heritage Trust which is under congressional consideration), and \$5 million per year from one of the several proposed stable sources of funding being considered by the State Legislature. The example also assumes that the capitalization level of the Green Acres Trust would be increased by \$250 million as part of one of the Green Acres bond issue proposals pending before the State Legislature.

During the 28 year history of Green Acres, over 206,913 acres have been purchased for state-owned open space purposes with another 36,146 acres for county and 21,614 acres for municipal governments. There is still a 345,000 acre deficit of permanently protected parks and open space land statewide. Some of the large scale, high impact Green Acres projects are discussed further.

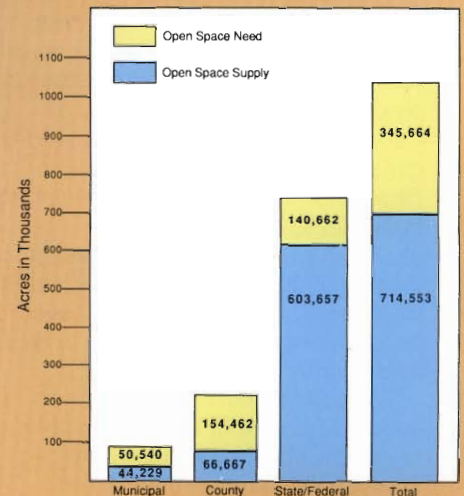
Liberty State Park represents the collective funding efforts of federal, state, and local agencies. Green Acres played a major role in the emergence of this successful 1000 acre urban park which commands a magnificent view of the New York skyline. While money from the first two bond issues was used solely for acquisition, the 1974 and 1978 referendums provided funding for harbor clean-up, seawall and bulkhead construction, dredging, the restoration of the historic Central Rail and Ferry Terminal, and construction of the environmental education center.

On its 2000 mile journey from Georgia to Maine, the Appalachian Trail (AT) follows 66.9 miles through the rugged northwest corner of New Jersey. In 1982 New Jersey became the first state in the trail corridor to permanently protect the AT by buffering the trail with publicly-owned land. In order to achieve this distinction, many miles of the trail were relocated, including the flipping of a portion of the trail from New York to



Graph 5
Public Recreation
Open Space
Supply and Need

As of January 1, 1988



New Jersey. An agreement between the State of New Jersey and the New York-New Jersey Trail Conference provides for a cooperative partnership for management and operation of the AT. New Jersey acquired 2964 acres through a combination of Green Acres (\$4,222,363) and federal (\$1,795,205) funding.

The New Jersey Pinelands covers one million acres, has billions of gallons of pure water, and is home to many of New Jersey's endangered species. This unique section of South Jersey had its origins as an ancient ocean floor and is now protected through the establishment of state parks, forests, and wildlife management areas. It is of such importance to the scientific community that a portion of it has been declared an international biosphere. The Pinelands has unlimited recreation potential on its many rivers and roads. Within the region many species of plants found in the South reach their northern limit while several northern plants go no further south. To date, Green Acres has assisted in the acquisition of 53,292 acres at a cost of \$36,945,366. Even the bald eagle, once nearly extinct, soars over the old iron towns which once flourished in this special area.

The roots of Camden's revival are firmly planted in its waterfront area. With the assistance of Green Acres in 1974, Camden purchased the last parcel of land to form the basis of Camden County's first urban waterfront park. Green Acres (\$6,027,140) and Federal Land and Water Conservation Fund (\$3,832,860) monies have been used to develop an amphitheatre, a plaza, a promenade, sitting areas, and a marina. The county and city have created a working relationship to deal with maintenance and operation.

Wiggins Waterfront Park, with its spectacular view of the Philadelphia skyline, will be flanked by a hotel-conference center and the world headquarters of Campbell Soup. Recently, Governor Kean signed legislation to build a \$42 million state aquarium within the park.

The Route 1 corridor splits Mercer County and brings development to former sod farms and cornfields. One oasis in this heavily congested area is Mercer County Central Park. The park was acquired with a two-fold purpose: 1) flood control and 2) the development

of a comprehensive recreation complex with regional accessibility. A three-phase Green Acres assisted acquisition plan has set aside a total of 2,817 acres at a cost of \$2,800,759. Development within the park answers a wide variety of needs and consists of biking and hiking trails, a marina and one of the finest tennis facilities in the state. A recently completed dam provides flood control along with opportunities for boating and fishing. Green Acres provided \$3,557,433 in development funds and money from the federal Land and Water Conservation Fund provided ball fields and an ice skating rink.

In 1895, Branch Brook Park in Newark became the first acquisition in the first county park system in the

United States. The site, once a training ground for Civil War troops, was designed by Frederick Law Olmsted and for a brief time contained the world's largest fountain. Today, the 485 acres are home to a greater variety of cherry trees than is found in Washington, D.C. and the park is heavily used due to intense urban surroundings. In 1978, the Essex County Park Commission undertook a massive \$5 million restoration of the park, half of which was funded by Green Acres. The reconstructed ball fields, tennis courts, roadways, parking areas, shelters, and support buildings now provide twentieth century amenities in a nineteenth century setting.



Land and Water Conservation Fund

Since the enactment of the Land and Water Conservation Fund (L&WCF) in 1965, over \$3 billion has been appropriated to the 50 states, the District of Columbia, Puerto Rico, and several territories for the planning, acquisition, and development of outdoor recreation lands and facilities. Originally established as a twenty-five year program, the Land and Water Conservation Fund (L&WCF) was extended in 1987 until 2025. Income for the L&WCF is provided largely from Outer Continental Shelf mineral receipts and the sale of surplus federal property.

Passage of the L&WCF in 1965, and the subsequent yearly appropriations from the program, has provided over \$100 million to New Jersey for state, county, and local recreation projects. These projects include the construction of ball fields and tot lots, the establishment of a major fish hatchery (Pequest), and the success of the State's most popular urban park

(Liberty State Park). The L&WCF aided in the acquisition of both salt and fresh-water wetlands, wildlife management areas, parks, forests, and natural areas. L&WCF money has combined with Green Acres bond funds and, in some local instances, Federal Community Development Block Grants for even greater impact.

Under the Federal 502 side of the L&WCF, creation of the Pinelands National Reserve (1978) and implementation of the New Jersey Pinelands Protection Act of 1979 was accomplished. The \$26 million 502 appropriation funded the Pinelands Commission, the preparation of the Pinelands Comprehensive Management Plan, and the acquisition of 64,000 acres of land critical to the preservation of the Pinelands' ecological integrity. Congress recently authorized legislation allocating an additional \$18 million for the Pinelands. Of this figure, \$14.5 million may be used for acquisition, \$3 million may be

used to implement educational programs and \$500,000 will go to the National Park Service to study potential interpretive and educational initiatives.

Qualification for L&WCF money was the impetus behind the preparation of the *New Jersey Open Space and Recreation Plan* in 1967; *Outdoor Recreation in New Jersey* in 1973; *The Statewide Comprehensive Outdoor Recreation Plan* in 1977; *Outdoor Recreation Plan of New Jersey* in 1983; and *New Jersey Outdoor Recreation Resources Plan* in 1988.

In addition to producing a new policy plan every five years, the L&WCF program participation also requires the preparation of a yearly or bi-yearly action program. During the summer of 1977 an additional requirement was added and the *New Jersey Wetlands Priority Plan* was prepared.

In New Jersey, the administration of the Land and Water Conservation Fund has been performed by Green Acres.





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