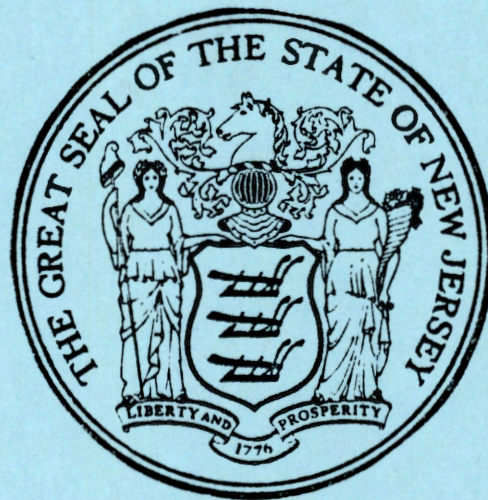


# STATE DEVELOPMENT GUIDE PLAN

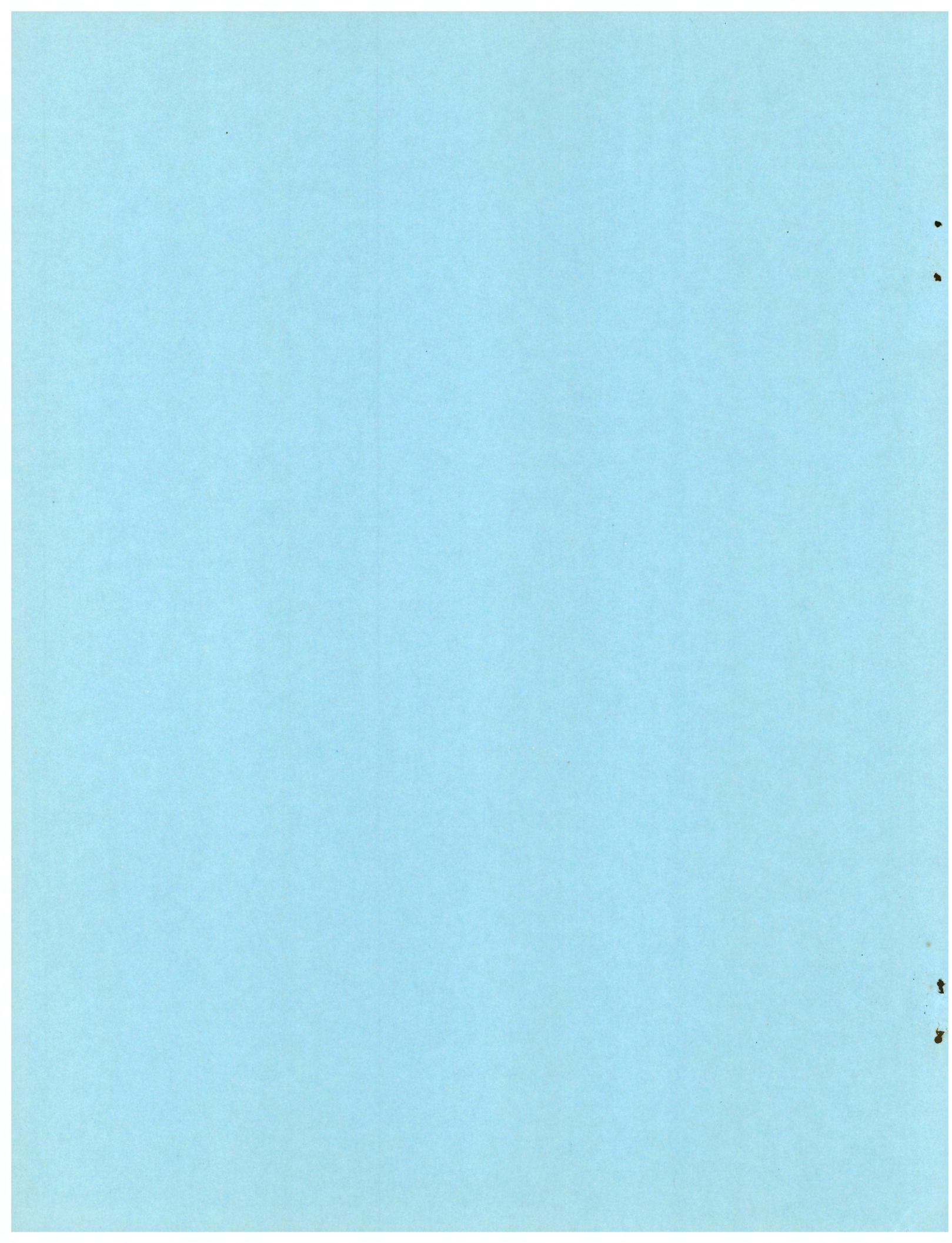
NEW JERSEY

DEPARTMENT OF COMMUNITY AFFAIRS



DIVISION OF STATE & REGIONAL PLANNING

MAY 1980



## TABLE OF CONTENTS

|   | PAGE |
|---|------|
| PREFACE                                       |      |
| I. NEW JERSEY -- 1980.....                    | 1    |
| POPULATION DISTRIBUTION.....                  | 1    |
| POPULATION GROWTH .....                       | 2    |
| HOUSING.....                                  | 4    |
| ECONOMY.....                                  | 7    |
| ENERGY.....                                   | 11   |
| URBAN AREAS.....                              | 15   |
| INFRASTRUCTURE AND ENVIRONMENTAL QUALITY..... | 16   |
| NATURAL RESOURCES.....                        | 17   |
| SUMMARY.....                                  | 19   |
| II. GOALS AND GROWTH MANAGEMENT STRATEGY..... | 21   |
| III. GUIDELINES FOR PLANNING.....             | 28   |
| IV. THE CONCEPT MAP.....                      | 42   |
| PREPARATION OF THE CONCEPT MAP.....           | 43   |
| URBAN AID MUNICIPALITIES.....                 | 45   |
| GROWTH AREAS.....                             | 47   |
| CONSERVATION AREAS.....                       | 65   |
| AGRICULTURAL AREAS.....                       | 69   |
| LIMITED GROWTH AREAS.....                     | 71   |
| SUMMARY.....                                  | 72   |

|     |   |     |
|-----|---|-----|
| V.  | IMPLEMENTATION.....   | 73  |
|     | IMPLEMENTATION METHODS.....                                     | 73  |
|     | IMPLEMENTATION STRATEGY.....                                    | 80  |
|     | URBAN AREAS.....  | 81  |
|     | GROWTH AREAS.....   | 84  |
|     | CONSERVATION.....   | 86  |
|     | AGRICULTURAL AREAS.....   | 89  |
|     | LIMITED GROWTH.....   | 91  |
|     | POPULATION DISTRIBUTION.....                                    | 93  |
|     | SUMMARY.....  | 95  |
| VI. | RELATIONSHIP TO OTHER PLANS AND PROGRAMS.....                   | 96  |
|     | PLANS OF OTHER STATE AGENCIES.....                              | 96  |
|     | REGIONAL AND COUNTY PLANS.....                                  | 108 |
|     | DEVELOPMENT OF A COMPOSITE INDEX OF RELATIVE MUNICIPAL NEED.... | 163 |
|     | CONCLUSION.....   | 166 |
|     | APPENDIX A.....   | 167 |
|     | APPENDIX B.....   | 177 |

TABLE OF CONTENTS - 3

LIST OF FIGURES

|   | PAGE |
|---|------|
| POPULATION GROWTH IN NEW JERSEY: 1900-2000..... | 5    |
| EMPLOYMENT TRENDS IN NEW JERSEY: 1950-1985..... | 10   |

LIST OF MAPS

|   |     |
|---|-----|
| NEW JERSEY POPULATION DENSITIES 1976.....                                     | 3   |
| PRIME AGRICULTURAL LANDS.....   | 29  |
| PUBLIC OPEN SPACE.....  | 31  |
| STEEP SLOPES AND WETLANDS.....  | 32  |
| WATER SERVICE AREAS.....  | 34  |
| PUBLIC AND PRIVATELY OWNED POTABLE WATERSHED PROPERTIES.....                  | 35  |
| SEWERAGE SERVICE AREAS.....   | 36  |
| TRANSPORTATION.....   | 37  |
| EMPLOYMENT DENSITY 1979.....  | 39  |
| DEVELOPED LANDS 1972.....   | 40  |
| STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP.....                                 | 44  |
| GROWTH AREAS.....   | 51  |
| NEW JERSEY COASTAL REGION - REGIONAL GROWTH TYPES.....                        | 102 |
| DVRPC YEAR 2000 PLAN AND STATE DEVELOPMENT GUIDE PLAN.....                    | 112 |
| TRI-STATE REGIONAL DEVELOPMENT GUIDE AND STATE DEVELOPMENT<br>GUIDE PLAN..... | 116 |

## STATE DEVELOPMENT GUIDE PLAN COUNTY MAPS

|                        |     |
|------------------------|-----|
| BERGEN COUNTY.....     | 119 |
| ESSEX COUNTY.....      | 121 |
| HUDSON COUNTY.....     | 123 |
| MIDDLESEX COUNTY.....  | 125 |
| MONMOUNT COUNTY.....   | 127 |
| MORRIS COUNTY.....     | 129 |
| PASSAIC COUNTY.....    | 131 |
| SOMERSET COUNTY.....   | 133 |
| UNION COUNTY.....      | 135 |
| BURLINGTON COUNTY..... | 139 |
| CAMDEN COUNTY.....     | 141 |
| GLOUCESTER COUNTY..... | 143 |
| MERCER COUNTY.....     | 145 |
| ATLANTIC COUNTY.....   | 149 |
| CAPE MAY COUNTY.....   | 151 |
| CUMBERLAND COUNTY..... | 153 |
| OCEAN COUNTY.....      | 155 |
| SALEM COUNTY.....      | 157 |
| HUNTERDON COUNTY.....  | 159 |
| SUSSEX COUNTY.....     | 161 |
| WARREN COUNTY.....     | 162 |

| LIST OF TABLES  | PAGE |
|---|------|
| WAGE AND SALARY WORKERS IN NON-AGRICULTURAL ESTABLISHMENTS<br>--NEW JERSEY 1950-1978..... | 9    |
| TOTAL GROSS ENERGY CONSUMPTION AND TOTAL GROSS TRANSPORTATION<br>ENERGY CONSUMPTION.....  | 13   |
| TOTAL GROSS ENERGY CONSUMPTION BY FUEL TYPE.....  | 14   |
| POLICY PROJECTIONS.....   | 94   |

## PREFACE

### Preparation of the State Development Guide Plan

Legislation adopted in 1961 (N.J.S.A.13:1B-15.50 et seq.) established the Division of Planning and provided as one of its functions the preparation and maintenance of a statewide plan to facilitate inter-agency coordination. Since then the Division has conducted a series of planning efforts -- the Horizon Plan and Ten Million Plan of the 1960s, staff support to the State Planning Task Force in the early 1970s, and the preliminary draft of the State Development Guide Plan in 1977.

Distribution of the preliminary draft of the Guide Plan was started in late 1977 with copies sent to all State agencies, regional and county planning agencies, all municipalities and public libraries. Additional copies were made available to the general public on request. Of the 3,000 copies printed, all have been distributed. A brochure outlining the major elements of the plan was also produced and widely distributed. In addition, staff of the Division of Planning have participated in over 80 presentations and discussions with a variety of civic and interest groups and public agencies in all parts of New Jersey. Moreover, state agencies with land use responsibilities were surveyed to obtain information for incorporation in future plan revisions.

This present document builds on the preliminary draft and the consultation, discussions, presentations and conferences held on the plan since it was published in 1977.

## The Need for a State Plan

The need for a statewide land use policy has been acknowledged for some time in New Jersey. This has been due to the realization that many of the problems facing the State can be linked to the pattern of development and growth in New Jersey since World War II.

The existing pattern of residences, industrial and commercial areas, transportation routes and open land in the State has resulted from several decades of migration into the State in conjunction with a dispersal of population from the State's central cities to suburban communities and rural areas. Federal and State highway, housing and tax policies were instrumental in fostering this process of suburbanization. However, the process and its consequences must be seen as unplanned.

Both positive and negative consequences have resulted from this dispersion of development in New Jersey. It has afforded many people a desired lifestyle. Yet it has also brought about a number of problems: an energy-inefficient mode of transportation, a pattern of disinvestment and decline in the central cities, the encroachment on natural areas and the reduction of productive farmland, and the wasteful and expensive duplication of public facilities and services.

The conflicting consequences of growth and development are difficult to resolve. All growth is potentially disruptive. However, it can be more or less disruptive depending upon how it is handled. In the past, functional planning at the State level has been demand-responsive and generally has not been conducted in conjunction with a comprehensive growth management strategy.

In recent years the State government has responded to the consequences of unmanaged growth with policies and legislation to control development in flood plains, tidal wetlands, the coastal areas, and the Pinelands. Sewer moratoriums have been enacted, tax reform has taken place and an emphasis on urban revitalization has been enunciated in the State. There is now in New Jersey a recognizable conservation-oriented pattern of action in response to the State's and the Nation's diminishing resources. The State Development Guide Plan is part of this response. The following section describes the Guide Plan; what it is, what it is not and the functions it is intended to serve.

#### The State Development Guide Plan

The State Development Guide Plan is a broad-based policy guide which recommends where future development and conservation efforts in New Jersey should be concentrated. The plan is physically oriented, with a direct concern for the State's natural and man-made resources and environments. Although the plan may have some indirect impact on social, economic and psychological goals, it is essentially an advocacy plan for the preservation and efficient use of the State's physical resources. It functions by recommending where growth-inducing investments should and should not be made so that these resources are used efficiently to achieve fundamental statewide goals.

The State Development Guide Plan is a policy statement about the State's future growth and development. It contains a Concept Map which shows spatially where growth should be either discouraged, encouraged or delayed, and reflects the need to balance conservation areas, agricultural land and water resource imperatives with opportunities for further economic and residential expansion. The Concept Map consists of broad, generalized areas without site-specific detail

or precise boundaries, and areas designated for growth should not be thought of as solid urbanization without any open space, farmland or recreation areas. Other parts of the Guide Plan present additional policy recommendations and implementation strategies intended to encourage more efficient use of basic services, to conserve energy and to revitalize urban areas.

The State Development Guide Plan is a state-level policy guide which has relevance for determining the appropriateness or inappropriateness of publicly funded, growth-inducing developments such as highways and sewers. It is the intention of the Division of Planning that the Guide Plan be used in functional planning by State agencies, and that county, regional and federal agencies take into account the plan's concepts.

#### Plan Implementation

Since 1977, the Division of Planning has used the State Development Guide Plan as a reference in its review of major subdivisions and of applications for federal assistance processed through the Project Notification and Review System. The Division has applied the Guide Plan in reviewing state functional plans and has encouraged other agencies to do the same. Thus far, the results have been encouraging. Some agencies have found the plan useful and have incorporated its major recommendations within their own programs. Some progress has been made, though on an informal basis, toward establishing a unified statewide land use and investment policy.

The creation of the Governor's Office of Policy and Planning in 1978 has given impetus to the movement toward coordinated, comprehensive land use policies. Part of the purpose of this Office is to insure that the policies of State

departments are complementary and mutually reinforcing. The Office works in conjunction with Cabinet committees on special subjects such as Atlantic City, urban strategy and development policy to resolve issues and further policy coordination.

The Guide Plan provides a long-range, statewide perspective which transcends functional and departmental lines. It is designed to assist the Governor's Office of Policy and Planning and the various Cabinet committees it serves, as well as other agencies of government. In the final analysis, implementation of the Guide Plan will depend upon its utility to those agencies and the extent to which its recommendations are expressed in the programs and policies of the State government.

## CHAPTER I

### NEW JERSEY - 1980

New Jersey is facing the prospect of continued population growth at a time when the State's economy is undergoing major change, when real energy shortages are threatening, when natural and agricultural resources are being jeopardized, and when much of the State's infrastructure and service systems are nearing full capacity. These conditions require attention because of their impact on the State's future development. Some problems may go beyond the power of New Jersey to solve without the help of the federal government and the private sector. However, it is the basic assumption of this State Development Guide Plan that the actions of the State government can influence the shape of the future.

This chapter presents information on population, development and economic growth trends, and discusses certain of the State's problem areas: housing, the economy, energy, the central cities, the environment and natural resources. The chapter seeks to convey some idea of the challenges which New Jersey will be facing in the coming years.

#### Population Distribution

In the early decades of this century most of New Jersey's population was concentrated in the area around New York City and Newark in the northeastern part of the State and around Philadelphia and Camden in the southwestern part. Smaller centers existed along the road and rail links between these two large metropolitan areas, and some settlements occurred along the Atlantic coast and the Delaware River and in farming areas.

Development has spread out from these centers along transportation corridors. By 1960 New Jersey had become the most urbanized state in the Nation. Today, most of the State's population is located in the northeastern part of the State, along the New York-Philadelphia corridor, in the Camden area, and in the shore communities along the Atlantic coast (Map I).

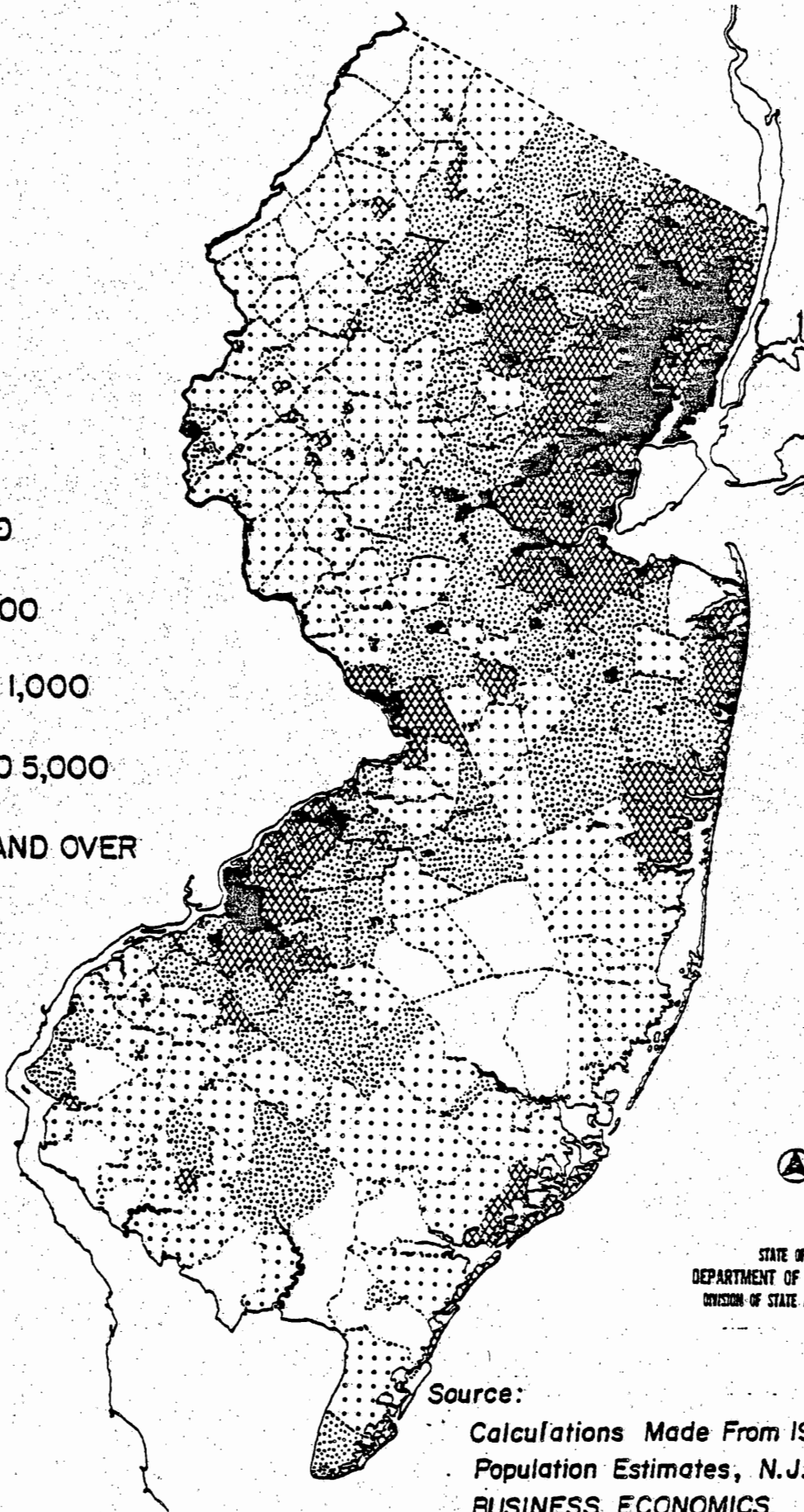
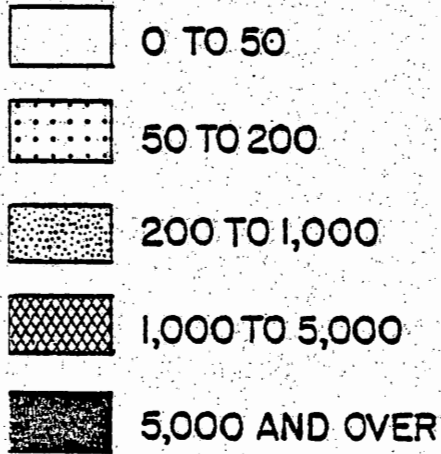
Corridor development has taken a consistent pattern. First residential areas outside the central cities became desirable because of their access to existing employment opportunities. As these residential communities grew they began to attract economic activity. These new employment opportunities, in turn, stimulated additional residential growth farther out along the corridor.

Population and employment projections indicate that this pattern of more widespread suburbanization will continue into the 1980s. This could result in the development of substantial amounts of open land for residential, commercial and industrial uses. A major challenge faced by the people of New Jersey is how to guide this projected growth so that open space and environmental quality are retained while, at the same time, good residential areas are made available, needed employment opportunities are created, and public investments are efficiently utilized and developed. Future growth should enhance, not deteriorate, the quality of life in the State.

#### Population Growth

The steady suburban expansion in New Jersey has been accompanied by long-term population growth (Figure I). The State's rate of population growth accelerated after World War II. The population grew from 4.8 million in 1950 to 6.1 million in 1960 (a 25% increase), and then to 7.2 million in 1970 (an 18% increase). This growth rate was greater than for the Nation as a whole which

# N. J. MUNICIPAL POPULATION DENSITIES 1976



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE AND REGIONAL PLANNING

Source:  
Calculations Made From 1976 Provisional  
Population Estimates, N.J. OFFICE OF  
BUSINESS ECONOMICS.

had 19% and 13% population increases during the same decades.

According to estimates by the New Jersey Department of Labor and Industry, the population of New Jersey has increased at a lower rate in recent years. Between 1970 and mid-1978 the population increased by approximately 178,000. This reduction in the State's growth rate reflects in part a gradual decline in the birth rate from a 1957 high of 22.6 births per 1,000 persons to 12.3 births in 1975. It has also been attributed to a shift in the Nation's migration pattern away from the northeastern to the southern and southwestern states.

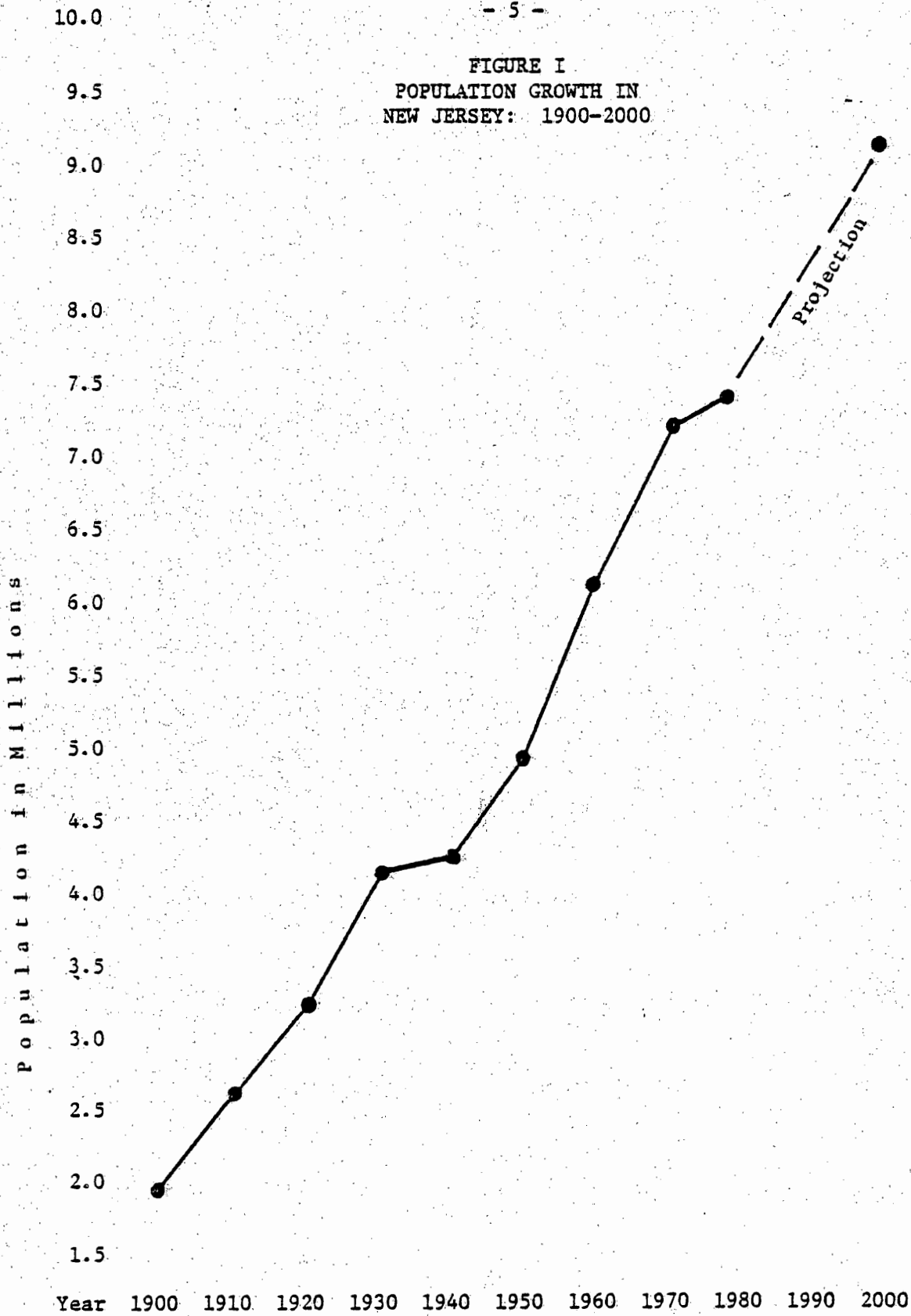
The New Jersey Department of Labor and Industry has prepared population projections through the year 2000. These forecasts anticipate that the population of New Jersey will reach 9,066,000 by the year 2000, an increase of 23.4% over the population in 1975 (Figure I). This would mean approximately 1.5 million new residents. Where and how these people will be housed are matters of vital concern in planning for the future.

### Housing

New housing will be needed to accommodate the State's growing population. The number of households is expected to increase at a greater rate than the population as a whole since the average family size is decreasing with the trend toward more one- and two-person households. Additional housing will be needed to replace units lost through obsolescence, deterioration and destruction.

Available projections of housing demand suggest that housing construction needs to be increased to satisfy the demand. Since 1974 there has been a significant downturn in residential construction in the State and only recently has a slow recovery begun. Moreover, housing production has been selective, with a greater production of higher cost, single-family units.

FIGURE I  
POPULATION GROWTH IN  
NEW JERSEY: 1900-2000



Source: U. S. Census Reports, 1900-1970: 1978 Estimate Projection Adopted by the Governor's Office of Policy & Planning and Cabinet Committee on Development Policy & Projects for use in planning State programs.

It has been estimated that an annual production rate of about 65,000 units would satisfy New Jersey's housing requirements. During the past few years building permits have averaged about 35,000 annually. To meet the 65,000 unit goal, the housing sector would have to return to the level of production of 1972 when 65,500 building permits were authorized.

Housing costs have risen sharply in recent years. Steep increases in mortgage interest rates, land and construction costs, property taxes and utilities have increased the cost of home ownership and rental significantly, and fewer and fewer New Jersey households are able to afford new suburban housing. As a result, more people are forced to make do with housing that may be inadequate or inflated in terms of cost.

However, in spite of the housing supply problem some units in urban areas are being abandoned. This phenomenon appears to be the result of a variety of factors including the high cost of maintaining older housing, relatively high tax rates, and social and environmental deficiencies in surrounding neighborhoods. Changes in urban employment markets may also be a factor.

Suburbanization and the shift of employment locations to areas outside the central cities have led to problems of restricted housing opportunities for some income groups. Many New Jersey residents, particularly low and moderate income families, have difficulty in finding affordable housing near their jobs. Recognizing this problem, the New Jersey Supreme Court in the 1975 Mount Laurel decision held that all "developing" municipalities should provide opportunities for a "fair share" of regional housing needs within their borders. However, the impact of this and subsequent decisions, at least at the present time and in view of the basic economic constraints, has been minimal.

A major challenge in the coming years will be to provide a variety of housing opportunities in appropriate locations for New Jersey's expanding population. Single persons and young couples, families with growing children, and the elderly all have different housing needs and tastes. The economics of the housing market requires efforts by both the State and the Nation. Solutions to the problems of the cost, variety and location of new housing will have to be found if present and future residents are to enjoy decent homes in good residential environments.

### Economy

New Jersey became a major industrial center in the 19th century. For many decades it continued to grow along with the other northeastern states as a center of industry and commerce. The Northeast is now losing its once dominant position. While it still remains a leader in some areas of manufacturing, finance, trade and research, the manufacturing sector in particular has been significantly affected by competition from markets in southern and southwestern states and overseas.

The causes of this economic and demographic shift are beyond the power of New Jersey's influence. Technology has made it possible for many firms to research and design products in one location, manufacture them in another and market the finished products in yet other areas. Although New Jersey continues to be a national leader in research and development, other regions are now better located for manufacturing certain products. For some industries, New Jersey suffers from cost disadvantages in energy, taxes and labor which can result in higher manufacturing costs. Obsolescence of factories is another disadvantage.

Employment in the manufacturing sector has changed markedly during the past thirty years. In 1947 New Jersey had 48% of its jobs in manufacturing and the United States had only 35%. In 1978 New Jersey had 27% of its jobs in manufacturing while the United States had 24%. New Jersey and the Nation as a whole have moved to almost identical levels of manufacturing vs. service and other non-manufacturing employment. Table I shows the pattern of employment in New Jersey among the various employment sectors between 1950 and 1978.

New Jersey's economy has shown a lag during the 1970s which can be partly attributed to the Nation's worst recession since World War II. The decline has been steeper in New Jersey than in the Nation as a whole, and recovery is lagging behind the national economy. However, New Jersey does have economic strengths in terms of the large market in the Northeast and its accessibility to foreign markets. New Jersey also has extensive resources in human talent and scientific and financial capabilities which can promote economic expansion if properly utilized.

Projections of future employment in New Jersey to 1985 have been made by the New Jersey Department of Labor and Industry (Figure II). In general, the outlook is for slower growth with a continuing shift from manufacturing to other types of employment.

The basic economic challenge which the State must face is how to reduce the impact of these changing employment requirements. Two major consequences of the shift in employment are high unemployment, particularly in urban areas, and the increased need for training a labor force for more highly skilled positions.

Future economic expansion needs to be encouraged. Yet it needs to be integrated within a development framework which recognizes that economic vitality depends not only on market accessibility and the availability of a suitable labor force, but also on adequate water and energy supplies, good

TABLE I

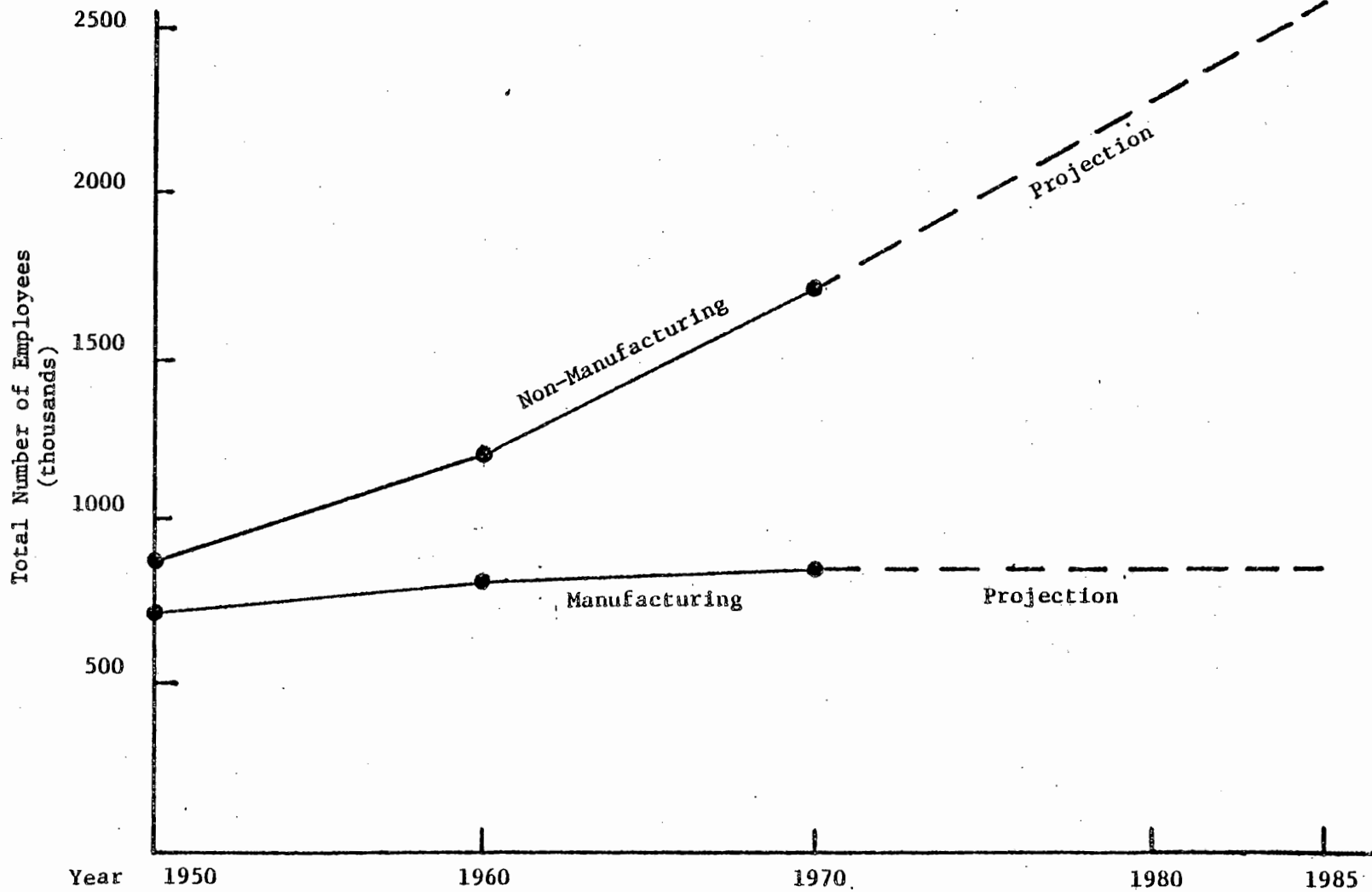
WAGE AND SALARY WORKERS IN NON-AGRICULTURAL ESTABLISHMENTS  
 NEW JERSEY 1950-1978  
 (NUMBER OF EMPLOYEES IN THOUSANDS)

|  | 1950    | 1960    | Percentage<br>Change<br>1950-1960 | 1970    | Percentage<br>Change<br>1960-1970 | 1978    | Percentage<br>Change<br>1970-1978 |
|--|---------|---------|-----------------------------------|---------|-----------------------------------|---------|-----------------------------------|
| Manufacturing                          | 756.4   | 808.6   | 6.9                               | 863.0   | 6.7                               | 783.4   | - 9.2                             |
| Trade                                  | 273.7   | 374.6   | 36.9                              | 538.2   | 43.7                              | 652.4   | 21.2                              |
| Services                               | 166.8   | 252.0   | 51.1                              | 410.4   | 62.9                              | 541.1   | 31.8                              |
| Government                             | 171.0   | 242.2   | 41.6                              | 374.8   | 54.7                              | 511.4   | 36.4                              |
| Transportation and<br>Public Utilities | 135.4   | 149.5   | 10.4                              | 182.2   | 21.9                              | 189.4   | 4.0                               |
| Contract<br>Construction               | 81.2    | 98.1    | 20.8                              | 119.2   | 21.5                              | 108.3   | - 9.1                             |
| Finance, Insurance<br>and Real Estate  | 68.3    | 88.6    | 29.7                              | 117.7   | 32.8                              | 149.9   | 27.4                              |
| Mining                                 | 4.3     | 3.5     | -18.6                             | 3.2     | - 8.6                             | 2.8     | -12.5                             |
| TOTAL EMPLOYMENT                       | 1,657.1 | 2,017.1 | 21.7                              | 2,608.6 | 29.3                              | 2,939.2 | 12.7                              |

SOURCE: New Jersey Department of Labor and Industry, Division of Planning and Research

FIGURE II

EMPLOYMENT TRENDS IN NJ 1950-85



Source: NJ Department of Labor & Industry, Division of Planning & Research, February 1979

Note: Excludes Self-Employed, Agricultural and Domestic Workers

living conditions and efficient government.

### Energy

Until the current decade, the United States had access to relatively abundant and inexpensive supplies of energy. Conservation of energy resources was not a major concern and adequate future supplies could be safely anticipated. This situation served to influence the development pattern which now characterizes the State of New Jersey. Population and employment shifts away from the central cities to suburban areas, construction of a widespread highway network, dispersed land development, a reliance on the private automobile and a lack of commitment in the past to rail and public transit systems are all elements of New Jersey's motorized, energy-consuming way of life made possible by the availability of low-cost energy resources, principally petroleum.

New Jersey has no energy supplies of its own and it receives its fuel from other states and increasingly from other countries. This was not viewed as a problem until recently. Now, however, this dependence is a severe liability due to the steep escalation of the cost of petroleum, the periodic disruptions of supply and the uncertainty of future supplies because of uncertain international politics. New Jersey relies heavily on this now precarious fuel supply. In 1974, over 75% of the State's energy needs were met by oil. This compares with 61% for the Northeast and 44% for the Nation. Moreover, New Jersey is more dependent than the Nation as a whole on foreign oil.

Transportation accounts for about 30% of New Jersey's gross energy consumption and over 40% of all petroleum products consumed in the State (Table 2). From 1960 to 1974, New Jersey's gross energy consumption increased 30%, whereas the transportation sector showed a 62% increase. The use of all other sources

of energy rank well below petroleum, although natural gas is critically important for some industrial and residential uses (Table 3).

The need to reduce the State's dependence on imported oil by developing alternative sources and by encouraging more efficient use of available supplies has been recognized. Alternative energy sources such as nuclear reactors, coal, the sun, the wind, and solid waste are receiving greater attention. The possibility of using heat, which is now vented into the atmosphere by industrial users is being explored to provide additional energy resources. The federal government has leased oil drilling sites along the outer continental shelf adjacent to New Jersey. At the same time, all energy consumers are being encouraged to reduce their demand for energy as much as possible.

New Jersey's options are limited for petroleum substitutes over the near term. However well intended and well executed, none of these innovations can provide immediate relief from the threat of major shortages or higher prices. Even if new sources of energy are developed and technological problems are surmounted, it is extremely unlikely that energy prices will fall to the level of a few years ago. Any plan for future development in New Jersey, must, therefore, recognize that the days of low-cost energy are over.

The challenge of the future lies in making more efficient use of existing energy supplies, developing new energy sources and relating these activities to land use policies which promote efficient energy use and the safe development of new sources. These problems are not easily solved, nor can they be solved by New Jersey alone. The energy problem is a national problem and requires a national solution. However, state development policy can promote more energy-efficient land use patterns which could reduce the dependence on automobiles, encourage the expansion of mass transit, and shorten commutation and distribution distances. Such a policy can also identify the locations in the State

TABLE 2

TOTAL GROSS ENERGY CONSUMPTION AND TOTAL GROSS TRANSPORTATION  
ENERGY CONSUMPTION, BY PETROLEUM FUEL-TYPE FOR NEW JERSEY: 1960, 1970 and 1974  
(in trillion BTU's)

|                                | 1960                                 |   | 1970                          |   | 1974                          |   |
|--------------------------------|--------------------------------------|---|-------------------------------|---|-------------------------------|---|
|                                | Total Gross<br>Energy<br>Consumption | Transportation<br>Energy<br>Consumption | Total<br>Gross<br>Consumption | Transportation<br>Energy<br>Consumption | Total<br>Gross<br>Consumption | Transportation<br>Energy<br>Consumption |
| NEW JERSEY                     | 1208.2                               | 321.3                                   | 1839.3                        | 489.6                                   | 1669.3                        | 518.8                                   |
| Total Petroleum<br>Products    | 844.0                                | 320.7                                   | 1320.7                        | 488.6                                   | 1277.1                        | 518.2                                   |
| Gasoline                       | 256.2                                | 256.2                                   | 354.3                         | 354.3                                   | 396.7                         | 396.7                                   |
| Jet Fuel                       | 1.5                                  | 1.5                                     | 26.4                          | 26.4                                    | 23.2                          | 23.2                                    |
| Distillate<br>Fuel Oil         | 265.2                                | 27.5                                    | 369.6                         | 49.8                                    | 395.1                         | 58.1                                    |
| Residual Fuel                  | 268.9                                | 35.4                                    | 508.3                         | 57.0                                    | 401.9                         | 39.0                                    |
| Liquified Petro-<br>leum Gases | 5.6                                  | 0.1                                     | 10.5                          | 1.1                                     | 10.7                          | 1.2                                     |
| Other (Kerosene,<br>Asphalt)   | 46.6                                 | --                                      | 51.6                          | --                                      | 49.5                          | --                                      |

SOURCE: The New Jersey Department of Energy Master Plan, October 1978

NOTE: Figures may not add to totals due to rounding.

TABLE 3

TOTAL GROSS ENERGY CONSUMPTION BY FUEL-TYPE FOR  
NEW JERSEY: 1960, 1970 and 1974  
(in trillion B U's)

| New Jersey                           | 1960   |            | 1970   |            | 1974   |            |
|--------------------------------------|--------|------------|--------|------------|--------|------------|
|                                      | Number | Percentage | Number | Percentage | Number | Percentage |
| Coal*                                | 207.7  | 17.1       | 142.5  | 7.7        | 77.1   | 4.6        |
| Petroleum Products                   | 844.0  | 69.8       | 1320.7 | 71.8       | 1277.1 | 76.5       |
| Natural Gas                          | 156.1  | 12.9       | 344.1  | 18.7       | 279.3  | 16.7       |
| Nuclear & Hydro-<br>electric         | 0.4    | Negligible | 32.1   | 1.7        | 35.9   | 2.1        |
| Total Gross Inputs                   | 1208.2 | 100.0      | 1839.3 | 100.0      | 1669.3 | 100.0      |
| Utility Electricity<br>Distributed** | 66.9   | 6.2        | 143.5  | 9.2        | 165.7  | 11.3       |
| Total Net Inputs***                  | 1076.3 | 100.0      | 1551.6 | 100.0      | 1453.8 | 100.0      |

SOURCE: The New Jersey Department of Energy Master Plan, October 1978

\*The coal sector is a compilation of anthracite, bituminous and lignite.

\*\*Utility Electricity Distributed is the amount of electricity generated and transmitted to the household-commercial, industrial and transportation sectors based on total net generation (inputs). Percentage figures for total net consumption.

\*\*\*Total Net Inputs (generation) is the total energy inputs into the three final consuming sectors.

NOTE: Figures may not add to totals due to rounding.

where energy generating facilities would result in minimum environmental damage.

### Urban Areas

Prior to the end of World War II New Jersey's older urban areas had considerable vitality. They were the focal points for manufacturing, commerce and housing. After the war, however, the demand for new housing resulted in a shift in population to the suburbs where large amounts of undeveloped land made the ideal of a single-family house a possibility. The availability of large parcels of land also made the suburbs attractive to urban industries seeking to expand. Gradually the suburbs became established as complete communities, offering commercial and employment opportunities, as well as pleasant residential neighborhoods.

Increasingly, those who could leave the older cities did so, and these cities gradually became less desirable places to live. The people who remained did so because of the lack of opportunity to leave or because, having migrated there from rural areas, they considered the city as their first step toward a better way of life.

The older cities began a cycle of decline which, despite some signs of abating, continues today. As there is little new private capital investment, buildings become old and obsolete and are abandoned rather than replaced. Housing conditions in many urban neighborhoods are poor. The age of the housing, the high tax rates, the high insurance costs and the frequent lack of mortgage financing have all served to discourage improvements.

The relative decline in the urban tax base, combined with the heavy reliance on local property taxes to finance costly services, has led to a decline in the

quality of municipal services as well. As service needs increase to meet the demands of predominantly lower income residents, taxes are increased and businesses and the more affluent residents are even more inclined to leave for the advantages of the suburbs.

In no other developed areas of the State are social conditions such a major consideration in planning for the future. The challenge will be to reverse the declining trend and to revitalize urban areas. Not only is such an objective justified by the existing investments in these places, it is also justified by what can be seen of the future. Land is finite. If New Jersey is to preserve water supplies, recreation land, farmland and other natural areas for a growing population, then the cities must be retained and restored as living and working places for large numbers of people. If efficient use of energy is to be achieved through mass transit and other approaches, urban densities must be realized. If a prosperous economic structure is to be maintained, then cities must remain as specialized and concentrated centers of trade and commerce.

#### Infrastructure and Environmental Quality

Our present-day, modern society requires substantial investments in utilities and services. Public health considerations necessitate sewerage systems to collect, treat and discharge liquid wastes. Sanitary landfills and incinerators have to be provided to dispose of solid wastes. Sufficient water has to be obtained, treated and distributed. Transportation networks are needed to move large volumes of goods and people.

In recent years additional health considerations have been recognized. In many places the quality of the water supply has deteriorated as a result of indiscriminate development and new types of industrial discharges. Similarly,

air quality has been affected by the increasing amounts of vehicular, residential and industrial emissions. Further, the abundance of disposable goods has created problems for landfill and incineration techniques for solid waste disposal.

New Jersey is facing serious problems with regard to the adequacy of its service facilities. At the present time some areas in the northeastern part of the State are drawing more water than can be safely predicted for low-flow years. Many communities are unable to expand because sewage treatment systems are over capacity. The transportation system is generally inadequate. The railroad lines are in the process of transition from bankruptcy to government subsidization, bus systems are heavily subsidized and many highways are overcrowded and needing repair.

The challenge for the future lies in planning for suburban growth and urban revitalization which is in harmony with the environment. Planning for the future involves conflicts and trade-offs between short-run advantages and long-term benefits and between different areas of concern -- economic, environmental, energy, social. Whether planning and management efforts will be adequate to meet the challenges which growth will bring is not certain. But land use planning and management are needed, and choices must be made.

#### Natural Resources

While New Jersey has the reputation of being an urban state, less than a third of its land area is actually classified as urban or developed. Approximately one million acres is devoted to active farming and another two million acres is woodland.

Open land is an essential resource to satisfy unforeseen needs of the future. It is also a basic part of the environment, affecting air and water quality, wildlife and fisheries, and recreation. Several of New Jersey's large natural areas have been identified by the State for conservation. One such area is the Pinelands, a large area of cedar-lined streams surrounded by rare trees and plants which provide a home for fish and wildlife. The Skylands area and the Delaware River and Bay are other large natural areas which deserve special attention for conservation.

The streams and rivers in the State are sources of water and also the habitat of many species of marine life. The lands adjoining them provide space for the natural stream flow and periodic flooding. Development has been permitted to intrude into these flood plains, which are actually safety valves in times of high rainfall.

The quantity of agricultural land in New Jersey has decreased since 1950 from 1.7 million acres to about 1 million acres. This land, with its gentle topography, is attractive for residential development. Unfortunately, such development tends to intrude on adjacent agricultural activities and the open space attributes that farmland provides.

The challenge in future years will be to protect the State's key natural resources including agricultural land. Expanding population, development and economic activity increase the possibility that the attributes of open land will be decreased for future generations. We need to protect and use such resources wisely as the State continues to grow.

Summary

At this time, New Jersey has 7.3 million people living on approximately 30 percent of the State's land area, with the largest number in the northeastern counties. The State's commercial and industrial base is substantial, but some adverse impacts are being felt as employment shifts from manufacturing to service employment. Past development has generated extensive suburbanization while urban areas have suffered serious declines. This trend has seen the conversion of much agricultural land to development, and has resulted in an energy-inefficient development pattern which is a liability in the uncertain international energy situation. In addition, much of the State's service infrastructure is at or near capacity.

This picture of New Jersey in 1980 carries with it a number of values, assumptions and judgements about conditions in the State, and what should be done to affect the State's future. This perspective needs to be made explicit; it is the point of view which results in the recommendations of the State Development Guide Plan. Set forth below are six premises which show the reasoning behind the Guide Plan. The goals which are described in the next chapter provide further clarification of the Plan's perspective.

Premise 1: Population will continue to grow in New Jersey and will affect the State's development. Available projections show continued growth through the remainder of this century. By the year 2000 as many as 1 1/2 million more people may be living in New Jersey, raising the population to about nine million. In addition to this moderate population growth, the State can also expect continuing changes in age structure, in household sizes, and in the distribution of the population.

- Premise 2: Investments in facilities will be needed to accommodate the expected growth. A corollary to the first premise -- that of increased growth -- is the need to build more housing, sewerage and water supply facilities, transit systems and other facilities.
- Premise 3: Critical natural and man-made resources can be jeopardized by the expected growth. Based on past experience, growth can be disruptive of the environment. Unplanned growth in New Jersey has resulted in a loss and degradation of natural areas. It has also resulted in the decline of central cities through disinvestment.
- Premise 4: Diminishing resources require conservation measures. The prospect of dwindling and irreplaceable sources of energy will influence all aspects of life in New Jersey in the decades to come. This will be felt in marked price increases for all types of energy and a resulting high rate of inflation which will impose fiscal limitations on governments as well as individuals. These conditions all contribute to the growing recognition that conservation is an essential practice in a time of diminishing resources.
- Premise 5: A state-level development plan and policies are needed to prepare properly for the future. If New Jersey is to grow in harmony with its natural and man-made environments, a sense of a desirable future grounded in an understanding of the State's strengths and weaknesses must be incorporated into the decision-making process. The New Jersey of the year 2000 can be very different from that of the New Jersey of 1980. However, to create a better future, a development plan needs to be formulated and implemented, and State government is the place to start.
- Premise 6: Planning for future development should include a determination of places in the State where development would and would not be appropriate. Some areas of New Jersey are appropriate for future growth and development; others are inappropriate. Still others can accommodate growth only if the choice is made to invest substantially in public facilities. Such choices ought to come from a conscious set of policies, and not from a catch-as-catch-can approach which attempts to accommodate growth after the fact.

## CHAPTER II

### GOALS AND GROWTH MANAGEMENT STRATEGY

A statement of goals and a growth management strategy are presented here to reflect the development issues and problem areas described in Chapter I. The goals provide the perspective upon which the State Development Guide Plan is based. No priorities are implied in the order in which they are listed.

#### GOALS

The six goals which follow have been expanded from the original goals which were revised in response to public comments on the preliminary draft of the Guide Plan. These goals are grounded in State, regional and county policies, programs and legal decisions. They do not encompass all of the State's needs, but rather are focused on those concerns with direct implications for land use and development policy. Other goals for health, education, social services and justice, for example, are not included because they are outside the scope of the plan, not because they are less important.

GOAL I. To protect the State's air, water, wildlife and land resources from the adverse affects of man's activities and to correct past misuses

Where growth does or does not take place has a great affect on the environment. Planning for the year 2000 and for an increase in population

must recognize the importance of maintaining and restoring the natural systems and resources which have an important role in the attainment of a good quality of life in New Jersey. Adequate supplies of potable water need to be available, the air should be clean and there should be sufficient facilities for disposing and recycling solid wastes.

There is now and will continue to be discussion about how much water is needed, how clean the air and water should be and to what degree solid waste should be recycled. There will also continue to be debate about the proper role of government in formulating and implementing policies affecting natural resources. However, it must be agreed that these are essential resources, and that any plan for the State's future development must respect their importance and maintain and restore them for future generations.

GOAL II. To preserve the open space necessary for a quality environment that would be adequate for the population of the State

While highly urbanized, New Jersey contains large open areas. The preservation of such open space -- whether for agricultural use, water supply protection, flood control, fish and wildlife management or public recreation -- is an essential part of a development policy. Not only are these open space areas important to the environmental quality and aesthetics of the State, they also have the potential, if left undeveloped, to satisfy unforeseen needs of the future. There may not be agreement on how much open space is enough or where it should be located, but the value of open space in the State is evident. Some of the State's open space areas are protected as state forests and parks, but others may be subject to future development pressures unless positive steps to preserve them are instituted.

GOAL III. To maintain a viable agricultural economy in  
New Jersey

New Jersey, though an urban state, has an agricultural sector which produces fresh food for the State's use and specialty crops for national consumption. The State contains land with prime agricultural soils suitable for a wide range of crops. The problem facing agriculture is that fertile farmland in many areas is being converted to urban and suburban use. Because farmland is available in large, cleared and well-drained parcels, it is attractive to developers. Consequently, much farmland has been converted already and the remainder is in jeopardy. Development policy must halt the conversion which would result in the irreversible loss of the State's resource of prime soils.

GOAL IV. To enhance the quality of life in urban,  
suburban and rural areas with special  
priority for revitalizing older urban areas

During the 1950s and 1960s government focused much of its investment and development activities to create and support growth in suburban and rural areas. The construction of major highways created new opportunities for industrial, residential and commercial development in areas outside the State's central cities, and housing programs and tax policies encouraged single-family housing in the suburbs. The thrust of government policy was heavily weighted in favor of building new settlements rather than improving those which already existed.

As a result of this suburbanization emphasis, some of the older municipalities in the State became overwhelmed by obsolescence and abandonment, and the consequences have been felt throughout the State. The deterioration of these central cities and older suburbs is a consequence of inadequate levels of public and

private investment, and there is a need to revitalize these declining communities through compensatory levels of investment.

The revitalization of urban areas is an important aspect of the State's development policy. However, if the disinvestment cycle is not to spread, attention must also be directed toward currently sound communities which may also be vulnerable to the cycle. Ongoing revitalization should not be neglected since it is far less costly to maintain urban areas than to rebuild them.

GOAL V.            To cluster the settlement pattern in the State in order to promote the conservation of energy, to encourage a proper jobs/housing balance, and to foster the efficient use of the State's capital facilities such as highways, rail lines and sewer systems

The pattern of development has an important relationship to social and economic interaction within the State, and also to the cost of such interaction. The State's growth after World War II expanded outward from the central cities along major transportation routes. This suburbanization process required major new capital facilities such as roads, sewers, power lines and water mains, and expanded education, health and social services. The public and private investment was immense. The expansion extended into rural areas but not uniformly, and tended to skip past many areas.

This suburbanization process has proved to be expensive and wasteful. Facilities and services were duplicated elsewhere while urban facilities and services declined. Travel shifted to the less efficient mode of automobile

travel, and increased greatly due to the expanded travel distances and the disassociation of residences and jobs. There is a need now in New Jersey to alter this unplanned pattern of spread development. A compact development pattern for the future can serve to promote the utilization of the existing infrastructure and service systems in an economical way. This is especially important in an era of scarce and expensive fuels, and at a time when limited public funds are needed to restore and maintain rather than duplicate what already exists.

It is now suggested that a major portion of the State's development efforts should be directed to areas within and contiguous to existing development.

GOAL VI. To provide opportunities for economic expansion and new employment in New Jersey

A sound economic base, providing employment opportunities and income, generates the resources necessary to maintain and improve the quality of life in New Jersey. Available information indicates that the State will continue to be an attractive location for a variety of industrial, commercial and agricultural activities despite the growth of new markets in the southern and southwestern parts of the Nation. How attractive New Jersey will be to business, however, will depend in part on public efforts to provide the services and infrastructure necessary for economic expansion.

Sustained economic growth may require varying degrees of supportive governmental policies and programs in certain areas of the State and in certain sectors of the economy. For example, industrial buildings in some urban areas stand idle, unable to attract new tenants because of local conditions such as high taxes, poor services, traffic congestion and obsolete building design. Greater utilization of such space would help reverse the decline which has plagued such areas.

It is essential to reflect in the State's development policy the need for a growing economic base and to meet that need without incurring excessive public costs.

#### GROWTH MANAGEMENT STRATEGY

The above goals attempt to provide the perspective from which the State Development Guide Plan moves on to define where future residential and economic expansion in New Jersey should be encouraged and where major natural and agricultural areas should be preserved. The following is a description of a growth management strategy which takes these specific goals into account. It indicates the rationale behind the selection of planning guidelines, the assignment of land use types and the development of population targets.

The growth management strategy advocates:

- I. A suitable balance between conservation and growth in New Jersey with space for both the conservation of agricultural and critical environmental areas and for residential and economic growth.
- II. The conservation of areas characterized by prime agricultural soils, public open space, steep slopes, wetlands and water supply resources.
- III. The concentration of development and supporting public investments within older urban centers and areas which are currently developed or in proximity to existing development.

IV. A policy of limited investment which neither encourages nor discourages development in the areas of the State where conservation or development priorities have not been established.

This growth management strategy and the goals which it reflects provide the basis for the recommendations which follow. Achievement of the goals will require a public concern and a public role in how land is used and available resources allocated. There are resources and room in the State to sustain the existing population and to accommodate further growth in the years ahead. However, State government must provide the direction that is necessary to facilitate continuing growth within a limited space. Without public intervention, the State will continue to find itself in a non-competitive position relative to other states and regions which are less encumbered by urban blight and which have more attractive investment opportunities.

The State government has major responsibilities and powers. It allocates funds for highways and public transit, institutions and educational facilities, industrial development, water supply and sewerage systems and for a variety of other functions. It levies taxes and issues bonds to finance its programs and investments. How it performs its responsibilities can significantly affect the attainment of these goals.

### CHAPTER III

#### GUIDELINES FOR PLANNING

This chapter discusses and maps ten factors which, when considered together with the goals and the growth management strategy discussed in the previous chapter, were used to create the Concept Map described in Chapter IV. These ten factors indicate the locations of significant natural areas and existing development. Five factors represent suitability for conservation (agriculturally favorable soils, public open space, steep slopes, wetlands, and water supply resources) and five show suitability for development (sewerage, public water supplies, highway and rail facilities, intensive employment concentrations and development concentrations).

The natural area factors indicate land which either should not or cannot be developed in the foreseeable future. The other five factors represent facilities and improvements which tend to encourage growth. In the following discussion, each of these is described, and maps are presented which show their locations in New Jersey.




#### Agricultural Soils (Map II)

If agriculture is to remain an important economic activity in New Jersey, then the areas most suitable for agriculture must be protected from intensive urbanization. The location of prime agricultural soils and existing farms are indicants for determining such areas.

Map II shows the locations of open areas where soil conditions are appropriate to varying degrees for agricultural use. Class I soils, as defined by the Soil Conservation Service, are those which are best suited for crop

# PRIME OPEN AGRICULTURAL LANDS

BASED ON SOILS POTENTIAL

-  SOIL OF LAND CAPABILITY CLASSES I AND II
-  SOIL OF LAND CAPABILITY CLASS III
-  SOIL USED FOR SPECIAL CROPS

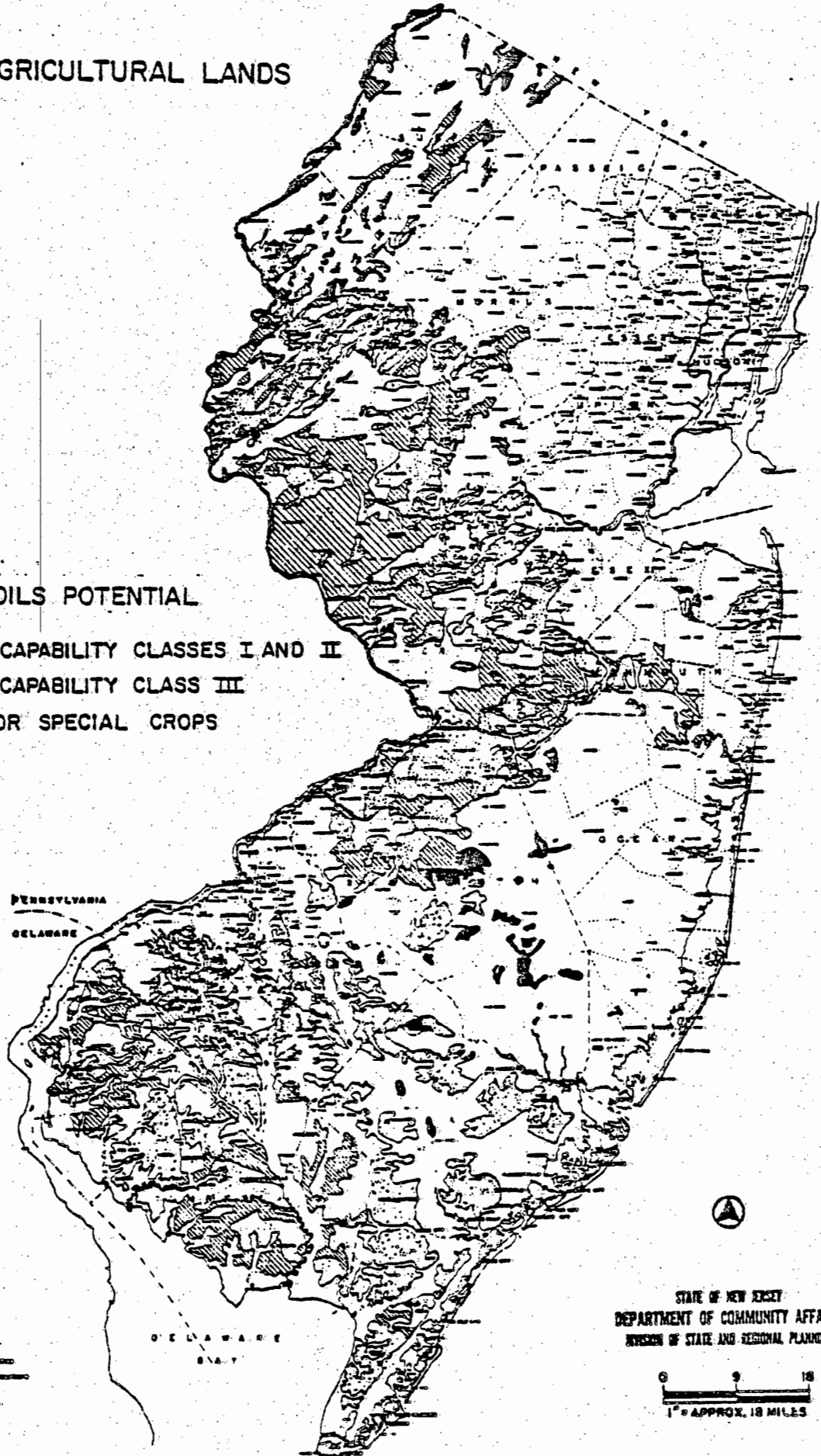


FIGURE NO. 1  
 SOILS AND CAPABILITY CLASSIFIED  
 DIVISION OF SOILS RESEARCH  
 U.S. DEPARTMENT OF AGRICULTURE  
 © REPRODUCED WITH  
 SOIL CONSERVATION SERVICE  
 U.S. DEPARTMENT OF AGRICULTURE

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 DIVISION OF STATE AND REGIONAL PLANNING

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 1" = APPROX. 18 MILES

production. The other two classes require more investment in inputs such as fertilizers and drainage improvements to obtain reasonable yields. Special lands are also shown. Although they are only suitable for certain crops such as blueberries and cranberries, the cultivation of these crops is a major activity in New Jersey.

#### Public Open Space (Map III)

Government agencies have acquired and now maintain large parcels of land in New Jersey for conservation, resource protection, recreation and national defense purposes. These lands are not available for development and must, therefore, be identified and removed from the supply of land available to accommodate future growth. Map III indicates the major land holdings of public agencies.

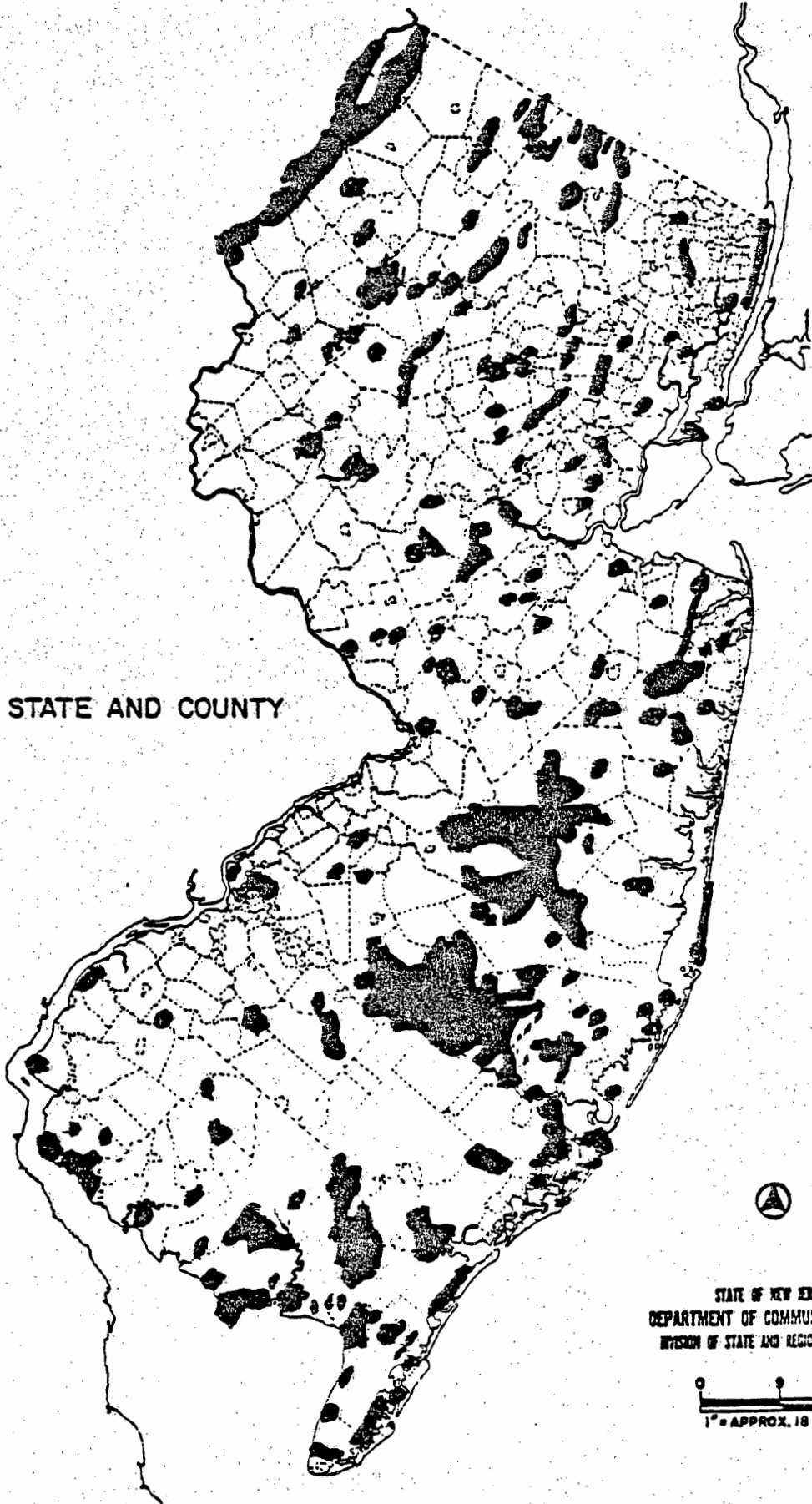
#### Steep Slopes and Wetlands (Map IV)

Steep slopes and wetlands serve important functions in flood control and water resource protection. Development in such areas is possible, although site preparation and construction costs may be high. However, there are environmental costs. The State's undeveloped hillsides protect the quality of water flowing into water supply storage areas. The vegetation on steep slopes serves to retard the flow of storm water run-off and soil erosion and, thereby, flooding in river valleys. Steep slopes are also important sites for recreation.

Wetlands are important areas for retarding storm water run-off and for protecting water supply resources. They also serve as important fish and wildlife habitats. Map IV shows the locations of these two types of environmentally important areas.

# PUBLIC OPEN SPACE

FEDERAL, STATE AND COUNTY





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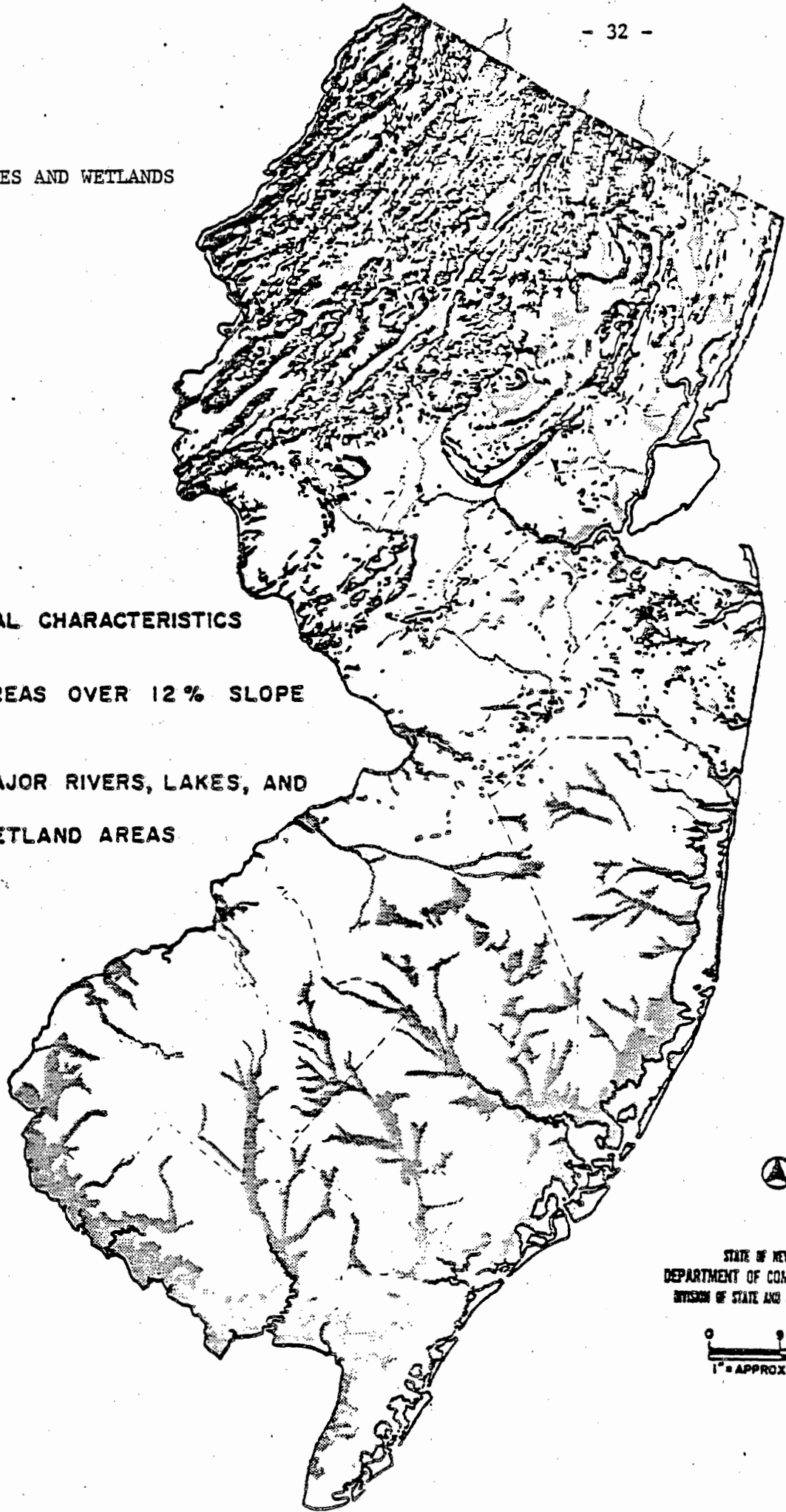
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1" = APPROX. 18 MILES

Map IV

STEEP SLOPES AND WETLANDS

PHYSICAL CHARACTERISTICS

-  AREAS OVER 12 % SLOPE
-  MAJOR RIVERS, LAKES, AND WETLAND AREAS



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Water Supply Resources (Maps V & VI)

Map V shows potable watershed lands owned by public or quasi-public agencies. These areas should be protected from extensive development to protect their quality and yield. Map VI shows water service areas. These are locations which contain major investments in pipes, pumping stations and treatment plants needed to provide basic water supply services and are, therefore, places where further growth would be both possible and economically desirable.

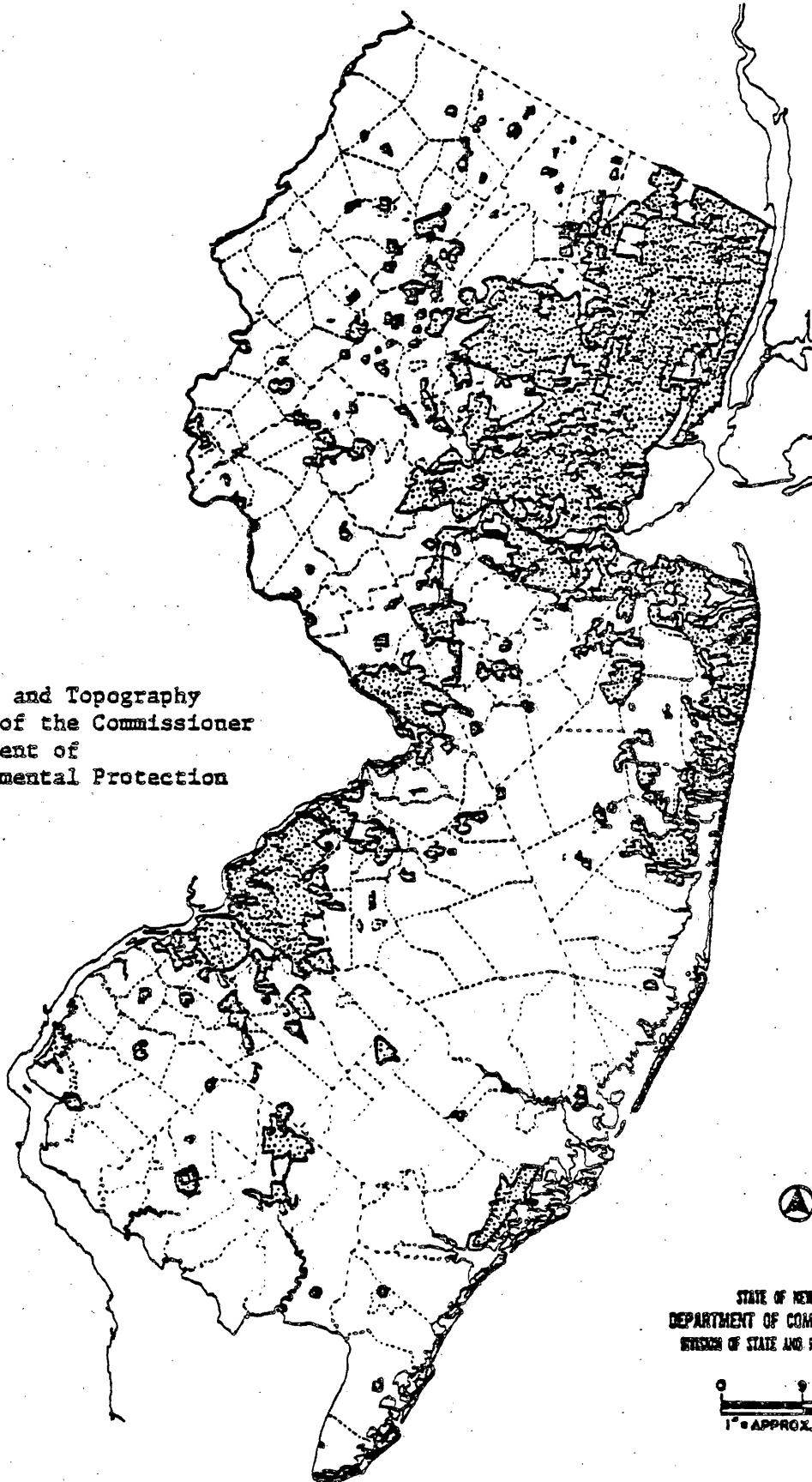
Sewerage Service Areas (Map VII)

Sewerage systems in addition to water supply systems are essential for intensive suburban and urban development. They require major investments and are an important factor in the determination of where growth would be appropriate. Generally, sewage treatment plants have been constructed to handle capacities in excess of existing needs so that population increases could be accommodated for some time into the future. The presence of sewerage services is, therefore, an essential accompaniment of the State's existing intensive development and an indicator of appropriate areas for expansion. Map VII indicates the sewerage service areas in the State.

Existing Highway and Rail Systems (Map VIII)

Highway and rail systems are major public investments. The access they provide both foster and sustain development in the State. As a result of past investments in transportation, some areas of New Jersey are more accessible than others and are, therefore, relatively more appropriate for future growth. Map VIII shows major highways and commuter rail lines serving the State.

# WATER SERVICE AREAS



**Source:**

Geology and Topography  
Office of the Commissioner  
Department of  
Environmental Protection

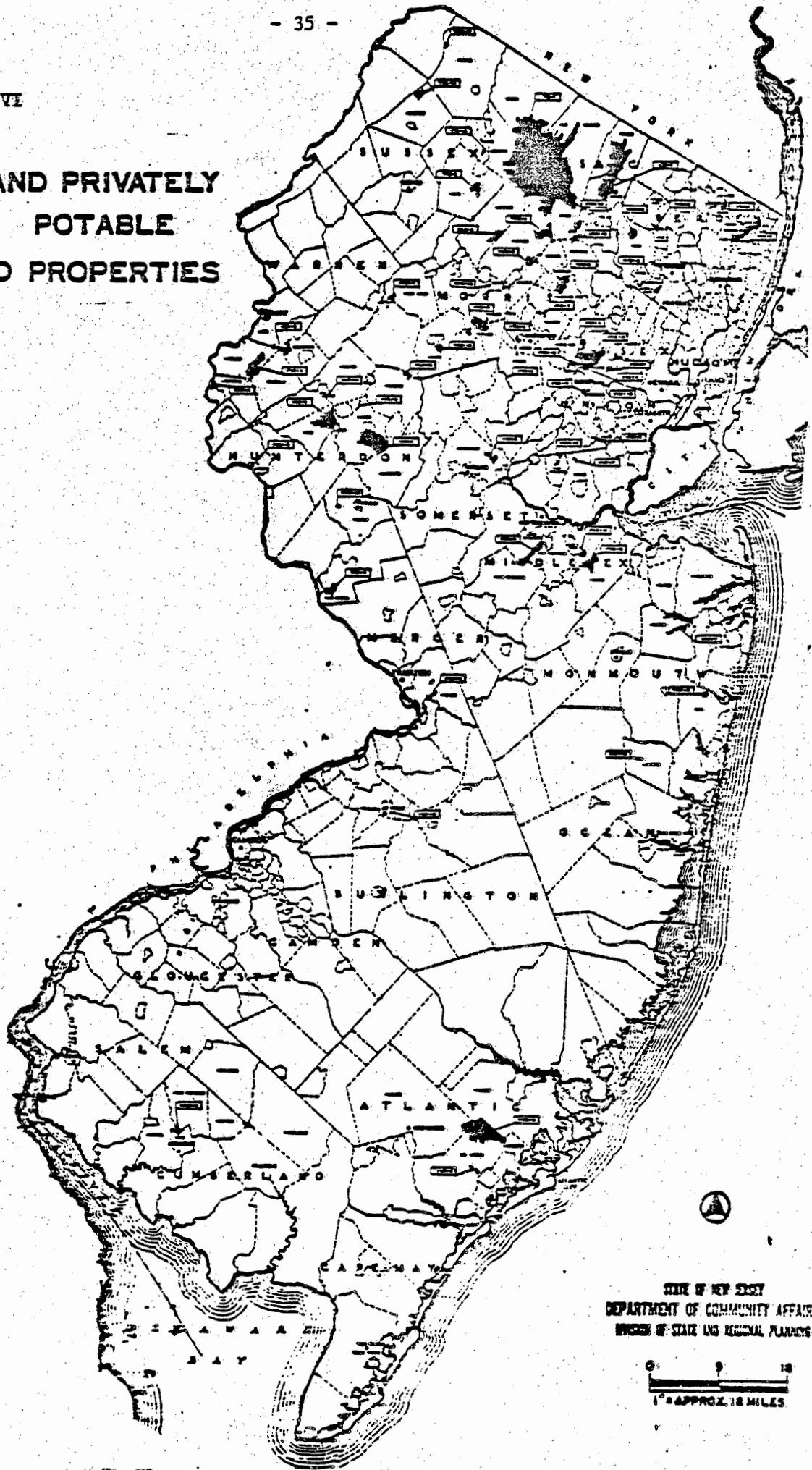


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MAP VI

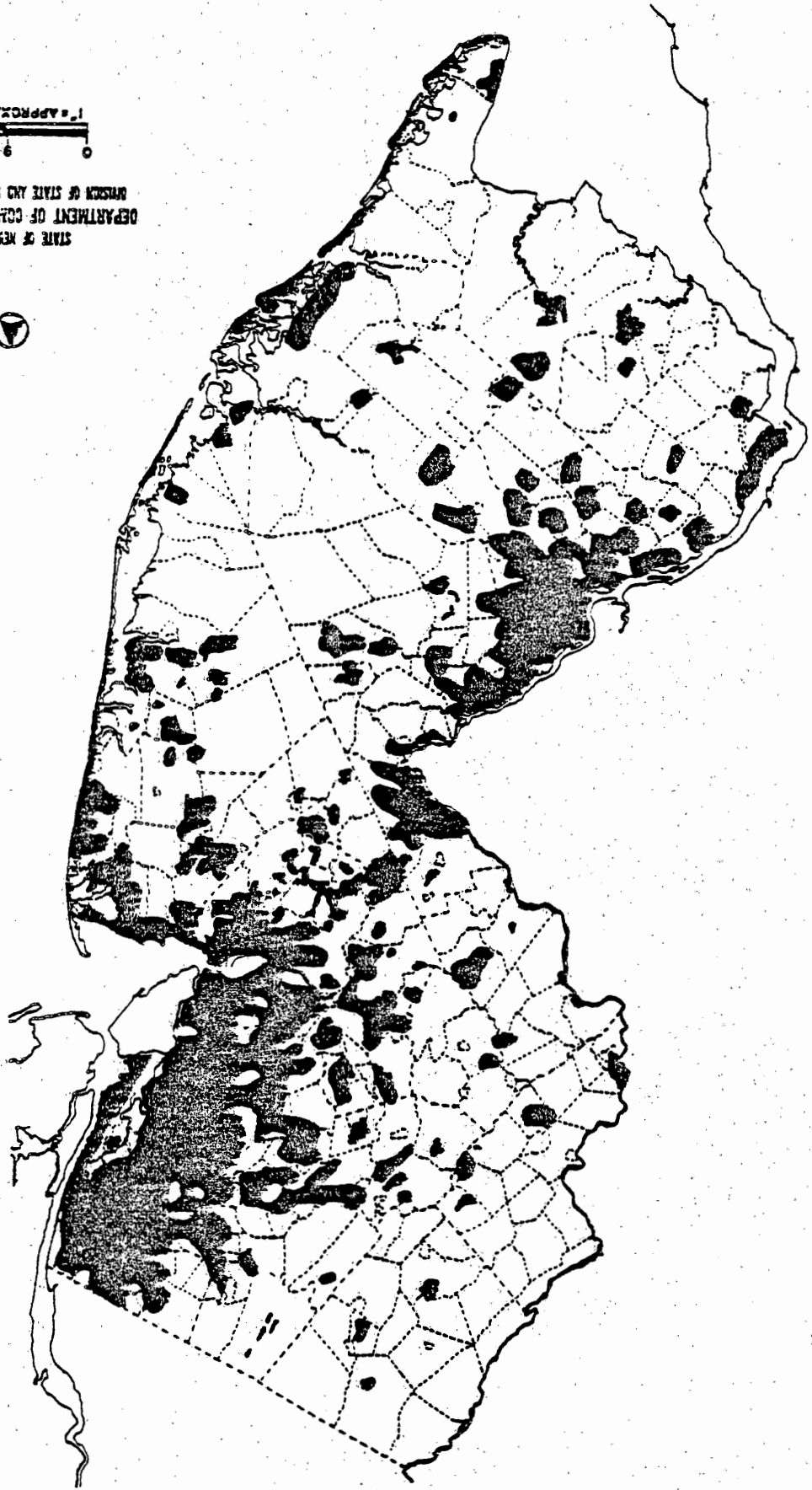
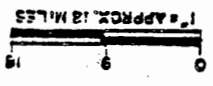
# PUBLIC AND PRIVATELY OWNED POTABLE WATERSHED PROPERTIES



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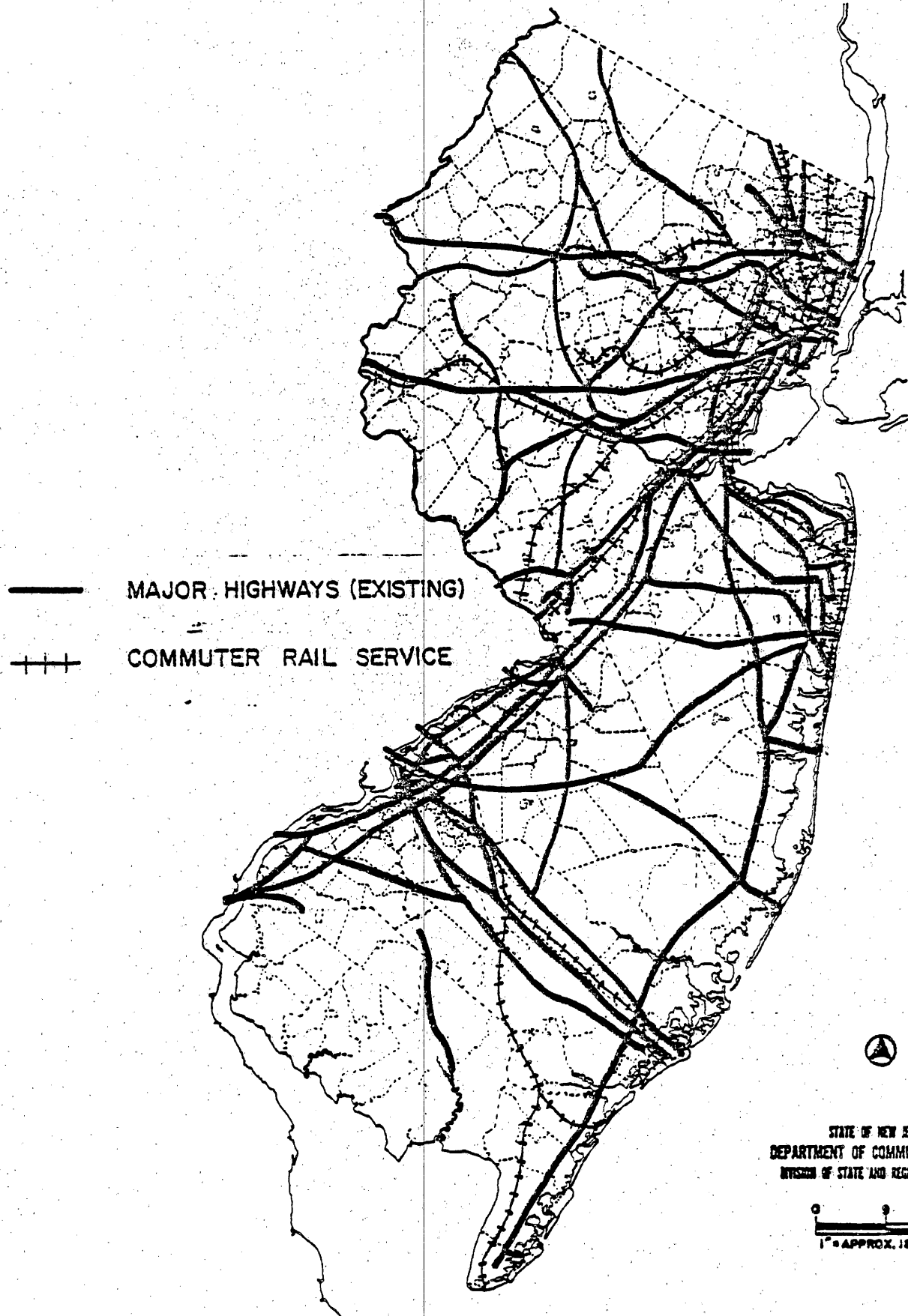
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SEWERAGE SERVICE AREAS

MAP VII

# TRANSPORTATION



- MAJOR HIGHWAYS (EXISTING)
- +++ COMMUTER RAIL SERVICE



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Employment Concentrations (Map IX)

The location of the State's labor force is another factor in determining where continued development would be appropriate. Most future growth should be encouraged in areas which are in proximity to employee residences to minimize commutation distances and energy costs. Map IX indicates such employment concentrations.

Existing Development (Map X)

For a considerable portion of the State, it is too late to determine whether or not the area is suitable for development; the development has already occurred. Such areas represent major private, as well as public, investments. The development pattern shown on Map X is information obtained from 1972 aerial photographs, updated with information provided by county planning agencies.

Combining the Ten Factors

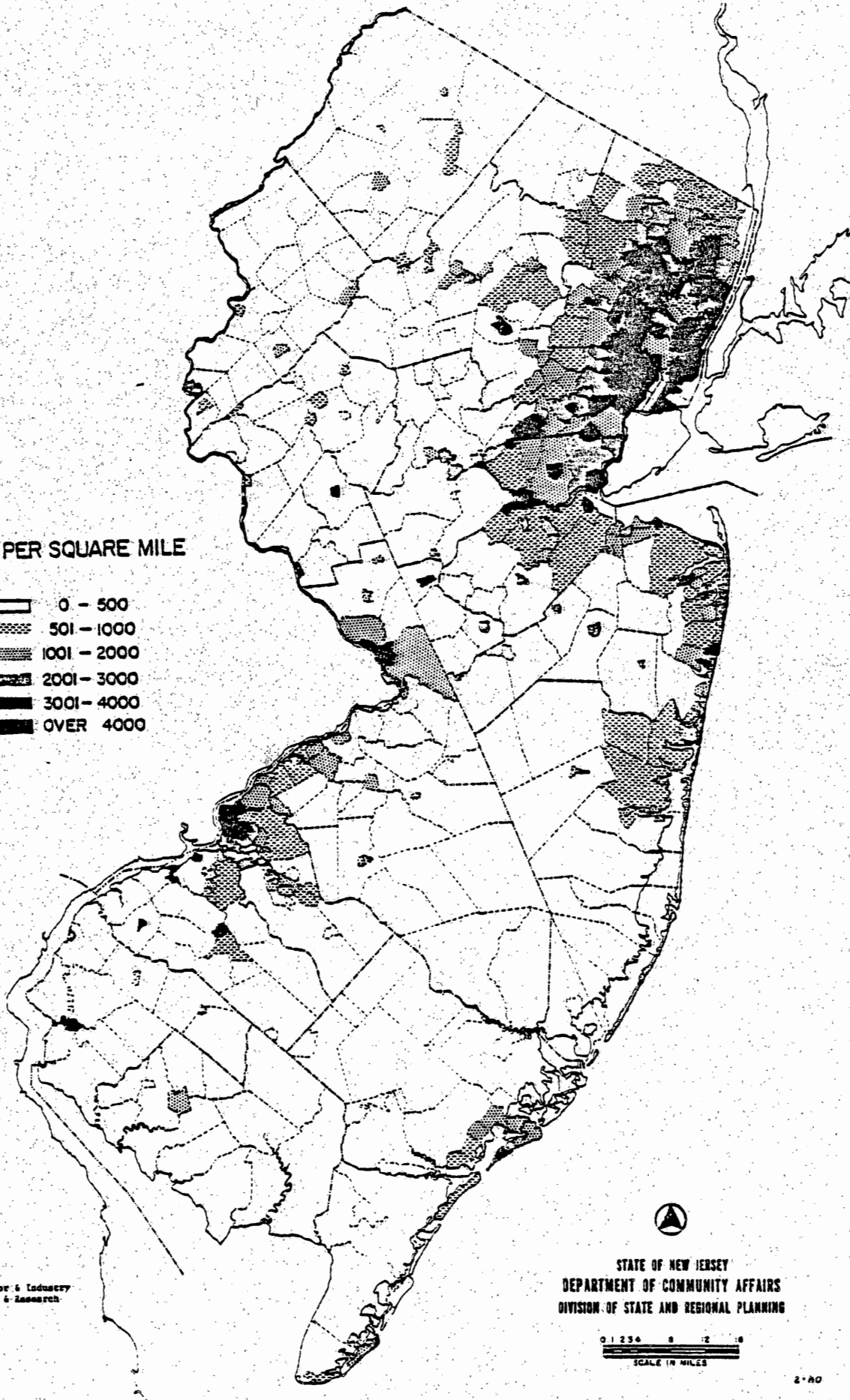
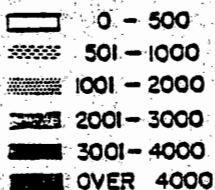
Map overlays of these ten factors were prepared and superimposed for use in preparing the Guide Plan Concept Map. All areas of the State were categorized according to these factors. The final area designations, however, were not made by formula; judgements were made in an attempt to achieve a suitable balance between conservation and growth in the State and also to reflect the dynamics of growth which are missing from the basically static characteristics. Additional modifications were made as the result of information obtained from county and regional as well as other state agencies.

No one characteristic was a determinant by itself. For example, just because an area is overlain with Class I agricultural soils does not by

# EMPLOYMENT DENSITY - 1979\*

MAP IX

## JOBS PER SQUARE MILE



COUNTY KEY MAP

\* NJ Department of Labor & Industry  
Division of Planning & Research



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# DEVELOPED LANDS 1972



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SCALE 1:500,000

itself indicate that the area should be preserved for agricultural use. Similarly, the presence of a major highway is not sufficient reason, by itself, for encouraging development in an area. All ten factors were judged together in the creation of the Concept Map which is described in the following chapter.

CHAPTER IV  
THE CONCEPT MAP

A statement of major goals which State policy should try to achieve, the identification and analysis of major natural resource characteristics and current development patterns, and discussions with planners in many agencies and with the public -- these combine to provide the basis for the Guide Plan's recommendations contained in this and the following chapters. These recommendations incorporate suggestions and new information received since the preliminary draft was published in 1977.

The Guide Plan is directed to achieving a balance between conservation and development, and is based on four premises.

Older urban areas should be conserved, strengthened and revitalized.

Land should be developed efficiently, so that public investments are made economically and energy use is minimized.

Critical natural resources should be protected, so that future development can be adequately served at least cost.

Agriculture should be retained as an active economic land use.

These land use premises are reflected both in policies which express statewide concerns and in the Concept Map which shows future land use patterns. The Concept Map -- how it was prepared, what it means and what it does not mean -- will be the focus of this chapter. Chapter V will present implementation strategies and guidelines. These two chapters taken together constitute the recommendations of the Plan.








Preparation of the Concept Map

The Concept Map presented in this chapter reflects the basic goals, premises, conditions and priorities set forth in the preceding chapters and is intended to show visually their implications for the New Jersey landscape. It is designed to show where future growth should be encouraged by those kinds of public investments over which the State government exercises some degree of control. The Map also indicates where conservation and agricultural resources of statewide significance are located and where major new development should not be supported at this time.

Since it is not the purpose of the Guide Plan to supplant more detailed plans prepared by municipalities and counties or other State departments, the categories depicted on the Concept Map are general. It is recognized that environmental constraints as well as development opportunities may be found in virtually every part of the State, and that the principal responsibility to plan and regulate land use is performed at the local level. The Guide Plan responds to a different need; specifically, where limited public funds should be spent to attain long-range, statewide development and conservation goals. Each land use category on the Concept Map indicates the predominant character of a given area and suggests a direction of land use which State investments should encourage.





The Concept Map (Map XI) indicates four generalized land use types: Growth, Limited Growth, Agriculture and Conservation, as well as Urban Aid Municipalities, except within areas subject to the provisions of the Coastal Area Facilities Review Act. In these areas, the designations and growth patterns recommended by the Department of Environmental Protection in its publication, "Coastal Management Program, Bay and Ocean Shore Segment," 1977, have been incorporated. The Pinelands Preservation and Protection Areas have also been indicated, as detailed planning

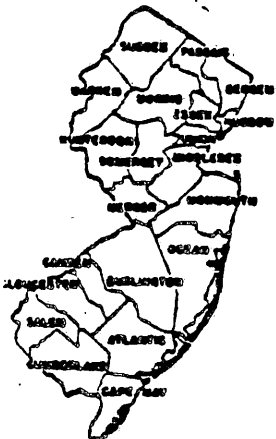
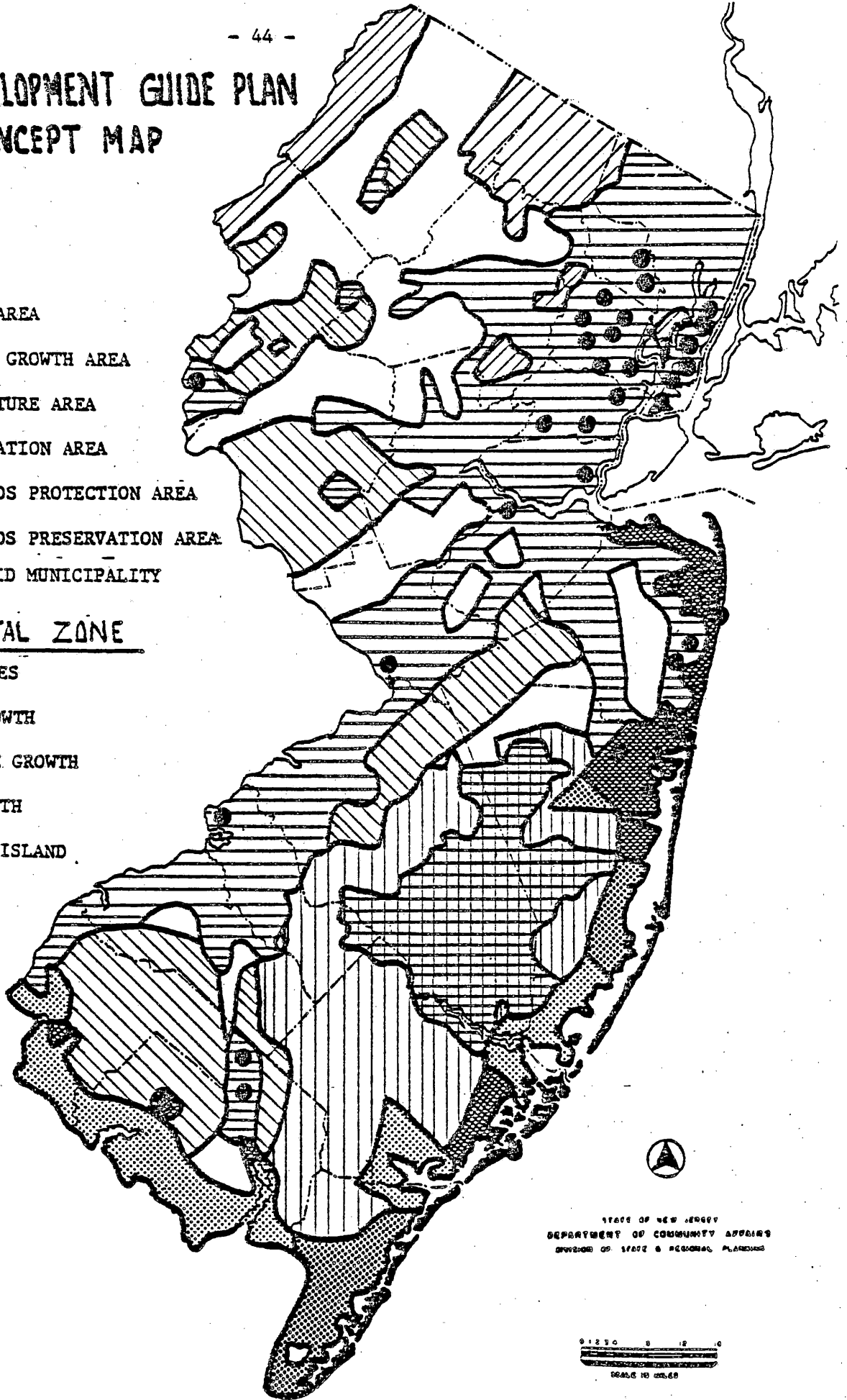
# STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY

## COASTAL ZONE

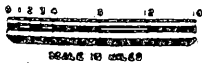
### REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND



COUNTY KEY MAP

STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING



of growth and conservation areas within this region is being done by the Pinelands Commission. Each category is discussed in the following sections. A discussion of each county and accompanying maps are found in Chapter VI. Estimates of the land in each category and the extent of developed lands, publicly owned lands, potable watersheds, wetlands and open developable land in each category are found in the Appendixes A and B. The methodology used to compute these estimates is also in the Appendix.

### Urban Aid Municipalities

It is critically important that future growth in New Jersey not occur at the expense of the State's major cities. If basic natural resources are to be protected, if a viable agricultural base is to be sustained, if increasingly expensive energy supplies are to be used efficiently, if limited public funds for capital investments are to be allocated to effectively serve future needs -- then the State's major cities must continue to serve as centers of employment and housing.

The challenge in these cities is not how to accommodate future growth, but how to reverse current trends of population and economic decline. It is not possible or desirable to channel all future growth into the State's older cities, but efforts should be made to encourage the strengthening of these communities so they may share in the State's future growth and prosperity and provide a viable alternative to continued suburbanization.

These cities, in many cases the nuclei of metropolitan regions, have suffered serious declines as higher income residents, industries and commercial enterprises have moved to the expanding suburbs. As a result, they have significant social, economic and physical problems and require additional public assistance to strengthen their financial base and restore a more attractive climate for private investment.

By statute, municipalities may be designated as Urban Aid Municipalities and be eligible for additional funding if they meet the following criteria:

- a population of greater than 15,000 persons
- more than 350 children between the ages of 5 and 17 enrolled in the Aid to Dependent Children Program
- publicly financed housing
- equalized tax rates which exceed the State equalized tax rate
- equalized valuations per capita lower than the State equalized valuation per capita

The following cities have been designated as Urban Aid Municipalities and are indicated on the Concept Map:

|               |               |
|---------------|---------------|
| Asbury Park   | Montclair     |
| Atlantic City | Neptune       |
| Bayonne       | New Brunswick |
| Belleville    | Newark        |
| Bridgeton     | North Bergen  |
| Camden        | Orange        |
| East Orange   | Passaic       |
| Elizabeth     | Paterson      |
| Hoboken       | Perth Amboy   |
| Irvington     | Phillipsburg  |
| Jersey City   | Plainfield    |
| Keansburg     | Trenton       |
| Lakewood      | Union City    |
| Long Branch   | Vineland      |
| Millville     | West New York |

The use of the Urban Aid formula to identify urban centers within the context of the State Development Guide Plan does not imply that these are the only municipalities in New Jersey which are in need of assistance. There may well be other municipalities which do not meet the Urban Aid criteria, yet exhibit many of the same needs. Certainly, while the municipalities listed share common characteristics, there may also be significant differences in the types and levels of problems they face and, consequently, in the kinds of governmental remedies required.

Nevertheless, until more information is developed, application of the Urban Aid criteria suggests where public investment should receive high priority. Such investment may be needed to improve basic services, to acquire needed recreational lands or to foster employment and housing opportunities. The improvement of these municipalities is a major challenge facing the State.

### Growth Areas

The Growth Areas include those regions of New Jersey where development has already occurred to an extensive degree, as well as partially suburbanized areas where accessibility to employment and services make them particularly suitable for development. Several existing rural centers in the more peripheral regions have also been designated as locations where continuing development would be appropriate.

The Growth Areas were delineated by applying the following criteria:

- location within or adjacent to major population and/or employment centers
- location within or in proximity to existing major water supply and sewer service areas
- location within or in proximity to areas served by major highway and commuter rail facilities
- absence of large concentrations of agricultural land
- absence of large blocks of public open space or environmentally-sensitive land

These areas have developed largely because of their proximity to New York City and Philadelphia which have provided the stimulus for extensive suburbanization in the area between them. These areas contain major transportation facilities and energy sources and accordingly are the location of many of

New Jersey's major business and industrial facilities. Past development has been accompanied by the construction of public facilities and services. Additional portions of the State have developed in part as a result of indigenous economic growth, continuing metropolitan expansion and, in the case of the coastal area, natural features. The Atlantic City area, which has grown largely as a result of its resort potential, is presently in transition and revitalizing its economic base.

Substantial quantities of vacant land still remain within the suburban areas and around the rural centers. In many instances, water mains, sewers, roads and other public facilities are already in place, and additional development in these areas would allow these facilities to be more efficiently utilized. If properly channeled, this growth could result in more amenable and energy efficient patterns of development than would occur with continued low density sprawl or scattered residential concentrations in semi-rural areas.

Development in these areas would also reduce growth pressures on large areas of agriculturally productive and environmentally significant lands which might otherwise undergo scattered and potentially detrimental development. It would also discourage growth in fringe areas which have neither the infrastructure nor the employment opportunities upon which growth depends.

To the greatest extent possible, the boundaries of the Growth Areas have been drawn to avoid areas with excessive environmental constraints to development such as steep slope areas in the northern part of the State and coastal wetland areas. In some instances, a compromise had to be made between recognized growth pressures stemming from economic and locational factors and the desirability of environmental preservation or the continuation of agricultural uses.

It should be emphasized that the Growth Area designation does not imply that only growth supporting investments will be made within this area or that the development of environmentally sensitive lands is encouraged. Land acquisition for recreation and resource conservation, as well as local controls protecting floodplains, steeply-sloped areas, wetlands, agricultural uses and forested areas constitute valid components of the kind of land use pattern which should characterize such Growth Areas.

To facilitate a discussion of the Growth Areas identified on the Concept Map, nine regions have been defined, along with eight rural centers where additional growth is considered appropriate (Map XII). These regions and designated rural centers are listed on the following page.

In the following discussion, each Growth Area is described in terms of the major characteristics which make further development appropriate. Mention is also made of some of the major environmental constraints within these areas which must be considered in local and county land use planning. While a comprehensive, detailed listing of all such environmental constraints is not included in the discussion which follows, the types of sensitive areas mentioned are indicative of natural conditions which should be considered.

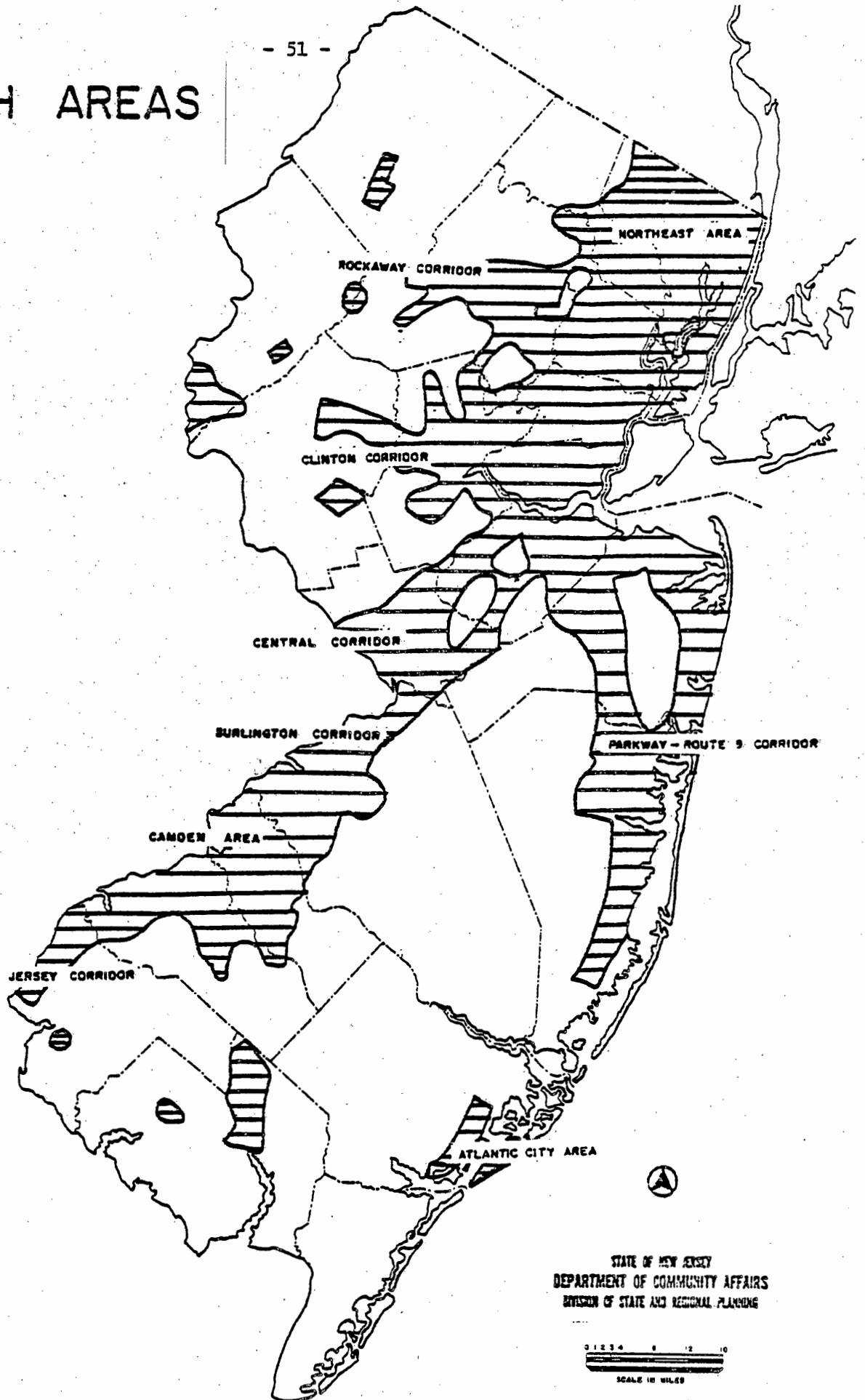
GROWTH AREAS

| <u>Area</u>              | <u>County Components</u>                                   |
|--------------------------|--|
| Northeast                | Passaic, Bergen, Hudson, Essex, Morris, and Union Counties |
| Rockaway Corridor        | Morris County (West of I-287)                              |
| Clinton Corridor         | Hunterdon and Somerset Counties                            |
| Central Corridor         | Mercer, Middlesex and Somerset Counties                    |
| Parkway-Route 9 Corridor | Monmouth and Ocean Counties                                |
| Burlington Corridor      | Burlington County  |
| Camden Area              | Camden, Gloucester and Atlantic Counties                   |
| Atlantic City Area       | Atlantic County  |
| South Jersey Corridor    | Salem County   |

RURAL CENTERS

|                    |                               |
|--------------------|-------------------------------|
| Newton             | Sussex County                 |
| Hackettstown       | Warren and Morris Counties    |
| Washington         | Warren County                 |
| Phillipsburg       | Warren and Hunterdon Counties |
| Flemington         | Hunterdon County              |
| Millville-Vineland | Cumberland County             |
| Bridgeton          | Cumberland County             |
| Salem              | Salem County                  |

# GROWTH AREAS



COUNTY KEY MAP

STATE OF NEW JERSEY  
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## NORTHEAST AREA

### Current Development Character

This is the most extensive area of relatively dense urban and suburban development in New Jersey. It contains several aging urban centers and a substantial number of largely developed suburban communities. There are extensive and diverse employment opportunities within the region, and New York City is within easy commuting distance of most locations.

### Transportation

This area has many north-south and east-west four-lane divided highways, including: the New Jersey Turnpike; the Garden State Parkway; the Palisades Parkway; Routes 1, 3, 10, 17, 22, 46, and 208; and Interstates 280, 287 and 80.

A high level of public transportation service is available in the area. Rail service is provided by ConRail on the lines of the former Erie Lackawanna Railroad, the Central Railroad of New Jersey, the New York and Long Branch Railroad, and the Penn Central, and by AMTRAK on the former Penn Central Main Line. The Port Authority Trans-Hudson Corporation (PATH) provides additional rapid-rail links between Newark, Jersey City and Hoboken and midtown and downtown Manhattan.

Passenger bus service consists of local service in most of the large cities and their adjacent areas, and extensive commuter service between the municipalities in the six-county region and Newark and New York City.

Newark International Airport is situated in the heart of the area, and shipping facilities have been developed along the extensive waterfront. Railroad freight lines and trunk terminals are located throughout the area.

### Public Services

The area is extensively served by public water systems and sanitary sewerage systems, but improvements are needed to adequately serve future and, in some cases, existing demand.

### Sensitive Areas

Development should be avoided adjacent to the Great Swamp, Piece Meadows and Troy Meadows. Public acquisition and protection of these areas are recommended. The Hackensack Meadowlands has been identified as an area of State concern and is being developed under the guidance of the Hackensack Meadowlands Development Commission. Undeveloped areas of steep slopes and the rock outcrops of the Palisades should remain in their natural state.

## ROCKAWAY CORRIDOR

### Current Development Character

This corridor extends westward from the metropolitan Northeast Area along Interstate Route 80 to the Lake Hopatcong area. The corridor is predominantly suburban with older industrial centers located along the Rockaway River and the Boonton line of the Erie Lackawanna Railroad. Morristown, the county seat of Morris County, is the major commercial and cultural center. Commuting to the employment centers of New York City and northeastern New Jersey is facilitated by passenger railroad service and limited access highways.

### Transportation

Major highways move commuters and freight to the east and west. These routes include Interstate 80 and Routes 49 and 10. Interstate 287 facilitates north-south movement along the eastern end of the corridor.

Public transportation consists of both rail and bus services. ConRail provides regular all-day service from Dover to Newark and Hoboken and limited service from Netcong to Hoboken on the former Erie Lackawanna Railroad which parallels I-80. At Hoboken, commuters can conveniently make connections via PATH for travel to midtown and downtown Manhattan. The Erie Lackawanna service consists of electrified trains on the Morristown Line to Dover and diesel trains on the Boonton Line to Netcong. A branch of the Morristown Line also extends to Gladstone and serves the area between the Rockaway Corridor and Clinton Corridor.

Only a limited amount of commuter bus service to Newark and New York City is available in the corridor. Most express bus service is between Morristown and New York City. However, intra-county service is available between communities in the western part of the corridor and Morristown, where connections can be made via rail or express bus to Newark and New York City.

Rail freight service is also available.

#### Public Services

Public water systems and sanitary sewerage systems are available in existing settlements and in the developing areas.

#### Sensitive Areas

Development should be restricted on steeply sloped terrain. Attention should also be given to potential development impacts, particularly storm water runoff, that could affect the Rockaway Watershed. This watershed is a major water supply resource for northeastern New Jersey.

## CLINTON CORRIDOR

### Current Development Character

This corridor extends westward from the Northeast Area along Interstate 78 to Clinton. The area includes older centers such as Somerville, Raritan and Clinton, but much of the land is either open or developed at very low densities. Many communities are within easy reach of northeastern New Jersey and New York employment centers by improved highways and interstates.

### Transportation

Interstate 78 and Routes 22 and 202 provide east-west access through the corridor. Interstate Route 287 and Route 202 link the corridor with locations to the north and west. Routes 206 and 31 provide north-south access through the corridor.

The corridor contains both bus and rail transportation facilities. ConRail provides diesel service on the Main Line of the former Central Railroad of New Jersey between Phillipsburg and Newark, where commuters can make connections via the Penn Central or PATH for travel to New York City. ConRail service on the Gladstone Branch of the former Erie Lackawanna Railroad also provides rail access to a small portion of the northeastern tip of the corridor.

Bus service consists of regular all-day service along U. S. 22 from Phillipsburg to New York and additional express bus service from Raritan and Somerville to Newark and New York City.

Rail freight service also is available in the corridor.

Public Services

Public water supply and sewerage service is available in existing developments.

Sensitive Areas

Development should be restricted on excessive slopes. Growth should be controlled around Six Mile Run, Spruce Run and Round Valley Reservoirs to avoid damage to these water storage areas.

CENTRAL CORRIDOR

Current Development Character

The Central Corridor has developed along the transportation lines linking New York City and Philadelphia. The two major cities, New Brunswick in the north and Trenton in the south, are surrounded by suburban development. Several older boroughs and scattered residential development characterize the central portions of this corridor. Farmland is scattered throughout the more open areas.

Transportation

The corridor has an extensive number of major highways including the New Jersey Turnpike, Garden State Parkway, Interstate Routes 95 and 295, and Routes 1, 9, 18 and 130. Most of these roads link New York and Philadelphia; others provide east-west access to and from New Brunswick and Trenton.

A high level of public transportation is available in the corridor. Commuter and express rail service is available to New York City and Philadelphia by ConRail and AMTRAK on the former Penn Central Main Line. Additional commuter

trains to Newark and Manhattan operate from South Amboy on the former Penn Central Perth Amboy and Woodbridge Branch. ConRail also provides limited commuter service to Newark from Philadelphia on the former Reading Railroad, and ConRail service on the former Central Railroad of New Jersey links the northwestern part of the corridor with Newark. At Newark, connections can be made via PATH for midtown and downtown Manhattan. Railroad freight service is also available.

Bus service consists of local service in the large cities and their adjacent areas and commuter and express bus service to New York City and Philadelphia from points within the corridor.

#### Public Services

Public water supply and sewerage serve existing development concentrations; other areas are served by expanding regional authorities.

#### Sensitive Areas

Prime farmland and sensitive aquifer recharge areas are found throughout, but particularly in the southeastern portion. Development should be channeled, if possible, so as to conserve these partly natural, partly manmade assets. The wetlands in and adjacent to Pigeon Swamp should be conserved.

### PARKWAY - ROUTE 9 CORRIDOR

#### Current Development Character

Most of the older development in this corridor consists of seashore resorts, such as Asbury Park, and nodes of growth along Route 9. The seasonal character of portions of the corridor has become less dominant, as housing conversions and

new construction have significantly increased the number of year-round residents. Many of these new residents reside in the retirement communities that have become a prevalent feature. The northern portion of this corridor is within easy commuting distance of employment centers in the Northeast Area and Central Corridor. Much of this area falls within the jurisdiction of the State's coastal resources management area and is subject to the provisions of the Coastal Area Facilities Review Act, administered by the State Department of Environmental Protection.

### Transportation

Major highways in the corridor include the Garden State Parkway, Interstate Route 195 and Routes 9, 18, 35 and 36.

Public transportation by rail and bus is available in the corridor. Commuter rail service is limited to the northern coastal area, east of the Garden State Parkway. ConRail operates rail service over the former New York and Long Branch Railroad from Bay Head in northern Ocean County to South Amboy, where the trains utilize the tracks of the former Penn Central for access to Newark and New York City. Not all of the trains provide service directly to New York City; several stop at Newark where connections can be made via PATH for travel to midtown or downtown Manhattan. Railroad freight service is also available.

Bus service consists of local service among communities along the Monmouth County coast and considerable commuter service from communities in the corridor to Newark and New York City and to Atlantic City.

### Public Services

Public water supply and sewerage systems serve the older centers and nearby suburbs. Service expansions to outlying areas are provided by regional authorities.

### Sensitive Areas

Aquifer recharge areas, coastal wetlands, sandy soil and vegetation characteristic of the Pine Barrens are important environmental factors in this corridor. Major portions of the area are subject to the provisions of the State Coastal Area Facility Review Act.

## BURLINGTON CORRIDOR

### Current Development Character

This corridor is comprised of a series of small centers -- Bordentown, Burlington, Beverly -- along the Delaware River, as well as others such as Mount Holly in the rural fringe. There has been extensive suburban development in many of the remaining areas of the corridor because of its proximity to Trenton and Camden.

### Transportation

North-south access through the Burlington corridor is facilitated by the New Jersey Turnpike, Interstate Route 295 and Route 130. Access between Pennsylvania areas to the northwest and New Jersey areas to the southeast is provided by Route 73. Public transit facilities are limited to commuter and express bus service to Camden and Philadelphia and to New York City. Rail freight service is also available.

### Public Services

Public water supply and sewerage systems serve the older centers and

suburbs. There is limited service in the outlying, rural areas.

### Sensitive Areas

Development should be controlled in areas adjacent to prime agricultural areas and in the headwaters and aquifer recharge areas of the Pine Barrens.

## CAMDEN AREA

### Current Development Character

This area includes the urban core of Camden and adjacent inner suburbs, such as Pennsauken and Haddonfield, which are largely developed. The eastern portion is primarily suburban development. The Lindenwold High Speed Line, which provides access to center city Philadelphia, has been an impetus to development in the suburban portion of this Growth Area.

### Transportation

The New Jersey Turnpike, Interstate 295 and Route 130 provide north-south access through the area. The Atlantic City Expressway and Routes 30, 38, 42, 70 and 73 facilitate movement among the urbanized portion, the suburban section and areas to the east of this area. Access to center city Philadelphia is provided by the Benjamin Franklin and Walt Whitman Bridges.

A high level of public transportation service is available in the area. Extensive rail service is provided by Port Authority Transit Corporation (PATCO) on the Lindenwold High Speed Line which links this area with Philadelphia.

A comprehensive system of commuter bus service provides extensive local service in the city of Camden and links most major points in Burlington, Camden and Gloucester Counties with Camden and Philadelphia. This service also includes extensive feeder service to the PATCO stations. Bus service is also available from Philadelphia and Camden to New York City, Trenton, Atlantic City, Wildwood, Cape May, Bridgeton, Millville, Vineland and Salem City. The express service to New York City stops at a major park-and-ride facility at Exit 5 on the New Jersey Turnpike.

There are also rail freight and waterfront facilities.

#### Public Services

Public water supply and sewerage systems are available in the older developed areas. There are limited public services in the outlying areas.

#### Sensitive Areas

The headwaters and groundwater sources of existing and potential water supply resources should be protected, as well as elements of the Pine Barrens in outlying areas.

### SOUTH JERSEY CORRIDOR

#### Current Development Character

This corridor includes a string of older settlements along the Delaware River with scattered suburban development in the west. Employment centers in the corridor are augmented by the area's proximity to Wilmington, Delaware and Chester and Philadelphia, Pennsylvania.

Transportation

Interstate 295, with connections to the New Jersey Turnpike, the Delaware Memorial Bridge and the Commodore Barry Bridge, provides good access between points in the corridor and major east coast markets. There is also access to waterfront transport along the Delaware River. Public transit is limited to inter-urban bus service.

Public Services

Public water supply and sewerage systems serve the older centers.

Sensitive Areas

Wetlands, primarily along the eastern edge of the corridor, are particularly vulnerable to development and should be protected.

ATLANTIC CITY AREA

Current Development Character

The dominant feature of this area is the seaside resort development. Scattered suburban development has occurred in the interior portion. It is expected that the recent development of casino gambling in Atlantic City and the offshore oil drilling will encourage new growth in the suburban portions as well as extensive redevelopment in Atlantic City. This area is subject to the provisions of the Coastal Areas Facilities Review Act, administered by the Department of Environmental Protection.

Transportation

The Atlantic City Expressway and Routes 30 and 322 link this area with the Camden Area. The Garden State Parkway provides north-south access to other shore areas, as well as to the urbanized Northeast Area.

Public transportation consists of rail and bus service. ConRail provides limited rail service on the former Pennsylvania-Reading Seashore Lines from Atlantic City to Lindenwold, where passengers can transfer to the Lindenwold High Speed Line for travel to Camden and Philadelphia. This service also extends to Ocean City and Cape May Point in Cape May County.

Passenger bus service consists of local service in Atlantic City and adjacent municipalities and express bus service to Philadelphia and New York City.

### Public Services

There is public water supply and sewerage systems serving the presently developed areas.

### Sensitive Areas

The extensive areas of coastal wetlands should be protected.

## RURAL CENTERS

Other designated Growth Areas are proposed not because of their accessibility to metropolitan regions, but because of their function as service centers for designated Agricultural and Limited Growth Areas. Such centers were originally established as places where farmers could purchase supplies and sell their produce. They also became sites for some manufacturing activities, drawn to the area by specific natural resources which the area offered. Thus, the glass industry located in towns like Salem and Bridgeton because of the large deposits of silica sands nearby. The combination of water power and abundant forests provided some of the requirements for the wood products industry in Vineland and Millville. Similarly, towns such as Phillipsburg and Flemington in the northern part of the State also developed as manufacturing, as well as commercial, centers.

These towns continue to serve as centers, although some of their residents may commute to jobs well beyond the immediate area. All are served by at least one major highway. Freight rail service is also available in some locations, although such service may be reduced by proposed consolidations. As established settlements, these towns are served by public water supply and sewer systems and often include regional hospitals, educational facilities and other specialized services for surrounding areas.

The Guide Plan recognizes the important function these centers play as regional service centers by designating them as Growth Areas, within larger areas designated as Agricultural or Limited Growth. By encouraging future growth within these areas, pressures to develop in Agricultural or Limited Growth Areas may be relieved with future growth better facilitating the efficient use of public services and financial and energy resources.

In addition to encouraging development in these Rural Growth Areas, the State also recognizes the needs of other rural centers for support in meeting municipal service costs. The Depressed Rural Centers Aid Program is directed at municipalities which were formerly economically viable centers of rural areas but have declined as a result of changes in transportation routes and modes, in commercial and manufacturing activities and in housing preferences. Because of these changes, these municipalities are not considered suitable for designations as Growth Areas, but the functions they continue to provide should be supported. They serve as home and workplace, as town centers and as locations of commercial and professional services. As such, they are an essential part of rural life.

The Rural Centers Aid Program assists municipalities which meet the following criteria:

- a population not exceeding 5,000
- a population density which is not less than 1,000 per square mile, nor less than four times the population density of each neighboring municipality
- ratables per capita not exceeding four-fifths the ratables per capita of the county
- either an effective local tax rate above the State average or a per capita personal income that does not exceed 0.8 times the State average per capita income

The following municipalities were designated for financial assistance in 1980:

|                     |                           |
|---------------------|---------------------------|
| Allentown Borough   | Lambertville City         |
| Alpha Borough       | National Park Borough     |
| Beverly City        | Netcong Borough           |
| Califon Borough     | Ogdensburg Borough        |
| Elmer Borough       | Shrewsbury Township       |
| Englishtown Borough | South Bound Brook Borough |
| Frenchtown Borough  | Sussex Borough            |
| Hamburg Borough     | Swedesboro Borough        |
| Hampton Borough     | Victory Gardens Borough   |
| High Bridge Borough | Winfield Township         |
| Jamesburg Borough   | Woodstown Borough         |
| Lakehurst Borough   | Wrightstown Borough       |

#### Conservation Areas

Open space is a key element of any balanced land use plan. Such areas are necessary to protect important natural resources from the effects of development and to provide opportunities for a variety of recreational and leisure-time activities. Through the combination of local and county initiatives and state and federal financial support, considerable progress has been made to provide such opportunities throughout the State. The continuation of this partnership is strongly recommended as a vital part of New Jersey's overall land use policy.

However, since the Guide Plan is not intended to duplicate other levels of planning, the Conservation Areas depicted on the Concept Map are limited to areas of statewide significance. They are too large or too expensive to be

acquired and managed by local or county governments, yet they contain resources and recreational opportunities which should be enjoyed by present and future generations. While public agencies already own portions of each area, the plan recommends further expansion through ownership, management or some combination of investment and regulatory practice.

However, it should be emphasized that the delineation of each area shown on the Concept Map is suggestive, not definitive. The Conservation Areas meet the following criteria:

- low density development with little or no public water supply or sewerage services
- large blocks of existing publicly-owned open space with room for further expansion as future needs dictate
- major areas of environmentally-sensitive land within or adjacent to existing public holdings
- limited accessibility from population and employment centers by major highways and commuter rail facilities

Patches of development already exist in some of the areas indicated, and outright acquisition of all the land shown is probably beyond either the State's financial resources or projected needs. More detailed planning would be necessary to define the extent of the State's interest and to develop appropriate management strategies. Nevertheless, the areas noted should receive such attention and investments should reflect their importance as unique natural areas.

Two of the areas noted are already receiving such attention. The Delaware Water Gap area along the State's northwestern border presently includes state parks, wildlife preserves and a national recreation area. It is an area which offers not only the scenic beauty of the river and surrounding bluffs but also adjacent hills covered with forests and dotted with lakes. The Plan recommends

the preservation of the entire area and supports continued federal acquisitions of land within and around the present public open space holdings.

The Pinelands in the State's southeastern quadrant is currently being studied, and management and acquisition plans are being formulated as a result of recently adopted State and federal legislation. The area consists of two parts -- the Preservation Area where additional acquisition is contemplated and the Protection Area which may include a mix of development, agriculture and conservation uses in accordance with a management plan now being drafted. While this management plan is being prepared, new development within both the protection and the preservation areas is subject to review and approval by the Pinelands Commission. The Concept Map classifies the entire Pinelands area as Conservation. When an approved management plan has been completed by the Pinelands Commission, appropriate amendments to the Guide Plan and the Concept Map will be made.

An additional area -- the Skylands region along the State's northern border -- should also be considered as a significant resource to be appropriately managed and conserved by the State. Portions of this rugged area have been developed but major tracts owned by public agencies remain for water supply and recreational uses. Due to its proximity to heavily populated areas, pressures to develop the area can be expected to intensify despite its considerable resource and recreational importance. Accordingly, it is recommended that the State, in conjunction with other levels of government, initiate and implement a management plan for the Skylands region. As with the Pinelands Plan, this would allow suitable development in appropriate locations while protecting the vital natural and recreational resources of the area.

These three areas can provide recreation experiences of a different nature than those which can be found in smaller state, county or local parks.

Within these areas a variety of activities -- camping, canoeing, and hiking -- can be pursued while protecting important water supply and forest resources. Yet, these areas are readily accessible from some of the nation's largest cities and most densely populated metropolitan areas.

There is also a great need for close-in open space and recreational areas for urban residents, particularly in the northeastern portion of the State. Accordingly, the Plan supports the continued acquisition of land around the Great Swamp National Wildlife Refuge in Morris County, appropriate park and conservation areas within the Hackensack Meadowlands and the acquisition of the Great Piece and Troy Meadows in Morris and Essex Counties. The Plan also supports continued acquisition and development of recreation areas such as Liberty State Park within urban areas. The Guide Plan does not identify specific sites for such acquisition or development, but supports the program of the Green Acres Office of the Department of Environmental Protection to identify, acquire and develop additional parks of this type.

This need for open space acquisition within and adjacent to developed areas is reflected in a state acquisition priority list which is being developed by the Green Acres Office. The evaluation and assignment of priorities to potential acquisition proposals considers numerous factors including cost, accessibility, and the benefits of the area in terms of historic and recreational value, flood control and other environmental considerations. The four smaller open space areas shown on the Concept Map should not be excluded from the priority system. They also represent the types of areas which should be considered as part of the State's overall open space program.

It should also be emphasized that the designation of such Conservation Areas in this Plan does not imply that other public efforts to acquire small

conservation areas throughout the State should be discontinued. Although small state, county and local parks are not shown on the Concept Map, the Guide Plan recognizes the need for such areas throughout the State and supports such efforts within the scope of county and local plans, the State Comprehensive Outdoor Recreation Plan and the acquisition priority system of the Green Acres Office.

The need to protect floodplains, wetlands, steep slopes, stream corridors and other environmentally critical areas from development is also recognized. The Conservation recommendations shown on the Concept Map, therefore, should be viewed as only one part of a broader program of natural resource and recreation land preservation involving local, county and federal agencies as well as the State government.

#### Agricultural Areas

Farming is carried out in many places throughout the State, but is largely concentrated in semi-rural areas with good soils and gentle topography. Farming activities have declined where a considerable degree of suburbanization has occurred as a result of the economic and environmental incompatibilities that have arisen. This is because many agricultural activities require large blocks of contiguous land, free of suburban development, where mechanized equipment can be used and where fertilizers and insecticides can be safely applied. They also require support services -- material and equipment suppliers and marketing facilities -- which need a sizable market of agricultural activity to remain in business.

Recognizing this need for land comparatively free of development and of sufficient size to retain agricultural support services, several areas have been designated as appropriate for predominantly agricultural uses. Several of these

are in the northwestern section of the State, one is located in the central portion, and still other areas are found in the southern portion. Currently, much of the farming activity within the State is located in these regions. Development is relatively sparse, and the areas lack extensive water and sewer systems or other public facilities which encourage non-agricultural development. These areas also contain Class I, II and III soils, the most favorable soils for productive agriculture.

It is acknowledged that agricultural activities also occur in areas not shown as Agricultural on the Concept Map. Areas of prime agricultural soils and farming activities also exist within Growth and Limited Growth Areas. Dairy farms, orchards and many small vegetable farms may be found even where prime soils, level terrain and sparse development do not predominate. There are also areas within the Pinelands region which are currently in agriculture and which meet the criteria used to designate Agricultural Areas. Such areas in the Pinelands are not indicated on the Concept Map at this time in light of the more detailed study now being undertaken by the Pinelands Commission. It is expected that the Guide Plan will be amended accordingly following the completion of the Commission's plan.

The Concept Map depicts Agricultural Areas as those which meet the following criteria:

- generally low-density development with little or no public water supply or sewer services
- relatively poor accessibility to existing commuter rail and major highway facilities
- large blocks of land classified as prime agricultural soils by the Soil Conservation Service
- accessibility to rural centers, agricultural support services and markets

The Guide Plan recommends that State agricultural and investment policy focus on maintaining such areas in agricultural use. Agricultural uses in other areas should not be ignored but those areas shown on the Concept Map should receive particular attention, since they represent a major part of the State's total resource of agricultural land.

Agriculture in other portions of the State -- no matter how they are assigned on the Concept Map -- should be protected from incompatible development to the extent feasible within the context of local planning and land use regulations.

#### Limited Growth Areas

Not all of the State is assigned to one of the preceding categories. Sizeable areas remain which meet the following criteria:

- relatively poor accessibility to existing commuter rail and highway facilities
- low-density development with limited public water supply and sewer services
- absence of large concentrations of prime agricultural lands located in semi-rural areas
- absence of concentrations of public open space and environmentally-sensitive land of statewide significance

Except for the older centers, most of the development in Limited Growth Areas has occurred at very low densities. To some extent, development has been curbed by natural features such as steep slopes which interfere with easy access and increase construction costs. Mostly, however, these areas have only scattered, low density development because other portions of the State are more accessible to markets and population centers.

It is neither desirable nor feasible to prohibit development in these areas. However, to support significant levels of new growth in such areas would require

major public investments in services and facilities and an energy-inefficient pattern of scattered development would be continued. In addition, there would be significant indirect costs due to the diversion of necessary investments and other assistance from urban areas.

Accordingly, Limited Growth Areas should be left to grow at their own moderate pace. Public resources should be targeted toward other areas where growth can be accommodated more readily. In this way, the needs of future generations -- for additional land to develop or to set aside for purposes which cannot now be anticipated -- are recognized. Areas which do not now appear to be necessary to accommodate projected population increases may become critically important resources for the New Jerseyans of the 21st century.

#### Summary

The Concept Map portrays the regions into which growth should be channeled, other areas which should be conserved for natural resource or agricultural uses, and spaces which should remain as a reserve for growth after the end of the century.

Such a plan envisions New Jersey as being composed of areas of sufficient size and contrast to have visually recognizable and functionally significant characteristics. At present, this quality exists to a considerable extent within the State, but continuing unguided growth will progressively blur the distinctions between urban-suburban and low density conservation areas. Unguided growth will result in continuing incursions into vital, irreplaceable natural resource areas and jeopardize the possibility of retaining agriculture as an economically viable activity in the State. It will also generate a demand for increasingly more expensive services, facilities and energy supplies, while reducing the range of development and conservation alternatives which future generations may exercise.

CHAPTER V  
IMPLEMENTATION

The legislation which authorized the Division of Planning to "promote programs to insure the orderly development of the State's physical assets by (among other things) preparing and maintaining a comprehensive guide plan... for the future improvement and development of the State..."\* did not provide directives regarding the content of such a plan, the extent to which other agencies and the general public were to be involved in its preparation, procedures for adoption and amendment, or means to guide its implementation. In the absence of specific statutory guidance and in response to ever increasing needs for policy coordination, implementation strategies have been developed for the Guide Plan. These uses involve the guidance of capital investments, legislative initiatives and program development efforts.

IMPLEMENTATION METHODS

The principal use for the Guide Plan is to provide direction for capital investment decisions. Major facilities -- highways and public transit systems, water supply and sewer installations, and open space acquisition -- have a significant impact on the direction of growth within the State. The capacities and locations of these facilities determine to a considerable extent how much growth will occur in various areas. Almost all municipalities, counties and regional entities utilize outside funding

\*N.J.S.A.13:1B-15.50 et seq.

requiring State and often federal approval and monies for major installations of this type. Many of the facilities funded totally by the State -- hospitals, colleges, institutions and other facilities -- also have an impact on development. Thus, long range planning of capital improvements, in agreement with an overall State development policy, is an effective way to influence growth patterns in the State.

The Guide Plan can also effect capital investment patterns by being reflected in the long-range plans of other departments. The policies and geographic delineations recommended in the Guide Plan are a response to concerns which transcend any one agency's responsibilities, and are a step in the direction of comprehensive coordinated state land use policies. The frame of reference it provides is designed both to guide and to reflect the responsibilities of state agencies whose actions influence the direction of growth in New Jersey.

Plans relating to energy, air quality, water quality and supply, transportation, economic development, solid waste, open space, the coastal zone and the Pinelands have been prepared or are underway at this time. Also, urban and rural strategies are currently being formulated. These separate activities are essential to identify problems and needs, and to bring the special skills of each agency to bear on the many different land use related concerns of State government.

However, these functional plans will only be coordinated if the broader perspectives such as those put forth in the Guide Plan are recognized. Through this mechanism, it is possible for each agency to consider the impact that its independent decisions may have on long range development. This kind of

coordination should minimize program conflicts such as building new highways through prime agricultural lands or assisting public facility construction in outlying areas while inner-city systems decay.

In turn, the Guide Plan and subsequent revisions seek to reflect the major findings and concerns of functional plans. At present, it is a general framework which provides guidance for some types of decisions, and a starting point for the integration and refinement of the state planning and budgeting process. It is also a framework within which regional and county plans have been and will continue to be coordinated to obtain consistency among plans.

#### Legislative Initiatives

Agreed upon state policies regarding conservation and development can also be used to highlight areas in which new legislation is needed to implement these policies. In recent years legislative acts, such as the Wetlands Act, the Floodplains Act, the Coastal Area Facility Review Act and the Pinelands Act, have strengthened conservation efforts considerably. Other acts, such as those which established the New Jersey Economic Development Authority and the New Jersey Housing Finance Agency, have broadened economic and housing opportunities.

The growing public concern about critical natural areas can be seen in the passage of those legislative acts designed to regulate development. The purpose of the Coastal Area Facility Review Act of 1973 is to guide growth so as to avoid adverse environmental impacts in the coastal zone. It authorized the State government to prepare a plan for coastal management and to regulate most proposed industrial uses, as well as residential developments of 25 units

or more. As noted previously, growth patterns generated by the State's Coastal Management Program have been incorporated within the Concept Map and the policies and regulations administered by the Department of Environmental Protection within the coastal zone constitute refinements of the policy recommendations of the Guide Plan.

Other legislation -- the Wetlands Act of 1970 and the Floodplains Act of 1972 -- also protect critical areas by providing that the State formulate guidelines, and map and regulate proposed development in these areas. A legislative action which should significantly affect land use patterns is the Pinelands Act of 1979. This act created a Pinelands Commission and charged it with developing a management plan for the area. The goal is to maintain the essential character of the Pinelands while accommodating regional growth in an orderly way.

The principal of regulatory control can also be applied to conserve other key resources of the State: reservoir and aquifer areas, riverbanks, inland wetlands and forest areas. Standards established for the Pine Barrens prohibit degradation of water quality and control development in the region. In the case of the Skylands, legislation has been proposed that would establish a regional system of controls over land use which would be used to retain the amenities that make the region unique.

Legislative initiatives may also be directed toward spurring development or redevelopment. The Hackensack Meadowlands Development Commission was created by legislation specifically concerned with regional land development. The Commission has the authority to create a land use plan and to control development in the area. Development in the Meadowlands is currently well underway.

The New Jersey Housing Finance Agency was created in 1967 to increase the production of lower cost housing in the State. This agency sells

bonds and uses the proceeds to make below-market-rate loans for housing construction or rehabilitation.

The New Jersey Mortgage Finance Agency was created by the Legislature in 1970 to increase the availability of mortgage and home improvement lending. The programs of this agency have contributed substantially to urban home ownership and the preservation of stable neighborhoods.

The Economic Development Authority was created in 1974 to arrange low-interest, long term financing for industrial and commercial projects. The programs of this agency have expanded job opportunities by providing assistance to businesses and industries, particularly those interested in locating in urban areas.

The State Uniform Construction Code Act was adopted in 1975. This act provides that the Department of Community Affairs promulgate regulations designed to foster conservation and rehabilitation practices, to expand housing opportunities and to authorize State enforcement in the absence of local action.

The Interlocal Services Act and the Interlocal Services Aid Act allow local governments to consolidate various services or to utilize joint administrative procedures. This act promotes revitalization by encouraging a regional approach to problems which often cause urban distress and decay.

Thus, legislative action may be used for a variety of purposes: to insure that valuable natural resources will be protected and to encourage development, as well as to conserve existing neighborhoods, facilities and employment opportunities. The Guide Plan's function with respect to legisla-

lation is one of indicating areas of concern where legislative initiative might be desirable. In particular, it can provide locational guidance so that the impacts of certain types of legislative proposals can be evaluated for their effect on State land use patterns, and other State actions can be targeted so that their objectives are more closely realized.

#### Program Development

State development and conservation policies can also be implemented through program development. There are many State programs in operation, with some more directly related to the physical improvement of the State than others. In recent years, the effective and innovative programs of the Green Acres Office of the Department of Environmental Protection, the New Jersey Housing Finance Agency, the New Jersey Mortgage Finance Agency and the Department of Community Affairs have improved housing conditions and strengthened neighborhoods and recreation facilities in New Jersey's cities.

The Department of Environmental Protection is improving the quality of urban areas by providing grants covering up to 90 percent of the cost of acquiring and developing regionally significant recreation areas in urban aid communities. The Department also administers the Green Acres bond issue, approved in 1978, which provided \$100 million to assist in acquiring and developing urban recreation areas. These programs significantly improve the attractiveness of New Jersey cities.

The Neighborhood Preservation Program, which was initiated in 1975, is currently operating in 36 municipalities. This program, administered by the Department of Community Affairs' Division of Housing, sets standards for the selection of neighborhoods, approves programs developed by the municipalities,

and monitors and evaluates the progress being made toward program objectives.

The New Jersey Economic Development Authority directs the Urban Industrial Park Development Program and can act as a developer in the acquisition, preparation and marketing of large tracts of land in urban areas. Industrial park projects are currently underway in Elizabeth and Jersey City.

The Safe and Clean Neighborhoods Program provides financial and technical assistance to neighborhoods suffering the effects of high crime rates and blighted conditions. Security is increased through the addition of walking patrolmen, and neighborhood appearance is improved through the construction or repair of recreation facilities, lighting, streets, curbs and sidewalks.

The Guide Plan, in its present form, does not provide enough detail to go from the plan to the development of a program. However, it helps identify existing and emerging needs that should be addressed and provides a framework within which the objectives and effects of particular programs can be assessed. This should help prevent inconsistencies among various State programs, as well as wasteful duplication. As mentioned earlier, incorporation of the guidelines of this plan into the planning activities of other State departments would insure that the Guide Plan premises with respect to growth and conservation were included not only in the long range planning of each agency, but in program development activities as well. Programs should complement, rather than duplicate or conflict, and the Guide Plan may facilitate the kind of coordination which is required.

The Plan may also be used in State review and comment activities with respect to applications for federal funds. Projects subject to "A-95 Review" are also considered by designated regional and county agencies. Since many of the projects funded by these programs influence growth patterns, the Guide Plan would provide

a consistent policy against which individual applications could be measured. This would thereby further statewide development and conservation objectives.

The Guide Plan may also be used to evaluate the suitability of major subdivision proposals (defined by the Municipal Land Use Law of 1975 as involving at least 500 housing units or 150 acres of land). This review provides a basis for assessing major development proposals in terms of statewide priorities and policies, and a process for sharing such assessments with the private sector and local governments concerned. It may also serve as a source of information regarding land development trends and private sector investment plans which may be useful in evaluating the Guide Plan.

#### Summary

Thus, by means of capital investment guidance, legislative actions and program development, state government can do much to guide future growth and conservation efforts in ways which will provide optimum benefits to the people of the State. The Guide Plan can be the first step in creating the comprehensive set of policies needed to insure complimentary and reinforcing efforts among the many State government activities that affect land use. This effort requires agreement about the future pattern of growth and conservation, and the direction governmental efforts should follow to attain those goals.

#### IMPLEMENTATION STRATEGY

The overall strategy of the Guide Plan is to attain a sharper focus in governmental efforts directed to urban, suburban and open space areas so that the proposed patterns of conservation and development can be realized. Public investments should be geared to the development and conservation objectives of the Guide Plan.

Implementing this strategy would require modification in current activities to attain a more equitable and desirable balance among activities directed toward urban revitalization, suburban concentration and open space conservation.

Within each of these areas different techniques are required to realize the goals of the Guide Plan. Methods which are appropriate for urban area revitalization -- downtown redevelopment and neighborhood preservation -- are neither needed nor suitable for many places within the Growth Areas. Public investments to improve and extend transportation, water and sewerage systems are common to all areas, but they are a principal tool in guiding development within the Growth Areas. Conservation measures -- acquisition and regulatory protection -- are suitable for preserving large-scale open space areas. The following sections present guidelines which are appropriate to each of these areas.

#### Urban Areas

Revitalizing older urban centers requires a substantial investment of both public and private monies to counteract years of decline. This requires efforts to conserve existing buildings and neighborhoods, to maintain support systems, to construct new buildings and facilities, and to acquire and develop recreation areas. Monies also have to be spent to ameliorate social and economic problems. A combination of assistance to improve both social and physical conditions is required if the cities are to be viable again. The recommendations in the Guide Plan, however, will be primarily concerned with the structural restoration and rebuilding of urban areas.

In spite of blight and abandonment in our cities, many sound neighborhoods, historic buildings and still usable facilities remain. These buildings may often need extensive renovations because of their age. However, structures of historical

value are irreplaceable and viable neighborhoods should be conserved and remain as a part of the urban fabric as a complement and contrast to new development.

Many urban neighborhoods still offer adequate, conveniently located housing. Some of these neighborhoods are being improved now, as there is increasing recognition of the potential value of urban housing. Many more neighborhoods are in need of renewed care and some of renovation and restoration. Revitalized, these neighborhoods can provide a diversity of housing choices in good environments.

Investment is also needed in the systems that sustain our cities -- the water supply, sewerage, transportation and solid waste collection and disposal systems. Often these systems have deteriorated from long years of use and are functioning inadequately. Another common problem is that the systems were either designed at a time when technology was not as advanced, or demand not as great, or both.

These facilities must be upgraded as needed if our cities are to be revitalized. An adequate water supply is essential. So, too, is proper sewage disposal. Further, a mass transit system which meets at least a minimum level of convenient service must be maintained. The problem of solid waste disposal, in conjunction with landfill and energy shortages, suggests the need for movement into resource recovery technologies.

The third major aspect of urban revitalization is new construction. A fairly substantial rebirth of the urban core seems to be required before faith is generated that a city has ceased to decline. Most capital investment in new office buildings will have to come from private monies with municipal guidance and planning. The State can contribute to the attractiveness of the center city by locating its own offices on downtown sites, through concerted efforts to upgrade urban services and facilities, and by encouraging neighborhood conservation

and economic development activities.

Due to the limitations on public resources, State investments must be viewed in terms of their potential effectiveness in encouraging private revitalization activities. Accordingly, government investments should stimulate private expenditures by providing the assurance that supportive efforts are going forward. Rehabilitation of a single home or building, for example, seldom has a significant and lasting effect unless it is part of a larger effort reinforced by changes in surrounding houses and the neighborhood. So government investments and programs should be structured to provide a framework that will encourage private investment.

Accordingly, the following guidelines are recommended:

Restore, rehabilitate and renovate aging residential, commercial and industrial areas.

Promote higher densities for infilling or redevelopment, if appropriate to the character of the area and the availability of facilities.

Improve the transportation network and service by integrating different modes of travel: rail and express buses, coordinated collection and distribution through feeder buses or park-n-ride facilities and local buses.

Give funding priority to the public transportation investments needed to sustain the economic functions of older urban areas and to provide alternatives to the private automobile.

Give funding priority to wastewater treatment facilities which need improvement and expansion in order to adequately serve urbanized areas.

Locate State office buildings in urban centers and accompany such development with appropriate payments in lieu of taxes to the municipality involved. Monitor the siting of federal facilities and encourage urban locations.

Growth Areas

New development in suburban areas should occur so as to create denser, more compact settlement patterns that will reduce the cost of supplying public facilities and increase the feasibility of public transit. Past patterns of suburban and exurban scattered development appear decreasingly feasible as energy costs continue to rise, and the provision of basic public facilities to serve such patterns has become increasingly expensive in capital as well as maintenance costs. Accordingly, new residential development should be designed to allow cost-effective services and reduce the inefficiencies of large lot, scattered growth. Such compact design and the containment of development not only reduces service costs, but also helps to protect agricultural and critical resource areas.

New growth should be located within and adjacent to existing developed areas in order to minimize public costs for infrastructure and service extensions. This would also increase the feasibility of public transportation, probably reduce trip distances, and, in turn, reduce New Jersey's dependence on imported oil. Excess sewerage capacity that exists in many suburban areas would also be more efficiently utilized.

The type of residential development greatly affects the quality of life. In the future we should strive for greater proximity between jobs, housing and public transit. Currently, the distance between places of employment and residences is frequently considerable. In many cases, locations which offer employment opportunities do not have an adequate range of housing to meet the needs of those who work in the area. This has resulted in an ultimately self-destructive division between affluent suburban areas and depressed inner cities.

This division must be lessened and more people given access to a greater choice of job and housing opportunities. Such a widening of opportunity would provide suburban dwellers and new residents with housing alternatives in cities as well as suburbs and help reduce the distance between places of residence and places of employment.

The quality of life is also affected by the mix and density of residential, commercial, industrial, recreational and other land uses. The availability of market, entertainment and personal service enterprises together in one area provides the advantages of concentrated diversity and reduces trip lengths and frequencies. High density areas of mixed uses also increase the feasibility of public transit, just as does increased densities in nearby residential areas.

The realization of a more compact and varied man-made environment is dependent on the policies and actions of all levels of government, as well as the activities of the private sector. Just as it took many years to achieve the present automobile dependent, low density suburban sprawl, so too will any shift to more concentrated settlements evolve gradually. The State can encourage this shift through capital investment decisions, particularly with respect to wastewater facilities and transportation improvements. In other areas, State functional planning activities and program development can be directed toward achieving a greater variety and choice of lifestyles, and a more economical provision of public services. The following guidelines are recommended for State actions.

Target public investments for new growth-inducing facilities to Growth Areas. However, provide such funding only where the density of future development will insure economical and efficient operation.

Encourage housing development in proximity to jobs, commercial areas and public transportation. Provide a variety of housing types so that households of varying sizes and incomes can find suitable housing.

Install and expand sewer systems only in locations where housing is at a density sufficient to insure economical extensions (at least two dwelling units per acre).

Correct pre-existing, on-site facility problems with non-structural techniques or capacities no greater than required to remedy the problem.

Limit road improvements to providing necessary links in nearly completed systems and correcting unsafe conditions.

Discourage residential development at densities in a range of less than two dwelling units per acre to 0.5 dwelling units per acre.

Locate major economic generators in urban areas, accessible by mass transit, and not in the sub-urban periphery.

### Conservation

Strategies to protect natural resource areas from environmental degradation and destruction involve the exercise of regulatory powers, fee simple purchase and the acquisition of conservation easements. In some situations natural resources can be sufficiently protected by controlling the type and location of development. However, where any development is considered undesirable, adequate protective measures may require the acquisition of land or conservation easements. These techniques of regulatory control and acquisition can be used in combination -- as in the coastal wetlands -- to achieve maximum protection within the constraints of existing development conditions and state financial limitations.

In addition to acquisitions and regulatory control, the withholding of major public investments for growth-inducing facilities would serve to deter development in natural resource regions. The Skylands, in particular, are presently undergoing severe development pressures as highways are extended into the area. Future public investments in roadway, water and sewer systems should not be so extensive as to constitute an additional impetus to growth.

While protecting natural resource areas from development by combinations of these techniques, activities should be directed toward developing their recreational potential. This is particularly true in the Skylands area because of the proximity of this region to the extensive suburban and urban development of northeastern New Jersey. The ridges, forests and streams of this region have great potential for recreational use, and also serve as a major water supply source. In order to attain the most extensive multi-recreational use of the entire Skyland area, there must be cooperation between federal, state and municipal interests.

These techniques of regulation and acquisition should be continued and expanded if we are to preserve the critical environmental regions in the State. The withholding of public investments within and near regions of special environmental and recreational value would also assist in deterring more development.

In addition to these large resource areas of statewide significance, there are critical environmental features of lesser size which should also be protected throughout the State. In most cases such natural features have not been mapped in the Guide Plan because of the scale and/or inadequate data. The conservation of critical environmental areas and the regulation of development are a concern of the Department of Environmental Protection as well as many municipalities and

counties. Such planning should incorporate, where appropriate, guidelines such as the following:

Restrict development in floodways in accordance with the State Floodplains Act of 1972, so as to minimize destruction of property by flooding.

Maintain buffers along the banks of streams, rivers and lakes to avoid accelerated sedimentation from bank erosion.

Strictly control development in areas of high ground water table, so as to reduce the possibility of groundwater pollution.

Carefully control development in principal aquifer recharge zones to reduce the potential for contamination of the potable water supply.

Carefully control development in headwater areas to minimize the risk of degrading downstream reaches.

Restrict development and other activities which would affect the ecological balance of freshwater or tidal wetlands.

Minimize soil erosion and sedimentation during development by compliance with the standards of the New Jersey Soil Erosion and Sediment Control Act.

Discourage development on steep slopes (12% or greater) especially when associated with soil properties and vegetative material that suggest instability and accelerated erosion if disturbed.

Avoid extensive clearing of forested areas or disruption of wildlife habitats.

Do not fund growth inducing facilities in designated Preservation Areas.

Limit highway construction to the level needed to correct unsafe conditions. The establishment or reestablishment of rail corridors, linking urban areas but transversing Conservation Areas, should not be prohibited if it can be assured that no new growth or development will result within the Conservation Area.

Correct existing, on-site facility problems through septage management techniques or through the construction of off-site sewerage of capacities no greater than required to remedy the problem.

Acquire open space areas designated in the State Comprehensive Outdoor Recreation Plan and county and municipal plans.

Strictly manage growth in areas designated for conservation protection by means of legislative requirements, standards and capital investment decisions.

### Agricultural Areas

Farmland located in suburbanizing areas is under great pressure for development because land values and tax rates rise with increasing development. The Farmland Assessment Act of 1964, which allows qualified properties to be assessed on the basis of their value as agricultural land, has moderated some of the tax pressure on farming by reducing tax costs. This program, however, is not effective in long term preservation. Farm properties are frequently sold when development pressures have become intense and the value of land has risen significantly. Additional methods of farmland preservation need to be developed, as current techniques are of limited utility in developing areas.

Similarly, the purchase of development easements to support agriculture was recently tested in a State program conducted in an agricultural area of Burlington County and was found to have serious limitations because of public expressions of concern regarding the high cost of development rights in suburbanizing locations. However, this approach, as well as the Transfer of Development Rights or Development Credits concepts, have had only limited use to date at any governmental level and can still be regarded as having largely untested potential.

One method that should be explored is the creation of agricultural districts. Such districts could be created at the initiative of residents of actively farmed areas who want to continue that use. The creation of a district would provide eligibility for tax reduction and exemption from certain government controls that hinder farm production.

The Agricultural Areas delineated in the Guide Plan are generally not under intense development pressures. There are other smaller areas of prime agricultural land, such as in central New Jersey, which are under such intensive development pressures that no State level mechanism can insure their preservation.

At present the best strategy for the Agricultural Areas is to refrain from public investment in growth-inducing facilities. Any investments in sewers and highways should be geared to present needs, but should not provide for or encourage any expansion into the countryside. Assistance to rural areas should also be geared to meet existing needs and not to encouraging growth.

Accordingly, the Guide Plan recommends:

Do not fund facilities in Agricultural Areas except at levels needed to meet existing health and safety problems or to support agricultural production.

Limit highway construction to the level needed to correct unsafe conditions. The establishment or reestablishment of rail corridors, linking urban areas but transversing Agricultural Areas, should not be prohibited if it can be assured that no new growth or development will result within the Agricultural Areas.

Correct existing, on-site facility problems through septage management techniques or through construction of off-site sewerage of capacities no greater than needed to remedy the problem.

Encourage food processing and marketing industries to operate in New Jersey in order to strengthen the profitability of agricultural production.

Have Rural Aid programs address existing needs and preclude investments in growth-inducing facilities.

Review the Farmland Assessment Act to consider ways to strengthen incentives for farmers to remain in agriculture.

Study the feasibility of legislation to allow the voluntary establishment of limited term agricultural districts.

#### Limited Growth

Potentially growth-inducing public investments in Limited Growth Areas should be made at the minimum level consistent with health, safety, general welfare and the expectation of moderate amounts of growth. Some regions within the Limited Growth Area are in need of sewer system installations or improvements. However, the capacities of these systems should be set at levels consistent with the policy of discouraging population expansion in these areas. Roadway improvements and extensions should also be kept at levels appropriate for limited growth.

The effect of this maintenance policy in the Limited Growth Areas, combined with growth investments in the Growth Areas, should be containment of suburban expansion and leap-frog development. It would assist efforts to improve conditions in the State's major cities and spur growth in the adjoining suburbs. The limited growth policy would also contribute to a pattern of development which makes greater use of existing public investments and more efficient use of limited energy.

Accordingly, the Guide Plan recommends that in Limited Growth Areas:

Scale additional public investments in growth-inducing facilities to meet existing needs and moderate in-filling in established centers, but do not provide for extensions into the surrounding countryside.

Correct existing on-site facility problems with septage management techniques or with the construction of off-site sewerage of capacities no greater than needed to remedy the problem.

Do not construct new highways or additional accesses to existing highways. The establishment or reestablishment of rail corridors, linking urban areas but transversing Limited Growth Areas, should not be prohibited if it can be assured that no new growth or development will result within the Limited Growth Area.

### Population Distribution

The policies which support stability in urban areas, growth in suburban areas and moderate growth in exurban areas have been expressed in policy projections for each county. These figures are shown in Table 4. The totally urbanized counties which are now declining in population -- Essex, Hudson and Union -- are targeted to remain at 1975 population levels except for an increase in Hudson resulting from expected growth in the Hackensack Meadowlands. Most population gains are expected to occur in the predominantly suburban counties -- Bergen, Morris, Passaic, Somerset, Middlesex and Monmouth in the New York metropolitan region; and Burlington, Camden, Gloucester and Mercer in the Philadelphia metropolitan area. Growth is also expected in the coastal counties of Ocean, Atlantic and Cape May. Relatively small increases are shown in the semi-rural counties of Hunterdon, Warren, Sussex, Salem and Cumberland.

These policy projections are a modification of the baseline projections produced by the Department of Labor and Industry. They incorporate the anticipated impacts of State policies on projected growth rates. The rationale for these changes is given in Appendix B. These policy figures were developed by an inter-departmental committee under the direction of the Governor's Office of Policy and Planning, and have been adopted by the Cabinet Committee on Development Policy and Projects. They are intended to be used for state planning purposes, so that departmental decisions affecting growth and conservation will be coordinated by the use of a single set of policy projections.

It is expected that these policy projections will be periodically revised as circumstances change, new information is gained and their impact is reviewed by local officials and interest groups. The basic tenets, however, should remain the same so long as the policies of urban revitalization and the

TABLE 4

POLICY PROJECTIONS

|                                       | <u>ESTIMATES 1975<sup>1</sup></u> | <u>POLICY PROJECTIONS 2000<sup>2</sup></u> |
|---------------------------------------|-----------------------------------|--|
| <u>New York Metropolitan Area</u>     |                                   |  |
| Bergen                                | 879,000                           | 980,000                                    |
| Essex                                 | 881,600                           | 881,600                                    |
| Hudson                                | 577,600                           | 610,000                                    |
| Morris                                | 395,000                           | 520,000                                    |
| Passaic                               | 468,800                           | 520,000                                    |
| Union                                 | 520,500                           | 520,500                                    |
| Total                                 | 3,722,600                         | 4,032,100                                  |
| <u>Central New Jersey</u>             |                                   |  |
| Middlesex                             | 594,000                           | 820,000                                    |
| Monmouth                              | 491,400                           | 620,000                                    |
| Somerset                              | 203,700                           | 280,000                                    |
| Total                                 | 1,289,100                         | 1,720,000                                  |
| <u>Philadelphia Metropolitan Area</u> |                                   |  |
| Burlington                            | 347,600                           | 460,900                                    |
| Camden                                | 475,600                           | 629,640                                    |
| Gloucester                            | 190,900                           | 277,022                                    |
| Mercer                                | 318,000                           | 410,400                                    |
| Total                                 | 1,332,100                         | 1,777,962                                  |
| <u>Southern New Jersey</u>            |                                   |  |
| Cumberland                            | 132,000                           | 172,600                                    |
| Salem                                 | 62,400                            | 72,100                                     |
| Total                                 | 194,400                           | 244,700                                    |
| <u>Coastal New Jersey</u>             |                                   |  |
| Atlantic                              | 187,900                           | 311,900                                    |
| Cape May                              | 72,300                            | 120,000                                    |
| Ocean                                 | 293,800                           | 487,700                                    |
| Total                                 | 554,000                           | 919,600                                    |
| <u>Western New Jersey</u>             |                                   |  |
| Hunterdon                             | 78,500                            | 107,700                                    |
| Sussex                                | 99,000                            | 164,300                                    |
| Warren                                | 80,000                            | 100,100                                    |
| Total                                 | 257,500                           | 372,100                                    |
| STATE TOTAL                           | 7,349,700                         | 9,066,462                                  |

<sup>1</sup>NJ Department of Labor & Industry, Population Estimates for New Jersey, July 1, 1976, March, 1978.

<sup>2</sup>SOURCE: Governor's Office of Policy & Planning

conservation of exurban lands remain valid.

Summary

Thus, the Guide Plan presents a general framework for guiding State capital investment. It should be regarded as the initial step in an effort to achieve a comprehensive, coordinated set of policies to guide decisions affecting land use. It is expected that the functional plans of other State agencies, in particular the Departments of Energy, Environmental Protection, Transportation and Community Affairs, and the Pinelands Commission will provide the refinements within the general framework. Similarly, the plans of regional, county and municipal agencies should provide progressively finer levels of detail. Since planning is a continuing process, it is expected that this Plan will again be revised to reflect relevant findings and recommendations of these other planning activities, local officials, interest groups and the public as they become available.

## CHAPTER VI

### RELATIONSHIP TO OTHER PLANS AND PROGRAMS

It must be emphasized that the Guide Plan presents only part -- the basic outline -- of what New Jersey should look like in the future. The important details of that picture are drawn from the studies, plans, regulations and activities of State agencies and governments at other levels.

Because these plans provide the refinements of State policy, efforts to extend the Guide Plan are concerned with seeing that the growth and conservation recommendations of the Guide Plan are reflected in the plans of State agencies, so that their activities will be supportive of the Guide Plan's objectives. Coordination activities among State agencies are also important to insure that the policies of the various State departments will be complementary, and funding decisions and programs will be moving in the same direction.

#### Plans of Other State Agencies

State-level plans focusing on such specific concerns as farmland retention, transportation, energy, water and air quality, outdoor recreation and coastal areas have been completed and provide important policies and recommendations which complement and refine the more general perspective of the Guide Plan. Other plans concerning water supply, solid waste and the Pinelands are now underway and will also influence the shape and content of State land use policy. These and other activities at the State level are essential elements which help define and extend the recommendations of the Guide Plan.

State level planning, for the most part, focuses on particular functional areas -- transportation, water quality, open space, educational services, etc.

and may be distinguished in terms of their effect on land use patterns. Some functional plans are essentially responsive to existing conditions. They identify existing needs and plan programs, capital construction and the provision of services in response to those needs. Education, social and health services, law enforcement and correctional functions are among these.

Other functional areas are more oriented toward emerging needs and bear directly on future land use patterns. They not only support existing development patterns and respond to identified needs, but they also positively or negatively influence the location of future development. Thus, transportation investments may improve existing systems so that higher levels of traffic may be safely accommodated and they may also induce new patterns of growth by providing access to formerly remote areas. Sewerage planning and investments, open space acquisitions, energy facility siting and coastal area regulations all influence growth patterns.

In the discussion which follows, plans and activities within this second category will be summarized, and the extent to which they appear to be consistent with the Guide Plan will be identified. It should be emphasized that the focus of this discussion is on the basic objectives and guiding policies expressed in available documents, not on the appropriateness of specific proposals.

#### Department of Agriculture

The Department of Agriculture is currently attempting to develop a land policy for New Jersey agriculture. Its purpose is to identify and initiate a set of farmland preservation policies which would make New Jersey agriculture a permanent and viable part of the State's economy by reducing the conversion of farmland to suburban development and also by improving the long-term investment potential in agriculture. The following are a number of land policy alternatives

being studied by the Department of Agriculture. They are consistent with the goals and recommendations of the State Development Guide Plan.

**Farmland Assessment.** This is a tax policy that benefits farmers by assessing farmland at agricultural use rather than at development potential, with penalties to discourage early conversion of land. This policy has been in operation since 1964 and amendments are being considered to make it more effective.

**Purchase of Development Easements.** This is a program of state government investments in the purchase of development easements on farmland as a means to prevent the conversion of farmland to development land uses. This method has been tested in New Jersey and is being evaluated.

**Comprehensive State Planning.** This involves the promotion of state policies which incorporate agriculture as a positive value. Such policies would encourage the maintenance of established communities rather than subsidizing development in the open countryside, and would try to limit new development so that agricultural operations are not impaired.

**Agricultural Land Use Regulations.** This approach involves the promotion of local policies which incorporate agriculture as a positive value. This includes promoting the "right to farm" concept which would permit and protect the privilege and rights of farmers to farm without undue or unreasonable restrictions, regulations or harassment.

**Development Density Transfers.** This is a land use mechanism to separate development from farming in a community. It involves incentives to developers who are permitted to build at higher densities on the condition that permanent farmland is secured elsewhere in the community. By severing development value from the land, this mechanism reduces farmland market values to a level low enough to be purchased for farming, while development can occur in appropriate locations.

**Agricultural Districts.** This involves the creation of broad areas in the State where agriculture would be the preferred land use. This method could provide the long-term stability necessary to encourage agricultural investment. It would also serve to target farmland retention efforts.

#### Department of Transportation

The Department of Transportation is currently developing a short- and long-range plan for surface passenger transportation. The goals and recommendations of this plan are consistent with the State Development Guide Plan. The transpor-

tation plan acknowledges the impact that the transportation system has had and can have on the social, economic and environmental aspects of the quality of life in the State. The plan stresses the need to improve existing facilities rather than to create new ones; the need to encourage a compact development pattern and to help make use of existing infrastructure and service systems and to conserve energy; the need to reduce the use of motor vehicles and to promote public transit; and the need to give priority to transportation investments which are vital to the economic development of older urban areas.

The following is a brief summarization of the goals set forth in the transportation plan:

- to provide the accessibility necessary for economic growth and social well-being
- to provide a transportation system which results in minimal environmental damage and social disruption
- to provide a transportation system which will promote the revitalization of older urban areas and discourage development in areas set aside for agriculture and conservation
- to encourage trip diversion from the automobile to mass transportation and to promote other more energy-efficient modes of transportation

Department of Environmental Protection

State Comprehensive Outdoor Recreation Plan (SCORP) and the Green Acres Program

The State Comprehensive Outdoor Recreation Plan (SCORP) was prepared to inventory existing public open space areas, to identify the demand for various

types of passive and active outdoor recreational activity and to determine the extent to which available recreational resources were adequate to satisfy the demand. The major findings of this plan are reflected in the methodology developed to assign priorities to proposals for open space acquisition and other forms of assistance through the State's Green Acres Program.

To evaluate proposed State acquisitions, the State Open Space Acquisition Priority System is applied, based on the following standards:

The potential of the site to satisfy recreation demands and needs identified in the SCORP

The statewide historical or social significance of buildings or districts to be preserved

The statewide significance of natural features such as habitats, plant and animal species or geologic features of the area

The proximity of the site to potential user groups and energy conserving forms of transportation

The probability that the site will be lost as an open space resource unless acquired

The probability that other controls -- zoning, easements, wetlands regulations -- would be effective alternatives to acquisition

The anticipated cost and difficulty of acquiring the site

The importance of the site in protecting or increasing the value of existing state open space and recreation facility investments

The vulnerability of the site to the detrimental impacts of activities beyond the site's limits

The anticipated costs of operating and maintaining the project

The potential of the projects to satisfy social goals such as education, research, and improved recreational opportunities for the handicapped and other special need groups

The availability of alternative sites in the area which would serve similar purposes

It should be noted that a separate priority system is used to evaluate proposals for acquisition or development by other government levels. This system is discussed in the Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Bond issues adopted in 1961, 1971, 1974 and 1978 provide the financial support for the Green Acres program. These funds are often used to provide the necessary commitment to qualify a project for federal funding. Portions of more recent bond issues have been earmarked for recreational development of acquired lands and for projects in urban areas. The basic thrust of the Green Acres program, the SCORP and the priority system used in evaluating projects are consistent with the State Development Guide Plan.

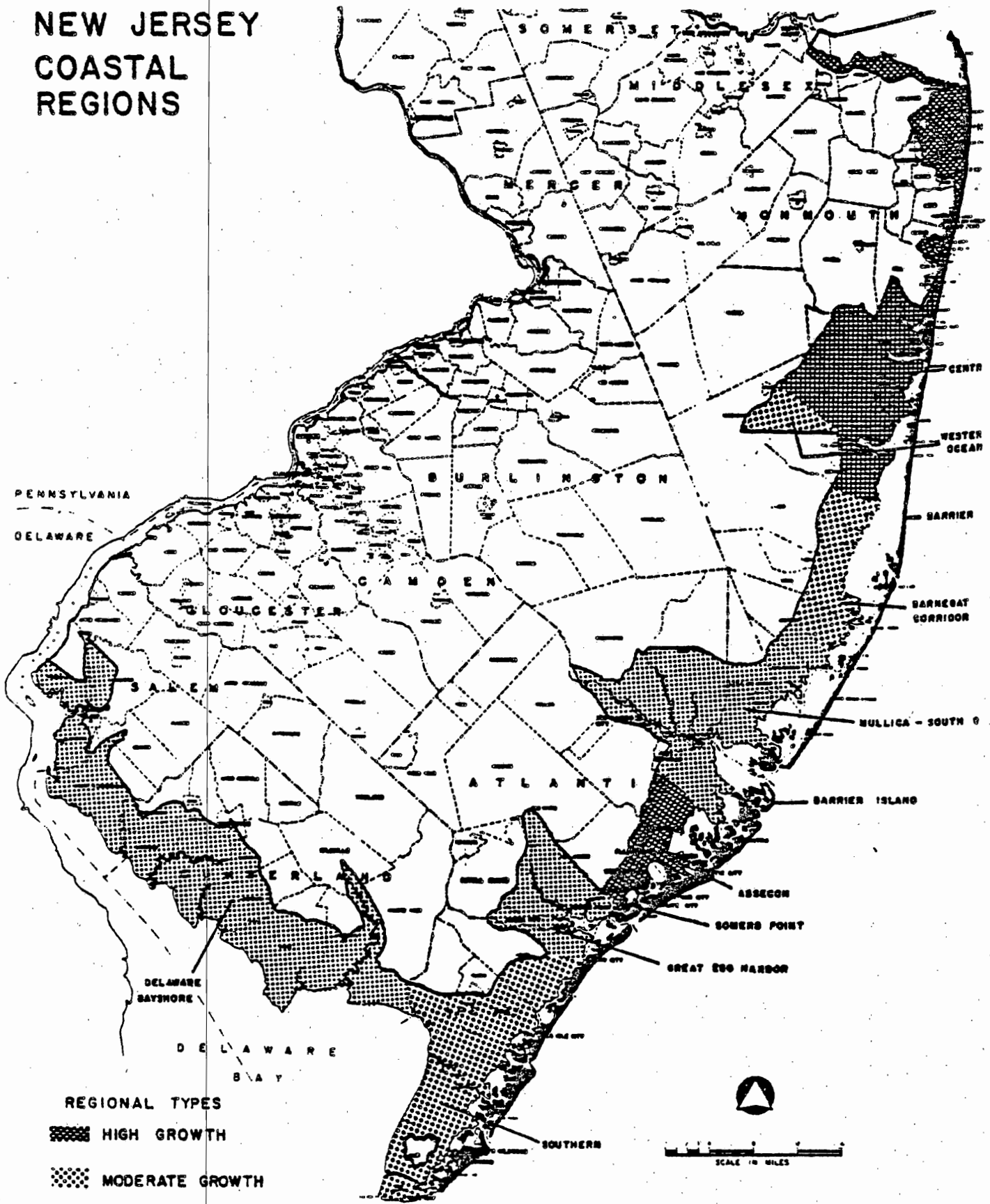
#### Coastal Zone Management

The Coastal Area Facility Review Act, adopted in 1973, authorized an expanded state planning and regulatory role along New Jersey's coast. Under the provisions of this act, most development proposals within the coastal area (See Map XIII) are required to have State, as well as, local approval. An extensive planning program for the area was authorized. In response to State statute and to federal coastal zone management programs, a series of studies, inventories and design criteria have been prepared and a strategy developed for enhancing the coastal area.

The basic objectives set forth in these materials include the following:






- to protect and enhance the coastal ecosystem
- to concentrate rather than disperse the pattern of coastal development and to encourage the preservation of open space
- to promote public access to the waterfront and at least one waterfront park in each waterfront municipality

# NEW JERSEY COASTAL REGIONS



PENNSYLVANIA  
DELAWARE

CENTR  
WESTER  
OCEAN  
BARRIER  
BARNEGAT  
CORRIDOR  
MULLICA - SOUTH O

- REGIONAL TYPES**
-  HIGH GROWTH
  -  MODERATE GROWTH
  -  LOW GROWTH
  -  BARRIER ISLAND
  -  OUTSIDE OF COASTAL ZONE



- to maintain active port and industrial facilities, and provide for necessary expansion in adjacent sites
- to maintain existing energy facilities, and to site additional facilities in a manner consistent with the policies of this plan
- to encourage residential, commercial and recreational mixed-use redevelopment of the developed waterfront

Map XIII also shows delineated growth areas for the area regulated under the Coastal Area Facility Review Act. Since the area delineations shown on Map XIII are supported by statute and are currently used by the Department of Environmental Protection in administering the State's regulatory program within the coastal area, they have been incorporated in the county discussions which follow.

The Department of Environmental Protection has completed a New Jersey Coastal Management Program which proposes to integrate the administration of existing State regulatory authority throughout New Jersey's coastal region, from the Hudson River to Cape May and up the Delaware River as far as Trenton. This authority is derived from the Wetlands Act, the Waterfront Development Law, Tidelands statutes, the Hackensack Meadowlands Reclamation and Development Act, as well as the Coastal Area Facilities Review Act. Adoption of this proposal would affect some 1,792 miles of tidal coastline. Hearings regarding this proposal are now being scheduled.

#### Wastewater Facilities Construction and Planning

The federal government provides grants for the construction of waste treatment works to control water pollution. The federal grant regulations indicate criteria for ranking proposed projects, as follows: (1) the severity of the pollution problem, (2) the magnitude of the existing population affected, and (3) the need for preserving high quality waters. The federal regulations encourage cost-effectiveness in the design of wastewater treatment works, and the avoidance of oversized capacities. Replacement or major rehabilitation of an existing sewer system may be approved only if cost-effective, and must result in a sewer system

design capacity equivalent only to that of the existing system, plus a reasonable amount for future growth. No award may be made for a new system unless it is determined that the bulk of the flow design capacity will be wastewaters originating from the community as it existed in 1972.

The New Jersey Department of Environmental Protection has instituted a priority system to rank water pollution control projects for federal funding. The overriding consideration of this system is to eliminate remaining primary discharges and ocean disposal of sewage sludge; the worse the condition, the higher the priority. Projects which use innovative or alternative technologies are also assigned high priority, whereas facilities to serve presently unsewered areas receive the lowest priority. The priority ranking for sewerage construction projects is as follows, from highest to lowest:

1. primary treatment discharges
2. ocean disposal of sludge
3. innovative/alternative technology projects
4. rehabilitation of sewerage systems that eliminate a sewage discharge
5. inadequate secondary discharges
6. rehabilitation of sewage systems
7. combined sewer overflow corrections projects
8. new sewage service areas

Additionally, major areawide wastewater management plans are being prepared throughout New Jersey under the provision of Section 208 of the federal Water Pollution Control Act. By law, these plans must include the following:

the identification of treatment works necessary to meet anticipated municipal and industrial waste treatment needs of the area over a twenty-year period

the establishment of construction priorities for treatment works and time schedules for their initiation and completion

the establishment of a regulatory program addressing the location and construction of any facilities which may result in any discharge, and pretreatment requirements of industrial and commercial waste dischargers

the identification of non-point sources of pollution and the adoption of procedures and methods to control such sources

The law further stipulates that after the areawide plan has been approved and a waste treatment management agency designated, only those projects submitted by the designated agency and consistent with the management plan can receive federal wastewater facility construction grants. Since the location and extent of sewerage investments are a significant factor influencing development patterns, basic consistency between the Guide Plan and areawide wastewater management plans is critical. This is reflected at the federal level in a Memorandum of Understanding between the Environmental Protection Agency and the Department of Housing and Urban Development. Coordination within New Jersey has been affected through liaison between the Department of Community Affairs, the Department of Environmental Protection, and other designated areawide planning agencies at the county and regional levels.

#### Air Quality

The federal Clean Air Act Amendments of 1977 required all states to submit revised State Implementation Plans (SIP) to the United States Environmental Protection Agency (USEPA) for approval by January 1, 1979. On December 20, 1979, a SIP for New Jersey was submitted to USEPA. The SIP is concerned with the

attainment and maintenance of National Ambient Air Quality Standards (NAAQS) for ozone and carbon monoxide and the secondary NAAQS for particulates. The means for attaining these standards include:

- New regulations of industrial emissions of volatile organic substances which contribute to the formation of ozone
- A federal program to reduce emissions from new motor vehicles
- The state inspection and maintenance program for motor vehicles
- Measures to reduce pollution from New Jersey vehicular traffic including: improvements in the transit system and in motor vehicle traffic flow, and incentives for the use of mass transit, carpooling and vanpooling
- Measures to reduce fugitive dust (dust generated by unpaved surfaces, construction and demolition activities, storage piles, street traffic and fugitive emissions from industrial plants as distinguished from stack emissions now subject to control)

An important part of the State's effort to improve air quality is reflected in both the SIP and the State Development Guide Plan. Both place considerable emphasis on reducing commutation distances and volumes through increased use of public transit and through the encouragement of a more concentrated development pattern, marked by closer proximity of jobs and housing and development densities which can be efficiently served by some form of public transportation. This perspective is common to both plans.

Department of Energy

The New Jersey Department of Energy Master Plan identifies three long-range energy policy goals:

- to assure uninterrupted energy supplies to all residential, commercial, utility and industrial users in New Jersey
- to promote economic growth while safeguarding environmental quality
- to encourage the lowest possible energy cost consistent with the conservation and efficient use of energy

These goals involve the development of strategies to conserve energy, to reduce the State's foreign and out-of-state energy imports, and to begin the development of native energy resources, such as solar, solid waste, wind, geothermal heat, low capacity hydroelectric, and biomass. The Department of Energy also recommends that transportation policy emphasize extensive mass transit improvements, increased auto occupancy and other means to achieve greater energy-efficiency, and energy conservation in transportation capital investment.

The Department of Energy has developed policies for the siting of future energy facilities. These policies emphasize the consideration of the need for such facilities, and whether no better technology or locational alternatives exist.

The New Jersey Department of Energy Master Plan is quite consistent with the State Development Guide Plan. The Department of Energy supports the concept of directed growth and endorses the consideration of the developmental impact of public investment decisions. The Department of Energy intends to incorporate land use considerations into its review procedures, particularly with regard to the energy efficiency of the expected pattern of land development.

In addition to the plans and programs discussed above, there are other functional plans being formulated by State agencies which will further augment the Guide Plan. These include the Water Supply Master Plan and the Pinelands Management

Plan. Further, all plans are subject to periodic evaluation and revision and the task of coordinating the statewide, long-range recommendations of the Guide Plan with functional plans is a continuous process. In addition to influencing the recommendations of such plans, it is also anticipated that the Guide Plan will also be influenced by the conclusions and imperatives such plans present.

#### Regional and County Plans

Regional and County plans and the local concerns they reflect are also important influences on land use. These planning activities have the potential to provide greater levels of detail to the Concept Map as well as to reinforce State policies. Regional and particularly county planning activities work in greater detail with smaller areas than does State planning, and so are able to do more refined mapping with respect to growth and conservation areas. In addition, counties are more aware of local concerns, municipal regulations and private market activities and so manage to achieve in their plans a necessary blend between the ideal and the actual.

Both in preparing the preliminary draft of the Guide Plan and since its publication, regional and county planning agencies provided information and many useful suggestions which are reflected in this draft. Efforts have been undertaken, and are continuing, to examine the Guide Plan in relation to regional and county plans. Where substantial agreement is found among the

plans compared, those plans are considered as appropriate refinements of the Guide Plan.

In the following sections of this chapter, regional plans will be summarized, the plan comparison process undertaken thus far will be described and the relationship between the Guide Plan and regional and county plans will be discussed.

### Regional Plans

Two regional planning commissions serve much of New Jersey's developed areas. The Tri-State Regional Planning Commission (Tri-State) includes within its jurisdiction, along with portions of New York and Connecticut, the following New Jersey counties: Hudson, Bergen, Passaic, Union, Monmouth, Somerset, Middlesex, Morris and Essex. The Delaware Valley Regional Planning Commission (DVRPC) is centered in Philadelphia and includes the New Jersey counties of Burlington, Camden, Gloucester and Mercer within its planning area. Both agencies are directed by boards on which representatives of the Governor's office and the Departments of Transportation and Community Affairs serve as voting members.

Since the preliminary draft of the Guide Plan was published, both of these regional agencies have prepared and adopted land use plans for their regions. The major findings and recommendations of these plans are summarized below. In both cases, liaison between regional planning staffs and their counterparts at the state level was maintained throughout the plan preparation process and the resulting plans are essentially consistent with the State Development Guide Plan.

The DVRPC Year 2000 Plan

The Year 2000 Plan consists of a Statement of Goals and Objectives and a future land use map which indicates where future growth should be encouraged in the region and where conservation and agricultural activities should predominate. Although the DVRPC land use map is more detailed, the categories shown are similar to those on the Guide Plan Concept Map:

| <u>DVRPC Land Use Categories</u>                         | <u>Guide Plan Concept Map Categories</u> |
|--|--|
| Growth Areas   | Growth Areas                             |
| Proposed Open Space Preservation and Conservation Areas* | Pinelands Areas                          |
| Proposed Agricultural Preservation Areas                 | Conservation Areas                       |
| Areas Not Developed by 2000                              | Agricultural Areas                       |
| Metropolitan Center                                      | Limited Growth Areas                     |
| Regional Center  | Urban Aid Municipalities                 |
| Subregional Center                                       |  |

\*Since the DVRPC map was prepared prior to adoption of legislation in New Jersey delineating the Pinelands region for planning purposes, that region is not shown on the DVRPC map explicitly. However, much of the Pinelands region is assigned on the DVRPC map to conservation or agricultural categories.

The Plan map reflects population and employment targets established by the Commission and policy goals and objectives including the following:

Concentrate the region's growth in areas of existing development and in designated growth areas

Concentrate appropriate activities in designated regional centers and minimize the development of new centers

Encourage energy efficiency

Increase public and private investment in deteriorating communities, while encouraging the maintenance of sound communities

Minimize population increases in rural areas and concentrate growth which does occur within existing rural centers

Maintain agriculture as a viable activity by retaining prime agricultural soils and by strengthening agricultural service and marketing systems

Increase natural resource areas dedicated to permanent open space

Protect wetlands, floodplains, stream corridors and unique natural areas

Acquire some 178,000 additional acres of land to serve regional, sub-regional and local recreational needs by the year 2000

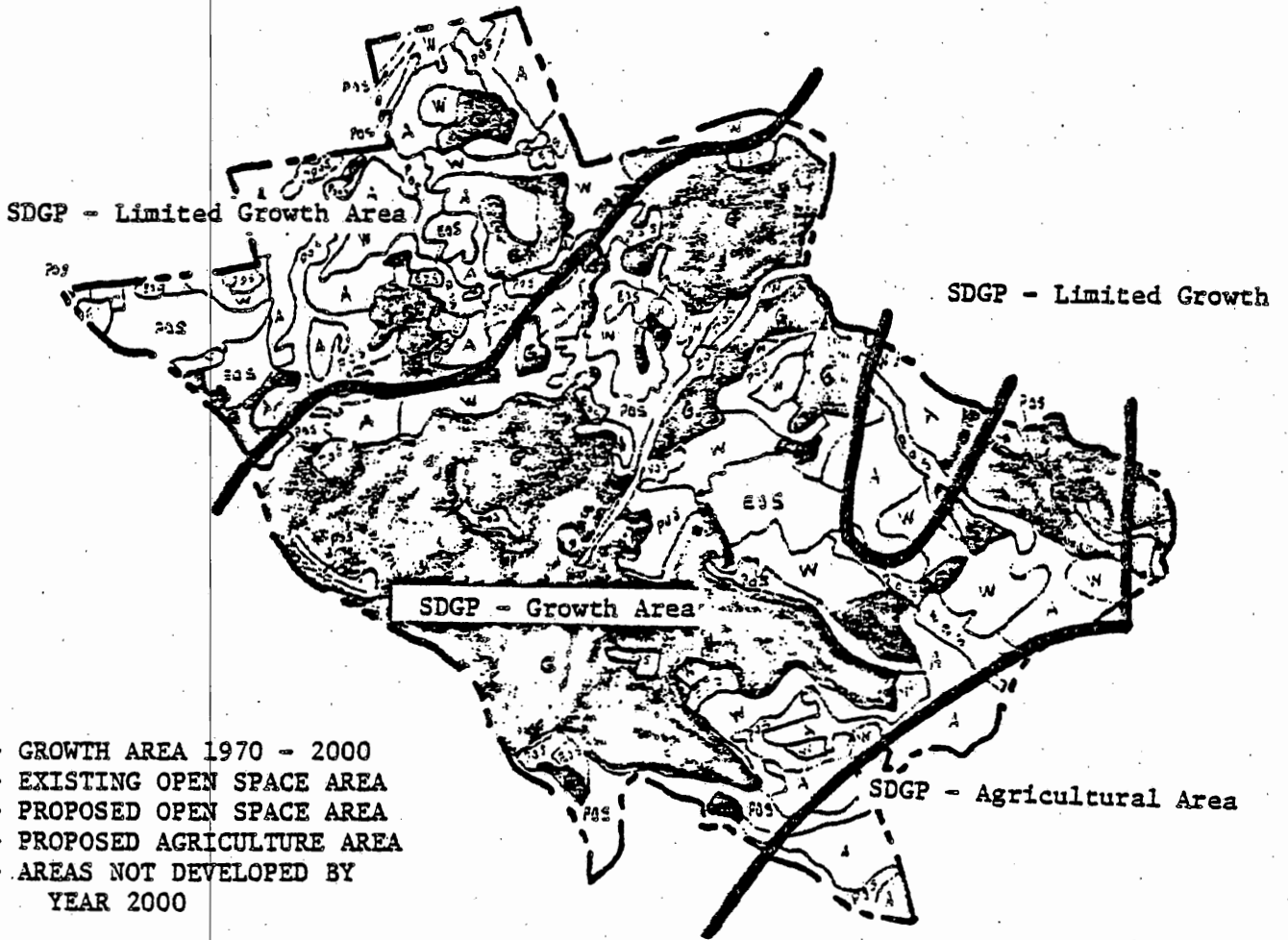
The population targets proposed by the Commission for the New Jersey portion of the region were adopted by New Jersey and the emphasis of the Year 2000 Plan on concentrating development within and adjacent to developed areas coincides with the perspective of the State Development Guide Plan. The DVRPC's support of continued agricultural uses, natural areas conservation and urban revitalization are also in line with Guide Plan recommendations.


Allowing for differences in scale, there is also a high degree of consistency between the DVRPC Plan map and the Guide Plan Concept Map. The greater precision of the DVRPC Plan map in most cases constitutes a refinement of the Guide Plan's Concept Map. For example, as the following map of Mercer County indicates, the DVRPC Plan map recommends that most of the County's future growth should occur within the Growth Area shown on the Guide Plan Concept Map and agricultural and other rural patterns should predominate in areas depicted by the Concept Map as Agricultural or Limited Growth Areas. However, the DVRPC map also identifies local conservation and open space areas within the County's growth pattern and some further development within the predominantly rural portions of the county.

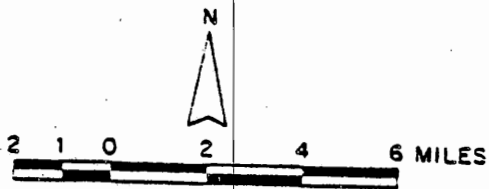
The same kind of detail, as well as comparable degrees of consistency with the Guide Plan, characterizes DVRPC maps of the three other New Jersey counties in the region. Currently, the Commission is preparing an implementation study which will suggest how the recommendations of the Year 2000 Plan may be realized. Revisions and amendments to the Plan will also be offered

# MERCER COUNTY

## DVRPC YEAR 2000 PLAN AND STATE DEVELOPMENT GUIDE PLAN



-  - GROWTH AREA 1970 - 2000
- EOP - EXISTING OPEN SPACE AREA
- POS - PROPOSED OPEN SPACE AREA
- A - PROPOSED AGRICULTURE AREA
- W - AREAS NOT DEVELOPED BY YEAR 2000



in the future. Through its membership on the DVRPC board and through staff participation at the technical level, the State is well situated to influence the shape and content of the Commission's activities and to facilitate coordination with the counties and major cities of the DVRPC region.

#### The Tri-State Regional Development Guide

The Regional Development Guide (RDG) consists of a text which articulates both goals and policies, and a future land use map organized on a square mile grid system. This map indicates the densities at which future development should be undertaken.

The Regional Development Guide and the State Development Guide Plan (SDGP) have been compared with each other within the context of plan coordination meetings with nine counties. This process provided an opportunity to thoroughly explore the similarities and differences between the plans. They were compared in urban, suburban and rural areas with county planners evaluating their own policies in relation to the RDG and the SDGP.

The broad policies of both plans are similar. However, the RDG is more detailed. It contains maps which show incremental density ranges for each square mile, it has an extensive classification and designation of economic centers, and employment and housing unit targets are provided in addition to population targets. This detailing of the broad policies in the RDG sometimes indicated differences in approach and/or expectations than the SDGP that were not apparent at a more general level of plan comparison. These inconsistencies will be discussed following a discussion of the similarities between the broad policies of the two plans.

Each plan promotes concentration of growth, stressing that future development should occur adjacent to already developed areas and as infill in mostly settled areas. Accordingly, each plan recognizes the public and private costs of sprawl, and promotes a land use pattern that would encourage efficient use of capital investments for facilities such as sewers and highways. Discouraging present trends toward scattered development in suburban and exurban areas is also seen as a way to conserve energy usage.

Corollary to the objective of concentrating growth is the conservation of environmentally critical lands. Each plan recognizes the importance of protecting irreplaceable natural resources from uncontrolled development. Steep slopes, wetlands and water supply areas are among the environmental factors recommended for protection. Open space of a special nature -- agricultural lands -- is also recognized.

Each plan also supports the revitalization of urban areas. This objective is stressed for both social and economic reasons. Improvement of urban areas would raise the living conditions of city dwellers and make cities competitive with suburban areas, thereby providing a greater choice of lifestyles. At the same time, existing capital investments would continue to be utilized, and the effectiveness of public services could be enhanced.

Related to urban revitalization, but of a broader nature, is the policy of balancing dwellings, jobs and services. A better balance of jobs and housing than presently exists would provide more locational choice. Implicit in that ability is greater equality of opportunity and a wider choice of housing types and lifestyles. Additionally, any shortening of the journey to work would reduce energy usage.

There is a difference in philosophy regarding the distribution of population. The RDG calls for a reversal of the movement away from urban areas and supports

reconcentrated development. The Guide Plan suggests that population stability is the most reasonable expectation for the intensively developed areas that are now experiencing declines. This policy difference is particularly apparent in the RDG population targets for Union and Essex counties which are substantially higher than the New Jersey population targets for these counties.

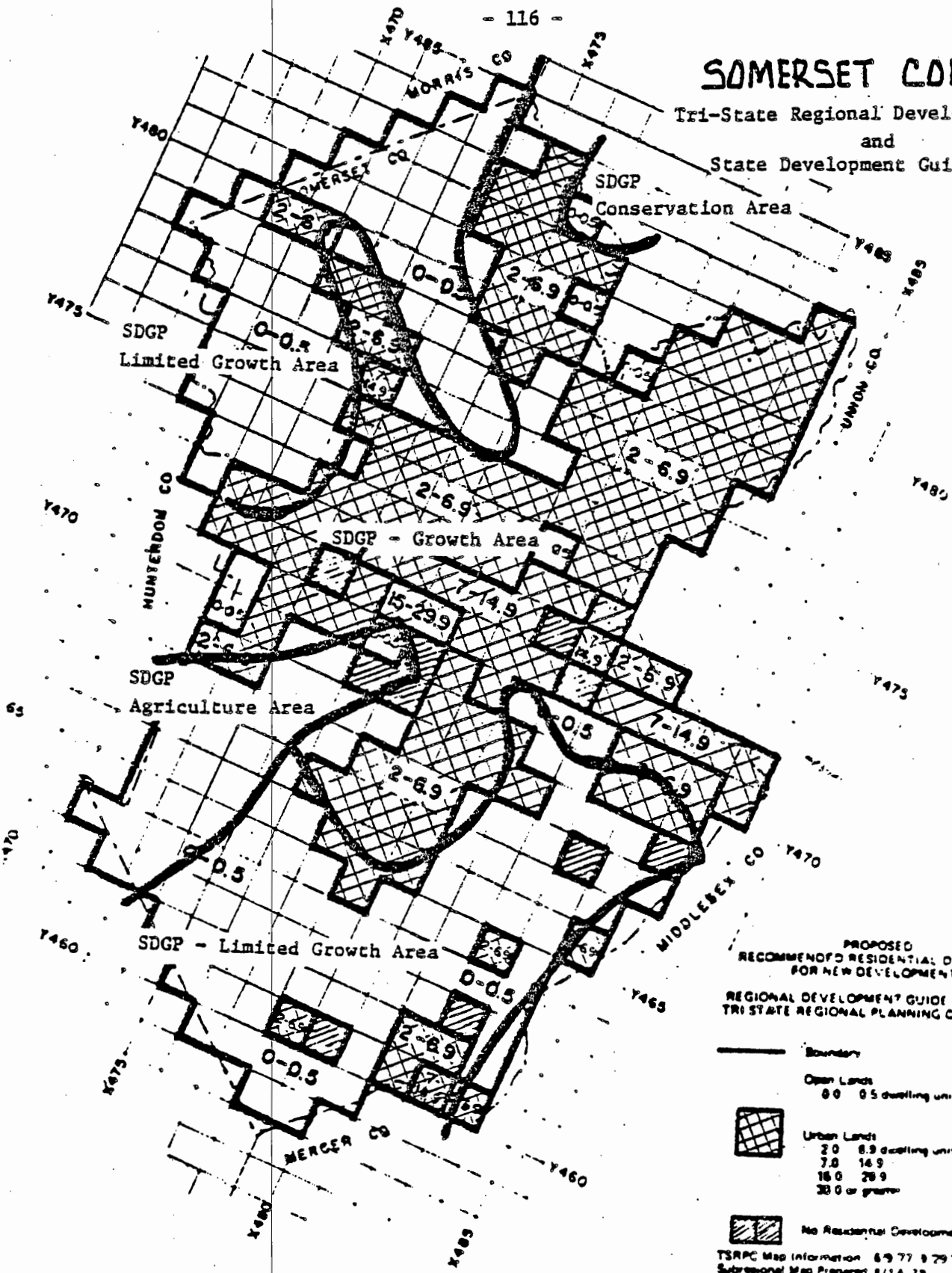
These targets are now being reviewed by the New Jersey Departments of Community Affairs and Environmental Protection and Tri-State in a joint study to quantify the revised maps agreed to in the plan coordination activities. Recommendations for revising the RDG and New Jersey planning targets will probably be made as a result of this study.

One difference between the two plans is that the RDG designates centers based on the amount and ratio of non-residential floor space per square mile. The SDGP designations are made on the basis of the need criteria used for Urban Aid targeting.

As a result of the recommendations made during plan coordination meetings and subsequent revisions made to both the RDG map and the Guide Plan Concept Map, the RDG map can be regarded as the next level of mapping detail. As can be seen in the map for Somerset County (Map XV), which shows the RDG grid plan, some areas within the Growth Area have been designated for development at various density ranges and other areas have been recommended to remain as open lands. The difference is that on the RDG maps, urban grids occur occasionally in areas that are predominantly Open Lands. In some instances these urban grids reflect Tri-State's small center designations; in others they indicate an existing cluster of development. The SDGP mapping is not comparably detailed, nor does it include center designations. Lest this difference in mapping lead to misinterpretations, the correspondence of associated policies should be made clear. The RDG policy is that open land areas may contain small

# SOMERSET COUNTY

Tri-State Regional Development Guide  
and  
State Development Guide Plan



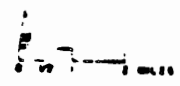
PROPOSED  
RECOMMENDED RESIDENTIAL DENSITIES  
FOR NEW DEVELOPMENTS

REGIONAL DEVELOPMENT GUIDE 1977  
TRI-STATE REGIONAL PLANNING COMMISSION

- Boundary
- Open Lands  
0.0 0.5 dwelling units per net acre
- Urban Lands  
2.0 6.9 dwelling units per net acre  
7.0 14.9  
16.0 29.9  
30.0 or greater
- ▨ No Residential Development

TSRPC Map Information 69 77 9 29 77 1 12 78 6 14 76  
Subregional Map Prepared 8/14 78

MICROGRAPHIC COORDINATES PREPARED BY  
TRI-STATE REGIONAL PLANNING COMMISSION



clusters of development; expansion around them into open lands is not intended, but in-fill within them at existing densities is appropriate.

The Guide Plan also supports the maintenance of concentrated centers of development in rural areas, although the Concept Map (Map XI) does not pinpoint the location of such centers, and recognizes that public investments may be needed to correct existing problems or deficiencies within them. It also recommends that such investment should not be designed to encourage additional growth, but should only be adequate to serve existing needs.

Thus, in the New York and Philadelphia metropolitan regions, the Tri-State and DVRPC plans function as the next, more detailed level of planning that supplements the Concept Map and the Guide Plan. The policies expressed in the two regional plans for urban revitalization, growth concentration, and preservation of environmentally critical areas also reinforce the Guide Plan.

#### County Plans

The assessment of the validity of the regional plans relied heavily on the plans and evaluations of the county planning agencies. A formal procedure of plan comparison was followed in the Tri-State region. Policies and maps were compared for consistencies and inconsistencies and the findings were recorded. Most inconsistencies have since been resolved by revisions. The highlights of these findings are discussed on a county-by-county basis in the following section.

An inventory and evaluation of sewerage treatment facilities was undertaken in addition to the plan comparison activities. This study indicates the condition of existing sewerage and treatment facilities as well as the approved proposals for further sewerage construction. This information was used in the plan coordination process as one factor in evaluating whether specific areas were suitable for development. The results of the sewer study are also discussed in the following section.

Tri-State Region

Bergen County

Bergen County is largely developed. County planning concerns now focus on strengthening existing centers, such as Hackensack, by encouraging additional development; on revitalizing older centers; on improving services, particularly mass transit; and on conserving the small amount of environmentally-sensitive land which remains.

The State Development Guide Plan classifies all of Bergen County as a Growth Area except for a portion of the County within the Skylands (Map XVI). Similarly, the Regional Development Guide classifies almost all of the County at urban densities.

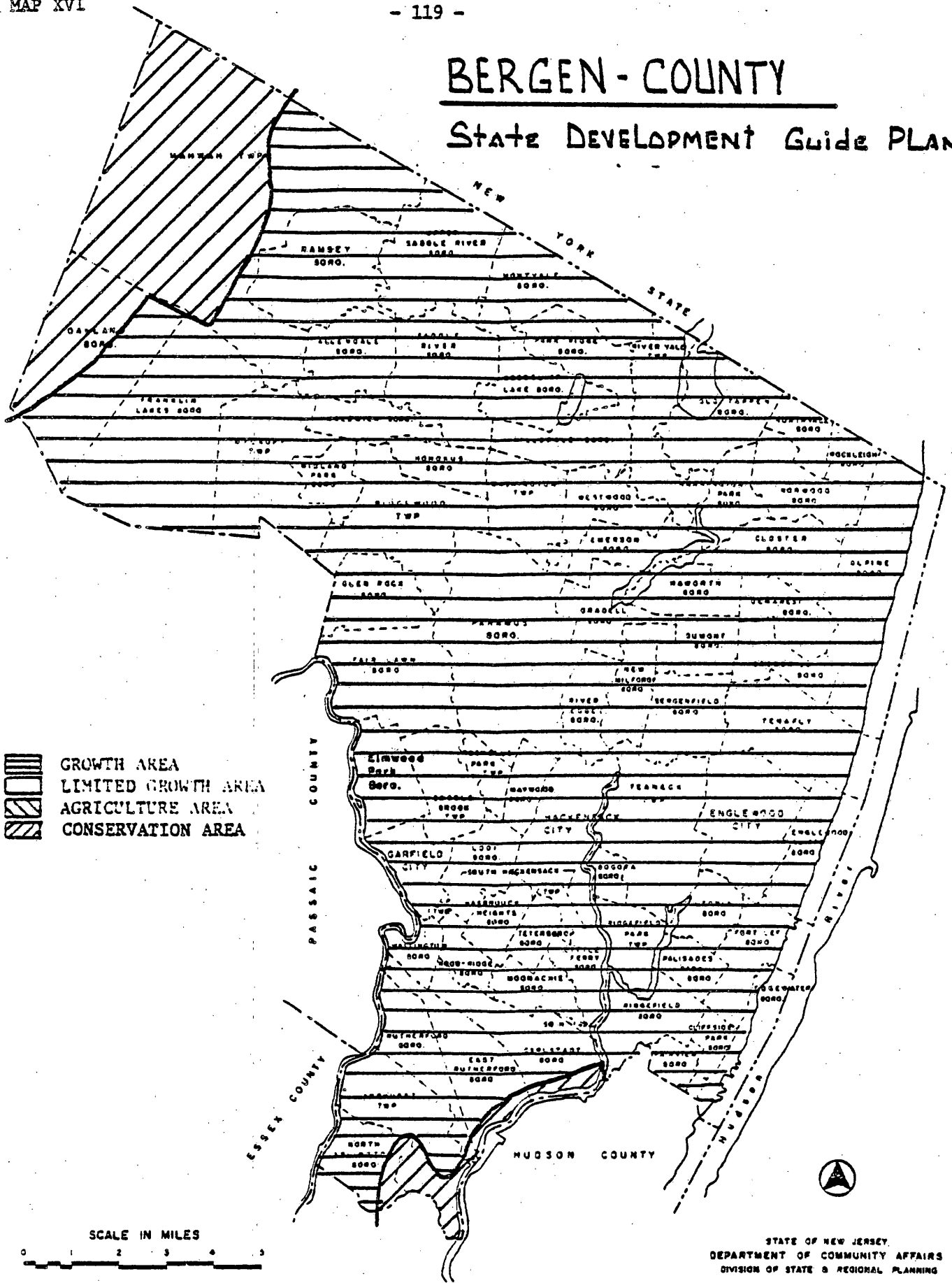
Recent development in the northern part of Bergen County has occurred at lower densities than recommended in the Guide Plan or the Regional Development Guide, and it is anticipated that the remaining northern tracts will also be developed at these lower densities. This situation conflicts with regional and State policies for funding sewers, but is really a moot point since much of the necessary infrastructure is already in place.

Most of Bergen County is sewered and all of these existing facilities are located in the region designated as a Growth Area. Those areas currently having sewerage problems are located along the Passaic River near the County's southwestern boundary and future investments will be required to support further growth.

A final issue relates to the County population target. County planners regard the State population target as too low because they expect greater growth in the Meadowlands than anticipated by the State.

# BERGEN-COUNTY

## State Development Guide Plan



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING

Essex County

Most of Essex County is intensively developed except for a portion which is within the Hackensack Meadowlands District. Several of the municipalities, Newark in particular, have been suffering declines. County policy stresses the rehabilitation and economic development of older centers. Any development should contribute to the revitalization of older cities and contribute to an efficient and coordinated integration of land uses. Improvements in mass transit and infrastructure are associated concerns.

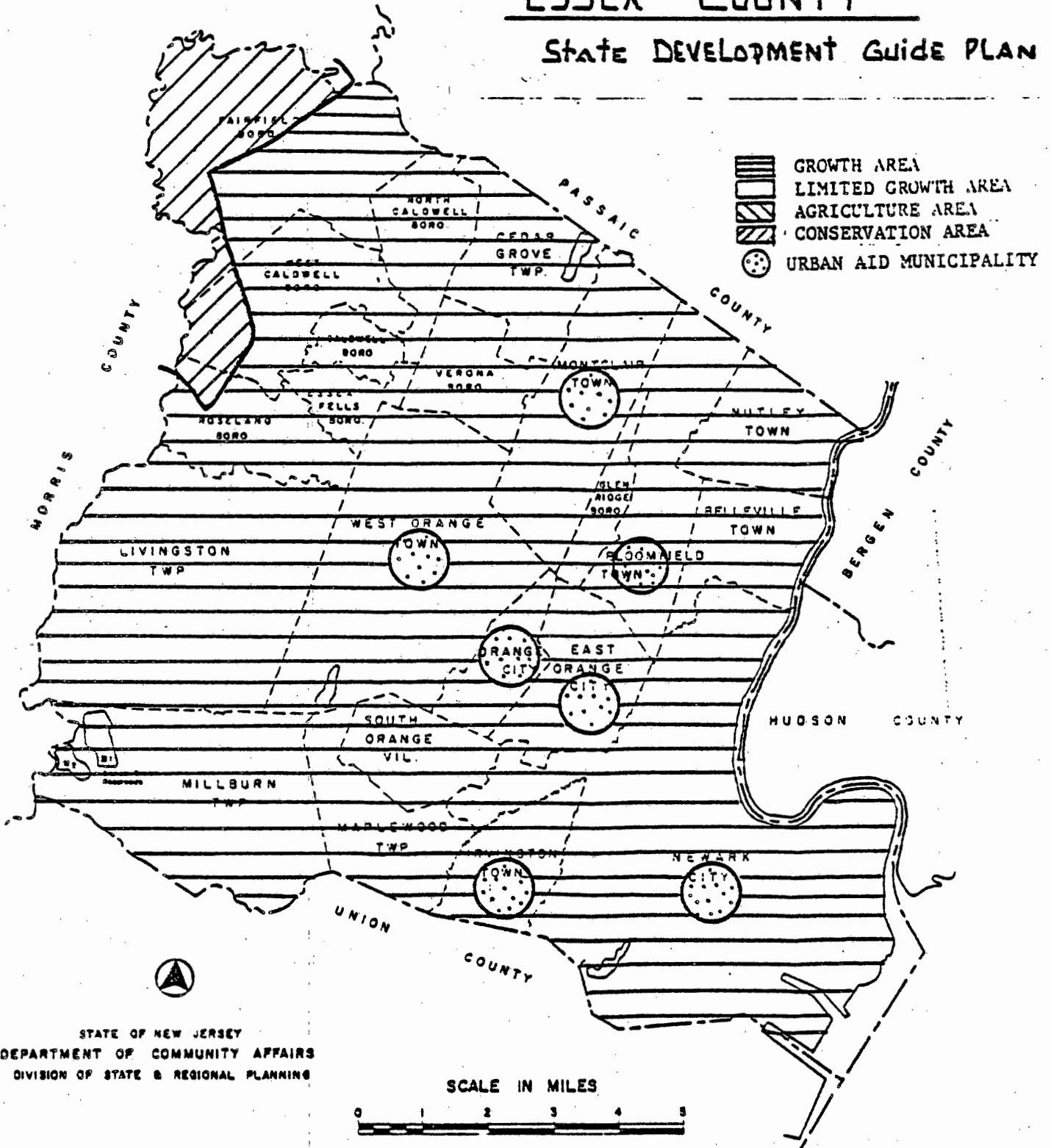
All of Essex County, except for an environmentally-sensitive area in the northwest, is designated as a Growth Area in the Guide Plan (Map XVII). Within this area several cities are eligible for Urban Aid: Newark, East Orange, Orange, West Orange, Irvington, Bloomfield and Montclair. The Regional Development Guide recommends a variety of urban densities for new development and redevelopment except for an area of open land in the northwest. These densities represent County expectations as to future development densities.

All municipalities in the County are served by sewage treatment facilities. Eight municipalities are using a facility that is functioning at about its design capacity. A plant is under construction to correct that problem. Infiltration and inflow is another major problem that effects most of the County's collection systems and treatment facilities.

Discussions with the County indicated the need for a more clearly defined urban strategy.

# ESSEX - COUNTY

## State Development Guide Plan



Hudson County

Hudson County is intensively urbanized and most of the older cities along the Hudson River are in a state of decline. The Hudson River Waterfront Study, Planning and Development Commission was established by Executive Order to suggest possible legislation to improve the waterfronts in Hudson and Bergen Counties. Hudson County would like to see a reversal of present trends and the migration of population and employment back to declining urban areas. Present efforts are directed to the maintenance of services, the rehabilitation and renewal of the older urban areas and the revitalization of central business districts. Improvements are also needed in mass transit as well as renovations to other aspects of the infrastructure.

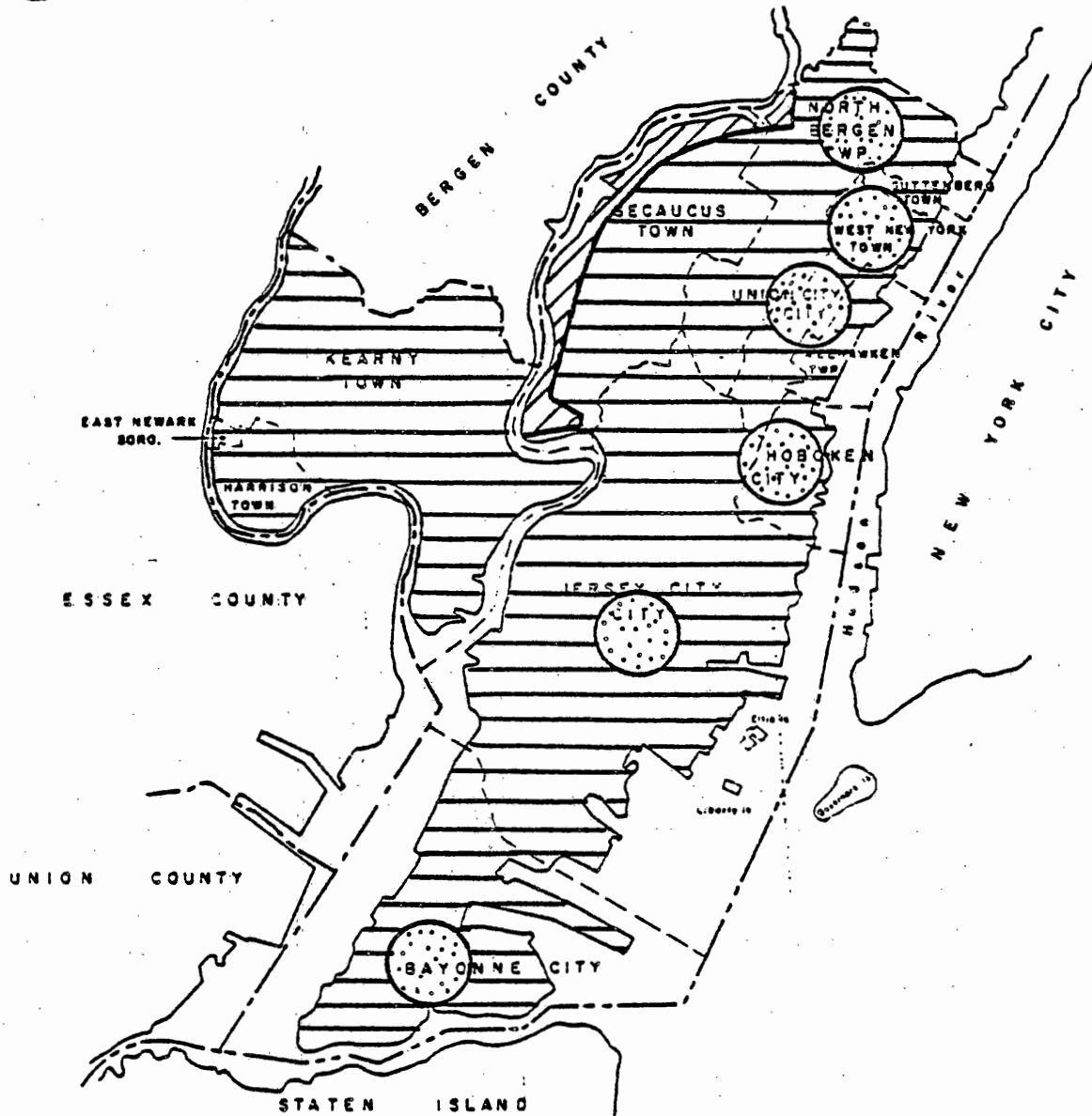
Because of the intensive development, all of the County has been designated as a Growth Area. Several municipalities are eligible for Urban Aid: Jersey City, Bayonne, Hoboken, Union City, West New York and North Bergen. The Regional Development Guide shows a variety of densities which are consistent with County expectations for future development.






Except for the Meadowlands Area, all of the municipalities are served by sewage treatment facilities. Only primary treatment is given at most of the sewage treatment plants which are also experiencing serious inflow and infiltration problems as a result of combined sanitary and storm sewers. Plans are underway to extend service to the Meadowlands District.

The discussions with Hudson County indicated the need for a more clearly defined urban policy.

# HUDSON COUNTY

## State Development Guide PLAN



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  URBAN AID MUNICIPALITY

SCALE IN MILES



STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF STATE & REGIONAL PLANNING

Middlesex County

Parts of the northern portion of Middlesex County are intensively urbanized. Suburban development has occurred in the central areas and in some locations in the largely open southern portion. County policy recommends that new development occur adjacent to existing development and infrastructure and/or at selected new growth nodes. Older cities should be strengthened and revitalized. Critical environmental areas and farmland should be conserved.

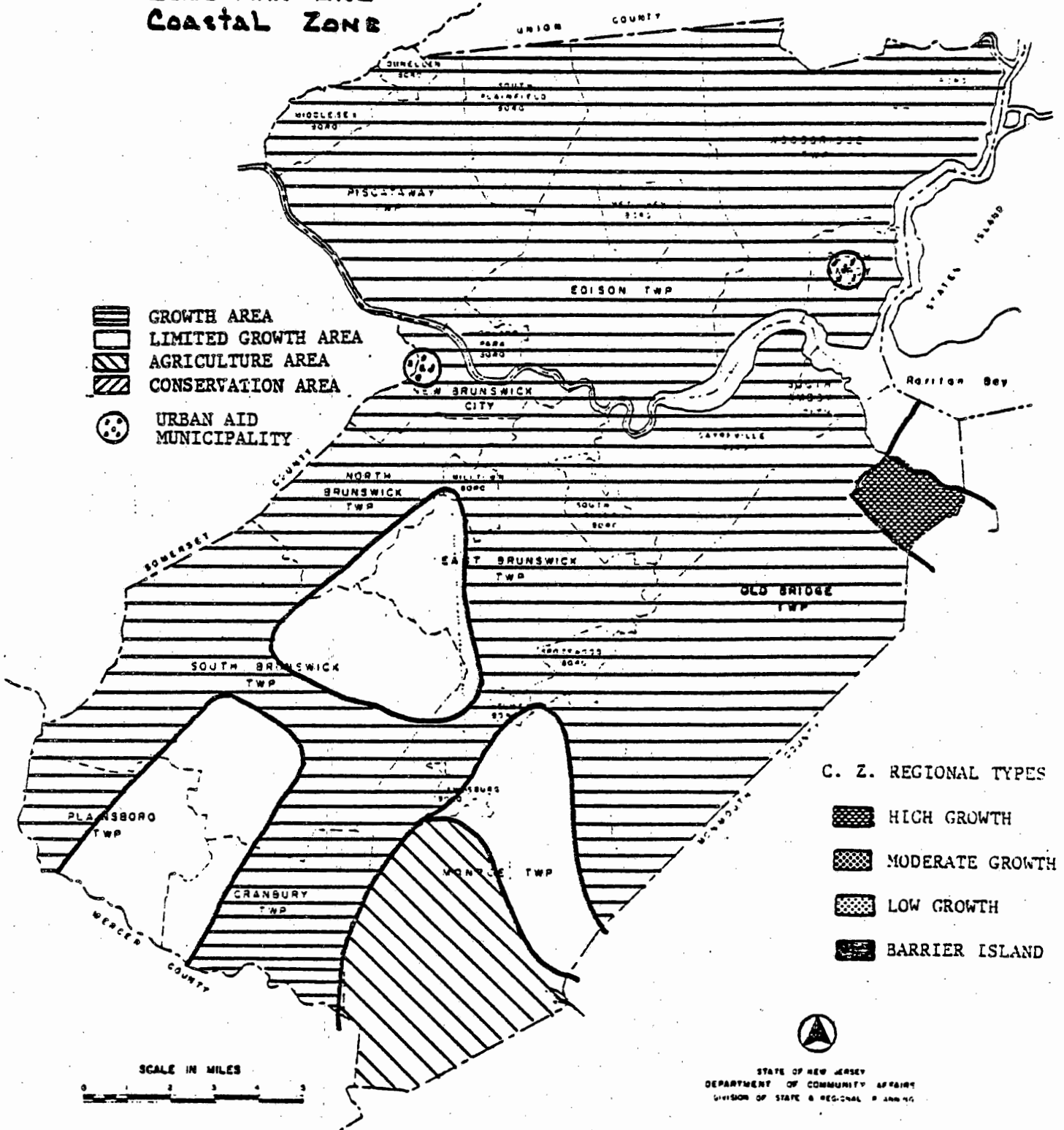
Most of the County has been designated as a Growth Area in the Guide Plan (Map XIX). A small portion of Old Bridge Township is within the jurisdiction of the State's Coastal Management Program and is included within the Northern High Growth Area defined by the Department of Environmental Protection. The Tri-State Regional Development Guide recommends widely varying density patterns for future development within this Growth Area. A few grids remain in the low density category. Some grids do not have residential density recommendations, as current uses render them unsuitable or unavailable for housing. These correspond with County recommendations and expectations.

All of the existing and proposed sewerage facilities in Middlesex County now serve or will serve areas that are classified as Growth Areas. While much of the infrastructure is in place, a significant amount of investment is required to correct existing problems and to accommodate additional growth in these areas.

The remaining issue is the validity of the County population target. The Division of Planning, Tri-State and the Middlesex County Planning Board are working together on quantifying the population capacity associated with the Middlesex County land use map for the year 2000.

# MIDDLESEX COUNTY

## State Development Guide Plan And Coastal Zone



Monmouth County

Some areas of Monmouth County, particularly along the shore, are urbanized. Extensive suburban development has been occurring in other areas for some time. County policy recommends channeling development into three major areas -- the coastal area, the Route 9 corridor and western Allentown. Within these areas, urban service districts should be at densities high enough to warrant the provision of services. Public transit should be improved primarily by means of the synchronization of routes and schedules. Older districts should be maintained, but future growth is not seen as reinforcing the classic concept of concentrated centers.






The Growth Area designated in the Guide Plan recognizes patterns of existing development and county policy to guide growth into particular locations (Map XX). Within the Growth Area, the Regional Development Guide suggests a range of density. Most higher densities are in intensively urbanized areas. Most new development is expected to occur in lower density suburban areas.

Most of the sewered portions within the Growth Areas have reserve capacity. For the most part, these sewered areas are coincident with the most intensively urbanized parts of the County. Sewerage problems are found only in two areas. At least half of the Growth Area, primarily the western corridor, is unsewered, and would require the construction of new systems.





Remaining issues include a few isolated differences regarding future land use in portions of the County. The County has been notified of these differences and future discussions are indicated. There are also differences about the threshold density that should be eligible for public investment in sewerage, and about county population growth expectations and the state planning target.

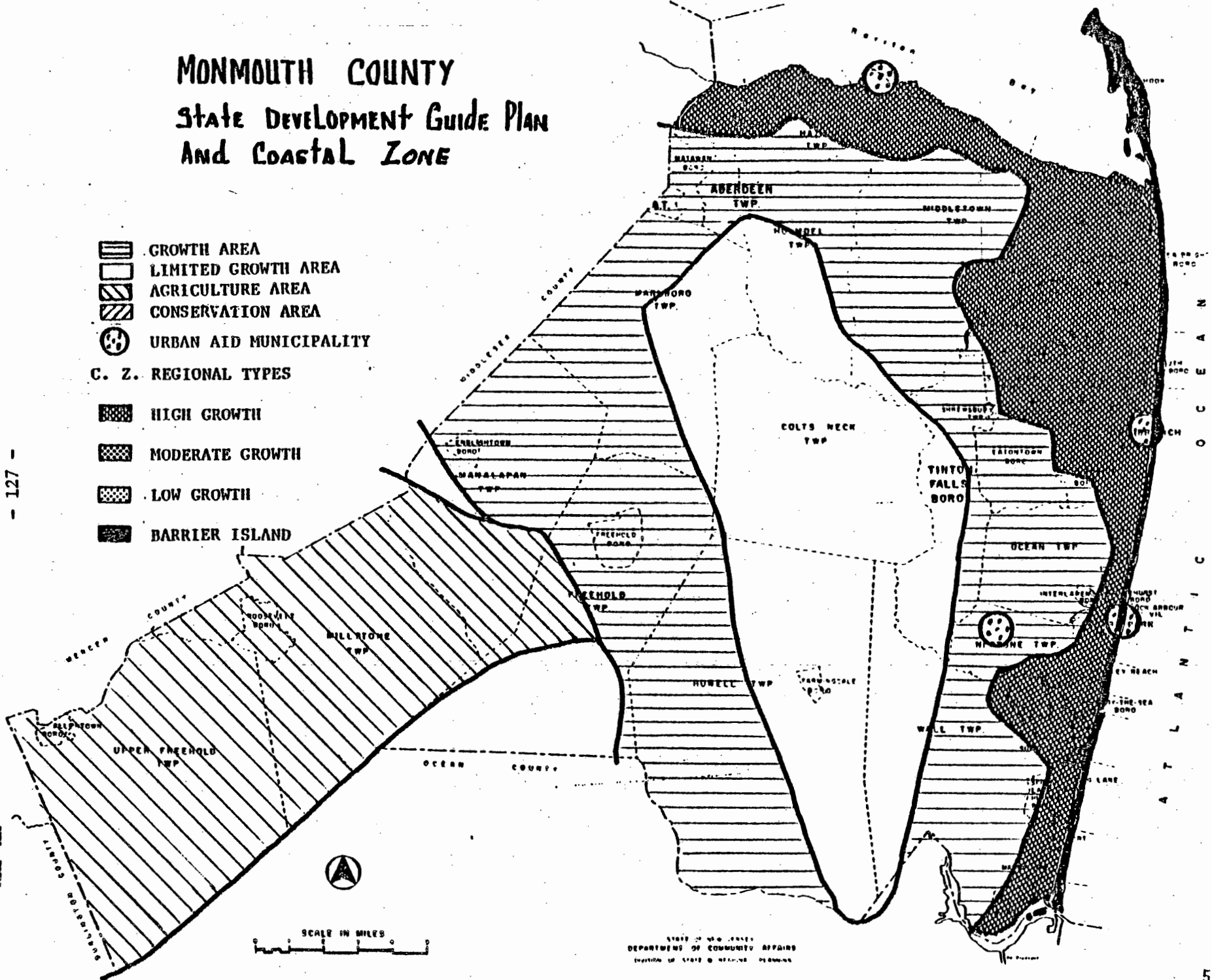
Portions of the County subject to the provisions of the Coastal Area Facilities Review Act are included within a High Growth Region. The general policy adopted as a standard for reviewing development proposals in this region is to promote growth through infill and some extension.

# MONMOUTH COUNTY State Development Guide Plan And Coastal Zone

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  URBAN AID MUNICIPALITY

## C. Z. REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND



MAP XX

- 127 -

STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING

Morris County

Suburban development has been occurring in Morris County for many years, particularly in the eastern portion and along the Route 80 corridor. Although much development, mostly of a suburban nature, has taken place, extensive areas remain undeveloped. County planning is concerned with the revitalization of older centers, the concentration of economic growth in existing centers, and the clustering of new residential development.





The Guide Plan has designated a major portion of eastern Morris County and the area along Route 80 as a Growth Area. Within this area the Regional Development Guide recommends several different ranges of development densities and indicates some areas which should remain predominantly open.

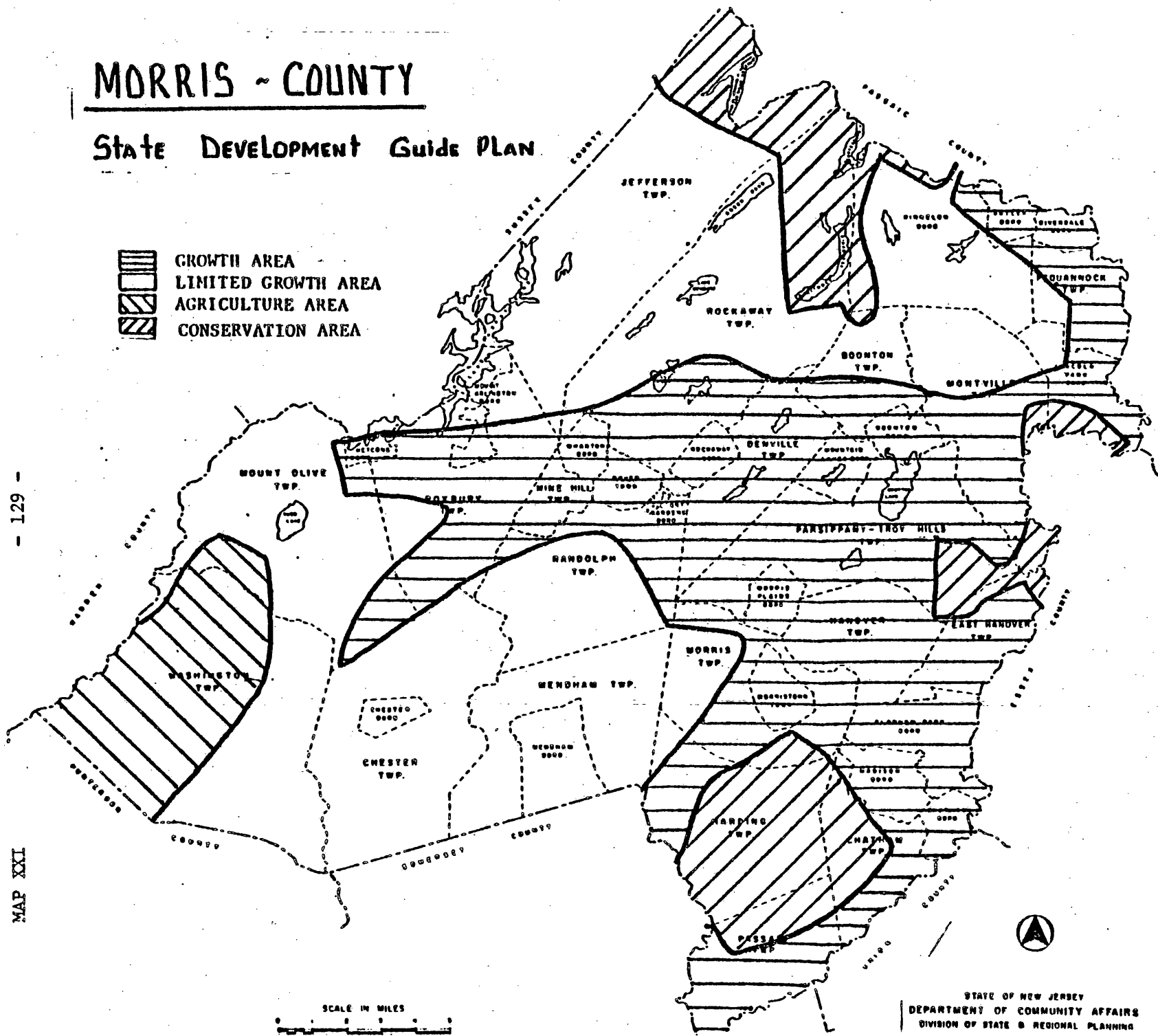
Major public sewerage service is available in the eastern and central sections of the County in the region that is classified as a Growth Area. The major regional system is experiencing significant problems and is operating under a court ordered sewer ban. A number of other plants are also experiencing problems. However, a number of plants have some reserve capacity with Parsippany-Troy Hills being the largest. Limited sewerage service also is available in a few dispersed areas in the Limited Growth and Agriculture Areas. There are a number of proposals for upgrading and expanding many of the systems. This construction is needed if existing problems are to be corrected and growth accommodated in some areas.

Remaining issues include land use in the western portion of the County. No specific map changes have been requested by the Morris County Planning Board, but notification of intent to do so has been recorded. The County seeks to promote economical infrastructure development, but does not have a position on the threshold density for public services.

# MORRIS - COUNTY

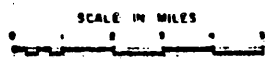
## State Development Guide Plan

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA



- 129 -

MAP XXI



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING

Passaic County

Urban development is concentrated in the southern portion of Passaic County, while open areas are primarily in the highland portion. County planning policy emphasizes revitalization of older urban areas and the improvement of service facilities, especially public transit. The abatement of pollution in the Passaic River is also a priority matter. The County is also concerned that the development of environmentally-sensitive land should be limited and accompanied by safeguards.

The Guide Plan designates the southern urbanized-suburbanized portion of Passaic County as a Growth Area. Within this area the Regional Development Guide specifies several different urban densities as appropriate for development or redevelopment. The northern portion is designated as a Conservation Area in the Guide Plan. The Regional Development Guide classifies the area as mostly open land, but also designates several existing settlements as urban areas.

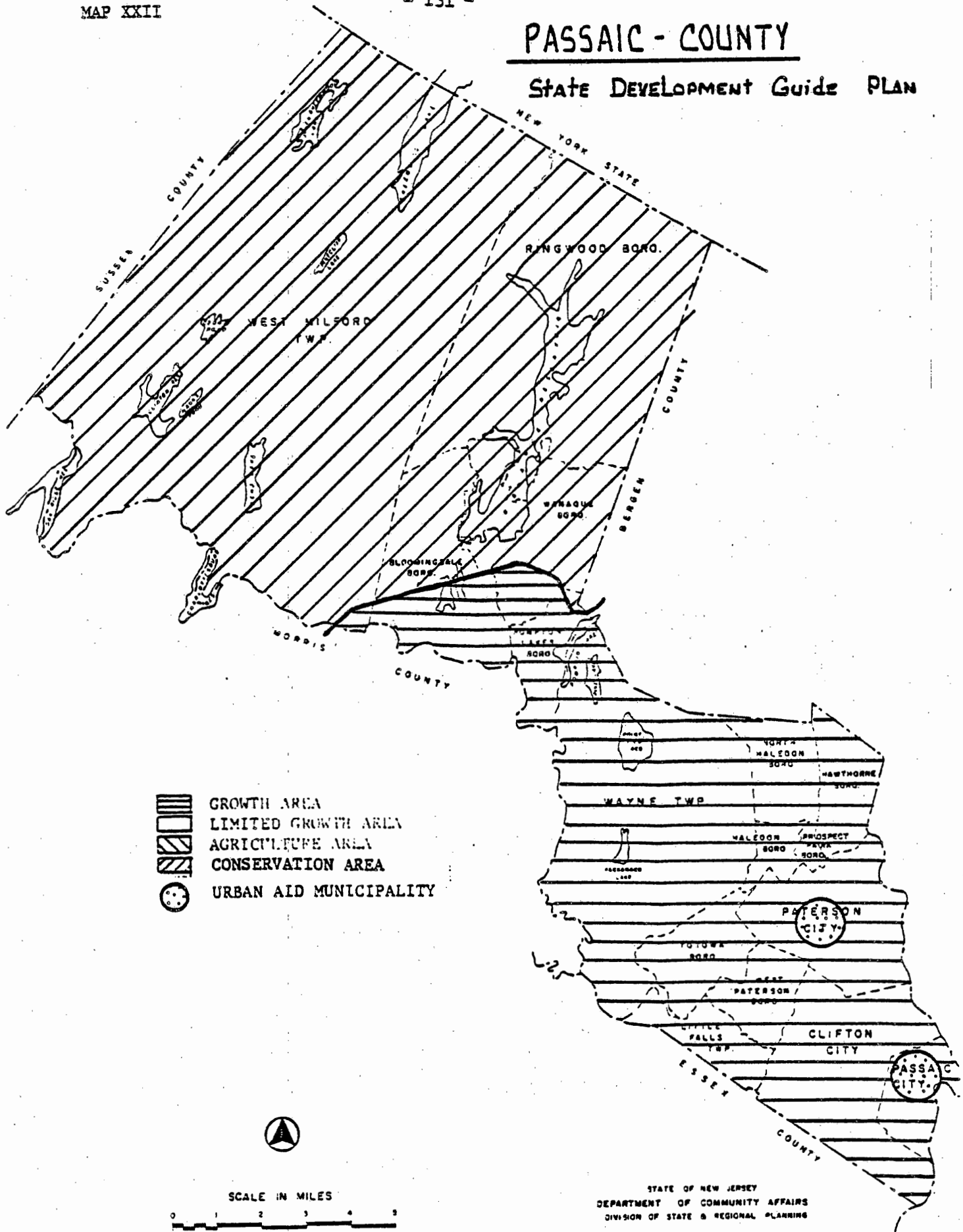
Most of the southern urban/suburban portion of Passaic County is sewerred, yet it is characterized as a problem area which would require additional investments to accommodate future development. Pompton Lakes and the northern part of Wayne are exceptions which have facilities with reserve capacity. A small portion of this designated Growth Area is unsewered; this portion is in the Bloomingdale-Wanaque-Wayne area.

The northern part of the County, which is designated as a Conservation Area in the Guide Plan, is practically all unsewered. Several small sewerred areas with reserve capacity do exist, however, in West Milford and Wanaque.

A remaining issue is that the zoning ordinances for small portions of the urbanized part of the County stipulate densities of approximately one dwelling

# PASSAIC - COUNTY

## State Development Guide Plan



unit per acre. This density is lower than the minimum density recommended by the Guide Plan and the Regional Development Guide for public investments to support infrastructure, particularly sewerage systems. Another issue, although outside the plan comparison process, is the outcome of the Newark Watershed litigation as it affects the Skylands.

### Somerset County

Somerset County has been partially suburbanized, but still has extensive open space and agricultural areas. County planning policy suggests various centers where future development would be appropriate. Emphasis is placed on the conservation of large tracts of open space and agricultural lands, as well as the protection of surface and subsurface water quality. Economic activities are encouraged to cluster in areas served by transportation facilities, including highways.

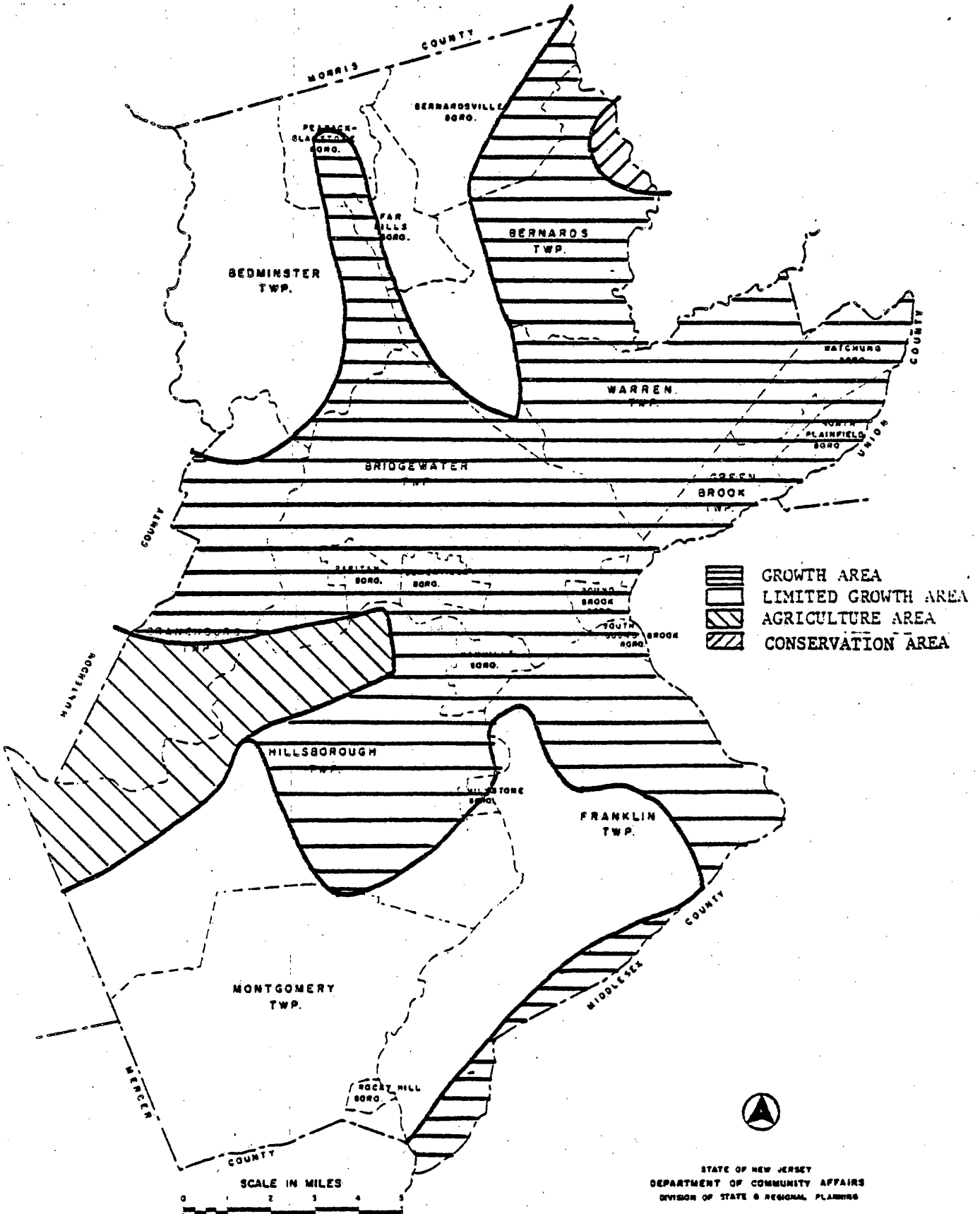
The Regional Development Guide specifies a variety of densities as well as some open land areas within the several Growth Areas designated in the Guide Plan (Map XXIII). These urban grids correspond to county plans for growth and conservation areas.

Most of the existing and proposed major public sewerage facilities are located within the Growth Area. Most of the area is served by two major systems. One system is presently operating over capacity, and has plans for upgrading and expansion. The other has a considerable amount of excess capacity. Other minor facilities serve existing village centers and small developed areas in Limited Growth and Agriculture Areas.

A remaining concern is that most development in the Growth Area in the County is occurring at densities of one dwelling unit per acre. This density is not regarded as high enough to justify publicly funded services.

# SOMERSET COUNTY

## State Development Guide PLAN



Union County

Union County is close to the center of the Metropolitan area and is 95% developed. Some areas are intensively urbanized and the cities have suffered declines in recent decades. County planning policy is primarily concerned with preventing further declines by means of redevelopment and revitalization of these older areas. As a result, the County is actively involved in housing and community development, and an extensive range of county and city programs. Related concerns are the improvement of mass transit and the renovation of the infrastructure as needed.

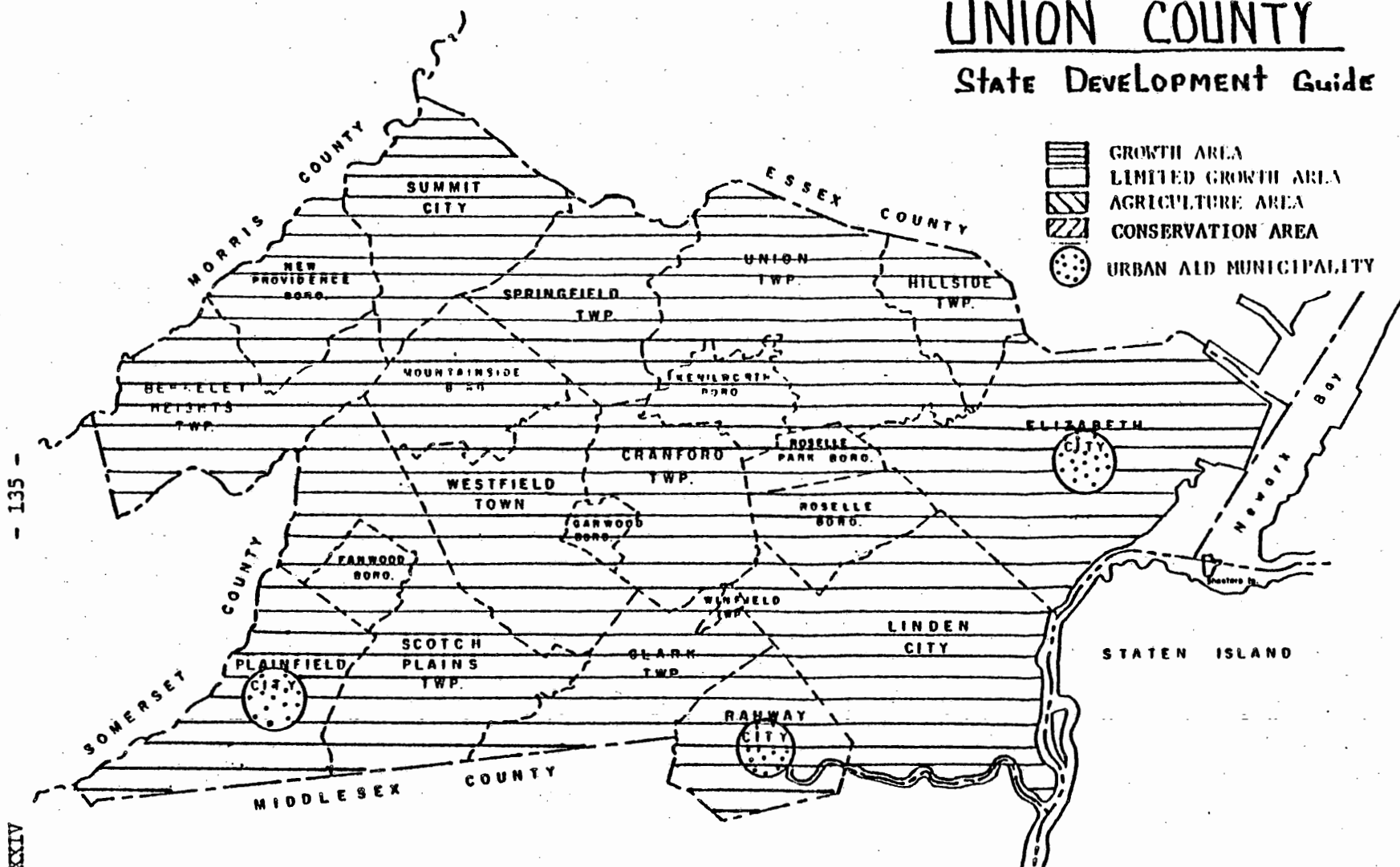
Because the County is almost totally developed it is designated as a Growth Area. Within this area three cities have been designated for Urban Aid - Elizabeth, Plainfield and Rahway. The Regional Development Guide shows a variety of urban densities. These correspond to County expectations as to the likely densities at which future development and redevelopment will occur.






Practically all of Union County is sewerred, and much of the County has reserve capacity, representing growth potential. However, Berkeley Heights, Summit, Union, Hillside and Roselle Park have facilities at or approaching capacity. Linden and Roselle have sewerage problem areas and Elizabeth has a combined sanitary and storm system. Additional investments would be necessary in these areas to accommodate further development.

The discussions with Union County indicated the need for a more sharply defined urban strategy.

# UNION COUNTY

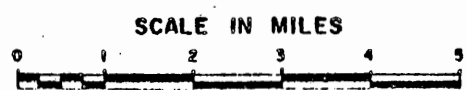
## State Development Guide Plan



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  URBAN AID MUNICIPALITY

- 135 -

MAP XXIV



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING

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Delaware Valley Region

Four New Jersey counties -- Burlington, Camden, Gloucester and Mercer -- in addition to the cities of Camden and Trenton are voting members of the Delaware Valley Regional Planning Commission and participate directly in directing and supervising the planning activities of the Commission. As a result, there is no need for a plan comparison process such as that performed in the Tri-State region where county representation is indirect.

In a real sense, preparation of the DVRPC Year 2000 Plan directly involved all representatives of the member governments of the region at both the technical and policy levels -- planners, planning board members, freeholders, mayors, Commissioners of the departments of Community Affairs and Transportation, and representatives of the Governors of New Jersey and Pennsylvania. Public hearings were held throughout the region and the Plan was adopted by vote of the Commission. Of the New Jersey counties involved, only Gloucester County abstained. Thus, with the exception of that county, the DVRPC Year 2000 Plan may be considered a valid expression of county as well as State policy.

In the following discussion, each of the New Jersey counties of the region will be described in terms of the DVRPC Plan, the Guide Plan and additional information summarizing major findings of an inventory of sewer service facilities and approved proposals prepared by the Department of Community Affairs. As this discussion indicates, there is a high degree of consistency between the DVRPC plan and the Guide Plan. Some issues remain however -- particularly in Gloucester County -- which should be resolved in future discussions involving the State, DVRPC and the County.

Burlington County

Both the Guide Plan (Map XXV) and the DVRPC Year 2000 Plan which the County has approved, suggest that most the County's future development should occur along a corridor flanked by the Delaware River to the west and the New Jersey Turnpike to the east. This corridor includes older, substantially developed towns along the river and rapidly developing townships which contain sizeable tracts of undeveloped land as well as low-density development.

Sewer service within the corridor varies considerably. Some centers such as Mt. Holly, Bordentown City, Burlington Township, Moorestown and Maple Shade are experiencing problems or have reached capacity. Reserve capacity exists in other systems of the corridor, and some other portions are without any public sewer service. Thus, the development of much of this corridor remains to be shaped by local planning and investment decisions.

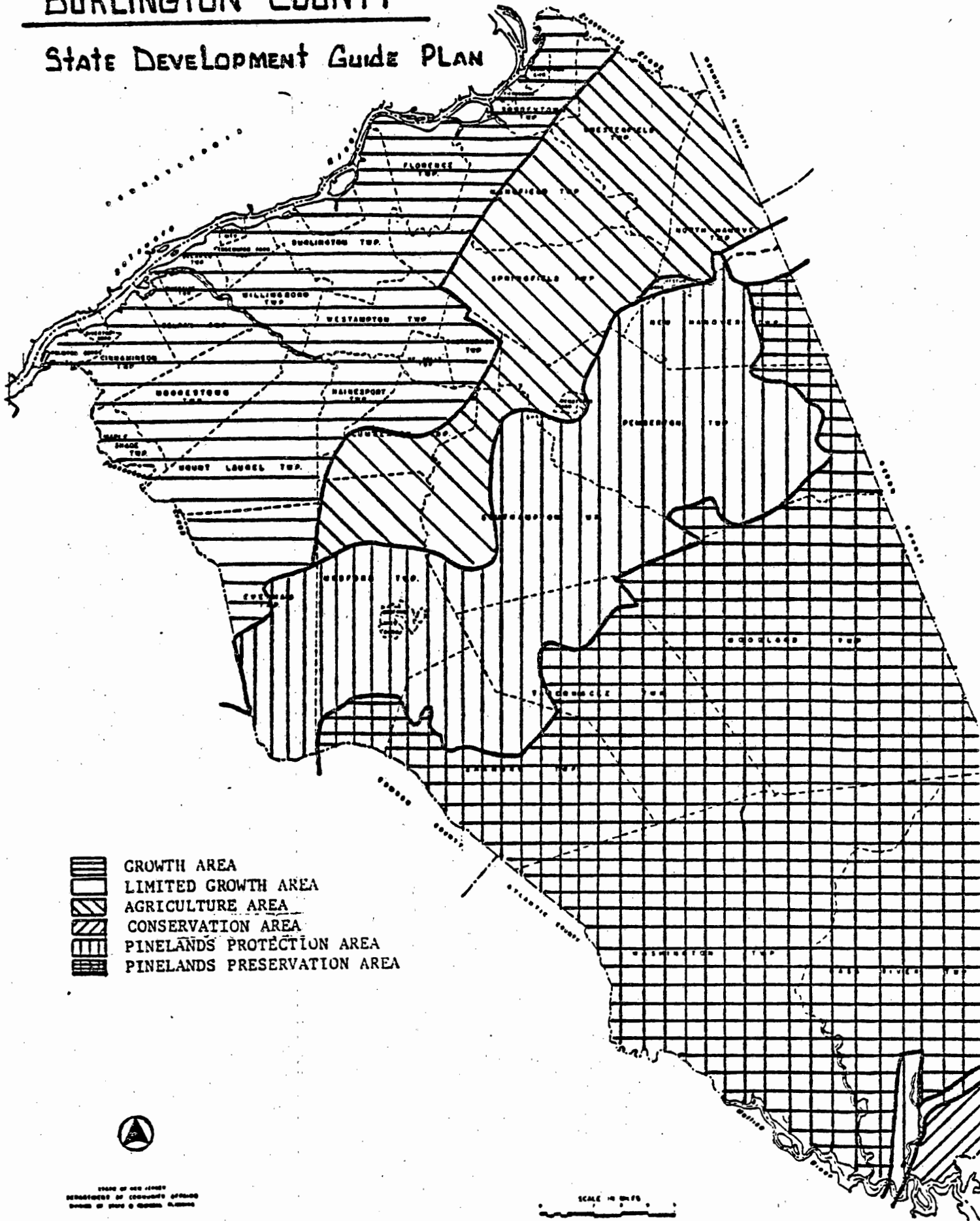
The southern two-thirds of the County is located within the jurisdiction of the Pinelands Commission and includes such sewered areas as Medford, Southampton, Pemberton and New Hanover which adjoin the Ft. Dix-Maguire Air Base complex. While sewer systems serving these areas have reserve capacity, future development is subject to the approval of the Pinelands Commission and to the recommendations of the Pinelands Management Plan which is now being prepared.







Prime farmland is found along the eastern fringe of the Growth corridor and extends easterly into portions of the Pinelands. Both the Guide Plan and the Year 2000 Plan support the maintenance of agriculture in these areas through appropriate investment and regulation strategies.

A small portion of the southeastern end of the County is included within a Low Growth Area defined by the State's Coastal Management Program. The general policy applying to this area favors conservation rather than development and weighs

# BURLINGTON COUNTY

## State Development Guide Plan



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA

STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF PLANNING & ECONOMIC DEVELOPMENT

SCALE 1/4" = 1 MILE

environmental sensitivity more heavily than in other areas. Development is, therefore, highly restricted and limited to infilling within and adjacent to existing settlements. Since the implementation of the State's Pinelands planning program, State jurisdiction regarding development in this area has been transferred to the Pinelands Planning Commission.

### Camden County

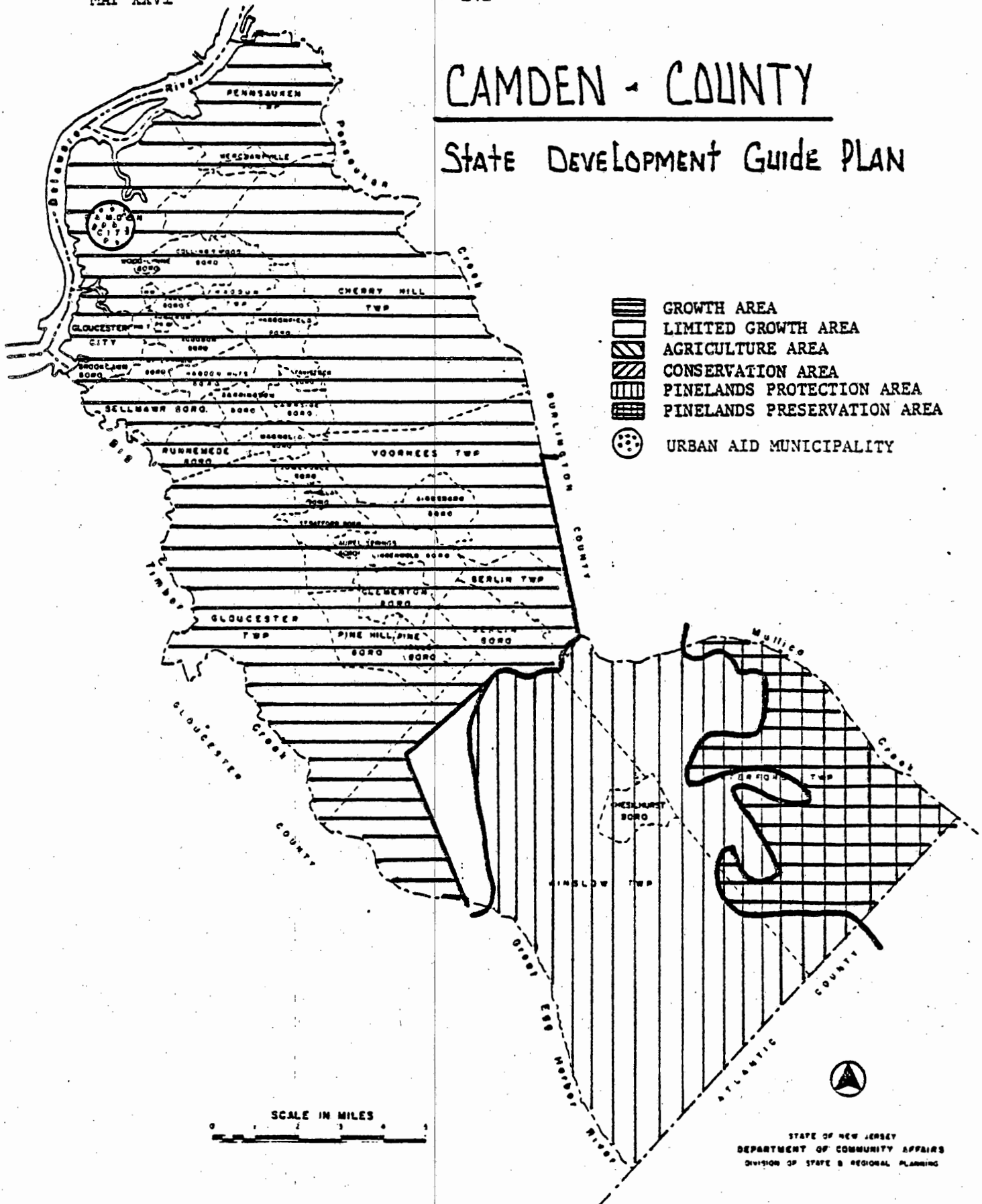
Camden County includes Camden City, an Urban Aid municipality, and numerous older suburbs adjacent to the City. It also includes newer, substantially developed suburbs such as Cherry Hill which have experienced rapid growth during the post-war period. These areas are characterized by a joining of two corridors -- one extending along a northeast-southwest axis from Wilmington, Delaware to New York and one extending along a northwest-southwest axis connecting Philadelphia and Atlantic City. The configuration of the Guide Plan Growth Area in the County reflects this orientation (Map XXVI). The southern portion of the County falls within the Protection and Preservation Areas established by the Pinelands Protection Act of 1979. Development within these areas is regulated by the Pinelands Planning Commission.








Virtually all of the County's sewered areas are located within the designated Growth Area. Although some portions of that area are not currently served by public systems, coverage is extensive. While sewer systems in Cherry Hill and environs have reserve capacity, systems serving Camden City and a series of suburbs southeast of the City are currently over capacity or are experiencing other problems which will require considerable new investment in order to accommodate future growth.

Although the Year 2000 Plan is more precise in designating conservation and open space areas within the Growth Area, its recommendations are essentially con-

# CAMDEN - COUNTY

## STATE DEVELOPMENT GUIDE PLAN



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY

SCALE IN MILES  
 0 1 2 3 4

STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF STATE & REGIONAL PLANNING

sistent with the Guide Plan's treatment of the County. Since the County has approved the DVRPC Plan, it may also be said that the County's view is also consistent with the Guide Plan.

#### Gloucester County

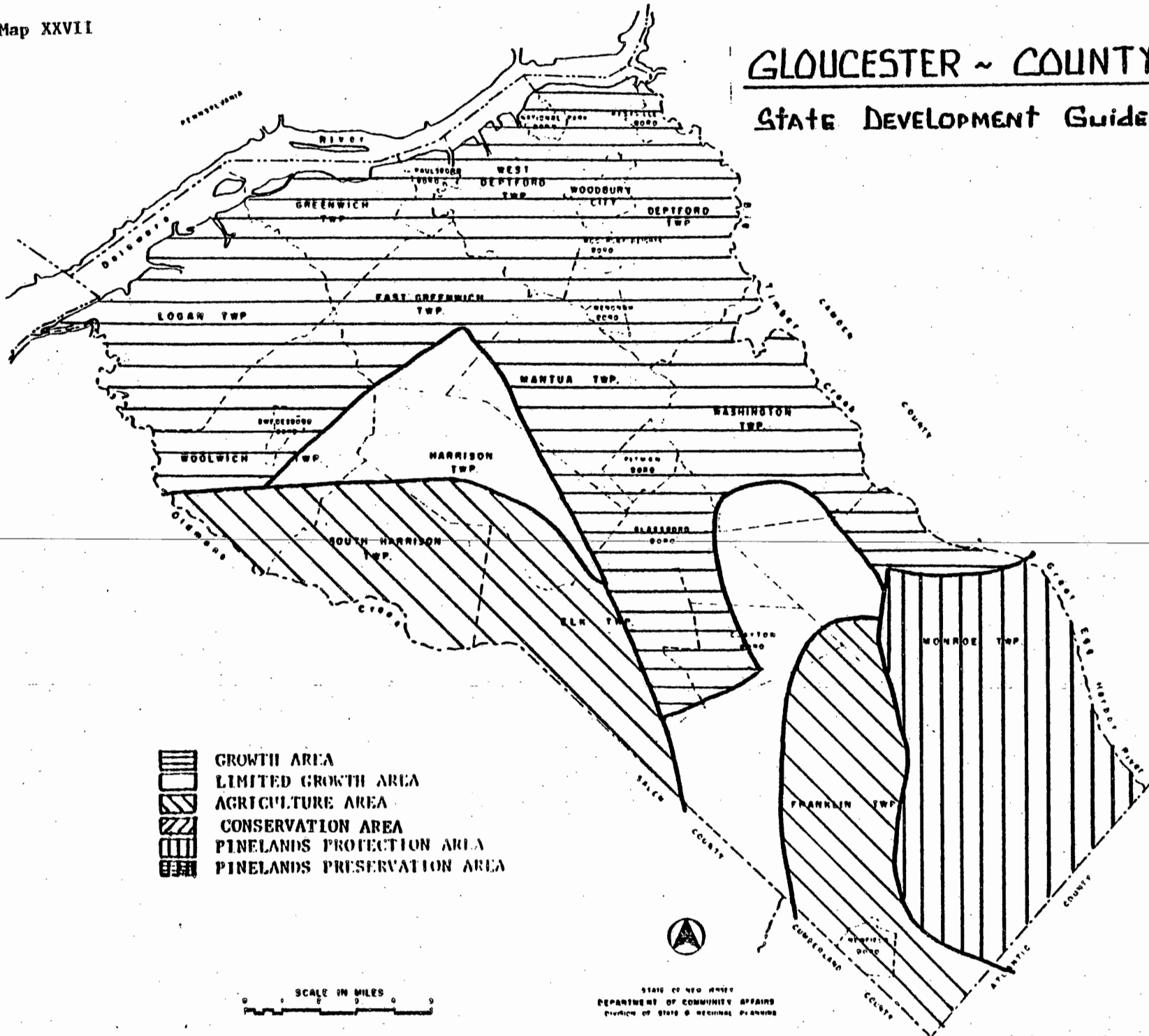
With the exception of local sewer systems in Harrison Township and portions of Clayton Borough, all sewerred areas of the County are located within the Growth Area shown in the Guide Plan (Map XXVII). Currently all these systems have reserve capacity, so that further growth could be accommodated without further system expansions. However, there are also significant portions of the County's Growth Area which are not publicly sewerred, and pressures for further development may well generate the demand for additional service.

Generally, both the Guide Plan and the DVRPC Plan recommend that further growth in the County occur along the Wilmington-Camden corridor served by the New Jersey Turnpike and Interstate 295. However, the DVRPC Plan recommends that a significant tract of land between the developed portions of Logan and Greenwich Townships be retained as agriculture, while the Guide Plan includes this tract as part of the County's Growth Area. Since the County did not approve the DVRPC Plan, the County's position with respect to this issue is not clear. It is also not clear how agriculture could be maintained in the area, given the existing transportation and other services and the evident development pressures. This issue will be considered in future discussions involving the County, DVRPC and the State in order to resolve the apparent conflict.







Agriculture, Limited Growth and Pinelands categories have been assigned to the remaining areas of the County where basic public services are lacking and rural, low-density development activities predominate. In these areas, the DVRPC Plan and Guide Plan recommendations coincide quite closely.

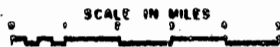
# GLoucester ~ COUNTY

## State Development Guide Plan



- 143 -

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA



STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF STATE & REGIONAL PLANNING

Mercer County

The central portion of the County is viewed in both the Guide Plan and the DVRPC Year 2000 Plan as a Growth Area, including the City of Trenton and the developing suburbs of Hamilton, Ewing, West Windsor, East Windsor and Lawrence. The southeastern and northwestern fringes of this growth corridor are less densely developed and include some agriculture and low-density development. (Map XXVIII).

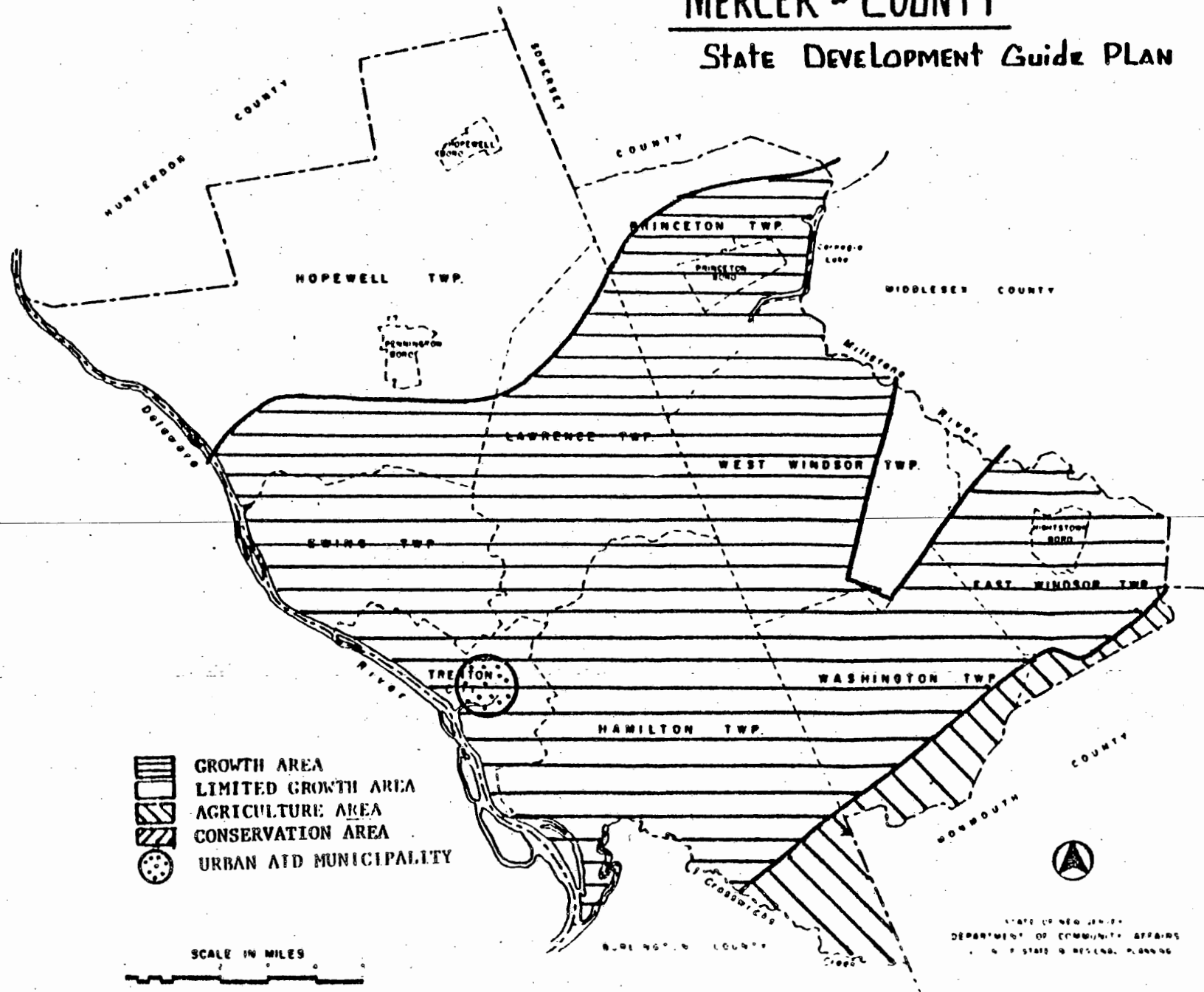
Most of the existing sewer facilities in the County provide service within designated Growth Areas. Service is also available to the boroughs of Pennington and Hopewell which are located within a Limited Growth area. Proposed sewerage expansions in the County are also concentrated within the Growth Area. Modest improvements proposed for the Pennington and Hopewell systems would correct existing problems and are therefore consistent with the Limited Growth recommendation of the Guide Plan.

The DVRPC Plan identifies scattered agricultural sites within the Growth Area. Although the Guide Plan supports the continuation of agriculture in such areas, existing operations are not of sufficient magnitude to be reflected at a statewide scale. The preservation of such areas must therefore rely primarily on local planning, land-use regulation and investment strategies.

# MERCER - COUNTY

## State Development Guide PLAN

- 145 -



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#### Extension of Plan Coordination

Preliminary plan coordination discussions have been conducted with the planning staffs of all New Jersey counties. However, there are several counties where these discussions have not been completed because activities which significantly affect planning within these counties are still underway. These counties include Ocean, Atlantic and Cape May which are affected considerably by development pressures generated by the casino industry in Atlantic City. In addition, sizable portions of these counties are included within the Pinelands planning area where a concerted effort to control development is now underway. It is anticipated that as the Pinelands Plan and supporting regulations are adopted and as the impact of casino development on these counties is more clearly defined, coordination efforts will intensify.

Plan coordination discussions with the planning staffs of the remaining counties -- Salem and Cumberland in the south and Hunterdon, Sussex and Warren in the northwest -- have also been initiated and more formal discussions are anticipated in the near future. Following is a presentation by county of the issues outstanding thus far, observations derived from an inventory of sewer services and facilities, and current Guide Plan recommendations. This information will provide the basis for future plan comparison discussions.

Atlantic County

Almost all of the County is included within either the Pinelands Planning Area or the Coastal Management Area. The Coastal Management Plan classifies those portions of the County within its jurisdiction in one of the following three categories:

Barrier Islands upon which new or expanded development is conditionally acceptable provided that the criteria for High Development Potential are met

High Growth within which some extension of development as well as infill development is permitted

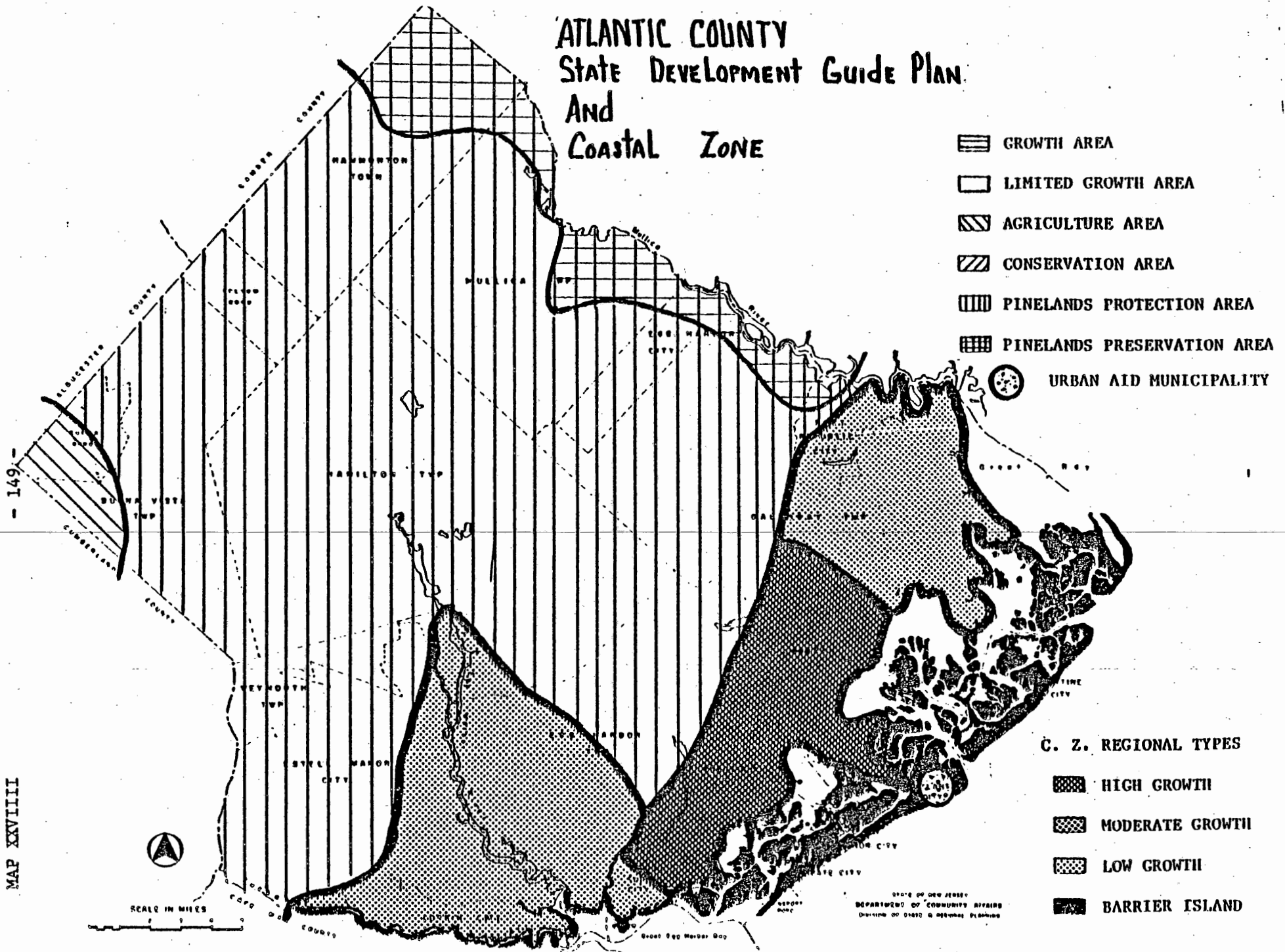
Low Growth where conservation is given priority and development is restricted to infilling and rounding off in areas of moderate and low environmental sensitivity

The bulk of the County west of the Coastal Management Area is within the Pinelands Planning Area for which a comprehensive management plan is now being prepared. Most development proposals within this area are subject to the review and approval of the Pinelands Planning Commission as well as local authorities.

Major public sewerage service is available along the coast on the developed barrier islands containing Atlantic City and Brigantine and in adjacent mainland municipalities. Major interceptor sewers have also been built into portions of the Pinelands Protection Area. The Atlantic County Sewerage Authority wastewater treatment plant has a design capacity of forty million gallons per day (mgd) and present average daily flows processed by the system total twenty-three mgd. Although there is sufficient capacity at the present time, there is some concern that casino-related growth will require an additional expansion of the system in advance of schedule.

Preliminary plan coordination discussions have been held with the staff of the County Planning Department. The County is in the process of preparing

# ATLANTIC COUNTY State Development Guide Plan And Coastal Zone



a master plan and a proposal for changing the county population targets.

Issues include the population impact of casino development, the impact of Pinelands planning, the refinement of policies and future land use recommendations.

#### Cape May County

Almost all of Cape May County is included within either the Pinelands Planning Area or the Coastal Management Area and is subject to State legislation establishing those regions. The Coastal Management Plan assigns regulated portions of the County to Low and Moderate Growth and Barrier Island categories. The general policy pertaining to Barrier Islands allows for growth as a conditionally acceptable use. In Low Growth Areas, development is restricted to existing settlements and environmental concerns are given priority. Within Moderate Growth areas, the general policy is as follows:

...to promote nodal growth based on existing centers of development and to limit ribbon and scattered development along minor roads. It is desirable in these areas to promote settlement patterns that could be served by public transportation systems, particularly buses.

Because of this policy, development acceptability is more limited in areas of extension. Environmental sensitivity is weighed more heavily than in High Growth areas.\*

Most forms of development within the Pinelands Planning Area are subject to review by the Pinelands Planning Commission. When a management plan for that area is adopted, development proposals will be subject to the policies of that plan and to rules and regulations adopted.

Most of the sewer service in the County is located along the coast. Most of these systems provide primary treatment and there are plans to increase the level of treatment in order to comply with State and federal requirements.

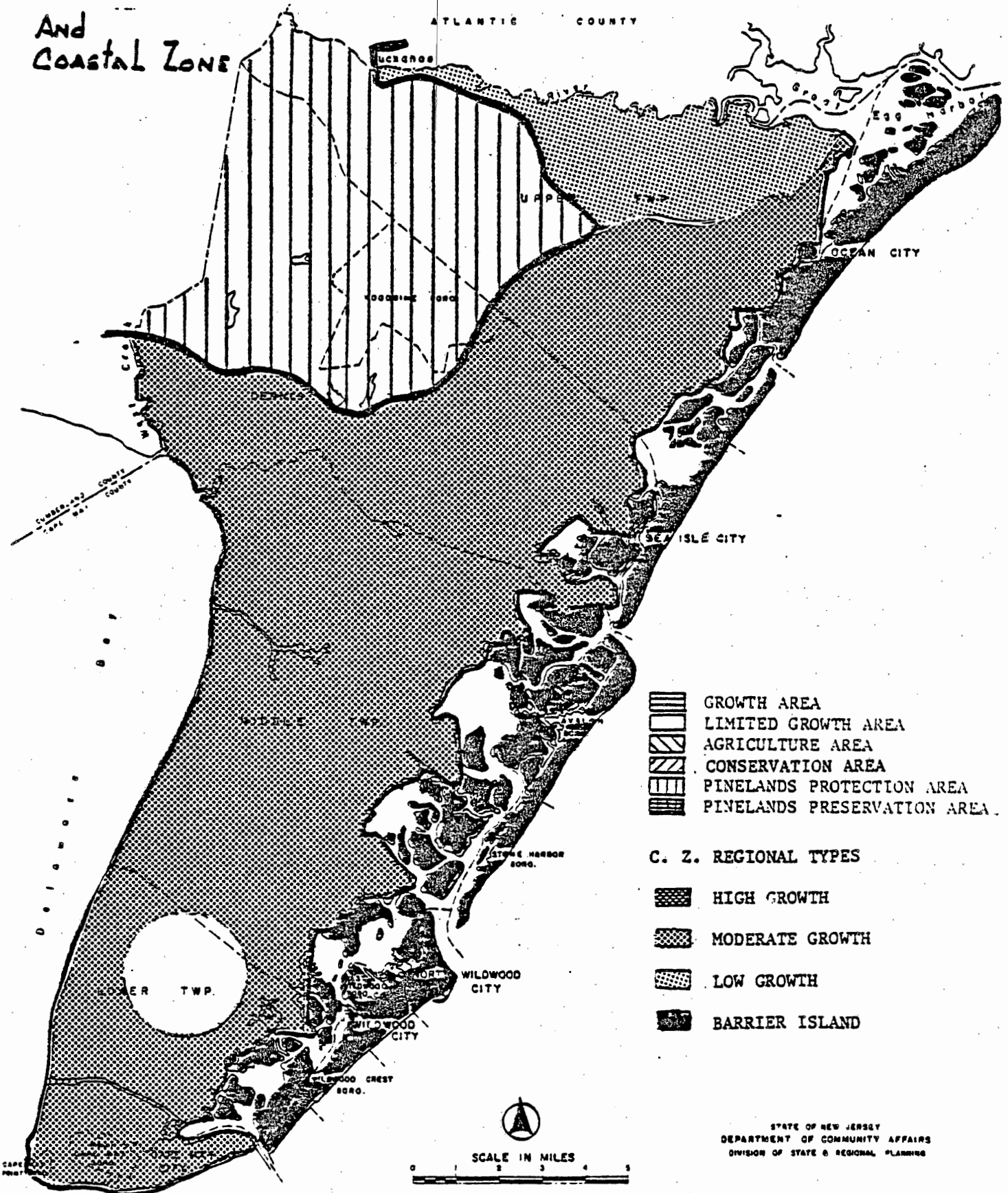
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\*"Coastal Management Program, Bay and Ocean Shore Segment," 1978, p. 111.

# CAPE MAY COUNTY

## STATE DEVELOPMENT GUIDE PLAN

### And Coastal Zone



- GROWTH AREA
- LIMITED GROWTH AREA
- AGRICULTURE AREA
- CONSERVATION AREA
- PINELANDS PROTECTION AREA
- PINELANDS PRESERVATION AREA

#### C. Z. REGIONAL TYPES

- HIGH GROWTH
- MODERATE GROWTH
- LOW GROWTH
- BARRIER ISLAND

STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF STATE & REGIONAL PLANNING

Cumberland County

Portions of Cumberland County are within the jurisdiction of the Coastal Area Facilities Review Act and, with the exception of Bridgeton and Millville, are included within a Low Growth category as defined by the State's Coastal Management Program. Development within this area is limited to some infill where environmental sensitivity is emphasized. Portions of Bridgeton and Millville within the region have been assigned to a High Growth category reflecting their designation as Urban Aid municipalities and the extent to basic public services within the area.








The extreme eastern portion of the County is within the Pinelands Protection Area, and development within this area is subject to review standards and procedures of the Pinelands Planning Commission as well as the local authorities.

Portions of the County beyond these areas include the Urban Aid municipality of Vineland and the remainder of Millville and a Growth Area which joins them. This Vineland/Millville Growth Area is extensively served by sewerage. Two treatment plants serve Vineland and one plant serves Millville. There is some reserve capacity in these systems, but treatment levels should be improved. The remainder of the County includes some of New Jersey's most productive farmland.

Discussions have been held with the County's planning staff and interested citizens, and adjustments requested by the County are reflected in the map which follows. Remaining issues include the impact of Pinelands planning on portions of the County.

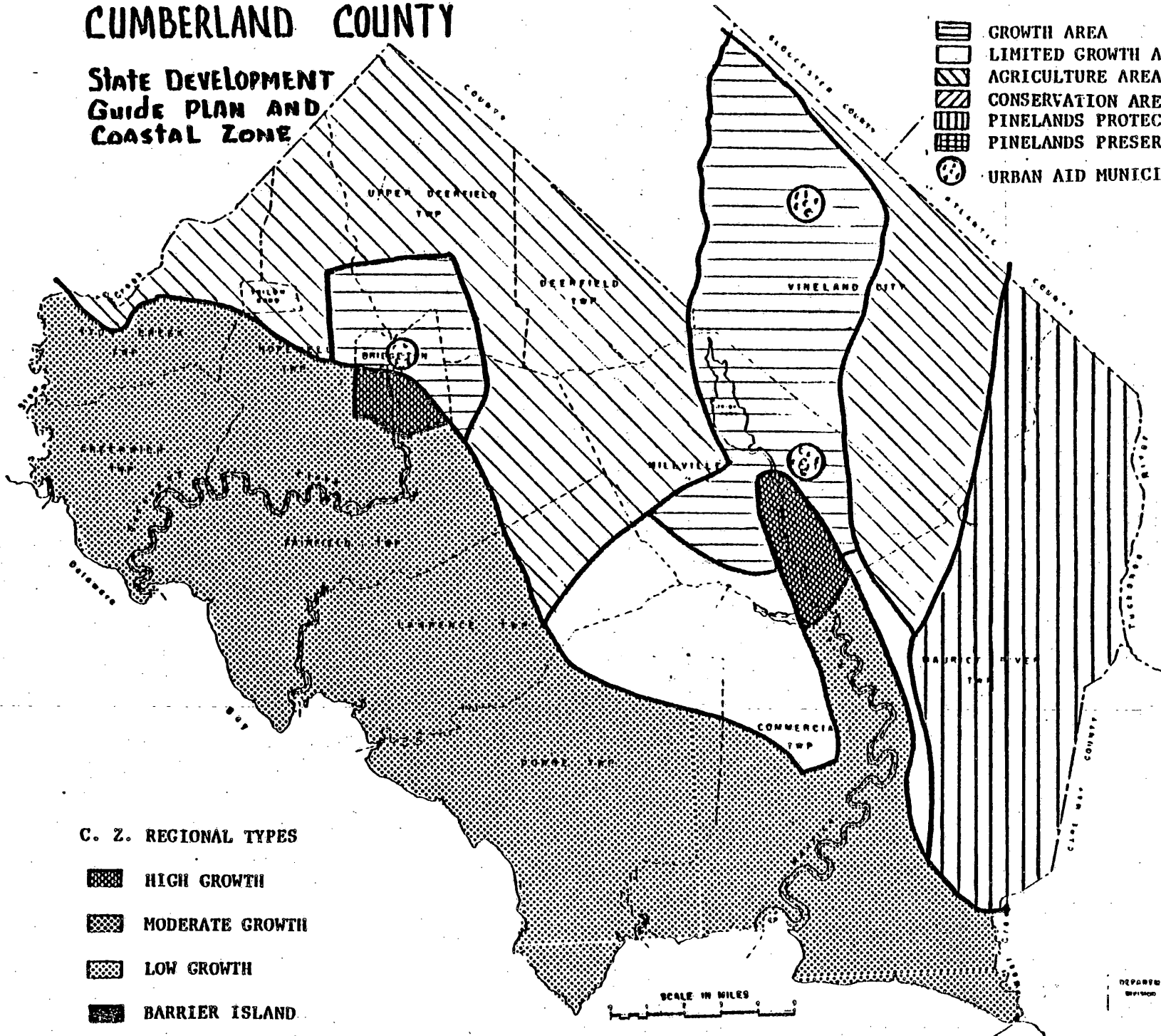
# CUMBERLAND COUNTY

## State Development Guide Plan and Coastal Zone





-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY

- 153 -

MAP XXXI



### C. Z. REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND

SCALE IN MILES



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
BUREAU OF STATE & REGIONAL PLANNING

Ocean County







Major portions of Ocean County are within the Pinelands Preservation and Protection Areas which are the focus of current planning and management activities of the Pinelands Planning Commission. Barrier islands and portions of the coastal mainland fall within the jurisdiction of the State's Coastal Management Program. Development on Barrier Islands is conditionally acceptable, while a High Growth designation has been assigned to the northern and central portions of the County. The Western Ocean and Barnegat Corridor areas have been designated as Moderate Growth areas within which nodal growth is permitted based on existing centers of development. Scattered or "ribbon" development patterns in such areas is discouraged in favor of more concentrated settlements which may be served by public transportation systems. In such areas environmental sensitivity is given greater weight in assessing development proposals than is the case in High Growth areas. In the southern end of the County, the coastal area is part of a Low Growth area within which environmental considerations are considered more important than development, and development extension is highly restricted.

In the County's northern Growth Area the sewage treatment facility system has a significant amount of reserve capacity to support further development. Further south, a collection system is under construction in Dover Township where there is also reserve capacity at the treatment plant. Additional interceptor lines are in place, running southward parallel to Route 9, to use the reserve capacity in a third treatment facility. It appears that the present system could accommodate a significant amount of additional population growth based on the available reserve capacity.





Plan comparison discussions have been initiated in conjunction with County

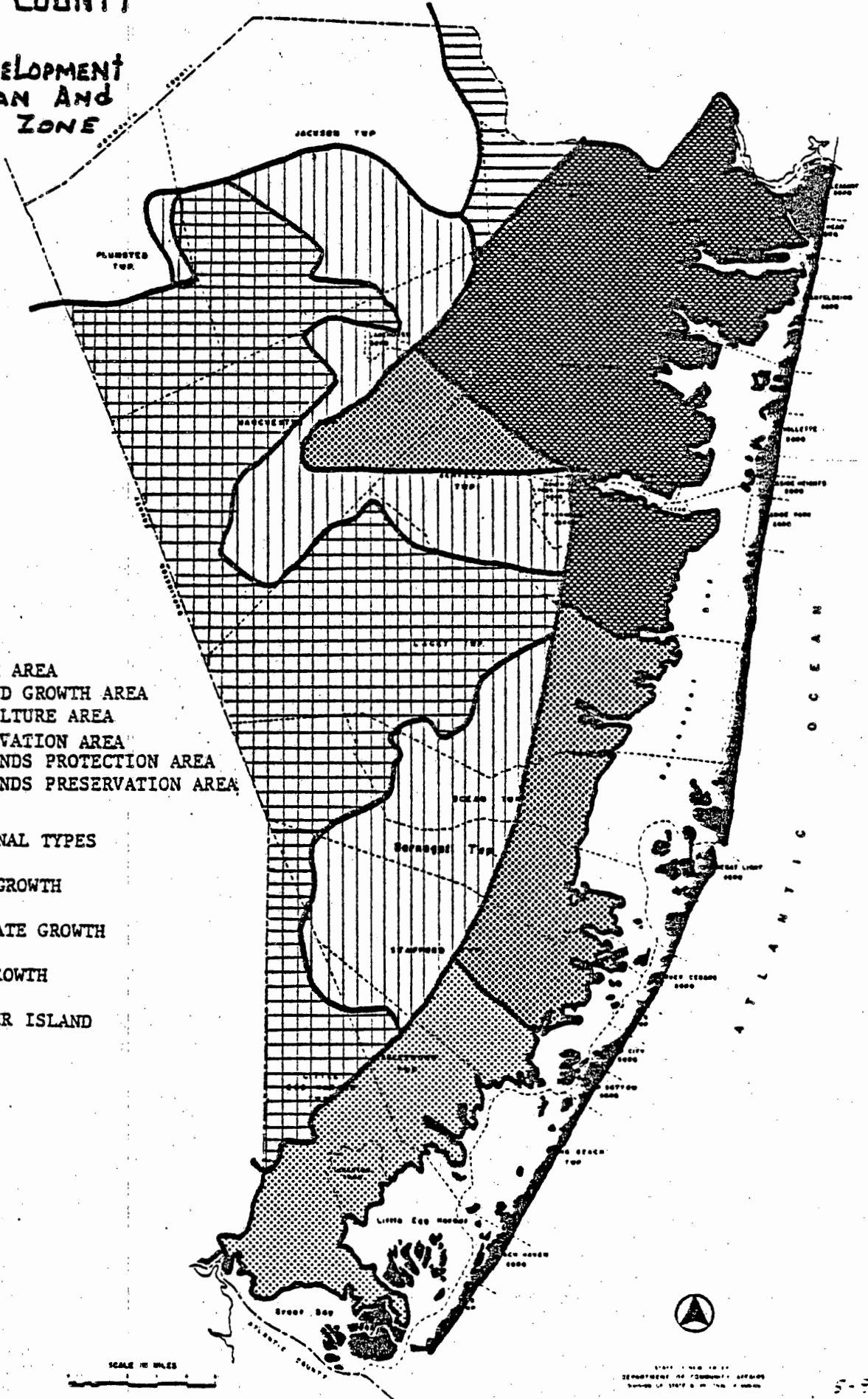
# OCEAN COUNTY

## STATE DEVELOPMENT GUIDE PLAN AND COASTAL ZONE

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA

### C. Z. REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND



SCALE IN MILES



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
BUREAU OF STATE & LOCAL AFFAIRS

water quality and land use planners. Remaining issues include the impact of Pinelands planning and casino development on portions of the County.

#### Salem County

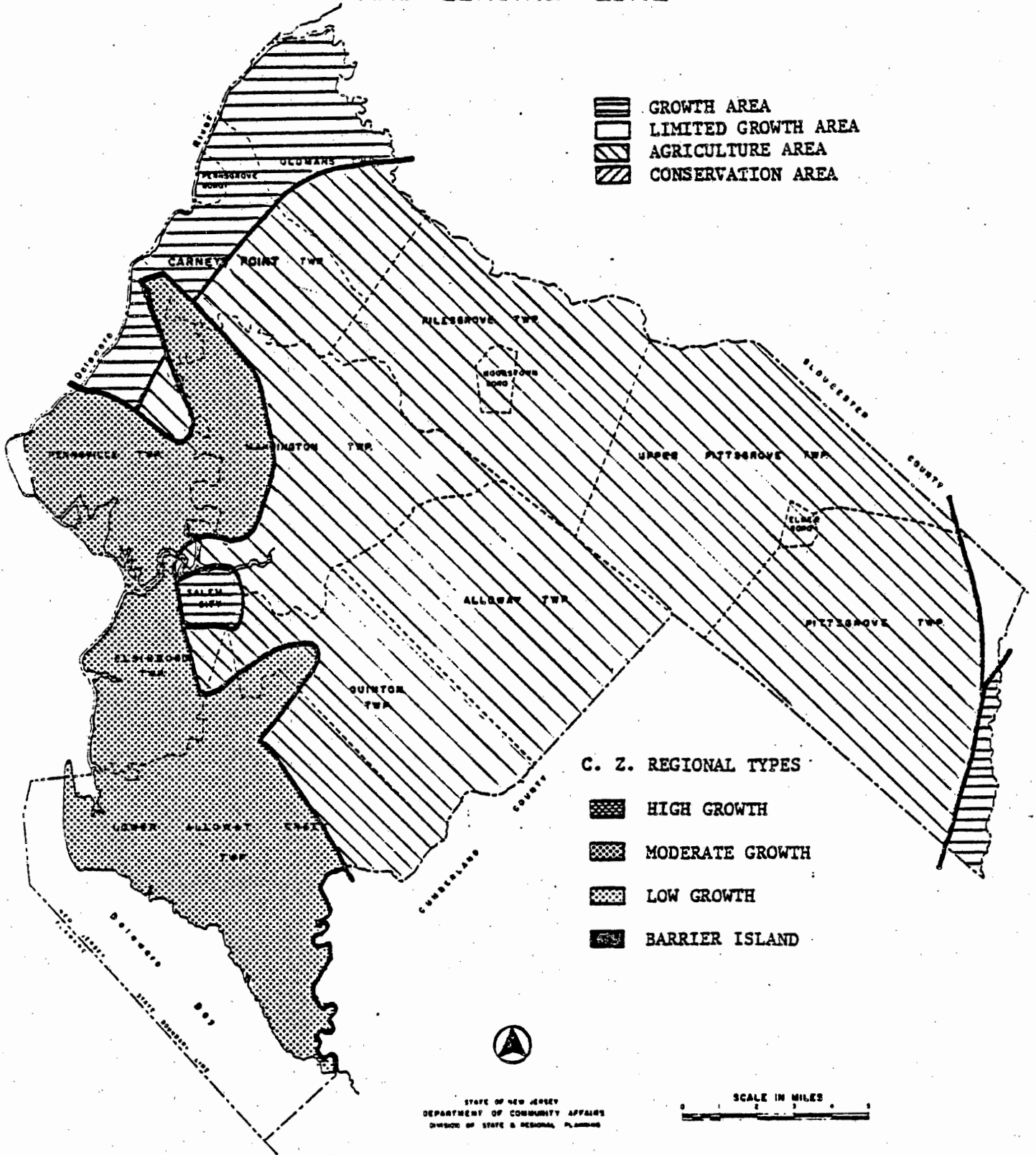
The Guide Plan recommends that much of Salem County is most appropriate for continued agricultural use, with Growth Areas confined to a portion of the northwestern edge of the County along the Delaware River and to Salem City and adjacent areas. Currently, the Coastal Management Plan classifies all of the County within its jurisdiction as a Low Growth area. This Low Growth designation reflects the environmental sensitivity of the marshes and wetlands which characterize much of the County's coastal area.





The three sewage treatment plants located in the Pennsville Growth Area provide primary treatment and are under State orders for improvement to comply with State and federal regulations. The facility serving the Salem City Growth Area also provides primary treatment and efforts are underway to develop appropriate improvements.





Discussions have been held with the County planning staff and members of its political delegation and some adjustments, reflected in the following map, have been made. Other issues, including population projections and future land use patterns, will be discussed following the County's evaluation of water quality and land use plans pertaining to the area.

# SALEM COUNTY

## State Development Guide Plan And Coastal Zone

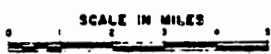


-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA

- C. Z. REGIONAL TYPES
-  HIGH GROWTH
  -  MODERATE GROWTH
  -  LOW GROWTH
  -  BARRIER ISLAND



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING



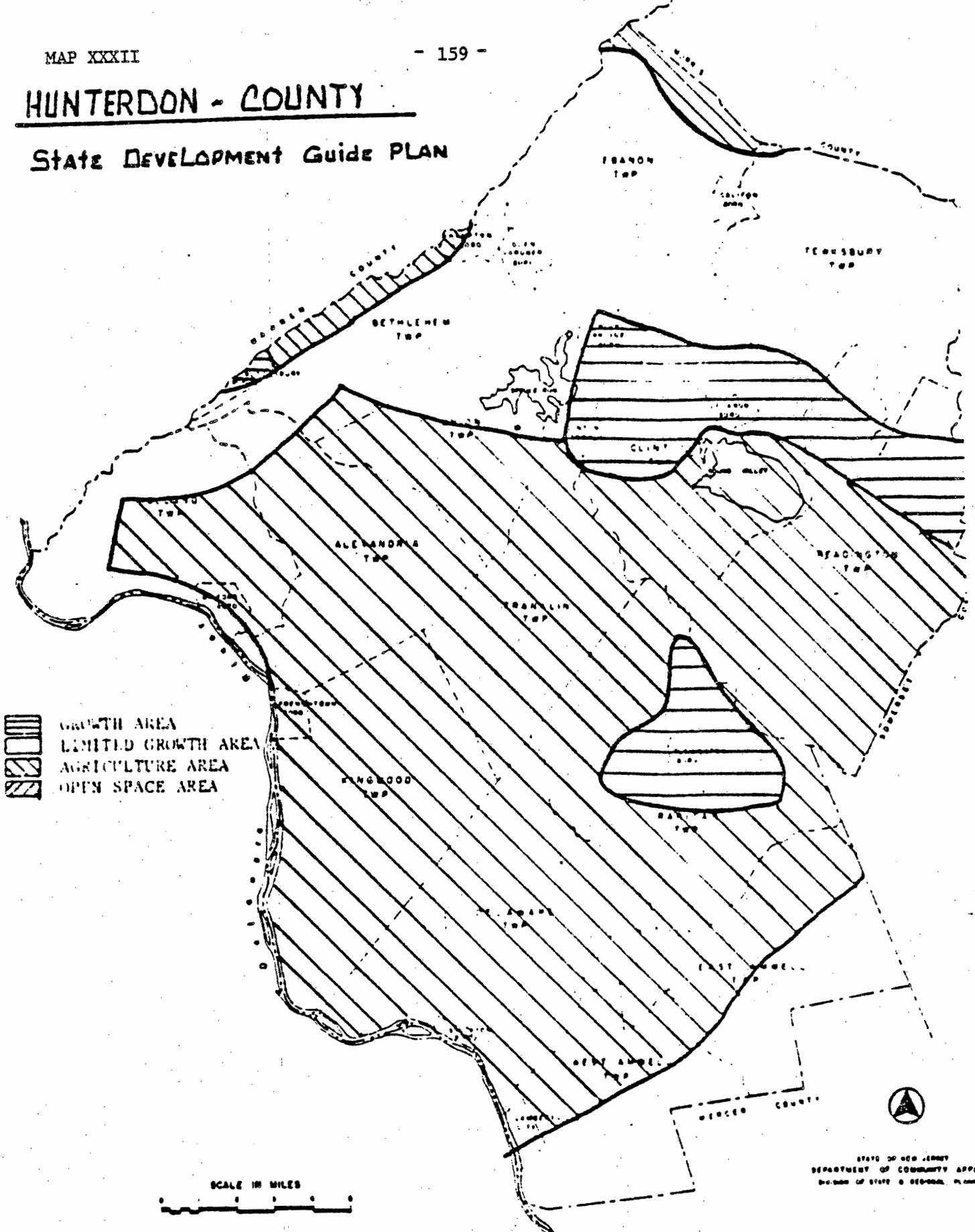
Hunterdon County


The Guide Plan recommends the continuation of agricultural uses in much of the County, while recognizing growth pressure around Clinton and the importance of Flemington as a commercial and service center. The agricultural areas are characterized by relatively low density development and good soils where a variety of agricultural activities should continue. Growth should be concentrated within and around Flemington and Clinton where major public investments have been made to support further development. The sewage treatment facility serving the Clinton area has reserve capacity and another facility has been approved for construction in the Growth Area east of Clinton. However, in the Flemington Growth Area, the sewage treatment facility is operating over its design capacity and infiltration and inflow problems have also been experienced. Additional public investment will be required to correct these deficiencies.

While discussions with the County planning staff prior to and since the publication of the Guide Plan issued in 1977 indicated basic agreement between State and county policies, discussions to reassess conditions have been initiated recently. These discussions are expected to be continued in the near future.

# HUNTERDON - COUNTY

## State Development Guide PLAN



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  OPEN SPACE AREA



STATE OF NEW JERSEY  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF STATE & REGIONAL PLANNING



Sussex County

Sussex County has four wastewater treatment facilities serving the Town of Newton, Franklin Borough, Stanhope Borough and Sussex Borough. Newton is in a designated Growth Area and the other municipalities are in a Limited Growth Area. All proposals for new treatment facilities are for developing municipalities located in Limited Growth Areas.

Plan comparison discussions have been initiated. The County is currently evaluating water quality and land use plans and intends to pursue plan comparison with the Guide Plan in the near future. The sewerage inventory is being reviewed by the County.

Remaining issues include population targets and future land use patterns in portions of the County.

Warren County

The public sewage treatment facilities in the Hackettstown and Washington Growth Areas have reserve capacity. Another older center, Phillipsburg, also has a treatment plant with reserve capacity.

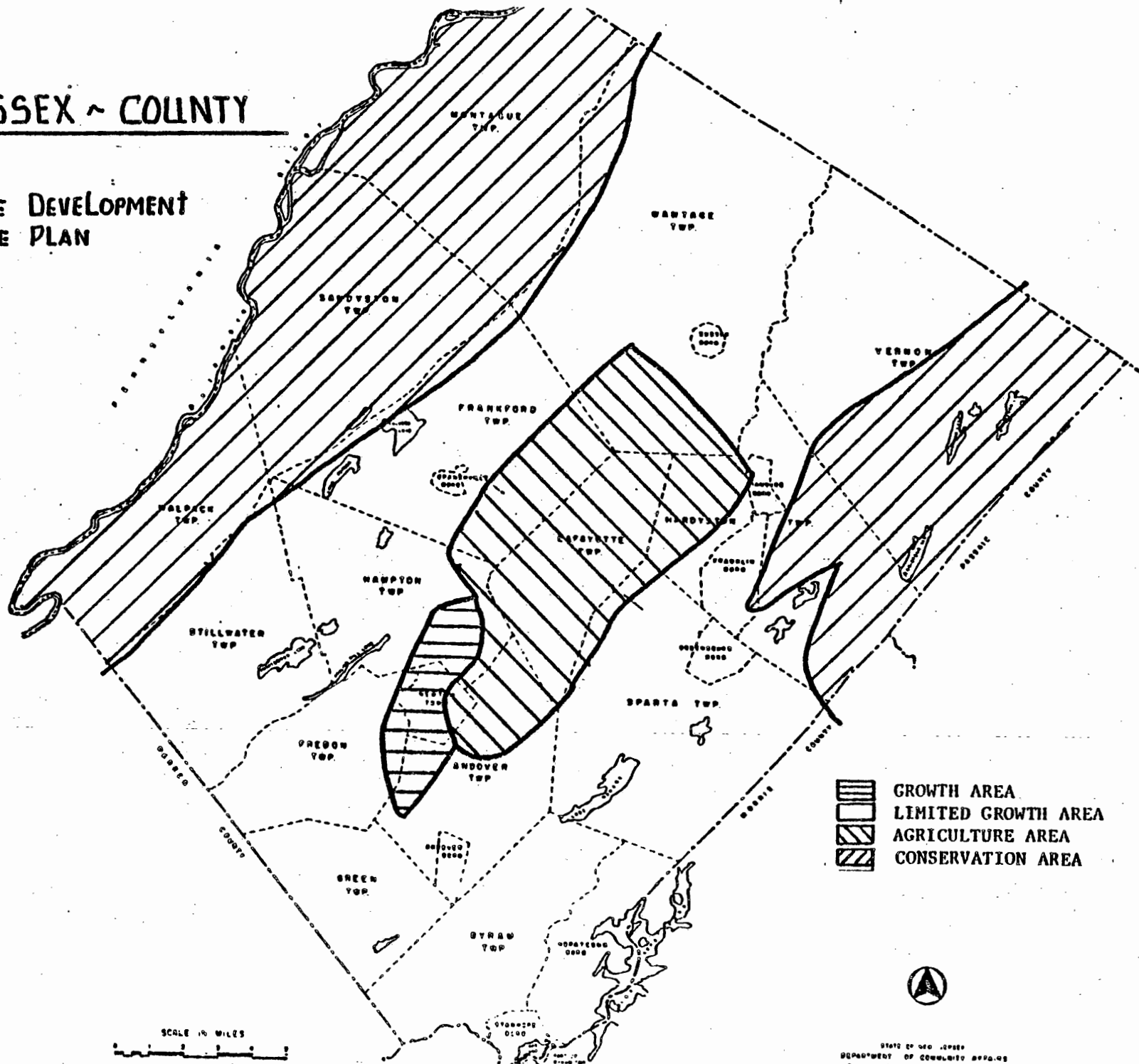
Comments since publication have been limited to the denotation of agricultural lands and recommended policies pertaining thereto. Plan comparison in the near future is indicated, and preliminary discussions have been initiated. The remaining issues are not clearly identified at this time.

# SUSSEX COUNTY

## State DEVELOPMENT Guide PLAN






- 161 -

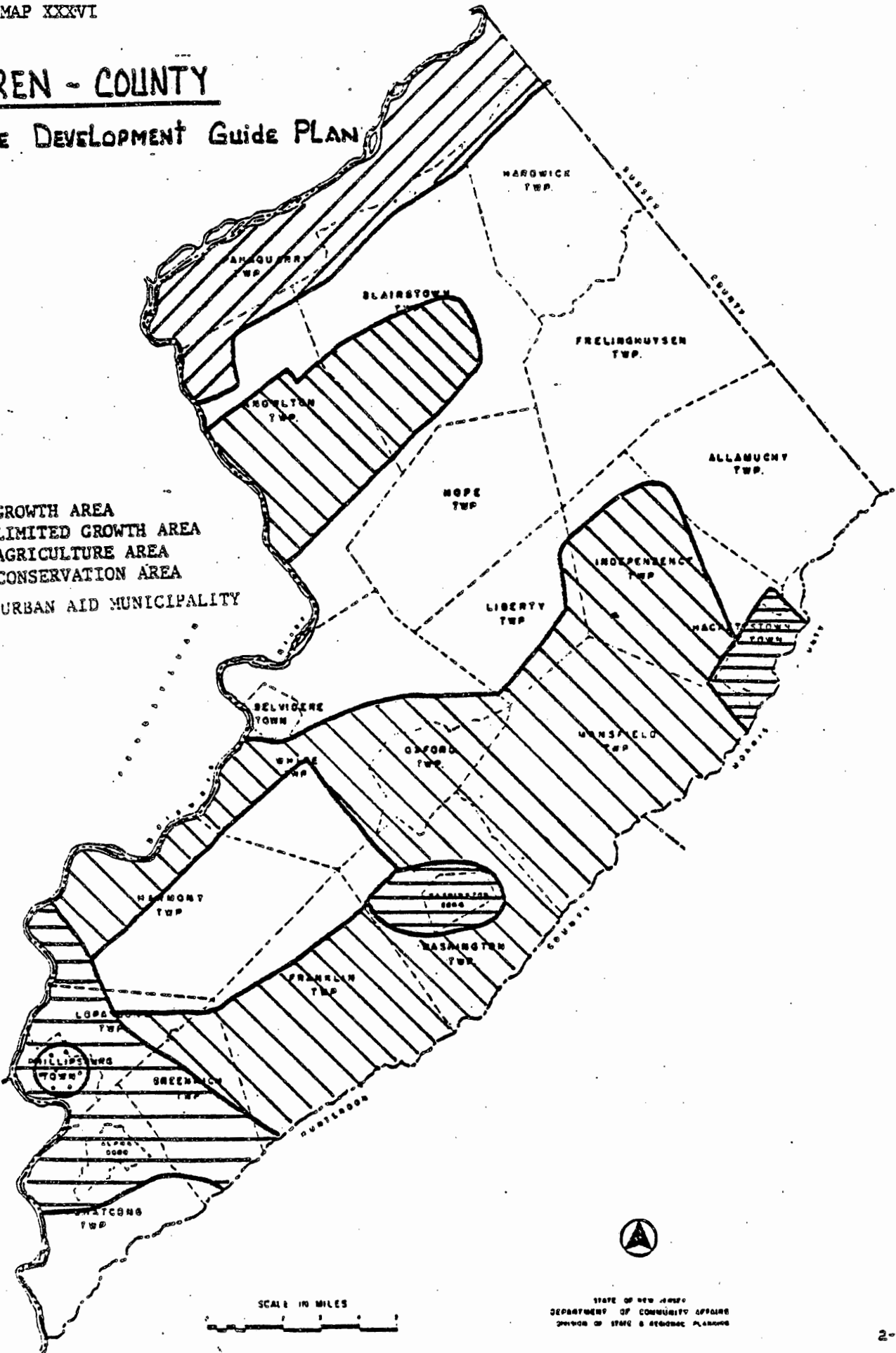
MAP XXXV



# WARREN - COUNTY

## State Development Guide PLAN

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  URBAN AID MUNICIPALITY



STATE OF NEW JERSEY  
 DEPARTMENT OF COMMUNITY AFFAIRS  
 DIVISION OF STATE & ECONOMIC PLANNING

Development of a Composite Index of Relative Municipal Need

The Urban Aid formula discussed previously provides one means of indicating those New Jersey municipalities with relatively high social and economic needs and inadequate resources to cope with them. However, the Urban Aid formula does not apply to most of the State's municipalities nor does it differentiate between degrees of neediness. Therefore, efforts are underway to develop a resource of municipal need which can be applied statewide. This measure can be used to better target limited public assistance and programs.

Eight indicators of need are being considered in an attempt to derive a composite index of need for all municipalities in the State. These factors have been chosen with the assistance of the Special Committee of Mayors on State Aid which was appointed by the Governor in the summer of 1979. This study of comparative municipal well-being is well underway and in its final stages.

Any one of the following indicators is not very useful in looking at need, but taken together as a composite, they prove very useful in outlining where the needs really are and where the State aid should be targeted.

Indicators (The most recent data available was used)

- Percentage of Unemployment (1978 data)
- Percentage of Pre-1940 Housing Units (1970 data)
- Percentage of Housing Units without plumbing (1970 data)
- Comparison of Municipality's per capita income to the New Jersey per capita income (as a measure of wealth/poorness) (1975 data)
- Percentage of AFDC Children (ages 5-14) (1978 data)
- Property taxes collected per capita (1977 data)
- Equalized valuation per capita (1977 data)
- Population Change (1970-1977)

Each municipality is ranked according to municipal urban intensity classifications (i.e., urban centers, urban-suburban, suburban, rural centers, rural) --

derived from a list of eight categories which were used in the Planning Tabulation No. 6 (PT-6), published by the Division of State and Regional Planning (Department of Community Affairs) in January 1972. This classification system was based largely on population density, but other factors such as land use patterns, housing conditions, commuting patterns and measures of central tendency with respect to socio-economic relationship, were also considered.

For purposes of simplifying data handling and analysis, these eight categories were condensed into five. All 567 municipalities in New Jersey were categorized as follows:

|        |                |     |
|--------|----------------|-----|
| 1. UC  | Urban Center   | 29  |
| 2. U-S | Urban-Suburban | 126 |
| 3. S   | Suburban       | 254 |
| 4. RC  | Rural Center   | 50  |
| 5. R   | Rural          | 108 |

Each municipality was then ranked under each of the eight indicators of need. The municipality exhibiting the greatest need received the highest rank (1) for that particular indicator. All eight ranks were then added for each municipality, yielding a composit score and a final ranking.

Using this approach, the 29 urban centers in the State were ranked within their particular municipal category. The listing that follows shows that Newark is the most needy urban center within the group and Dover Township is ranked the least needy (29).

URBAN CENTERS  
(NEEDS INDEX)

| <u>Rank</u> | <u>Urban Center</u> | <u>County</u> |
|-------------|---------------------|---------------|
| 1           | Newark              | Essex         |
| 2           | Camden              | Camden        |
| 3           | Jersey City         | Hudson        |
| 4           | Union City          | Hudson        |
| 5           | Paterson            | Passaic       |
| 6           | Trenton             | Mercer        |
| 7           | Asbury Park         | Monmouth      |
| 8           | Passaic             | Passaic       |
| 9           | Bridgeton           | Cumberland    |
| 10          | Atlantic City       | Atlantic      |
| 11          | Perth Amboy         | Middlesex     |
| 12          | Elizabeth           | Union         |
| 13          | New Brunswick       | Middlesex     |
| 14          | East Orange         | Essex         |
| 15          | Wildwood            | Cape May      |
| 16          | Millville           | Cumberland    |
| 17          | Plainfield          | Union         |
| 18          | Vineland            | Cumberland    |
| 19          | Long Branch         | Monmouth      |
| 20          | Dover Town          | Morris        |
| 21          | Woodbury            | Gloucester    |
| 22          | Red Bank            | Monmouth      |
| 23          | Cape May            | Cape May      |
| 24          | Hackensack          | Bergen        |
| 25          | Morristown          | Morris        |
| 26          | Englewood           | Bergen        |
| 27          | Somerville          | Somerset      |
| 28          | Flemington          | Hunterdon     |
| 29          | Dover Township      | Ocean         |

A similar ranking of all municipalities within the other four categories is underway and nearing completion. Following the completion of this work, appropriate refinements of the Guide Plan will be formulated and amendments considered.

Conclusion

The statute authorizing the preparation and maintenance of the State Development Guide Plan is silent regarding the content of such a plan, its intended use other than as a reference supporting the Division of Planning's mandate to encourage inter-agency coordination, and the procedures for periodic evaluation or amendment. In the absence of more specific guidance, the Division has directed its efforts as discussed in this Chapter. It has relied on information from many sources and has consulted with colleagues in other State departments and at other levels of government. It has applied the Guide Plan in its review and planning functions and has encouraged other agencies to do the same.

APPENDIX A

The information presented in the following tables was obtained from maps prepared by the Division of Planning which display, at a scale of one inch equals one mile, the following: developed lands, public open space and institutions, potable watersheds, natural features and the State Development Guide Plan Concept Map. These maps were prepared using topographic maps from the Bureau of Geology and drawing upon information from several sources.

Developed lands, including airports, private golf courses and cemeteries, were interpreted from 1972 aerial photographs at a scale of 1:24,000, from county planning studies and from discussions with county planning staffs.

Federal, State and county public open space and institutions were classified as public lands. These data were transferred from Public Property record maps, maintained by the Division, to the topographic base maps. Acreage totals for the properties were taken from tabulations accompanying the record maps.

Land owned by public and private water companies and operated as a source of, or protection for, potable water were classified as potable watersheds. These data were transferred from the Division's record maps to the topographic base maps. The acreage totals were taken from records maintained with the inventory maps.

Land identified on the topographic base maps as tidal marsh, fresh marsh and swamp were classified as wetlands. Slopes of 12% or greater were identified using the contour lines on the base maps.

Acreage totals for developed lands, wetlands, slopes and open developable lands were calculated by using Areagraph Charts and the Numonics Planimeter.

Tabulations of land area by county, contained in PT-1, "New Jersey County and Municipal Work Sheets," January, 1976, were used for the total land area tabulations.

Acreage totals for the Pinelands Protection Area and the Pinelands Preservation Area, were obtained from the Pinelands Commission staff.

STATE DEVELOPMENT GUIDE PLAN CATEGORIES  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>Category</u>             | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watershed</u> | <u>Wetlands</u> | <u>Slopes</u>  | <u>Open Developable Land</u> |
|-----------------------------|------------------------|------------------------|---------------------|--------------------------|-----------------|----------------|------------------------------|
| Growth Area                 | 1,520,900              | 687,895                | 63,197              | 13,071                   | 69,022          | 52,870         | 634,845                      |
| Limited Growth Area         | 1,156,949              | 76,955                 | 187,860             | 8,671                    | 166,090         | 153,626        | 563,747                      |
| Agricultural                | 901,195                | 39,489                 | 14,680              | 233                      | 32,260          | 58,365         | 756,168                      |
| Open Space                  | 290,924                | 9,891                  | 102,845             | 43,051                   | 17,816          | 38,520         | 78,801                       |
| Pinelands Protection Area   | 560,946                | 27,143                 | 52,335              | 161                      | 49,875          | 0              | 431,432                      |
| Pinelands Preservation Area | 366,354                | 1,659                  | 201,531             | 0                        | 46,958          | 0              | 116,206                      |
| <b>Total</b>                | <b>4,797,268</b>       | <b>843,032</b>         | <b>622,448</b>      | <b>65,187</b>            | <b>382,021</b>  | <b>303,381</b> | <b>2,581,199</b>             |

GROWTH AREAS  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 29,235                 | 14,035                 | 198                 | 377                       | 672             | 0             | 13,953                       |
| Bergen        | 135,699                | 106,768                | 7,502               | 3,221                     | 6,408           | 2,330         | 9,470                        |
| Burlington    | 103,041                | 33,888                 | 2,071               | 0                         | 3,572           | 1,638         | 61,872                       |
| Camden        | 84,917                 | 51,878                 | 3,232               | 0                         | 550             | 1,088         | 28,169                       |
| Cape May      |                        |                        |                     |                           |                 |               |                              |
| Cumberland    | 46,749                 | 12,371                 | 858                 | 576                       | 1,484           | 0             | 31,460                       |
| Essex         | 77,469                 | 61,359                 | 5,910               | 3,458                     | 1,941           | 2,560         | 2,241                        |
| Gloucester    | 77,447                 | 25,888                 | 1,248               | 0                         | 13,408          | 1,824         | 35,079                       |
| Hudson        | 27,661                 | 20,161                 | 2,214               | 0                         | 4,128           | 448           | 710                          |
| Hunterdon     | 26,759                 | 3,046                  | 852                 | 13                        | 0               | 1,376         | 21,472                       |
| Mercer        | 105,086                | 26,347                 | 8,306               | 107                       | 1,022           | 593           | 68,711                       |
| Middlesex     | 154,110                | 67,258                 | 5,431               | 1,715                     | 10,752          | 5,523         | 63,431                       |
| Monmouth      | 156,624                | 70,643                 | 6,726               | 0                         | 5,919           | 1,959         | 71,377                       |
| Morris        | 116,769                | 36,402                 | 4,285               | 2,230                     | 4,116           | 12,429        | 57,307                       |
| Ocean         | 116,187                | 32,650                 | 1,357               | 0                         | 9,387           | 192           | 72,601                       |
| Passaic       | 48,280                 | 29,477                 | 3,362               | 608                       | 704             | 8,375         | 5,754                        |
| Salem         | 19,072                 | 5,830                  | 2,400               | 0                         | 2,662           | 0             | 8,180                        |
| Somerset      | 100,455                | 28,831                 | 2,153               | 427                       | 307             | 6,335         | 62,402                       |
| Sussex        | 6,418                  | 928                    | 0                   | 0                         | 307             | 1,619         | 3,564                        |
| Union         | 65,875                 | 55,373                 | 4,858               | 339                       | 1,683           | 1,996         | 1,626                        |
| Warren        | 23,047                 | 4,762                  | 234                 | 0                         | 0               | 2,585         | 15,466                       |
| State         | 1,520,900              | 687,895                | 63,197              | 13,071                    | 69,022          | 52,870        | 634,845                      |

OPEN SPACE AREAS  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      |                        |                        |                     |                           |                 |               |                              |
| Bergen        | 14,349                 | 295                    | 3,527               | 0                         | 1,869           | 5,465         | 3,193                        |
| Burlington    | 5,436                  | 51                     | 960                 | 0                         | 2,630           | 0             | 1,795                        |
| Camden        |                        |                        |                     |                           |                 |               |                              |
| Cape May      |                        |                        |                     |                           |                 |               |                              |
| Cumberland    |                        |                        |                     |                           |                 |               |                              |
| Essex         | 4,093                  | 80                     | 38                  | 0                         | 3,892           | 83            | 0                            |
| Gloucester    |                        |                        |                     |                           |                 |               |                              |
| Hudson        | 2,048                  | 269                    | 704                 | 0                         | 1,037           | 38            | 0                            |
| Hunterdon     |                        |                        |                     |                           |                 |               |                              |
| Mercer        |                        |                        |                     |                           |                 |               |                              |
| Middlesex     |                        |                        |                     |                           |                 |               |                              |
| Monmouth      |                        |                        |                     |                           |                 |               |                              |
| Morris        | 36,224                 | 844                    | 7,618               | 8,005                     | 5,207           | 2,860         | 11,690                       |
| Ocean         |                        |                        |                     |                           |                 |               |                              |
| Passaic       | 74,606                 | 6,221                  | 15,590              | 25,318                    | 2,240           | 13,888        | 11,349                       |
| Salem         |                        |                        |                     |                           |                 |               |                              |
| Somerset      | 1,472                  | 237                    | 853                 | 0                         | 90              | 0             | 292                          |
| Sussex        | 135,870                | 1,894                  | 58,882              | 9,728                     | 851             | 15,488        | 49,027                       |
| Union         |                        |                        |                     |                           |                 |               |                              |
| Warren        | 16,826                 | 0                      | 14,673              | 0                         | 0               | 698           | 1,455                        |
| State         | 290,924                | 9,891                  | 102,845             | 43,051                    | 17,816          | 38,520        | 78,801                       |

**AGRICULTURAL AREAS  
CURRENT LAND CLASSIFICATIONS  
(in acres)**

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 4,190                  | 627                    | 70                  | 0                         | 358             | 0             | 3,135                        |
| Bergen        |                        |                        |                     |                           |                 |               |                              |
| Burlington    | 76,440                 | 5,500                  | 570                 | 0                         | 2,765           | 320           | 67,285                       |
| Camden        |                        |                        |                     |                           |                 |               |                              |
| Cape May      |                        |                        |                     |                           |                 |               |                              |
| Cumberland    | 124,163                | 8,480                  | 0                   | 0                         | 5,158           | 0             | 110,525                      |
| Essex         |                        |                        |                     |                           |                 |               |                              |
| Gloucester    | 73,502                 | 3,994                  | 0                   | 0                         | 4,391           | 614           | 64,503                       |
| Hudson        |                        |                        |                     |                           |                 |               |                              |
| Hunterdon     | 169,452                | 4,102                  | 4,270               | 0                         | 0               | 19,411        | 141,669                      |
| Mercer        | 11,168                 | 113                    | 227                 | 0                         | 126             | 0             | 10,702                       |
| Middlesex     | 11,840                 | 448                    | 665                 | 0                         | 256             | 115           | 10,356                       |
| Monmouth      | 67,036                 | 2,714                  | 4,617               | 0                         | 973             | 2,239         | 56,493                       |
| Morris        | 18,752                 | 544                    | 279                 | 233                       | 0               | 3,853         | 13,843                       |
| Ocean         |                        |                        |                     |                           |                 |               |                              |
| Passaic       |                        |                        |                     |                           |                 |               |                              |
| Salem         | 181,561                | 9,613                  | 2,072               | 0                         | 14,342          | 346           | 155,188                      |
| Somerset      | 15,396                 | 601                    | 762                 | 0                         | 0               | 68            | 13,965                       |
| Sussex        | 59,336                 | 487                    | 0                   | 0                         | 3,085           | 10,272        | 45,492                       |
| Union         |                        |                        |                     |                           |                 |               |                              |
| Warren        | 88,359                 | 2,266                  | 1,148               | 0                         | 806             | 21,127        | 63,012                       |
| State         | 901,195                | 39,489                 | 14,680              | 233                       | 32,260          | 58,365        | 756,168                      |

LIMITED GROWTH AREAS  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Land</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|-----------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 83,081                 | 4,302                 | 33,264              | 13                        | 18,875          | 0             | 26,627                       |
| Bergen        |                        |                       |                     |                           |                 |               |                              |
| Burlington    | 3,500                  | 1,191                 | 0                   | 0                         | 0               | 0             | 2,309                        |
| Camden        | 2,558                  | 166                   | 45                  | 0                         | 819             | 0             | 1,528                        |
| Cape May      | 138,733                | 11,277                | 41,950              | 0                         | 40,589          | 0             | 44,917                       |
| Cumberland    | 106,298                | 3,776                 | 25,897              | 0                         | 39,680          | 0             | 36,945                       |
| Essex         |                        |                       |                     |                           |                 |               |                              |
| Gloucester    | 25,979                 | 3,239                 | 2,310               | 0                         | 3,347           | 390           | 16,693                       |
| Hudson        |                        |                       |                     |                           |                 |               |                              |
| Hunterdon     | 78,733                 | 2,521                 | 5,092               | 549                       | 147             | 24,768        | 45,656                       |
| Mercer        | 28,386                 | 2,472                 | 2,009               | 0                         | 423             | 1,892         | 21,590                       |
| Middlesex     | 33,090                 | 1,364                 | 1,218               | 486                       | 3,527           | 223           | 26,272                       |
| Monmouth      | 78,145                 | 7,762                 | 20,012              | 0                         | 2,382           | 1,645         | 46,344                       |
| Morris        | 129,209                | 9,728                 | 14,722              | 4,568                     | 1,440           | 33,228        | 65,523                       |
| Ocean         | 108,524                | 13,461                | 13,743              | 0                         | 34,490          | 65            | 46,765                       |
| Passaic       |                        |                       |                     |                           |                 |               |                              |
| Salem         | 23,930                 | 595                   | 11,552              | 0                         | 8,979           | 0             | 2,804                        |
| Somerset      | 78,229                 | 2,896                 | 5,689               | 0                         | 0               | 10,648        | 58,996                       |
| Sussex        | 135,394                | 10,733                | 6,321               | 839                       | 9,722           | 48,505        | 59,274                       |
| Union         |                        |                       |                     |                           |                 |               |                              |
| Warren        | 103,160                | 1,472                 | 4,036               | 2,216                     | 1,670           | 32,262        | 61,504                       |
| State         | 1,156,949              | 76,955                | 187,860             | 8,671                     | 166,090         | 153,626       | 563,747                      |

PINELANDS PROTECTION AREA  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 225,075                | 13,611                 | 7,915               | 161                       | 25,422          | 0             | 177,966                      |
| Burlington    | 104,845                | 5,321                  | 16,380              | 0                         | 9,892           | 0             | 73,252                       |
| Camden        | 40,243                 | 3,059                  | 4,754               | 0                         | 3,795           | 0             | 28,635                       |
| Cape May      | 29,638                 | 1,670                  | 7,146               | 0                         | 1,011           | 0             | 19,811                       |
| Cumberland    | 45,574                 | 95                     | 13,829              | 0                         | 2,810           | 0             | 28,840                       |
| Gloucester    | 33,222                 | 1,951                  | 2,022               | 0                         | 2,118           | 0             | 27,131                       |
| Ocean         | 82,349                 | 1,436                  | 289                 | 0                         | 4,827           | 0             | 75,797                       |
| State         | 560,946                | 27,143                 | 52,335              | 161                       | 49,875          | 0             | 431,432                      |

PINELANDS PRESERVATION AREA  
CURRENT LAND CLASSIFICATIONS  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 21,280                 | 13                     | 11,963              | 0                         | 3,893           | 0             | 5,411                        |
| Burlington    | 230,028                | 1,646                  | 110,559             | 0                         | 36,962          | 0             | 80,861                       |
| Camden        | 14,368                 | 0                      | 14,147              | 0                         | 0               | 0             | 221                          |
| Cape May      |                        |                        |                     |                           |                 |               |                              |
| Cumberland    |                        |                        |                     |                           |                 |               |                              |
| Gloucester    |                        |                        |                     |                           |                 |               |                              |
| Ocean         | 100,678                | 0                      | 64,862              | 0                         | 6,103           | 0             | 29,713                       |
| State         | 366,354                | 1,659                  | 201,531             | 0                         | 46,958          | 0             | 116,206                      |

CURRENT LAND CLASSIFICATIONS BY COUNTY  
(in acres)

| <u>County</u> | <u>Total Land Area</u> | <u>Developed Lands</u> | <u>Public Lands</u> | <u>Potable Watersheds</u> | <u>Wetlands</u> | <u>Slopes</u> | <u>Open Developable Land</u> |
|---------------|------------------------|------------------------|---------------------|---------------------------|-----------------|---------------|------------------------------|
| Atlantic      | 362,861                | 32,588                 | 53,410              | 551                       | 49,220          | 0             | 227,092                      |
| Bergen        | 150,048                | 107,063                | 11,029              | 3,221                     | 8,277           | 7,795         | 12,663                       |
| Burlington    | 523,290                | 47,597                 | 130,540             | 0                         | 55,821          | 1,958         | 287,374                      |
| Camden        | 142,086                | 55,103                 | 22,178              | 0                         | 5,164           | 1,088         | 58,553                       |
| Cape May      | 168,371                | 12,947                 | 49,096              | 0                         | 41,600          | 0             | 64,728                       |
| Cumberland    | 322,784                | 24,722                 | 40,584              | 576                       | 49,132          | 0             | 207,770                      |
| Essex         | 81,562                 | 61,439                 | 5,948               | 3,458                     | 5,833           | 2,643         | 2,241                        |
| Gloucester    | 210,150                | 35,072                 | 5,580               | 0                         | 23,264          | 2,828         | 143,406                      |
| Hudson        | 29,709                 | 20,430                 | 2,918               | 0                         | 5,165           | 486           | 710                          |
| Hunterdon     | 274,944                | 9,669                  | 10,214              | 562                       | 147             | 45,555        | 208,797                      |
| Mercer        | 144,640                | 28,932                 | 10,542              | 107                       | 1,571           | 2,485         | 101,003                      |
| Middlesex     | 199,040                | 69,070                 | 7,314               | 2,201                     | 14,535          | 5,861         | 100,059                      |
| Monmouth      | 301,805                | 81,119                 | 31,355              | 0                         | 9,274           | 5,843         | 174,214                      |
| Morris        | 300,954                | 47,518                 | 26,904              | 15,036                    | 10,763          | 52,370        | 148,363                      |
| Ocean         | 407,738                | 47,547                 | 80,251              | 0                         | 54,807          | 257           | 224,876                      |
| Passaic       | 122,886                | 35,698                 | 18,952              | 25,926                    | 2,944           | 22,263        | 17,103                       |
| Salem         | 224,563                | 16,038                 | 16,024              | 0                         | 25,983          | 346           | 166,172                      |
| Somerset      | 195,552                | 32,565                 | 9,457               | 427                       | 397             | 17,051        | 135,655                      |
| Sussex        | 337,018                | 14,042                 | 65,203              | 10,567                    | 13,965          | 75,884        | 157,357                      |
| Union         | 65,875                 | 55,373                 | 4,858               | 339                       | 1,683           | 1,996         | 1,626                        |
| Warren        | 231,392                | 8,500                  | 20,091              | 2,216                     | 2,476           | 56,672        | 141,437                      |
| State         | 4,797,268              | 843,032                | 622,448             | 65,187                    | 382,021         | 303,381       | 2,581,199                    |

APPENDIX B

Policy Projection Rationale

New York Metropolitan Area

The intensively urbanized counties of Essex and Union were projected to remain at estimated 1975 levels of population in anticipation of State policies for urban revitalization. An additional population of 108,000 was added to the trend projection for Bergen County (75,500) and the 1975 population for Hudson County (32,500) as indicated by the development plans of the Hackensack Meadowlands Development Commission. Accordingly, the population for Hudson County, for which the trend projection indicated a decline, was assumed to remain stable through the year 2000, with the exception of the Hackensack Meadowlands district for which substantial growth was projected.

The trend projection for Passaic County was reduced by approximately 25% with respect to the Skylands Conservation Area proposed by the New Jersey Department of Community Affairs. The population projection prepared by the Tri-State Regional Planning Commission was used for Morris County (see Central New Jersey description below).

Central New Jersey

Projections prepared by the Tri-State Regional Planning Commission were used for Somerset, Middlesex, and Monmouth Counties for the year 2000. These projections reflect State policies favoring concentrated growth areas in the suburbs (in contrast to the Department of Labor and Industry projections), and were developed by Tri-State on a regional basis in consultation with its constituent counties.

Philadelphia Metropolitan Areas

County projections developed for the Water Quality Management Plans prepared by the Delaware Valley Regional Planning Commission (DVRPC) were used for the four counties (Mercer, Burlington, Camden and Gloucester) in the DVRPC jurisdiction. These forecasts were developed with explicit recognition of the State's policies for urban revitalization and conservation of natural resources, such as the Pine Barrens, and were therefore directly incorporated into the Interim Policy Projections.

Southern New Jersey

The trend projections prepared by the New Jersey Department of Labor and Industry ("ODEA" model) were used for Salem and Cumberland Counties. These projections reflect a continuing moderate rate of growth for these primarily rural counties.

Coastal New Jersey

The trend projections prepared by the New Jersey Department of Labor and Industry ("ODEA" model) were modified for Ocean, Atlantic and Cape May Counties. This is in keeping with the State policy of discouraging growth in exurban areas, and conservation of the Pine Barrens. Also, the Department of Labor and Industry projections were considered to have overestimated the impact of casino gambling in Atlantic and its surrounding counties. Furthermore, Ocean County was considered to be already overcommitted through the year 2000 in terms of sewage capacity as a result of earlier 201 facilities plans; therefore, the population projection for Ocean County need not reflect the extent of this service. Due to these factors, the Department of Labor and Industry projections of 74% growth for Atlantic, 126% for Cape May, and 90% for Ocean were considered excessive. Since

there are many uncertainties concerning the growth in these counties and Sussex County, a growth rate of 66% was used for each county. This growth rate was determined by subtracting the projections for the other 17 counties from the State total, which resulted in room for approximately 66% growth over 1975 estimates in each county. At this time the downward adjustment of these counties was assumed to be uniform. If more specific information on the relative growth potential in these counties becomes available, these projections will be adjusted.

#### Northwestern New Jersey

The trend projections prepared by the New Jersey Department of Labor and Industry ("ODEA" model) were utilized for Warren and Hunterdon Counties since these projections allow moderate growth in rural areas. The trend projection for Sussex County, indicating a 96% growth rate, is considered to be excessive due to the lack of a strong county economic base in combination with State policies for revitalization of urban areas. A growth rate of 66% was allocated to Sussex County, as discussed above for the Coastal New Jersey area.

