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DEPARTMENT OF COMMUNITY AFFAIRS

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NEW JERSEY STATE DEVELOPMENT GUIDE PLAN.

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Department of Community Affairs

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WHY IS PLANNING NEEDED?

Planning can provide guidance in meeting the challenges of the future. The State government must make hard choices among competing and worthy needs -- the need for jobs and for clean air, the need for adequate housing and for profitable farmland, the need for improved transit systems and for recreational open space. Such needs can be met, but only if the choices made at State level reflect widely accepted policies of what makes sense, of what is desirable, of what should be achieved.

The State Development Guide Plan provides a framework for making these decisions by suggesting the balance which should be sought between conservation and development in the State. It indicates where further urban expansion should be encouraged, where less intensive development is appropriate and where essential natural resources, recreational space and agricultural lands should be preserved.

It also suggests how public agencies can influence future development by making appropriate use of their investment, regulatory and legislative authority.

HOW HAVE WE APPROACHED STATE PLANNING?

After reviewing county, regional and state studies and reports, four major goals were formulated which we think government policy should strive to achieve in future years. These goals are:

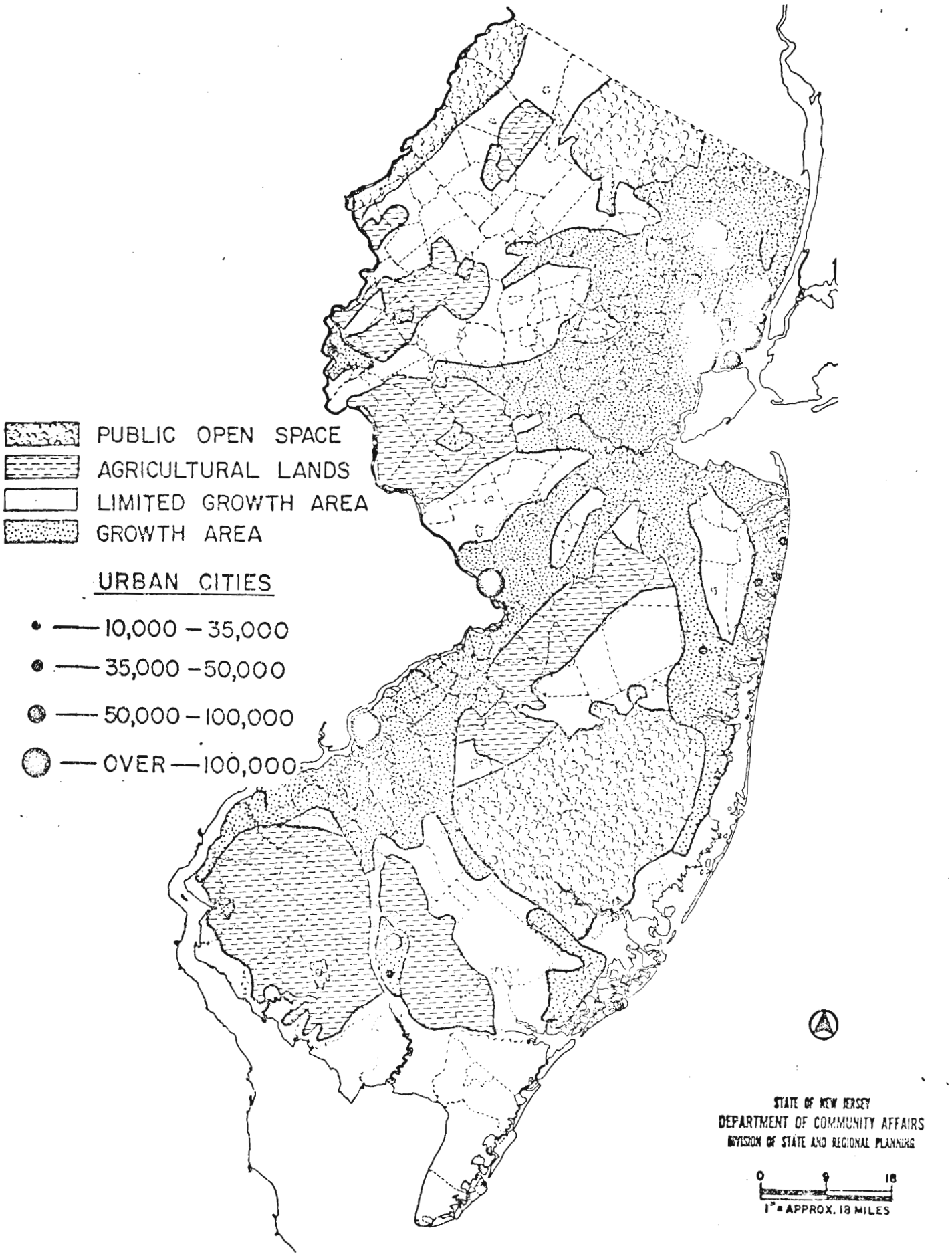
....Maintaining the Quality of the Environment
....Preserving the Open Space Necessary for an Expanding Population
....Providing Space and Services to Support Continued Economic Expansion
....Enhancing the Quality of Life in Urban Areas

With these goals in mind the State Development Guide Plan was created by studying a variety of factors -- social and economic trends, the location of existing development and public utility systems, and important environmental conditions. In combination they provide information on existing and potential areas of development and the location and extent of critical natural resources and agricultural areas.

WHAT IS THE STATE PLAN?

It consists of both a text and a Concept Map. The text presents in some detail the considerations upon which the Plan is based, a description of the growth and conservation areas and a discussion of implementation strategies. The Concept Map, shown on the next page of this brochure, indicates which areas of the State are most appropriate for various uses.

CONCEPT MAP



WHERE SHOULD MOST DEVELOPMENT OCCUR?

The Growth Areas contain major transportation facilities and energy supplies, and are the location of many of New Jersey's residences, major businesses and industrial facilities. Major investments have been made to provide public facilities and services to support this development.

Within the suburban areas and around the rural centers much vacant land still remains. These areas are particularly suitable for development because of their accessibility to employment and services. In most instances water, sewer, roads and other public facilities are already in place. Additional development in these areas would allow these facilities to be more efficiently utilized.

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. Accordingly, it is within the Growth Areas that much of the State's investment in development encouraging facilities and services should be made.

WHAT WOULD THIS GROWTH BE LIKE?

It is recognized that not all lands within the Growth Areas are equally appropriate for development. Environmental conditions -- steep slopes, wetlands and soil limitations -- make some areas unsuitable for development. In other instances the presence of particularly attractive environmental features -- scenic vistas and woodlands -- suggest that it would be most desirable to preserve these areas in their natural state.

Development within the Growth Areas would occur, as it has to the present, in a variety of patterns: clusters of apartments and townhouses, areas of single family houses on individual lots, and places of commercial and industrial development interspersed with open lands and parks. The planning decisions which underlie these development patterns would be based as they are now on considerations of natural areas and existing conditions and on the balance each municipality wants to achieve among land uses.

WHAT ABOUT THE URBAN CENTERS?

Within the Growth Areas are a number of older urban centers with significant levels of social, economic and physical problems. These cities, which in many cases are the nuclei of metropolitan regions, have suffered serious declines as higher income residents and employment centers have moved to the expanding suburbs.

However, these center cities still provide housing and employment opportunities for substantial numbers of people. Current trends of population and economic decline should be reversed so that these areas can serve as viable urban centers within the metropolitan regions.

Neighborhood preservation, commercial revitalization and economic development activities are strategies which are being used in urban areas to combat decline. Continuing expenditures are also necessary to maintain the extensive public facilities and service systems in these centers. Although some new growth may be appropriate, it is recognized that most of the State's future expansion will occur in suburban areas.

WHERE SHOULD FARMLANDS BE RETAINED?

The areas designated on the Concept Map are considered most appropriate for a coordinated public effort to preserve agriculture in New Jersey. These large tracts reflect the needs of modern agricultural practice for concentrated areas of farmland, free of incompatable development, yet accessible to market and service centers.

Currently, much of the farming activity within the State is located in the areas designated for agricultural use. Development is relatively sparse, and the areas lack extensive water and sewer systems and other public facilities. These areas also contain the most favorable soils -- Classes I, II and III -- for productive agriculture.

The Plan generally supports the Blueprint Commission on Agriculture's recommendation to maintain one million farmland acres in the State. Methods to retain farmland include selective purchase or transfer of development rights, appropriate tax and regulatory programs and an investment policy which is sensitive to the need for minimizing development pressures in these areas.

WHICH NATURAL RESOURCE AREAS SHOULD BE PRESERVED?

The extent of publicly owned and managed lands in three areas -- the Skylands, the Pinelands and the Delaware Water Gap -- should be expanded. Each of these scenic areas also contain abundant water resources. Accordingly, they provide both wilderness recreation opportunities and essential water resources to support a growing population.

There is also a great need for open space and recreation opportunities in the urbanized portions of the State. The Plan supports the development of open space in the Hackensack Meadowlands and the continued acquisition of land around the Great Swamp National Wildlife Refuge. Additional open space areas should also be acquired throughout the State.

The Plan also recognizes the need to protect floodplains, wetlands, steep slopes and other environmentally critical areas from development. The open space recommendations shown on the Concept Map should, therefore, 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.

WHAT ABOUT FUTURE GENERATIONS?

Not all areas of the State contain major concentrations of development or critical natural resources or prime agricultural lands. Sizable areas remain which have not developed in the past mostly because other portions of the State are more accessible to markets and population centers. Such conditions may change and development pressures may well intensify in such areas. However, studies indicate that there is enough land in the designated Growth Areas to accommodate most of the State's development into the next century.

Accordingly, the Limited Growth Areas are viewed as a land reserve. By limiting public investments to maintaining existing development rather than encouraging expansion, limited public funds can be used more efficiently, and areas of relatively low density development can remain as a resource for the future.

In this way, the needs of future generations -- for more development, for locations for energy generation facilities and for open space -- are recognized. These areas may become critically important resources for New Jerseyans of the 21st century.

HOW WOULD THE PLAN BE IMPLEMENTED?

Public Investment -- What governments spend money for and where is a major factor in determining where growth will occur. The construction or extension of water and sewer systems, of roadways and mass transit, and of public facilities tend to encourage growth to occur. Conservation efforts are aided not only by public purchase of land, but also by the withholding of growth inducing investments.

The State government not only makes such investments directly, but it also plays a major role in determining whether investments planned by other levels of government, using public funds, are justified and, if so, what their priority may be. There is not enough money available to satisfy every government's desire for financial assistance. Choices must be made; priorities established. Investments made in accordance with the Plan would assist in its implementation.

Legislative and Regulatory Authority -- All levels of government exercise some authority concerning how land is used. Federal and State agencies adopt laws pertaining to taxation, environmental quality, resource protection and a wide variety of economic and social practices. New legislation is also created as changing circumstances indicate new needs that should be addressed.

Influence -- As a statement of policy and intent, the Plan could influence development decisions made by State, county and local governments. State agencies try to design their programs so that they will complement rather than conflict with those of other agencies. Local and county officials consider State policies and programs in drafting their own plans and programs. Such decisions made in conformity with the Plan would result in a better future for all New Jerseyans.

HOW WOULD THE PLAN AFFECT THE PRIVATE SECTOR?

The Plan can influence decisions in the private sector as well as government agencies. In urban areas residents and employers may be encouraged to pursue rehabilitation efforts if government sponsored preservation and redevelopment activities provide the initial impetus. A developer or corporate executive may be attracted to Growth Areas by the prospect that assistance for sewerage treatment facilities and road improvements will be easier to obtain there than elsewhere. A farmer may invest in more modern equipment if he has some assurance that his operation will not be impeded by incompatible development. By influencing such decisions the Plan could encourage its own implementation.

In New Jersey, local governments also play a major role in land use regulation and this Plan assumes that they will continue to do so. The Plan leaves much for local governments to decide about where development should occur and what areas should be preserved in their jurisdictions. Such decisions made in conformity with the Plan will result in a better future for all New Jerseyans.

We are seeking your comments, so that the revised plan will be as compatible as possible with state, county and local planning activities. More detailed maps are available for discussion, and should be of assistance in coordinating our planning activities.

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STATE DEVELOPMENT GUIDE PLAN

-FOR REVIEW ONLY-

Bureau of Statewide Planning
Division of State and Regional Planning

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TABLE OF CONTENTS

TABLE OF CONTENTS - 2

LIST OF FIGURES

Page

LIST OF MAPS

LIST OF TABLES

PREFACE

I. THE NEED FOR STATE PLANNING

Government at all levels can shape the course of state development directly, through capital investments, and indirectly, by exercising regulatory and taxing authority. Unfortunately, such activity frequently reflects limited concerns. Does the facility solve a specific problem? Can we afford it? How much revenue must be raised? Long-term developmental impacts of such activities, direct or indirect, are usually ignored.

Short-sighted planning is both unfortunate and unnecessary. It is unfortunate, because in solving one problem, we often aggravate another, or we miss the opportunity to solve two problems with the same expenditure. Too often, in the name of expediency, we fail to adequately consider alternatives. It is unncessary, because if there were goals and objectives for the entire state developed by state government and the citizens, many potential conflicts, overlaps, or less than full use of resources could be identified and avoided.

A state comprehensive development plan, providing a framework within which single-purpose programs could be viewed for their potential developmental impacts, is clearly needed. Such a plan would suggest areas appropriate for future development, as well as identify those areas in which development should be constrained. This plan would set forth a series of guidelines to assist public officials and the private sector in relating specific proposals to fundamental state goals and objectives.

PREFACE (CONT.)

During the past few years, many knowledgeable people representing a diversity of interests and perspectives have called for a state plan for future development. The Division of State and Regional Planning, which has been working on a cooperative intergovernmental planning process for the past two decades, believes that the document which follows is a major step toward such a plan. This draft builds on the work of the 1960s and 70s, and is designed to stimulate discussion, to provoke comment, and to strengthen the decision-making process. It is not "the last word," but rather an attempt on the part of the Division's staff to put New Jersey's future on the agenda for decision and action. The staff expects and welcomes comment, suggestions and proposed revisions from the general public and from private and governmental entities within New Jersey.

This draft has been funded from both state and federal sources. The largest source of financial support has been from the United States Housing Act of 1954 as Amended, Section 701, which requires the Division to prepare, by August 1977, a Housing and Land Use Plan. This draft is intended to be the first step toward satisfying that requirement.

A future draft, to be developed after a year of consultation, discussion, public hearings, meetings and conferences with county planners, state planning personnel, and other interested persons will be submitted next year to the Governor and to the U.S. Department of Housing and Urban Development.

It is not possible within a single document to provide all of the answers for the coming decade. But it is possible to establish a decision-making framework that takes into consideration present problems and future needs, physical realities and developmental impacts. Such a framework would provide decision-makers with a tool for improving the quality of life for future generations. Because of the importance of this document, we urge you to participate, as fully as possible, in the deliberations to be held in the next few months. Your opinion will be reflected in future presentations.

ACKNOWLEDGEMENTS

The preparation of the State Development Guide Plan involved the cooperation of many people -- throughout State government and at the regional and county levels as well. The Statewide Planning staff relied heavily on data and analyses compiled by other agencies and consulted often with colleagues reflecting a diversity of views and professional training. In particular, the staff benefitted from discussions with Governor Byrne and his staff; the Commissioners of Community Affairs, Labor and Industry, Environmental Protection, Transportation and Agriculture; the Capital Needs Commission and staff; staff of the Governor's Office of State Economic Planning and the Economic Policy Council. Dr. Kemble Widmer, the State Geologist, Robert Stokes of the State Green Acres staff, Stephen Carroll and Dan Pawling of the Tri-State Regional Planning Commission and Frank Fato of the Bureau of Review Coordination, Department of Community Affairs, provided invaluable assistance.

Preparation and improvement of the Plan was also greatly facilitated by the directors and staffs of each of the twenty-one county planning agencies. They provided perspectives and observations which significantly improved the State Development Guide Plan.

We look forward to maintaining the involvement of these and others too numerous to mention in the months and years ahead.

CHAPTER I

NEW JERSEY - 1976

New Jersey is facing the prospect of continued population growth at a time when the New Jersey economy is undergoing major structural changes accompanied by high unemployment levels, when many of its important natural and agricultural resources require protection, when much of its existing physical infrastructure and social service systems are reaching full capacity and when real energy shortages and generally higher developmental costs are threatened.

These need not be serious constraints to future development, but as major problems each deserves attention. Some may be beyond the power of the governments of New Jersey to solve without major contributions by the federal government and the private sector. However, it is a basic assumption of this Development Plan that how the government of New Jersey responds to apparent problems and current needs can influence the shape of the future.

This chapter presents information on trends in development, population and economic growth. It discusses some of the existing problems in center city areas; in providing adequate housing, service facilities and energy supplies; and in the conservation of agricultural lands and natural resources. Most of all, this discussion seeks to convey some idea of the challenges which New Jersey will be facing in the coming years.

The Distribution of Population

In the early decades of this century most of New Jersey's population and non-agricultural employment were concentrated in areas around New York City and Newark in the northeast and Philadelphia and Camden in the southwest. Smaller centers had been established along the road and railway links between these cities. Some settlement had also occurred along the Atlantic coastline and Delaware River, and in farming centers in the rural areas of the State.

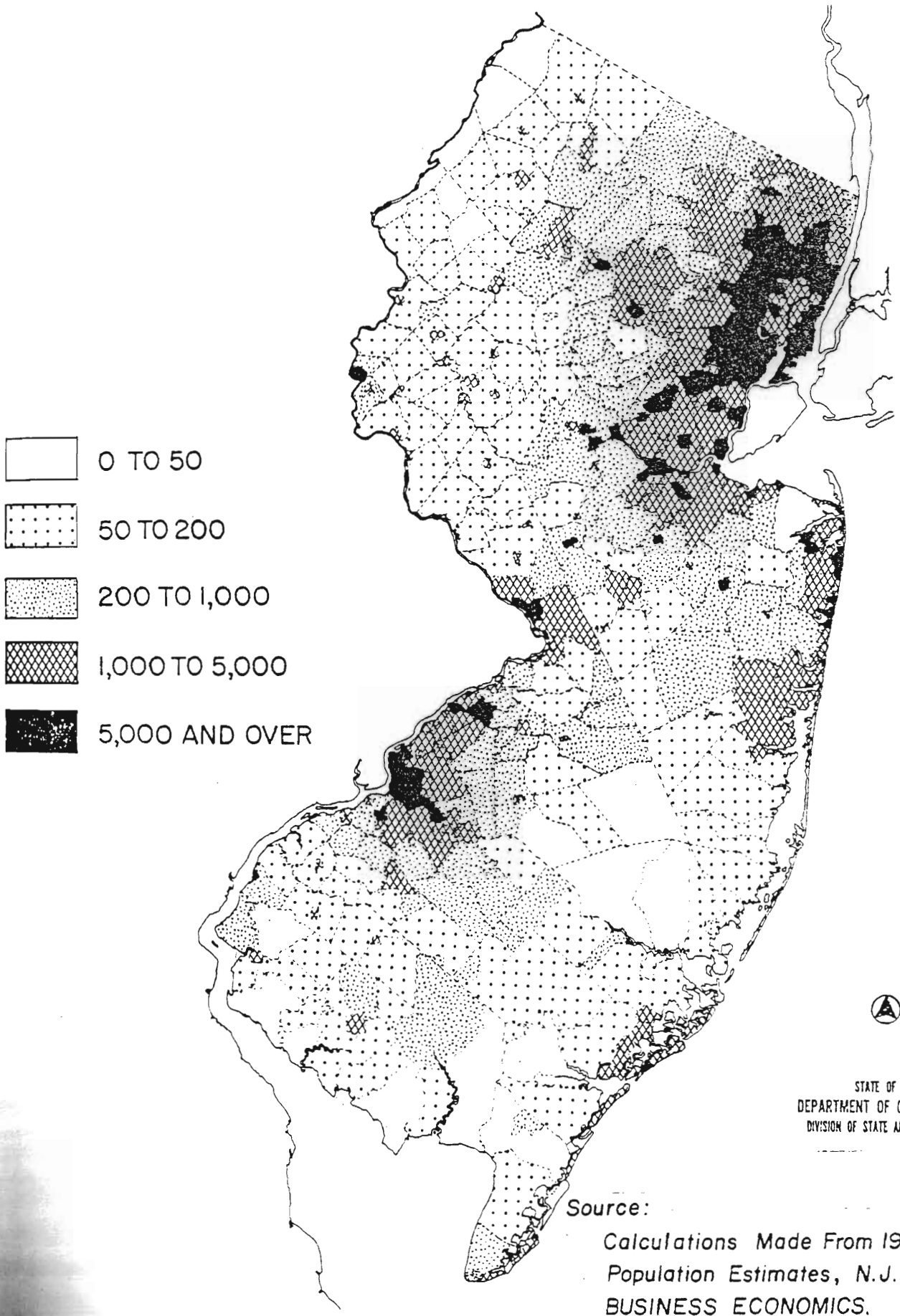
In recent decades development has gradually spread out from these centers especially along the transportation corridor between New York and Philadelphia. By 1960, New Jersey had become the most urbanized state in the nation. Today, extensive development is found in major portions of northeastern New Jersey, along the New York-Philadelphia corridor, and in the Camden area. Shore communities along the Atlantic coastline have also had significant development. (Map 1)

The distribution of most of the population in New Jersey is related to its "corridor" position between the two major metropolitan centers of New York and Philadelphia. This corridor pattern has also been noted to a lesser but important degree along those routes which connect major population centers with the shore resorts along the Atlantic Ocean.

The impacts of these types of corridors are several. First, residential development in outlying counties becomes desirable because the corridor contains major metropolitan roads along which employment opportunities are numerous. Then the corridor's existence tends to spur residential growth in the more accessible counties. Once these areas approach

MAP I

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.

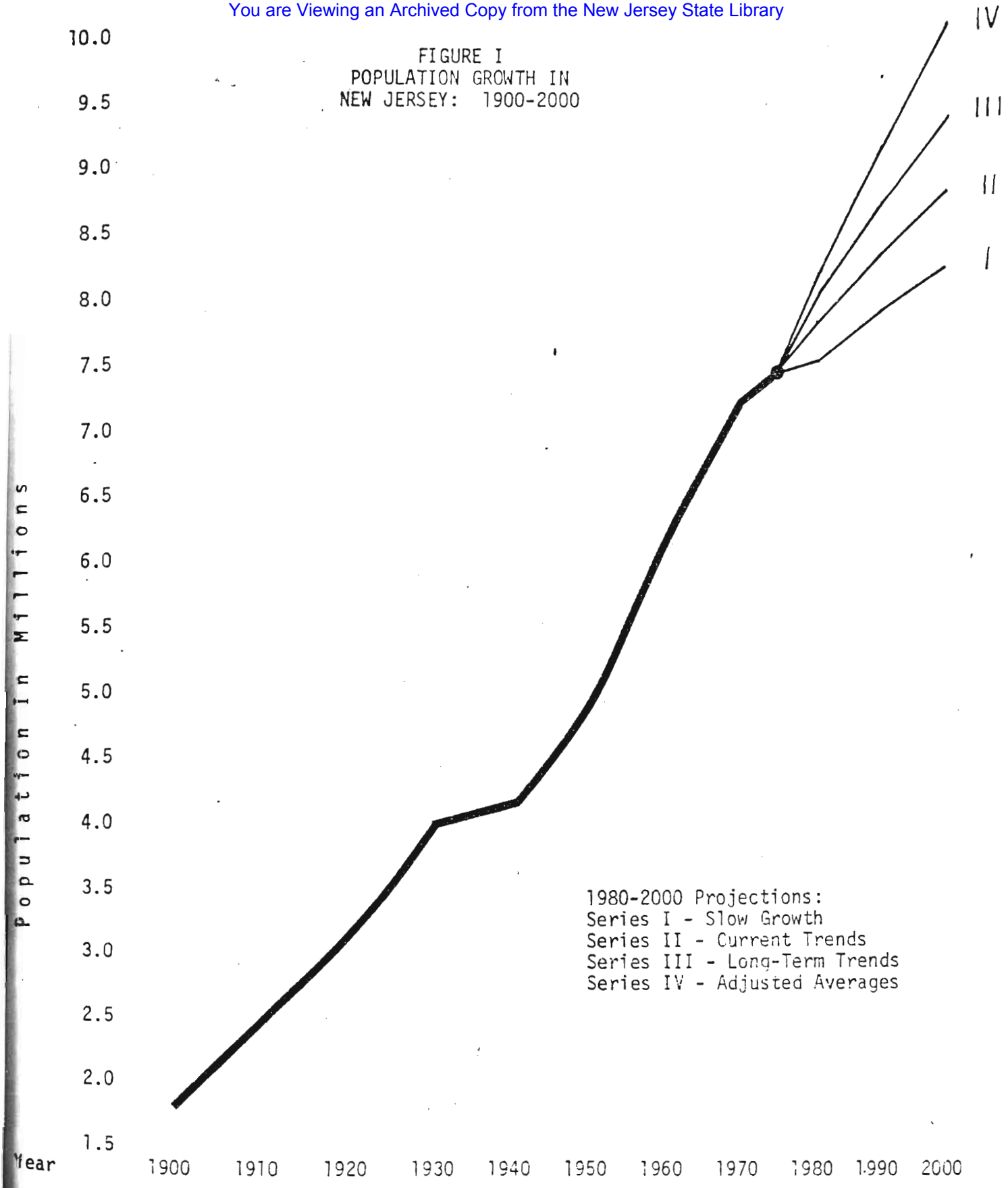
threshold urban development stutus (1500 people per square mile), the corridor itself begins to attract economic activity due to the fact that it constitutes accessible space strategically located between the major metropolitan centers and the newer urban-suburban centers. These new employment opportunities, in turn, stimulate additional residential growth further out along the corridor.

Population and employment projections indicate that these trends toward suburbanization will continue through the 70s and into the 80s with most growth being registered in what are presently thought of as suburban counties. Such trends, if they occur, might result in substantial expanses of open area being developed for residential, commercial and industrial uses. A major challenge facing the people of this State is to guide this future growth so that good residential areas with adequate amenities and services will be available, employment opportunities will be created, and public investments efficiently utilized while environmental quality and open space are retained. The quality of life in New Jersey should be enhanced not deteriorated by future growth.

Population Growth

This steady expansion of the developed areas of New Jersey has come about, in part, as the result of long term population growth. For the most part, this has taken place at a fairly steady rate. (Figure 1) Variations have occurred from decade to decade as a result of changes in birth rates and the number of persons moving into and out of the State. From the late 40s to the early 60s, the post World War II baby boom, advances in medicine and technology, and an overall stable economy contributed to significant population

FIGURE I
POPULATION GROWTH IN
NEW JERSEY: 1900-2000



Source: U.S. Census Reports, 1900-1970. 1975 Estimate and Projections by the Office of Business Economics, Department of Labor and Industry.

increases. New Jersey's population grew from 4.8 million in 1950 to 6.1 million in 1960 (a 25% increase) to 7.2 million in 1970 (an 18% jump). This was a faster growth rate than in the United States as a whole in which increases of 19 percent and 13.3 percent, respectively, occurred during these two decades.

The number of inhabitants in the State increased by 260,638 in the years between 1970 and mid-1976 according to the estimates of the New Jersey Department of Labor and Industry. These estimates indicate that the rate of growth in recent years is considerably lower than that which occurred in the two previous decades. This is the result, in part, of the gradual decline in birth rates from a 1957 high of 3.7 births per 1,000 persons to 1.8 in 1975. It is also due to the fact that migration among the nation's regions has been shifting away from the northeastern states to the southern and southwestern states.

An appropriate population projection for the State Development Plan was selected by examining the four projections published by the Office of Business Economics in the New Jersey Department of Labor and Industry.* (Figure I) Each projection is based on different assumptions ranging from natural increase only (I), through projections based on 1970-1974 growth estimates (II), on long term trends since 1900 (III), and on population growth trends since 1950 (IV). Series I is the lowest projection since it shows only the population expansion that is expected to occur from more births than deaths, and does not reflect the immigration which has always contributed substantially to New Jersey's growth. The

*See: New Jersey Department of Labor and Industry New Jersey Population Projections, 1980-2020, Trenton, N.J., 1977.

three projections to the year 2000 based on different historical periods vary from a low of 8.8 million (II), through 9.4 million (III), to a high of 10.1 million (IV).

An analysis of these projections and their assumptions suggested that the population of New Jersey will probably be approximately 9 million by the year 2000. Specifically, it is assumed that it will fall somewhere in the range between 8.8 million (II) and 9.4 million (III).

This range was selected in preparing the State Development Plan for two reasons. It seems likely that long term growth will be at least as high as the estimated increases of recent years reflected in Series II. On the other hand, it seems unlikely to exceed the long-term trends reflected in Series III. It appears improbable that the high net in-migration rates that characterized the 1950 to 1970 period, as reflected in Series IV, will recur, since the migration shift away from the northeastern states is now a well-established phenomenon.

If New Jersey's population reaches approximately 9 million in or around the year 2000, this would mean that approximately 1 1/2 million new residents will have to be accommodated. Where and how these new residents will be housed are matters of vital concern in planning for the future.

Housing

New housing will be needed to accommodate our growing population and to provide for an expanding number of households. In fact, the number of households is likely to grow much more rapidly than the population as a whole. Available information indicates that average family size is decreasing while the number of one and two person households is increasing. Continuation of this trend suggests there will be approximately 700,000 to 900,000 more households formed between 1976 and the year 2000.*

*An in-depth study of household demand is presented in State Housing Element, Division of State & Regional Planning, Summer 1977.

New housing units will be needed for these households. Additional units will also be needed to replace those lost from the existing supply through obsolescence and structural deterioration. Ideally, the tight housing market should also be eased by increasing the number of housing units relative to households. These projections of housing demand suggest that housing construction should be substantially increased.

In recent years there has been a decline in the volume of housing construction in New Jersey. In the 1970s the number of building permits issued for new dwelling units dropped from 39,897 in 1970 to 23,215 in 1975. Even if all of these dwelling units were constructed, the number of new units would be well below the amount that is needed merely to keep up with household growth in the State. As a result, more people are forced to make do with inadequate housing or to pay inflated prices for older units.

Housing costs have also risen sharply in recent years both in the State and nationwide. Rising land and construction costs have contributed to higher initial prices. Steep increases in mortgage interest rates, utility costs and property taxes have significantly increased rental rates and the costs of homeownership. Fewer and fewer New Jersey households are able to afford new suburban housing. This, in turn, means that households of more moderate incomes experience increasing difficulties in finding less expensive housing in existing neighborhoods.

However, in spite of problems in the supply of housing, some housing units in urban areas are being abandoned. This increasing problem appears to be caused by 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.

Increasing suburbanization and the shift of employment locations to developing areas have led to problems in the distribution of housing among income groups. Many New Jersey residents, particularly low and moderate income families, experience difficulties in finding affordable housing in locations near their jobs. Recognizing this problem, the New Jersey Supreme Court, in the Mt. Laurel decision,* held that all "developing" municipalities should provide opportunities for a "fair share" of a regional housing need to be built within their borders. However, the impact of this decision, at least at the present time and in view of the basic economic restraints, has been minimal.

Providing a variety of housing opportunities in appropriate locations for New Jersey's expanding population will be a major challenge in the coming years. Single persons and young couples, families with growing children, and the elderly, all have specialized housing needs and tastes. Small apartment units which may be ideal for some households are unsuitable for raising children. Older adults and especially the elderly have a variety of needs and tastes in housing types and locational interests. The changing economics of the housing market, which have significantly raised the cost of housing, is a problem which requires efforts both within the State and nationwide. Solutions to problems in 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.

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* Southern Burlington County NAACP v. Township of Mount Laurel, 67 N.J. 174 (1975).

Economy

New Jersey, in part because of its proximity to markets and its abundant resources of labor, became a major industrial center in the early 19th century. Because of these advantages and other favorable conditions, New Jersey and the Northeastern states continued to grow and function as a center of industry and commerce, serving the less developed parts of the nation and the world, for many decades.

However, the Northeastern region is losing its once dominant position. While it remains a leader in some areas of finance, trade and research, manufacturing growth has shifted to the Southern and Southwestern states. This trend has been further enhanced by large population migrations which have expanded market demands in these areas.

The causes of this shift are many and to some extent fall beyond the power of New Jersey to influence. Since technology has made the world smaller, it is now possible for many firms to research and design products in one location, manufacture them in another and market the finished product in yet other areas. Although New Jersey continues to be a national leader in research and development, other regions are often more advantageous locations for manufacturing these products. New Jersey suffers from cost disadvantages in energy, taxes and labor which in combination can result in higher manufacturing costs. Obsolescence and slow rates of reinvestment are additional factors which decrease the attractiveness of New Jersey for manufacturing.

In spite of these regional shifts, manufacturing jobs continued to increase in New Jersey until the late 1960's. However, the rate of growth during this period was much slower than in the rest of the nation. Since 1970 there has been a decline in the number of manufacturing jobs, a situation which appears to be a characteristic of the mature economy of older industrial states. (Table I)

In the past, employment losses in manufacturing were compensated for by increases in other sectors. Between 1950 and 1970 substantial gains occurred particularly in the fields of services, trade and government. In recent years, however, the pace of employment growth in non-manufacturing jobs has slowed, both within the State and relative to growth nationwide. (Table I)

This slow growth during the 1970's can be partly attributed to the nation's worst post World War II recession which affected growth rates throughout the country. However, in New Jersey the decline was steeper, and recovery is lagging behind the entire economy. This appears to be due, in part, to the fact that old and less efficient industrial facilities, more of which are assumed to be in the Northeastern states, reduce production earlier and postpone expansion until economic recovery is well underway.

TABLE I

WAGE AND SALARY WORKERS IN NONAGRICULTURAL ESTABLISHMENTS
NEW JERSEY 1950-1975
(NUMBER OF EMPLOYEES IN THOUSANDS)

	1950	1960	% Change 1950-1960	1970	% Change 1960-1970	1976	% Change 1970-1976
Manufacturing	756.4	808.6	6.9	863.0	6.7	753.2	-12.7
Trade	273.7	374.6	36.9	538.2	43.7	618.3	14.9
Services	166.8	252.0	51.1	410.4	62.9	490.1	19.4
Government	171.0	242.2	41.6	374.8	54.7	470.4	25.5
Transportation & Public Utilities	135.4	149.5	10.4	182.2	21.9	175.9	- 3.5
Contract Construction	81.2	98.1	20.8	119.2	21.5	94.6	-20.6
Finance, Insurance & Real Estate	68.3	88.6	29.7	117.7	32.8	138.2	17.4
Mining	4.3	3.5	-18.6	3.2	-8.6	2.7	-15.6
TOTAL EMPLOYMENT	1,657.1	2,017.1	21.7	2,608.6	29.3	2,743.4	5.2

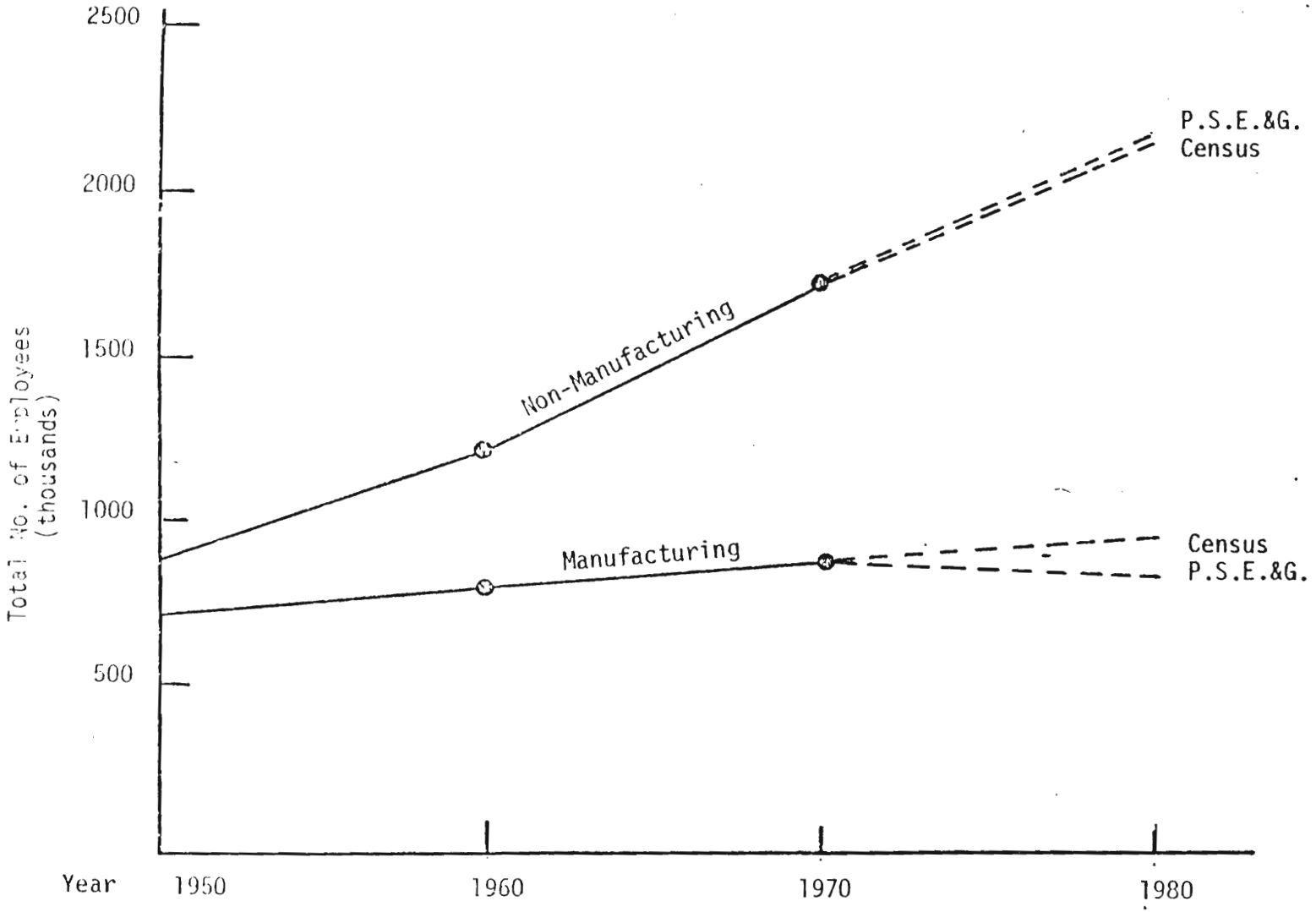
SOURCE: New Jersey Department of Labor and Industry, Division of Planning and Research

However, New Jersey does have underlying economic strengths in terms of the large market provided by the population and industrial concentrations of the Northeast and its easy accessibility to foreign markets. It also has extensive resources in human talent and scientific and financial capabilities which should encourage economic expansion in the future if properly utilized. Projections indicating trends in future employment have been made by the U.S. Bureau of the Census and the Public Service Electric and Gas Company. (Figure 2) In general, the outlook is for slower growth with a continuation of the shifts from manufacturing to other types of employment.

The basic economic challenge which the State must face is one of reducing the effects of these changing employment possibilities. Two major consequences of these shifts are high rates of unemployment, particularly in urban areas, and changing labor force demands, away from jobs requiring little skill or training to those where considerable training is essential. Future economic expansion needs to be integrated within an overall development framework which recognizes that economic vitality depends not only on market accessibility and labor force availability, but also on adequate water and energy supplies, good living conditions and efficient government.

FIGURE II

EMPLOYMENT TRENDS IN N.J. 1950-80



Source: U.S. Department of Labor, Bureau of Labor Statistics, Employment and Earnings, 1939-72, Bulletin 1370-10.

U.S. Department of Labor, U.S. Bureau of Labor Statistics, U.S. Economy in 1985 Summary of BLS Projections, Bulletin 1809, 1974.

Public Service Electric and Gas Employment Projections, June 1976.

Energy

Until the present decade, adequate supplies of energy -- from a variety of sources and for a variety of purposes -- could be safely assumed. Although the State did not contain basic energy resources such as coal, oil and natural gas, sufficient quantities of each could be obtained to satisfy conceivable demand levels at low costs. The consequences of this assumption pervade the development pattern which now characterizes New Jersey. The bedroom suburb, the regional shopping mall, the scattering of office and industrial parks along highway routes, where much of the State's post-war growth occurred, were made possible in part by the availability of low-cost energy resources, principally petroleum.

By 1972 petroleum products accounted for more than two-thirds and gasoline for transportation purposes accounted for more than one fifth of the State's total energy use. (Table 2) Petroleum products also provided the basic resource for generating electric power and for residential heating systems. For much of the post-war era, oil was shipped from other states and increasingly from other countries encouraging, and in a major way, shaping development in New Jersey. However, this dependency on petroleum products was not viewed as a problem until the early seventies when the Arab boycott on oil shipments to this country was imposed for a brief period. Sharp increases in the price of imported oil followed and contributed to significant price increases throughout the Nation's economy. As a major oil-consuming state, New Jersey was severely affected.

TABLE 2

ENERGY SUPPLY AND USE
NEW JERSEY 1972

SOURCE (In trillions of BTUs)	USE (In trillions of BTUs)				
	Electric Generation	Industrial	Commercial	Residential	Trans-portation
Petroleum Products					
Residual Oil	258.9	86.8	87.3	---	54.1
Distillate Oil	45.3	14.6	---	305.5	48.7
Gasoline	---	---	---	---	428.2
Subtotal	304.2	101.4	87.3	305.5	530.4
Natural Gas	27.1	82.4	65.6	155.5	---
Natural Gas Liquid	---	231.0	---	---	---
Coal	31.7	---	---	4.6	---
Nuclear Power	44.4	---	---	---	---
Total	407.4	414.8	152.9	465.6	530.4

Source: "Energy Flow Patterns, New Jersey 1972," prepared for the State Energy Office by staff of the Department of Community Affairs, May 1974.

As a result, the need to reduce the State's dependence on imported oil -- by developing alternative sources and by encouraging more efficient use -- has been widely recognized. Alternative energy sources, such as nuclear reactors, coal, the sun, the wind, are receiving greater attention. The possibilities of using heat, which is now vented into the atmosphere by industrial users, to provide an additional energy resource are being explored. The federal government is now leasing potential oil-drilling sites along the outer continental shelf east of New Jersey. At the same time, all energy consumers are being encouraged to reduce their demand for energy as much as possible.

The use of all other sources of energy rank well below petroleum, although natural gas is critically important for some industrial processes and residential use. Certain sectors of the State's industrial sector have been severely affected by shortages in natural gas shipments and by rising prices for the supplies which remain available. The glass industry in particular has been caught between air quality regulations which can only be met by using natural gas and major reductions in the amount of natural gas available. Relaxation of the air quality regulations may allow other types of fuel to be used, but a major increase in production costs appears inevitable and the loss of major industrial employers possible unless adequate supplies of natural gas are obtained or competitive alternatives developed.

However well intended and well executed, none of these activities can provide immediate relief from the threat of major shortages nor from the reality of continually higher prices for energy in New Jersey. Further, even if new sources of energy are developed and technological problems which now hinder the development of alternatives to petroleum are resolved, 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. Any source -- whether it is oil from wells off the New Jersey coast, electricity from nuclear reactors, natural gas delivered from other states or abroad -- will be more expensive to discover, distribute and use than those which supported the growth of New Jersey in the past.

The challenges of the future lie in making more efficient use of existing supplies, developing new energy sources, and relating these activities to future land use policies which encourage 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 crisis is a national problem and requires a national solution. However, State development policy should promote more efficient land use patterns which among other things could reduce dependence on automobiles, encourage the expansion of mass transit, and shorten journey-to-work and distribution distances. It can also identify where energy generating facilities can be located with minimum environmental damage.

Urban Areas

If New Jersey is to continue to increase in population and to provide opportunities for employment and energy conservation, the cities must be seen as places where people can live meaningful and productive lives. Prior to the end of World War II, New Jersey's older urban areas had considerable vitality. They were the focal point for manufacturing, commerce and residences. However, increasing population expansion brought with it a demand for new housing and changing tastes in lifestyles. New housing construction occurred not in the mostly built-up urban areas, but in suburban areas where seemingly large quantities of land made the growing ideal of a single-family house with its own

yard possible. The availability of large parcels of land in the suburbs also made these areas attractive to urban industries seeking places to expand. Gradually, suburban areas became established as "outer cities" in their own right, offering a wide variety of commercial and employment opportunities and pleasant residential areas.

Increasingly, those who could left the city. Others who had grown up in the suburbs chose to remain there when they established their own homes. Cities gradually became the residences of greater numbers of persons with lower incomes and less education than their suburban counterparts. The people who remained there did so out of lack of opportunity, or migrated there, generally from rural areas, as the first step to a better way of life.

Cities became less reservoirs of wealth, and more areas of poverty. The cycle fed on itself, and continues to do so. As there is little new private capital investment in the older urban areas, the average age of buildings increases. As older factory buildings and workplaces become obsolete, they are abandoned and not replaced. Instead of a cycle of self renewal, there is a cycle of age, obsolescense and abandonment.

These conditions have given rise to major problems in our cities. Housing conditions in many urban neighborhoods are poor. The age of the housing, high tax rates, high insurance costs and the frequent absence of adequate mortgage financing have led to widespread deterioration and, in some instances, abandonment of properties.

The relative decline of the tax base in urban areas in combination with New Jersey's heavy reliance on local property taxes to finance increasingly costly education and services has also led to a decline in the quality of services. This problem is compounded in urban areas by the fact that the aging facilities and the less affluent, less educated population often require greater expenditures for ongoing service needs. As taxes are increased to meet these needs, residents and businesses are even more inclined to leave the urban areas.

Socio-economic conditions in the cities have also reduced their vitality. The causes of these problems are numerous, often subtle and always complex; only the consequences are obvious. Unemployment among urban residents generally exceeds rates in other locations, and unemployment rates among urban youths is often double that of the general population. Although suburban crime rates have increased in recent years, crimes against people and property are still more frequent in cities. School systems are often less well funded in spite of high tax rates, and are generally perceived as offering educational opportunities inferior to those found in most suburban areas. These and related problems are significant aspects of city life. In no other developed area of the State are social conditions and related policies and programs such a major consideration in planning for the future.

The challenge in coming years will be to reverse these trends and revitalize urban areas. Not only is such a position justified by past investment decisions and existing development patterns, it is also justified by what can be seen about the future. Land is finite. If New Jersey is to provide water, recreation areas and other natural preserves for a growing population and rising

standards, then the cities must continue to serve as living and working places for large numbers of people. If efficient use of energy is to be obtained through greater reliance on mass transportation networks, urban densities must be provided. If a prosperous economic structure, marked by high levels of specialization, is to be maintained, then cities must remain as concentrated centers of trade and commerce.

Infrastructure and Environmental Quality

Development requires substantial investments in utilities and services. In a simpler day, natural characteristics -- water for use and transport and good soils for farming -- were all that was needed for small settlements. As we moved from an agricultural economy to an industrial and commercial one, increasingly concentrated settlement required new services. Public health considerations necessitated sewerage treatment systems to collect, treat and discharge liquid wastes. Sanitary landfills and incinerators had to be provided to dispose of solid wastes. Sufficient water supplies could no longer be provided from wells on individual properties, but had to be imported, treated and distributed over a wide area. Transportation networks needed to be sufficient to move large volumes of people and goods, and provide easy interchanges between systems.

In recent years additional public health considerations have arisen. In many places the quality of the water supply has deteriorated as the result of indiscriminant development and new types of industrial discharges. Similarly, air quality has been affected by the increasing quantities of vehicular, residential and industrial emissions. And the abundance and disposability of goods has led to increasing problems in the adequacy and suitability of past land fill and incineration techniques of solid waste disposal.

New Jersey is facing serious problems in regard to both the adequacy and quality of many of our service facilities. We are at capacity in nearly every category, and must prepare ourselves to invest in the facilities we need if we are to accommodate future growth or even to meet the rising standards of existing populations.

At the present time, some areas in the northeastern part of the State -- the built-up areas of Bergen, Passaic, Hudson, Essex, Union and Middlesex Counties -- are drawing down more water than can be safely assumed to be present in low-flow years.* In the event of a drought, there would not be sufficient water to take care of existing needs, much less provide for future growth.

Similarly, many of our communities are unable to expand their present population or industrial capacity because sewerage treatment systems are over-capacity now and cannot easily be expanded. Our transportation systems are generally inadequate. The railroads are in the process of transition from private bankruptcy to a reorganized system temporarily utilizing government subsidies, bus systems are heavily subsidized, and many of our highways are in need of repair or expansion. And as has been mentioned earlier, energy sources are also in need of expansion if we are to meet the needs of the rest of the century.

The prevalence of unclean air and water is a serious state and national issue, and vigorous efforts are now underway to solve these problems. Extensive air quality and water quality planning and management efforts are going forward. Public agencies in accordance with federal regulations are attempting to achieve acceptable levels of environmental quality -- to have major streams and rivers, such as the Passaic, the Raritan and the Delaware, swimmable and

*"Water Supply Management in New Jersey, Summary of Findings, Conclusions and Recommendations," State of New Jersey, County and Municipal Government Study Commission and the Department of Environmental Protection, April 1975.

fishable again; and to achieve an acceptable level of air quality throughout New Jersey.

The challenge of the future lies in increasing our understanding of how suburban growth and urban revitalization can occur in harmony with, rather than at the expense of, the environment. The impact of noxious industrial facilities is clear; the consequences of various patterns of housing development, are not. The advantages of population concentrations are clear; the ways to achieve satisfactory neighborhoods are not. In determining where future development should occur, we will have continuing problems in deciding where the necessity of maintaining acceptable environmental standards precludes or constrains it. Yet, avoiding concentrations of development in some areas to eliminate the possibility of additional environmental degradation would appear to result only in dispersing development in ways which are contrary to other objectives of natural resource and open space preservation and the potential conservation of energy. Moreover, the impact of this latter policy on agriculture in New Jersey is apparent.

Whether current planning and management efforts will be adequate to meet the challenges which additional growth will bring is not clear. Certainly adjustments will be needed and major investments by both private and public sectors required. In large measure, efforts to protect the environment and to preserve open space reflect concern for both those who live and work in New Jersey and for future generations. It is often difficult to choose between clearly perceived short run benefits -- from unrestrained development -- and less obvious future requirements -- for open space and a healthy environment. But such choices must be made.

Natural Resources

While New Jersey's reputation is that of 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 to woodlands.

While open land is the most basic of our natural resources, it is also part of a larger environmental base which includes air quality, water supply and water quality, wildlife and fisheries resources, and the associated essential and recreational uses which people derive from these elements. Several of its great natural areas -- the Pine Barrens, the Skylands area in Passaic and Sussex Counties, the wetlands and hills of the Delaware River and bay system -- are of such great importance to the rest of society that they deserve special care and attention. These areas have important functions as part of the environmental base.

The Pine Barrens, which includes more than 600 square miles, is filled with gentle, cedar-lined streams surrounded by rare trees and plants which provide a home for fish and wildlife. It is also one of the greatest natural water supply reservoir areas in the world. If tapped, it could provide potable water for New Jerseyans for generations to come.

The State's streams and rivers are the source of surface water and the environment of many different species of marine life. The lands adjoining the streams and rivers provide space for the natural flow and ebb of varying volumes of water, and a safety valve in times of unusually large rainfalls. Development is increasingly intruding into these open areas. Since 1950, the quantity of agricultural land has decreased from 1.7 million acres to 1.1 million acres. The gentle topography of farmlands is well suited to residential development; and scenic areas, particularly along water courses, provide attractive settings for houses. Even very low density development tends to intrude, interfering with adjacent agricultural activities and with the sense of openness.

The challenge in future years will be to protect key natural resources including agricultural lands which provide benefits to all New Jerseyans regardless of location. As the State expands in population and economic activity, the possibility of irreversible environmental damage and the loss of irretrievable resources increases. Land used for housing and shopping centers cannot later be used for reservoirs and wildlife preserves. Land used for factories and highways cannot also be used for parks and agriculture. We need to protect and use such resources wisely as the State's population continues to grow.

Implications

At this point, New Jersey's present and immediate future could be summarized as follows: there are now 7.3 million people, living on approximately 30 percent of the State's land area, with the largest portion living in the northeastern counties. The State's commercial and industrial

base is substantial, but shifts are occurring among the various types of employment causing imbalances both in skills available and locations of housing for the labor force. Past development trends have generated extensive suburbanization in some parts of the State while urban areas have suffered serious declines. These same trends have also resulted in decreasing amounts of agricultural lands and unregulated incursions into key natural resource areas. This growth has also led to much of the developmental infrastructure being at or near capacity, and major public improvements will be needed to support further growth as well as to maintain satisfactory levels of environmental quality.

What are the implications for the State, and for its various regions, of these findings?

1. The possibility of increased growth in New Jersey

Available information suggests that continued growth throughout the remainder of the century is likely. By the year 2000 as many as 1 1/2 million more people may be living in New Jersey, raising the State's population to approximately nine million residents. Whether this population level is or is not attained, we can expect continuing changes in the distribution of the population and in the age structure and household sizes of the State's residents. Accordingly, we need to consider the interrelationships among urban, suburban and rural areas in responding not only to moderate population growth, but also to changes in the form of that growth.

2. Appropriate investments are needed now

A corollary to the first implication -- that of increased growth -- is the need to build additional housing, an upgraded transportation system, additional reservoirs and other facets of a water supply system, additional sewage treatment plants and all the other requisites of a good life for the future. There is a substantial amount of lead-time required for many of these projects. But some are already overdue. Planning and programming for such projects should be initiated now if they are to be available when the need arises.

3. Environmental values must be protected

While expanding these systems we must be mindful of the need to protect critical natural resources as well as maintaining the amenities of the built environment. This will require sensitive decisions with respect to development and redevelopment activities. As much attention will have to be paid to identifying areas and environments that should be preserved as is given to planning for development.

4. A development plan and policy is needed to prepare properly for the future

The New Jersey of the Year 2000 can be very different from the New Jersey of 1976. We need not have congested highways, decaying cities, polluted streams or high levels of unemployment. However, to build a different future we must plan for it and work together to bring it about. This means that governments, at all levels, will have to play an active role in formulating development policy, in consulting with people on broad issues and potential solutions, and in implementing acceptable policies.

5. Choices must be made even though their immediate impact may be difficult

Governments have been reluctant in the past to move strongly into the area of developmental policy, in part because some sectors of the population would appear to benefit a great deal, and others would stand to lose from any consciously specific development policy. No development policy can satisfy all the special interests which comprise a diverse and complex state like New Jersey. Nevertheless, some areas of New Jersey are appropriate for future growth and development; others are totally inappropriate for increased population density. Still others can accommodate population growth, but only if we choose to make substantial investments of public resources. Such choices ought to come from a conscious set of policies -- and not from a catch-as-catch-can process of attempting to accommodate growth after the fact. Pursuance of a "non-policy" over 30 years of growth and suburbanization is what has led New Jersey citizens into many of their present difficulties. If New Jersey is to grow in harmony with its natural environment and its obligation to present and future generations, a sense of a desirable future grounded in an understanding of the State's strengths and weaknesses must be incorporated in decision-making processes at all levels.

CHAPTER II

GOALS

The planning process requires not only an understanding of current conditions and trends, but also a sense of what is desirable and undesirable. Statistics, trends, projections, by themselves, are of little significance. To acquire meaning and value for planning, there must be agreed-upon goals reflecting public needs and desires which make it possible to determine which apparent trends and conditions are significant and which are not, which should be encouraged and which should be reversed.

Some statement of goals is needed to help make choices among a variety of possible alternative futures. Some futures are obviously eliminated from the range of choices available as a result of past activities and the shape of current conditions. For example, even if there were widespread agreement that New Jersey should become as rural and undeveloped as it was a century ago, the level of development already existing in the State would rule out consideration of such an alternative. However, as the assessment of current conditions and trends helped to indicate, there are many choices which can be made, and many directions which State development can follow. A statement of goals is essential to determine which of these directions is the most desirable.

In this chapter, an attempt is made to identify and describe the goals which we think the State Development Plan should reflect. It must be emphasized that as yet these goals have not been widely discussed with the public generally nor do they reflect the results of elaborate opinion polling. However, they do reflect staff analysis of existing county, regional and state studies and reports, and of existing state and federal laws and major court decisions relating to land use and development. They also reflect staff discussions with public officials and others with an interest in New Jersey's future.

Accordingly, these goals are presented here not as a finished product which cannot be changed, but as a point of departure for broad public discussion, criticism and revision. Nor does general agreement with these goals imply that changes elsewhere in the Development Plan cannot be made. However, if agreement on these or other goals cannot be achieved, there can be little support for any plan. These goals, then, should be read critically and commented upon freely. In addition, the chapters which follow should be assessed in terms of their consistency with the goals discussed here. In the final analysis, the recommendations and proposals which the Development Plan presents will be only as sound as the goals they are designed to achieve.

GOAL I: Maintain the Quality of the Environment

Planning for the Year 2000 and for an increase in population must recognize at the outset the fundamental importance of maintaining those natural systems and resources without which satisfactory human life cannot exist. If New Jersey is to continue to be a place for people to live and work, adequate supplies of

potable water must be maintained, the air must be fit to breathe and there must be sufficient facilities for the disposal or recycling of solid wastes. Such resources are essential not merely for the State's continued vitality and expansion, but for its very survival.

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

GOAL II: Preserve the Open Space Necessary for an Expanding Population

In addition to adequate supplies of air and water to make life possible, open space is needed to make life worth living. Open space serves not only to protect and maintain water supplies, but it is also needed to safeguard unique natural areas and wildlife, to reduce flood damage, to provide opportunities for visual enjoyment and outdoor recreation, to support agricultural activities, and to provide low density buffer areas for energy generating facilities.

For the New Jersey of 1976 and for its continued expansion into the next century, space must be provided for public enjoyment and to support the growing demands of a complex urban society. While recognition of such demands may require that some areas of the State cannot be intensively developed, the failure to recognize and anticipate such demands may have severe consequences.

Preservation of open space -- whether for agricultural use, water supply protection, flood control, fish and wildlife management or public recreation -- should also be an essential part of a development policy simply because all

future demands cannot be anticipated. In the face of an uncertain future, current policy should retain as many options as possible for future generations to exercise. If land which could be developed today is left open, a wide range of future uses remain. But, the development of such areas today may seriously restrict the State's capability to deal with unforeseen conditions and problems of the future. Land converted from agriculture to urban uses today cannot -- without great expense and effort -- be used for food production in the future. An aquifer recharge area paved over today may sharply reduce the volume of potable water available to support such development tomorrow.

Open space must not be considered as areas which, for whatever reason, the development market could not convert to house lots or shopping centers or industrial parks. Instead, it must be viewed from the outset as a critical element of any land use or development policy.

There may not be agreement on how much open space is enough or where it should be located. However, there must be agreement that if the population is to continue to grow and the State's economy is to expand, open space areas must be preserved to support and enhance such expansion and to provide structure as well as flexibility in the State's land use policy.

GOAL III: Provide Space and Services to Support Continued Economic Expansion

It must be emphasized that a sound economic base, providing employment opportunities and income, is as important as basic natural resources in planning New Jersey's future. The best conceived plan to preserve unique natural areas and to provide outdoor recreation areas cannot succeed if people do not have jobs. Improvements in living conditions cannot occur unless there is a vital private sector committed to New Jersey as a market, as an employment center and as a good place to do business.

Available information indicates that the State will continue to grow. Despite the growth of new markets in the south and southwest, New Jersey will continue to be an attractive location for a variety of industrial, commercial and agricultural activities. How attractive the living environment will be, however, will depend in part on public efforts to provide services and infrastructure for the expansion of the economy.

In certain sectors of the economy, as well as in certain areas of the State, sustained economic growth may require varying degrees of supportive governmental policies and programs. Certain manufacturing industries have been hard-pressed by shortages in energy supplies. For different reasons, the agricultural sector has continued to decline. In urban areas industrial buildings stand idle, unable to attract new tenents because of congested traffic conditions, high taxes, poor services and obsolescense. Tourism and convention industries are threatened by polluted waters and discouraged by beach erosion, and shortages of marine services and modern facilities, hotels and motels.

In each case, these conditions can be changed not only to accommodate additional growth in the State but also to facilitate the achievement of other goals as well. Assistance to the agricultural sector not only provides employment opportunities, but it also preserves important open space which protects various natural resources. Greater utilization of urban office and industrial space would help reverse the decline which has plagued such areas for too long. Maintenance of waterways and beaches assures continuance of valuable tourism attractiveness.

In other areas and for other sectors, no direct public assistance may be necessary. However, it is essential to reflect in the Development Plan a continuing need for a growing economic base and to meet that need without incurring excessive public costs.

GOAL IV: Enhance the Quality of Life in Urban Areas

Urban areas are home to a major segment of the State's population and the employment location of an even larger population. Traditionally, they have been the centers of commerce and culture, as well as the residence of many persons who sought an urban lifestyle. If New Jersey is to regain its position as a center of trade and commerce and provide an agreeable way of life for many of its residents, urban areas should be revitalized.

Whether urban areas are desirable places in which to live and work is determined by a wide range of factors -- personal attitudes and expectations, societal values, the activities of the private sector, and public policy and programs. Government at all levels plays a role through its taxation, investment and regulatory powers in influencing living conditions. It can encourage improvement in urban areas and thereby complement and support the efforts of individuals and business interests. Conversely, it can, and in the recent past it has, through these same powers contributed to the decline of these areas.

During the fifties and the sixties, government focused much of its investment and development attention on creating and supporting growth in suburban and rural areas. The construction of major highways created new opportunities for residential and industrial development in outlying areas. Housing programs and tax legislation encouraged the construction of single family housing in suburban areas. While existing cities were not totally ignored during the period, the thrust of governmental policy was heavily weighed in favor of building new settlements rather than improving those which already existed.

It is now suggested that a major portion of State development efforts should be directed toward improving conditions -- social as well as physical -- within the developed areas. Under such a policy, the improvement of facilities in developed areas should be encouraged. Efforts to rehabilitate existing houses and neighborhoods should encourage more efficient use of investments already

made and facilities already built before promoting significant expansion into essentially rural areas. Existing demands on public funds are too great to do otherwise.

Conclusion

These four goals along with the assessment of current conditions and trends provide the basis of the analysis and recommendations which follow. It may not be possible to insure that every recommendation made in this plan or that every action of State government will be consistent with each of these goals. But every effort has been made to reflect in this plan each of these goals so that the recommendations considered as a totality are consistent.

Achievement of these goals will require a public concern and a strong public role in how land is used and available resources allocated. There is room and there are resources both to sustain the existing population and to accommodate further growth in the years ahead. However, to do so will require that State government provide the direction necessary to facilitate continuing growth within a limited space. Conversely, continuation of the present absence of policy or public intervention will condemn the State to a future non-competitive situation relative to other states and regions unencumbered by urban blight and with more attractive, undeveloped resources to exploit.

The State government must make a commitment to the goals expressed here and to a development policy which reflects them. The State government has major responsibilities with respect to housing opportunities, health and educational services, public safety, income support and employment. It allocates funds for public transit and highway facilities, public institutional and educational facilities, industrial development, water supply and sewerage systems, and for a variety of other purposes. It levies taxes and issues bonds to finance its activities and investments. How it performs these functions can significantly affect the degree to which these goals are attained.

CHAPTER III

GUIDELINES FOR PLANNING

The discussion of existing conditions and trends provided some insight as to the quantity of population and economic growth that might occur, and the goals provided some definition as to the quality of life we would like to strive for in future years. These descriptions, however, are not sufficient to determine where we would prefer to have future residential and industrial expansion occur, or where we should attempt to preserve natural areas and agricultural uses.

To move in the direction of defining appropriate locations, it was necessary to draw upon other characteristics of the State. Specifically, the locations of existing development and infrastructure and of significant natural areas. Ten key characteristics, listed below, were chosen as indicators of present resources which planning for the future should reflect.

Agricultural soils -- Classes I, II, III and special lands

Public open space -- major parks, game preserves and government installations

Slopes -- 12 percent and greater

Wetlands -- coastal and inland

Water resources -- major streams, rivers, watersheds and water storage areas

Existing public sewerage areas

Existing public water supply areas

Existing highway and rail facilities

Intensity of employment

Existing development -- the pattern of urban and suburban settlement

The first two characteristics -- agricultural soils and public open space -- indicate lands which either should not or cannot be developed in the foreseeable future. The location of land particularly suitable for agriculture is an important consideration in determining where future urban growth should be encouraged, since agricultural and urban land uses are often mutually exclusive. If agriculture is to remain an important economic activity, those areas most suitable for agriculture must be protected from intensive urbanization. The location of prime agricultural soils is an important consideration in making this determination.

The location of publicly-owned lands also influences where future growth is appropriate. For a variety of reasons -- conservation, resource protection, recreation and national defense -- governmental agencies have acquired and maintain control of significant portions of New Jersey. These lands are not now available for development and, it is assumed, will not become available for development in the foreseeable future. Therefore, in determining where future growth can be feasibly accommodated, such areas must be identified and removed from the supply of available land.

The next three characteristics -- slopes, wetlands and surface water systems -- also indicate land conditions generally considered unsuitable for development. While construction can occur on filled wetlands and in areas of excessive slope, such development should not be encouraged by State policy. By identifying such areas, the amount of land which remains available for future growth can be clearly defined.

The last five characteristics represent facilities and improvements which are not only important for growth, but which tend to encourage it. Major transportation facilities make an area accessible to markets, suppliers and workers. Without such access few manufacturing, commercial and service enterprises can profitably exist. Water supply and sewerage systems provide essential services and allow development to occur at urban densities. Existing development and the intensity of employment opportunities reflect private investments in residential, commercial and industrial activities. These factors also indicate the presence of supporting facilities -- schools and social services -- which are needed to support a growing population.

By considering these major characteristics and mapping their generalized location throughout the State, the pattern of development and natural resources can be seen. In the following material each of these characteristics is described in greater detail, and maps are presented which show the location of these resources and facilities.

Agricultural Soils (Map II)

The location of open areas where soil conditions are to varying degrees appropriate for agricultural uses are shown on Map I. As defined by the Soil Conservation Service, Class I soils are those which are best suited for crop production. The other two classes require increasingly more investment in such inputs as fertilizers and drainage improvements to obtain reasonable yields. Special lands are only suitable for certain crops such as blueberries and cranberries. However, since the cultivation of such crops is a major agricultural activity in New Jersey, they are also shown.

Public Open Space (Map III)

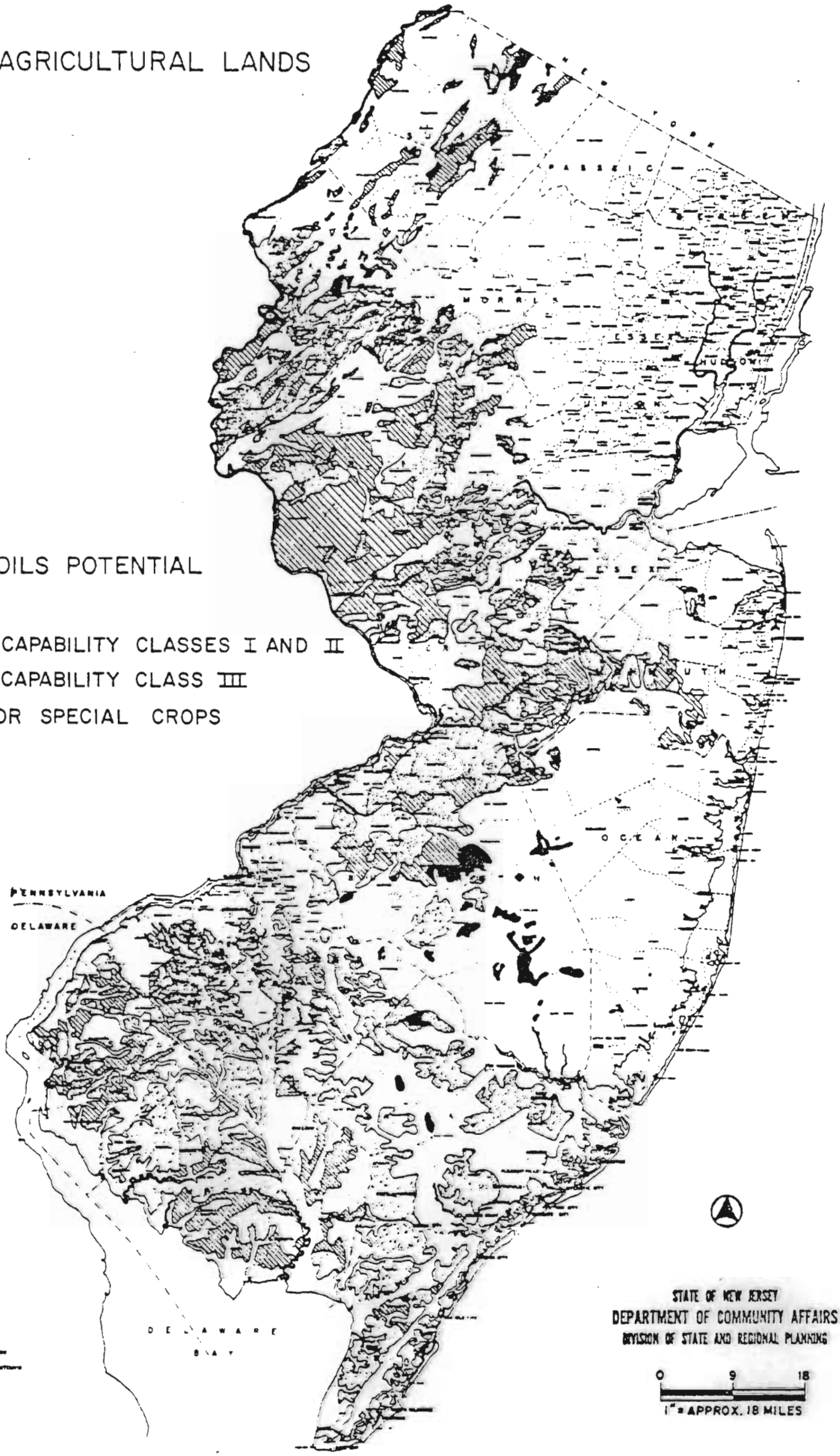
Also shown on Map III are major land holdings of public agencies. In New Jersey such land reflects a public commitment to provide present and future generations with a variety of recreational opportunities, water supply resources and fish and wildlife preserves. Recently, the federal government has also made investments in the Delaware Water Gap area to bring a major national recreation area within reach of the densely populated northeast portion of the State.

Not all of the publicly-owned land in the State is committed for such purposes. The federal government maintains significant areas for military bases and facilities. However, for whatever reason, these are major areas of the State which are not available for development and which to varying degrees require particular attention if the public's investment in such areas is to be fully utilized.

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



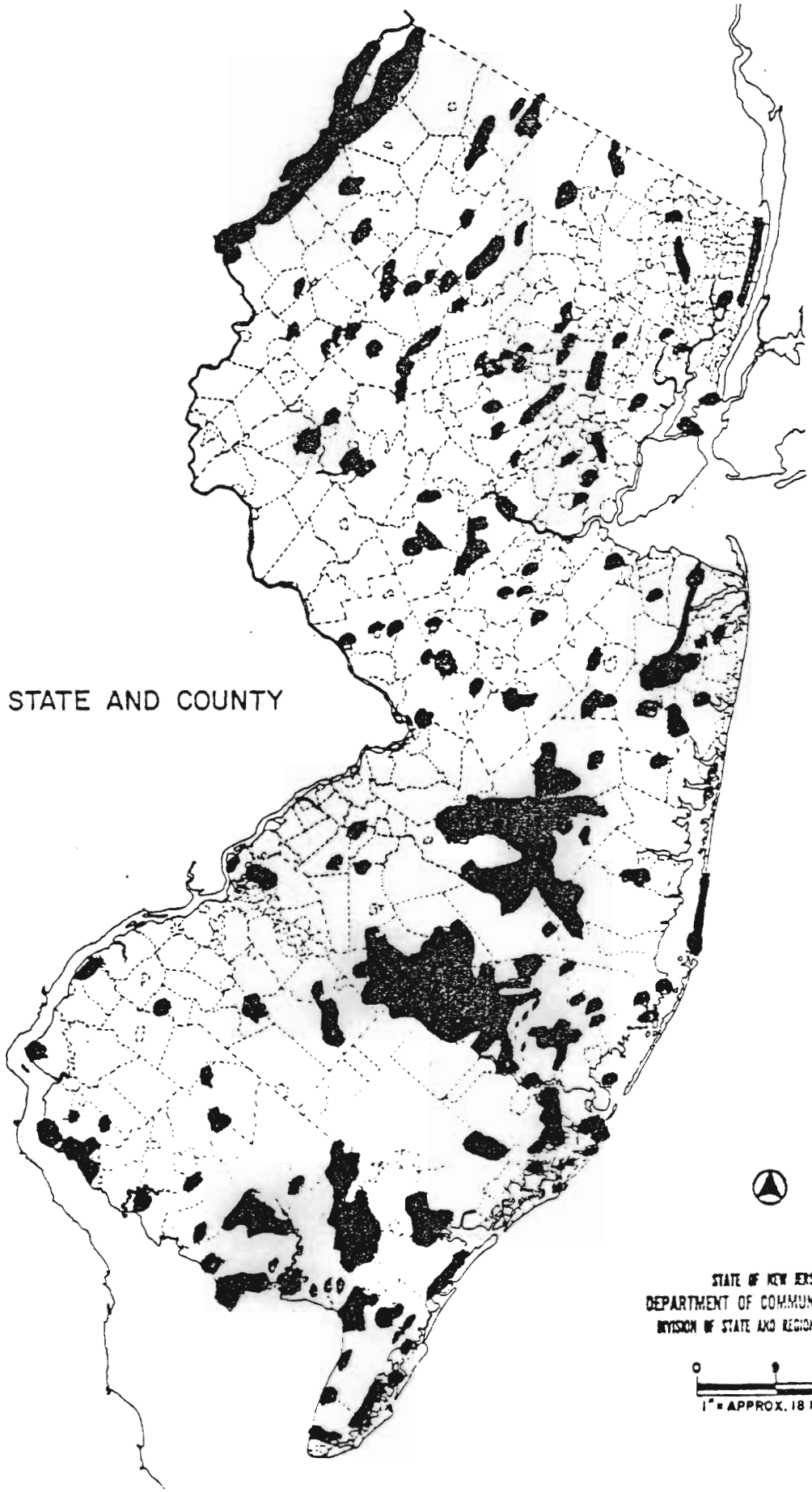
STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND REGIONAL PLANNING

0 9 18
1" = APPROX. 18 MILES

Prepared by: State Soil Conservation Committee
Division of Rural Resources
New Jersey Department of Agriculture
In cooperation with
Soil Conservation Service
U.S. Department of Agriculture

Map III

PUBLIC OPEN SPACE



FEDERAL STATE AND COUNTY

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

0 9 18
1" = APPROX. 18 MILES

Steep Slopes and Wetlands (Map IV)

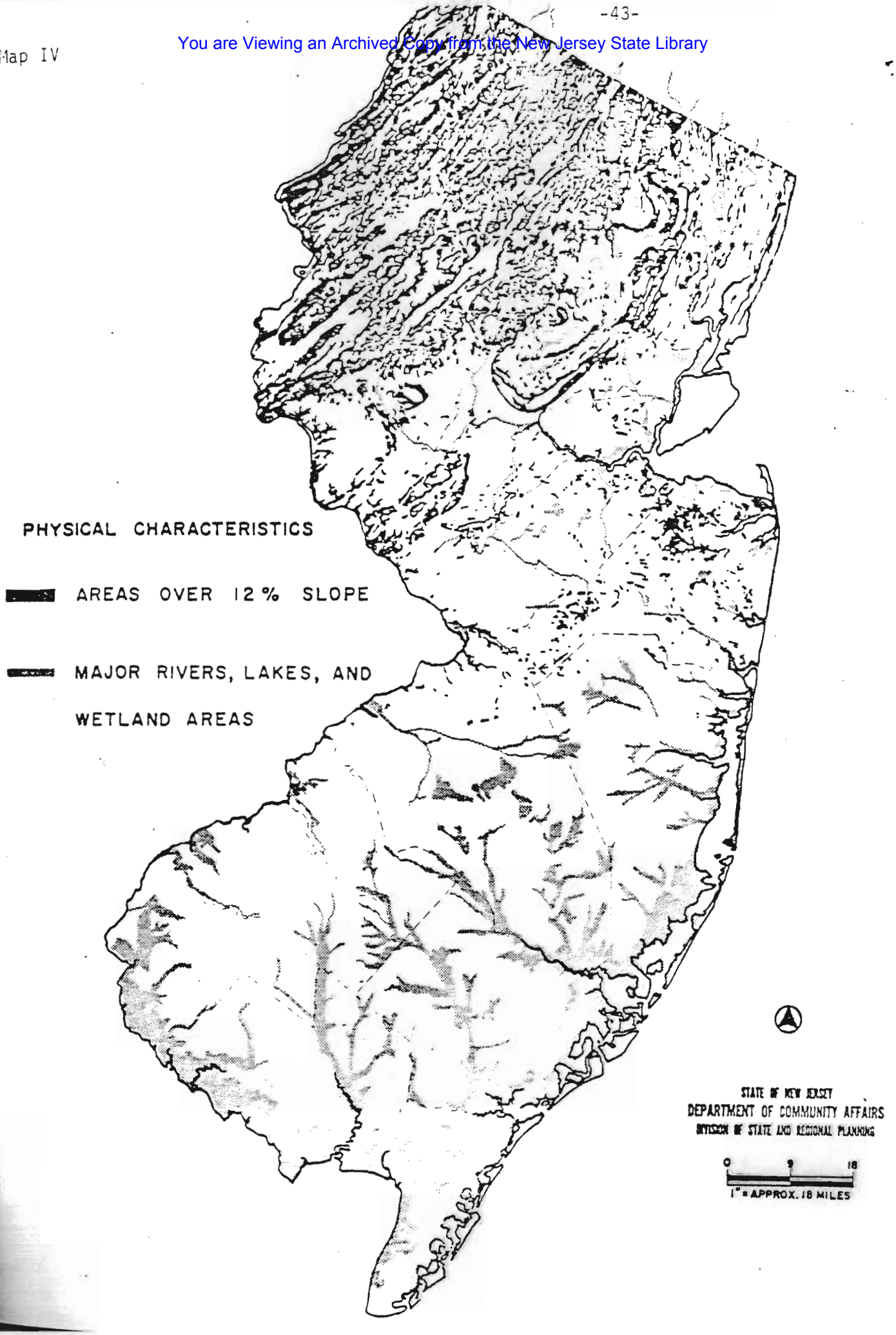
These areas serve important functions in flood control and water resource protection. Development in such areas is possible, although site preparation and construction costs may be high. If left undeveloped, however, they provide benefits which cannot be obtained elsewhere. The vegetation of steep slopes serves to retard the flow of storm-water run-off and soil erosion and can thereby reduce the threat of major flooding in river valleys. The State's undeveloped hillsides also protect the quality of water flowing into major water supply storage areas. These benefits would be lost if intensive development is encouraged in such areas. In addition, the attraction of such areas for hiking and other forms of outdoor recreation would be diminished.

Wetlands are perhaps less attractive for recreational uses, but they are equally important for retarding storm-water run-off, for protecting water supply resources and for fish and wildlife maintenance. Again, development of such areas involves major site preparation and construction costs. The environmental costs of development are even greater.

Water Supply Resources (Map V & VI)

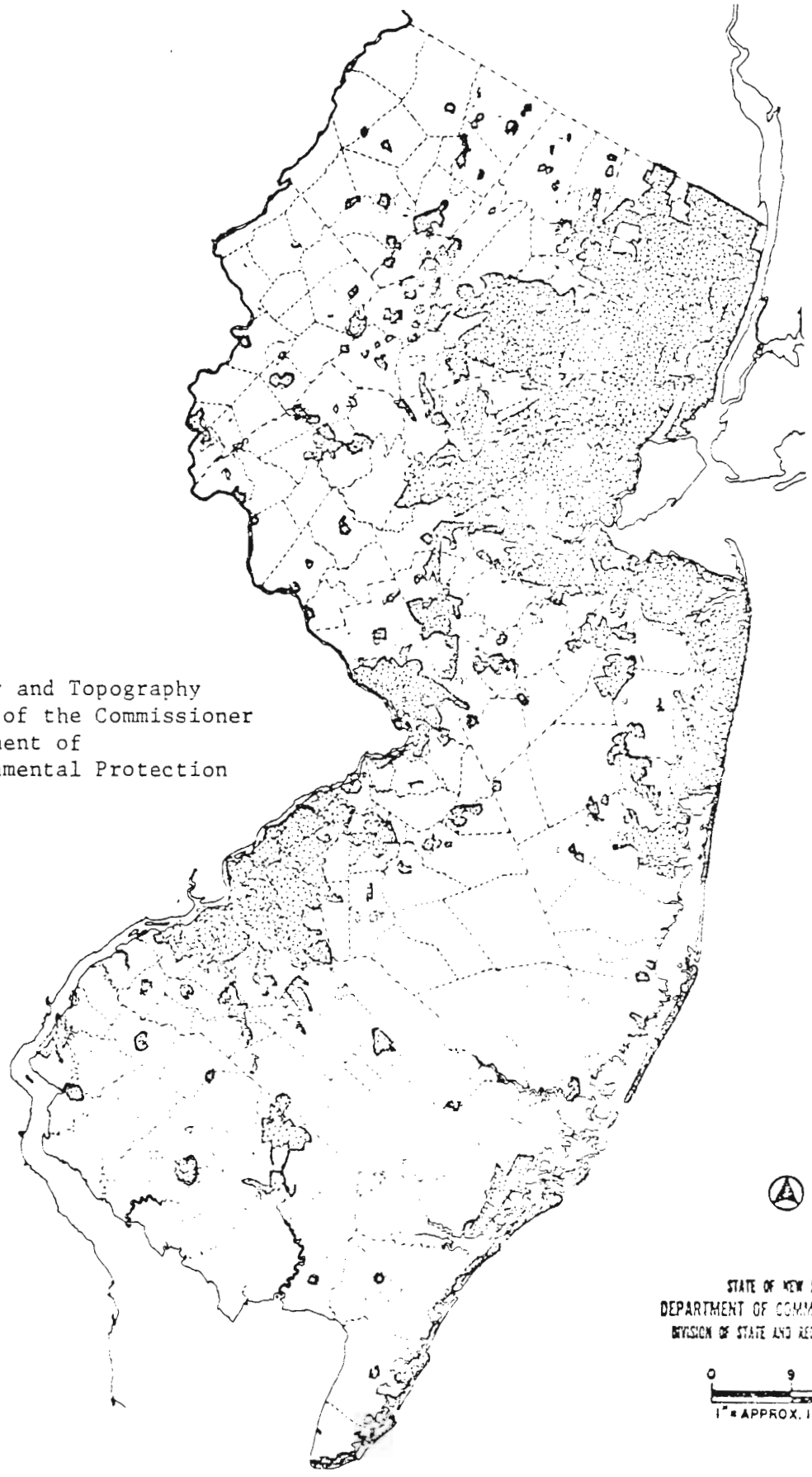
Water supply in rural areas may be obtained by digging a well or drawing from a stream, but in urban areas a more elaborate system of impoundments, treatment and pumping stations, shut-off valves and pipes is required. As development intensifies, the source of the supply becomes more removed from the location of its major users. Thus, for development to occur in one area, it must be restricted in another. Accordingly areas adjacent to surface

Map IV



Map V

WATER SERVICE AREAS



Source:
Geology and Topography
Office of the Commissioner
Department of
Environmental Protection

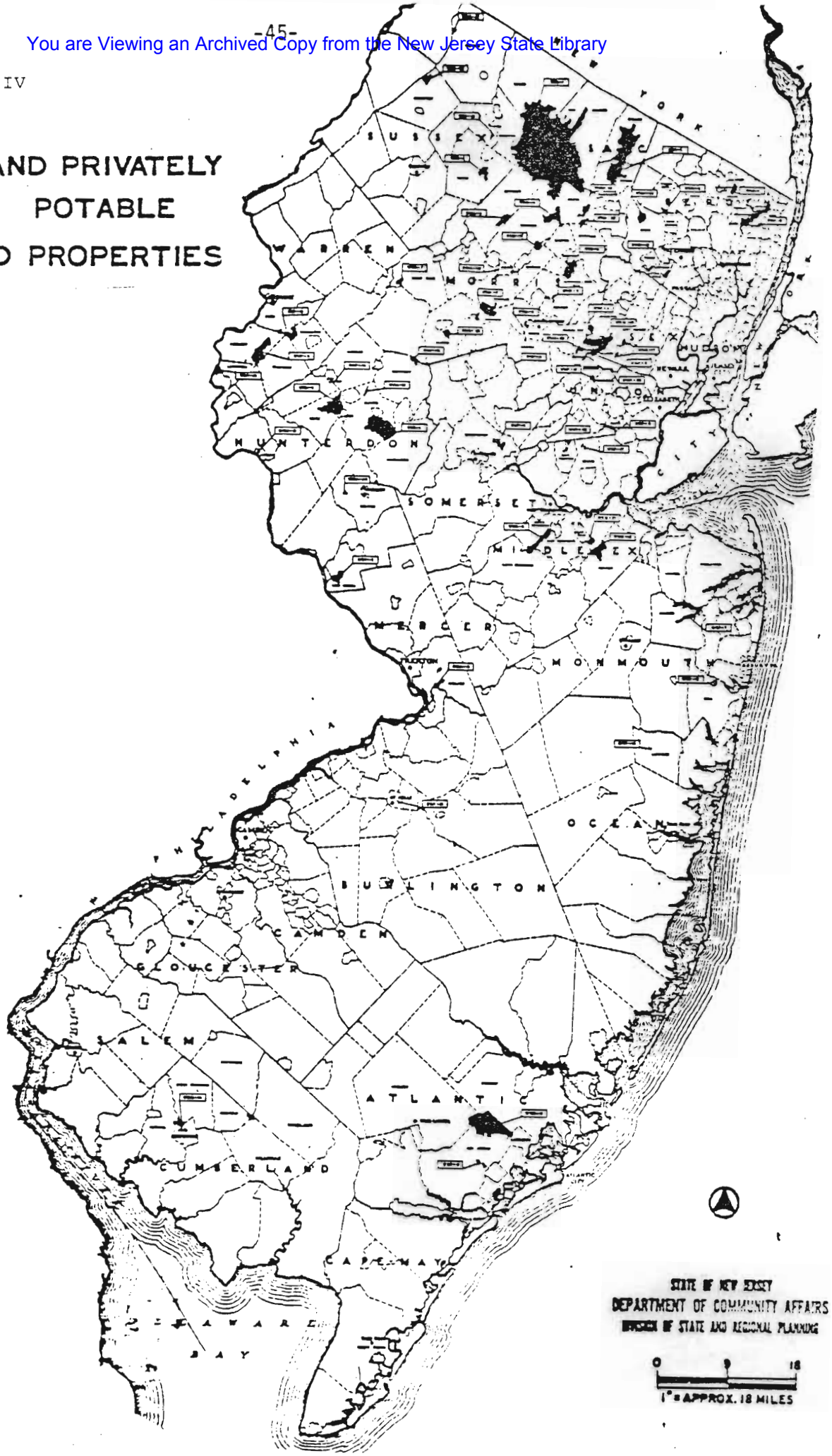
STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND REGIONAL PLANNING

0 9 18

1" = APPROX. 18 MILES

Map IV

PUBLIC AND PRIVATELY OWNED POTABLE WATERSHED PROPERTIES



water impoundments and well fields must be carefully managed to protect the quality of the source and its yield.

At the other end of the pipe, where the development is concentrated, however, the availability of potable water and the economics of the operation of the water utility work to encourage still more development. The pipes, pumps and plants along with the operating personnel represent a major investment which becomes profitable only if a certain threshold of use is reached. Even greater economies are obtained as levels of use expand beyond this threshold. Thus, the system not only sustains existing development, but it also makes future growth both possible and economically desirable.

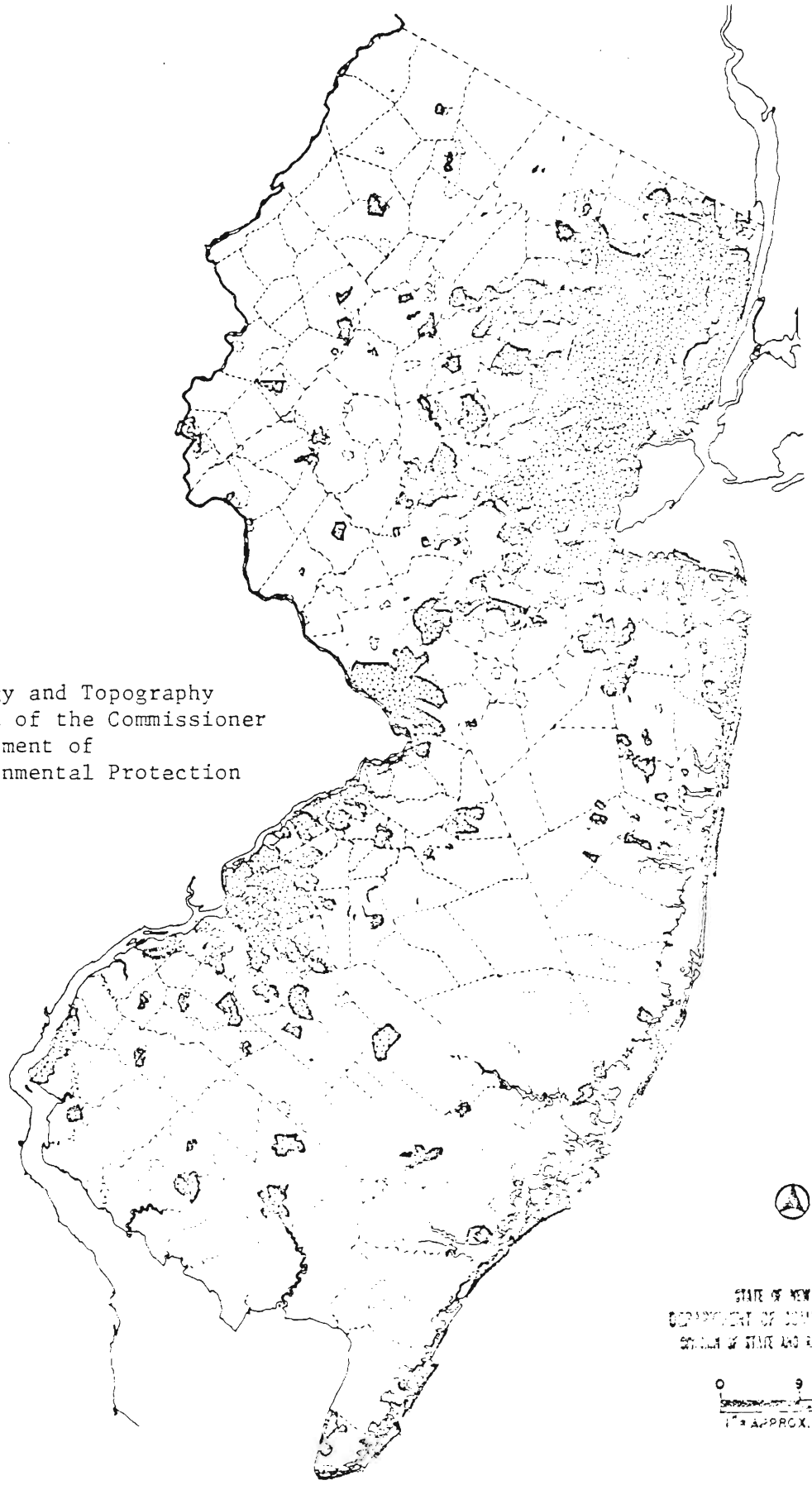
Watershed areas should, therefore, be protected from extensive development. Water supply service areas, on the other hand, describe where future growth may be appropriate.

Sewer Service Areas (Map VII)

Sewer systems are as elaborate and as essential for urban and suburban areas in New Jersey as are water supply systems. In low density areas with suitable soils and topographic features, septic systems may provide an adequate method of sewerage disposal. More intensive development, however, requires an extensive system for collecting and treating wastewater before it is released into streams and rivers. Sewer systems, like water supply installations, require major investments for the facility and continuing expenditures for operating costs.

Map VII

SEWERAGE SERVICE AREAS



Source:
Geology and Topography
Office of the Commissioner
Department of
Environmental Protection

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0 9 18
1" = APPROX. 18 MILES

Since sewer systems make urban and suburban densities possible, they are an important factor in determining where growth should occur. Generally, sewage treatment plants are constructed to handle capacities in excess of existing needs so that population increases can be accommodated for some time in the future. The existence of these public services is, therefore, an essential accompaniment of most existing development and an indicator, in some cases, of potential areas for expansion.

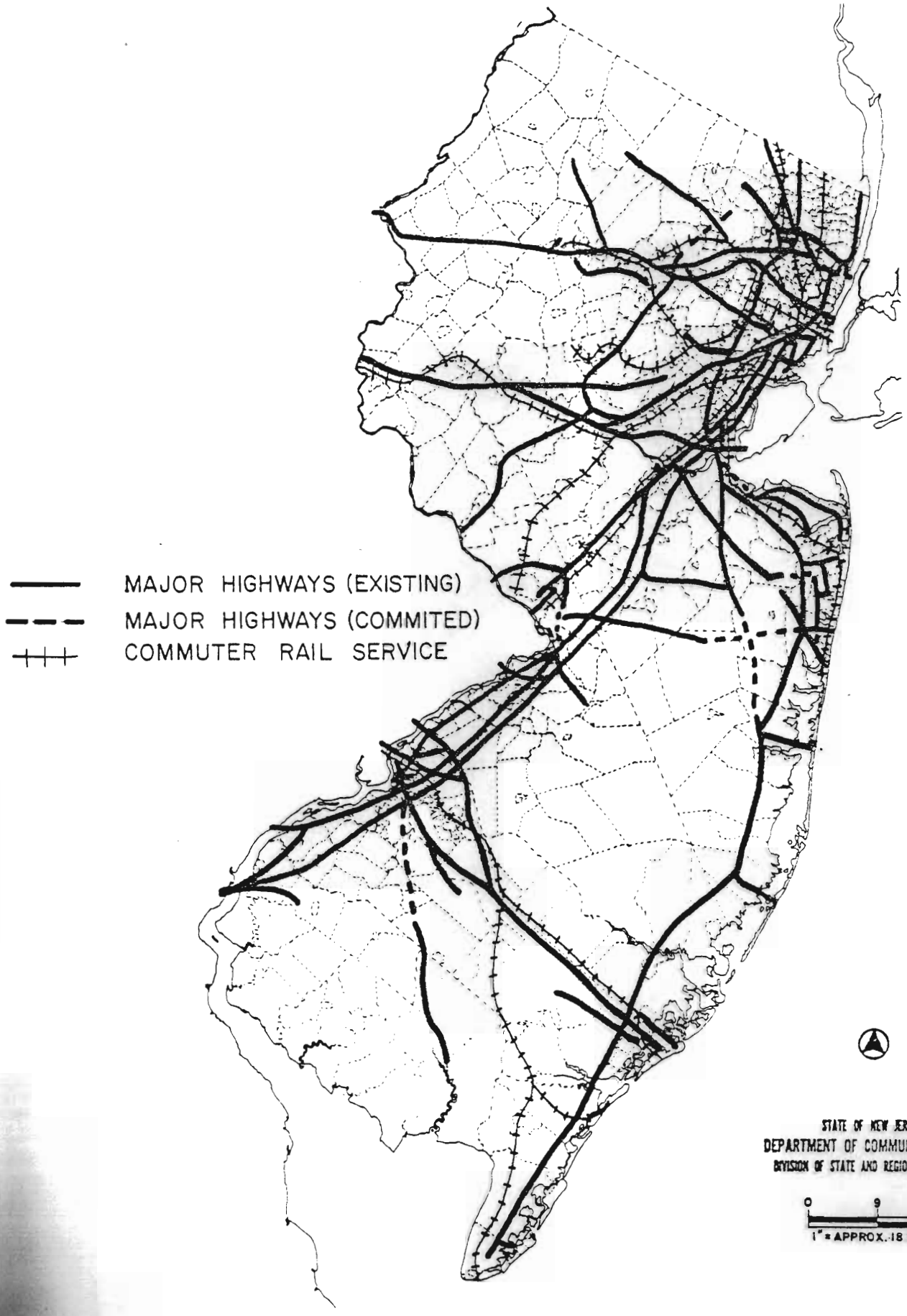
Existing Highway and Rail Systems (Map VIII)

Whether highway and rail systems generate development or are built in response to it continues to be a debatable point. There is evidence to support both views. However, there is general agreement that such systems represent major public investments and that few areas can be developed or sustained without the access they provide.

Accessibility in New Jersey is relative, since there are no areas in the State which are totally inaccessible and few which approach wilderness status. Nevertheless, as a result of investments made both by government and the private sector, some areas are relatively 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.

Map VIII

TRANSPORTATION



Intensity of Employment (Map IX)

The presence of job opportunities is another factor in determining where continued development is appropriate. In general, housing development is more dispersed than employment opportunities, as residential growth has scattered into outer areas more rapidly than has industrial development. Most future growth should be encouraged to occur in suburban areas which still have substantial quantities of vacant land, but which are also located in close proximity to a range of employment possibilities.

Existing Development (Map X)

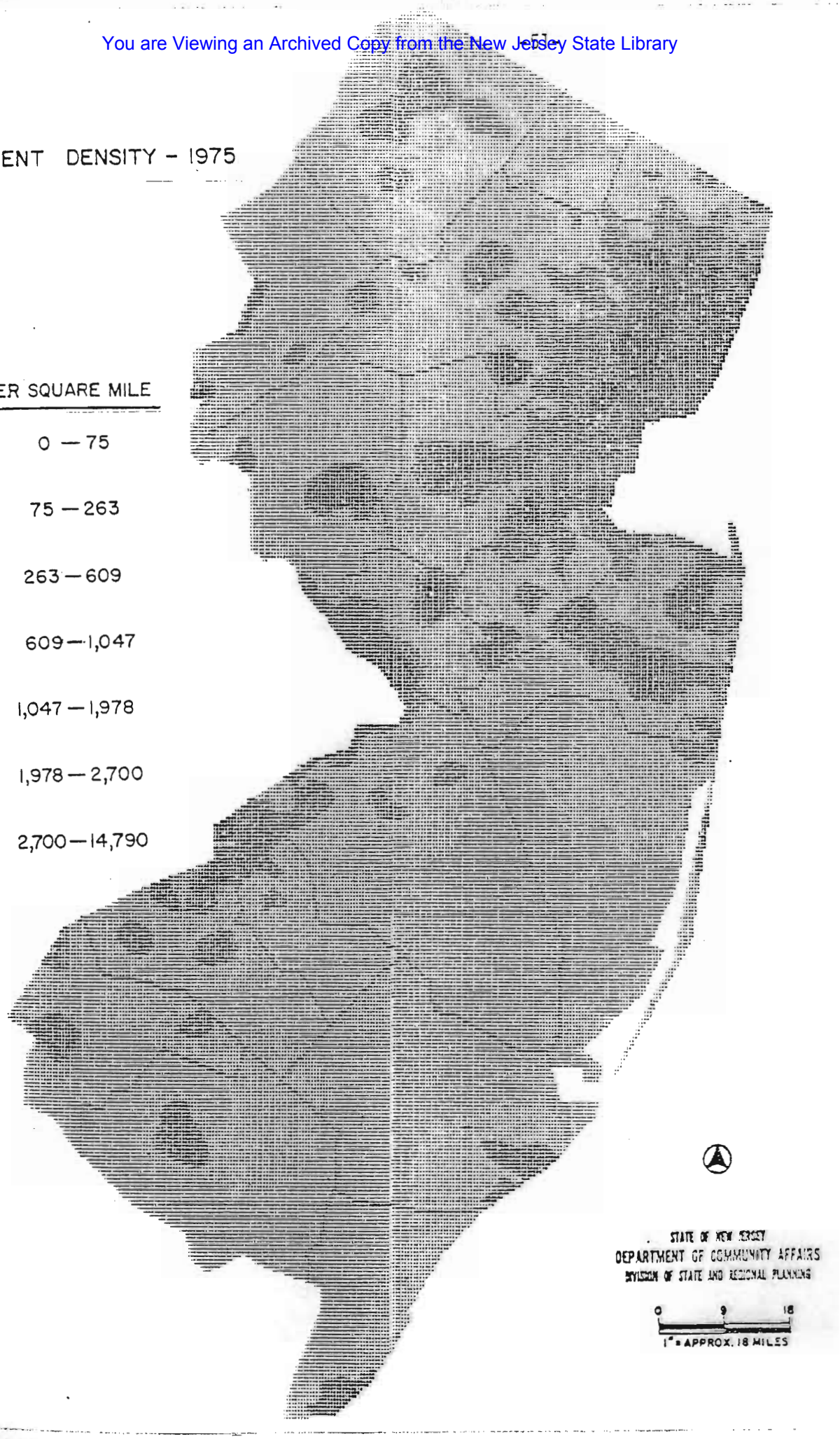
For a considerable portion of the State, it is too late to determine its suitability for development. The development is there now, whether it is appropriate or not. Such areas also represent major private as well as public investments -- in schools, houses, public safety facilities, hospitals, employment centers, local streets. The development pattern shown on the map represents information obtained from 1972 aerial photographs and recent county land use inventories.

Combining Characteristics To Determine Development Suitability

Although each of these characteristics is of major importance in determining the general suitability of a particular land use category, no one characteristic is a determinant by itself. Just because an area is overlain with Class I agricultural soils does not by itself imply that such an area should be preserved for agricultural use. Similarly, the presence of a major

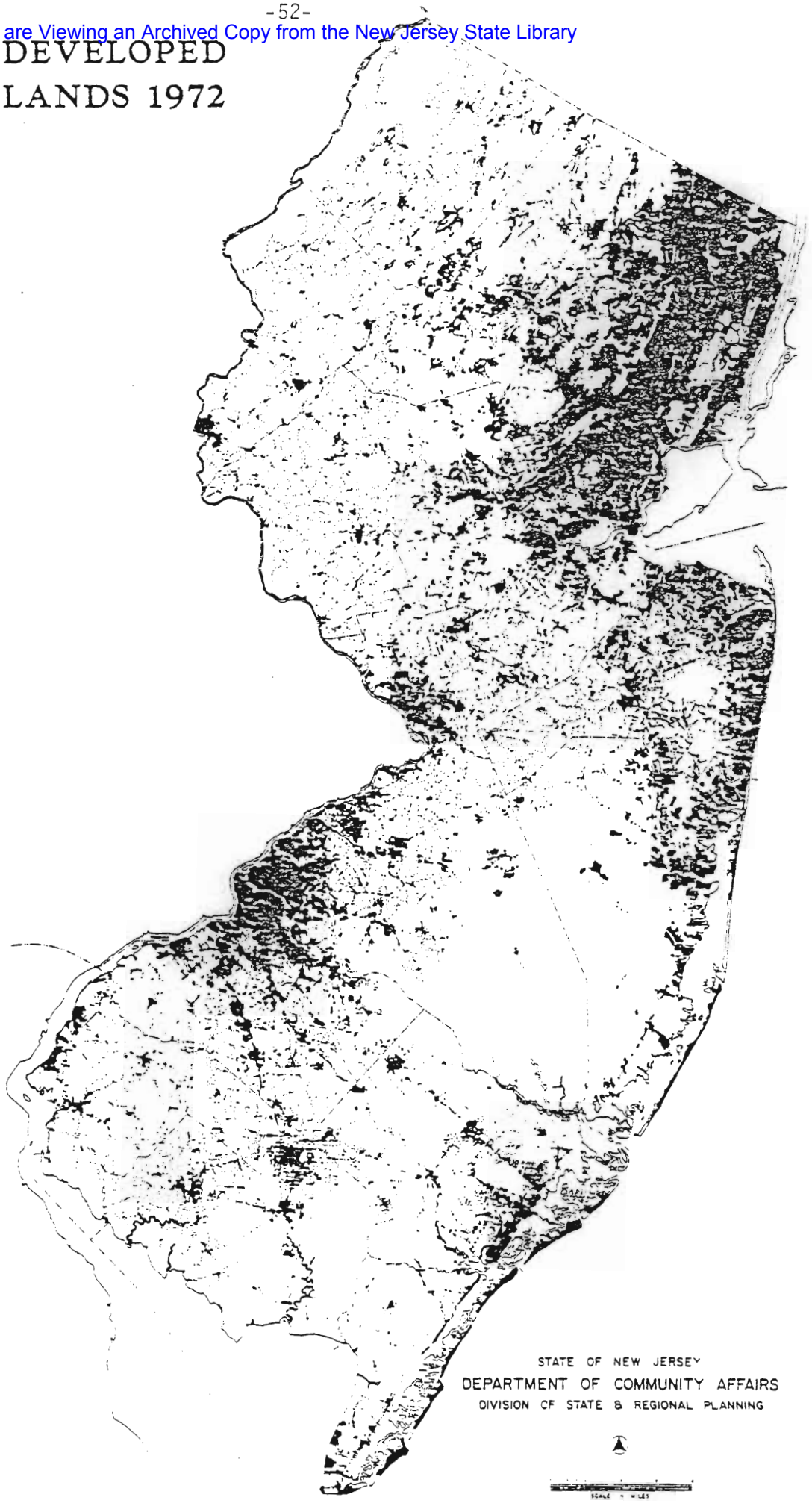
Map IX

EMPLOYMENT DENSITY - 1975



Map X

DEVELOPED LANDS 1972



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highway is not, alone, sufficient reason for development in the area. However, when considered together, these characteristics can be used to assign land in New Jersey to one of four land use types.

These land use categories are very broad. The data and analysis used in developing this Guide Plan were sufficient only for identifying the large scale pattern of development and conservation that would be desirable for New Jersey. Local, county and regional planning efforts must provide the more detailed information needed to make decisions about specific development proposals, conservation measures and local service planning. These agencies can and do base plans on more precise studies of smaller areas and can take into consideration the needs of existing and future residents for housing, schools and service facilities, and the balance among residential, commercial and industrial uses, and open space patterns.

The Concept Map depicting the suggested balance between conservation and growth at the State level is discussed in detail in the following chapter. This map provides a spatial expression of where New Jersey could accommodate future growth, and meet the goals of maintaining environmental quality and natural resource areas while encouraging urban revitalization and economic expansion.

CHAPTER IV

THE CONCEPT MAP

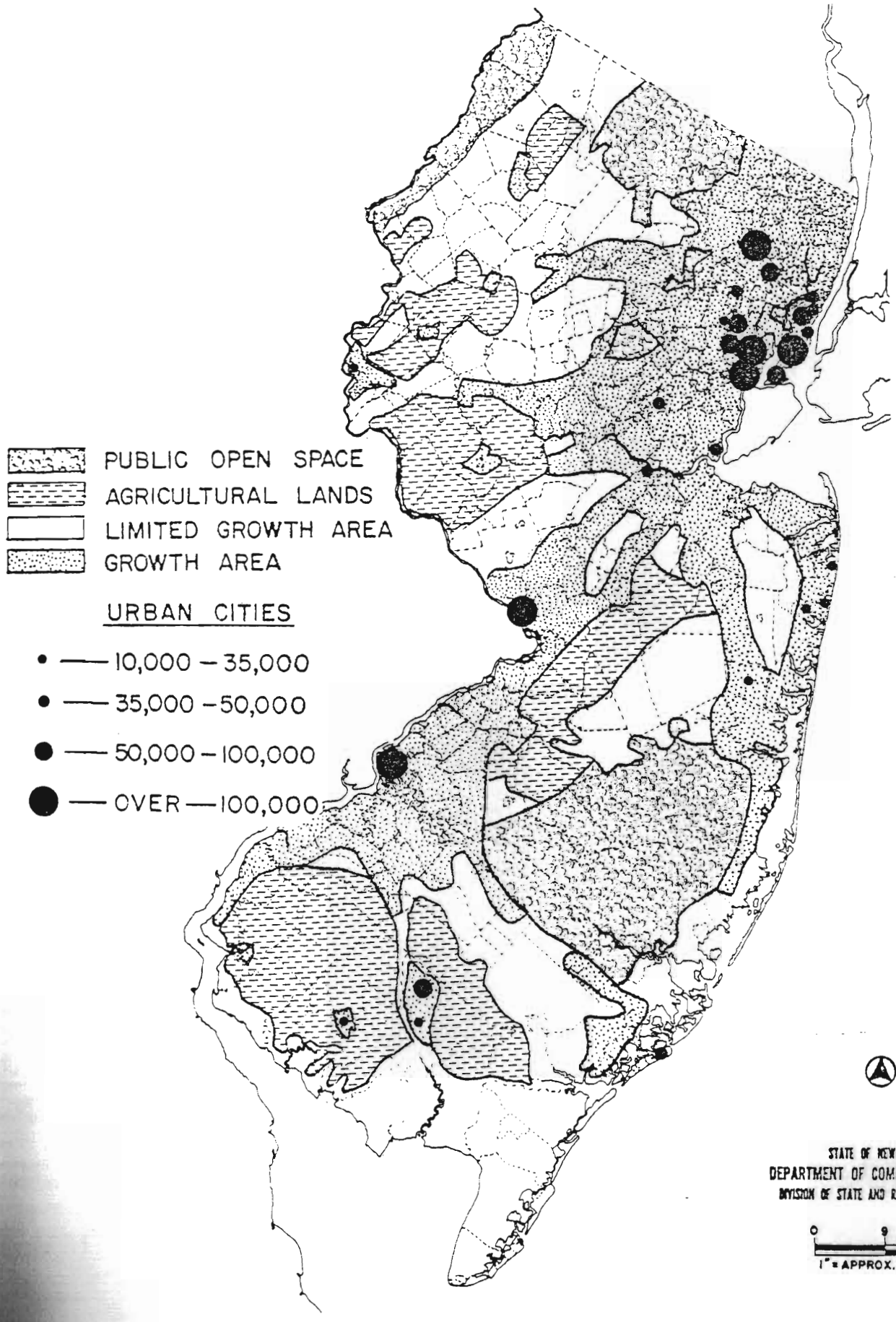
A survey of existing conditions and apparent trends, a statement of major goals which State policy should try to achieve, the identification and analysis of major natural resource characteristics and current development patterns -- these combine to provide the basis for the State Development Guide Plan's recommendations which are contained in this and the following chapter on implementation.

The Guide Plan is directed to achieving a balance between conservation and development. It suggests that the regions of New Jersey which are presently partially developed are the most suitable locations for most future population and industrial growth. This would allow the present public infrastructure to be effectively utilized and mass transit development to be facilitated. In this regard the Plan stresses efficiency of public investments and conservation of energy. Other areas are most suitable for conservation as natural resource or agricultural areas to provide for an environmentally sound and supportive balance between development and open space.

The map which follows reflects such a concept. (Map XI) It represents our judgment, based on available information, as to how the land and resources of New Jersey should be used to achieve fundamental development goals. It must be emphasized that the Concept Map is designed as a policy

Map XI

STATE DEVELOPMENT GUIDE PLAN
CONCEPT MAP



guide for statewide planning. It is not a functional plan, such as those prepared by county and local governments. Rather the Concept Map serves as a statement of intent to guide State investment and policy decisions and a generalized framework to support the more specific planning and policy concerns of public agencies throughout New Jersey.

The Concept Map indicates five generalized land use types: Urban Municipalities, Growth and Limited Growth Areas, Agricultural and Open Space. Each is discussed in detail in the following sections. Calculations were made as to the amount of acreage in each proposed land use as well as the extent of developed lands, publicly owned lands, potable watersheds, wetlands and open developable land in each category. Land use data used in the following descriptions is based on this analysis. A description of the methodology and tables by county are provided in Appendix A.

Urban Municipalities

That future growth in New Jersey not occur at the expense of the State's major cities is critically important to the realization of the major goals on which the State Development Guide Plan is based. 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.

These are areas in which the challenge 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 the higher income residents, industries and commercial enterprises have moved to the expanding suburbs. As a result, they have significant levels of social, economic and physical problems which require additional public assistance in order to strengthen their financial base and to restore a more attractive climate for public investment.

Municipalities which meet certain criteria may be designated as Urban Aid Municipalities so that they may be eligible for additional funding. Designation as an urban aid municipality is based on several factors. First, they have a population of greater than 15,000 persons. Second, they have more than 350 children between the ages of 5 and 17 enrolled in the Aid to Dependent Children Program. Third, they contain publicly financed housing. Fourth, they have equalized tax rates which exceed the State equalized tax rate. Fifth, they have equalized valuations per capita which are less than the State equalized valuation per capita.

The cities indicated on the Concept Map have been designated as Urban Aid Municipalities by state agencies. The following municipalities are included:

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

The use of the Urban Aid formula to identify urban centers within the context of the State Development Guide Plan does not imply unqualified acceptance of either the formula or its application. 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 among the types and levels of problems they face and, consequently, among the kinds of governmental remedies required.

A recent proposal of the Regional Plan Association to examine New Jersey's major cities indepth, to identify their differences as well as their similarities, and to investigate how the trends of the past can be reversed should be pursued. The results of this study as well as other information and analysis could result in changes in the urban centers designated in the Plan as in need of revitalization.

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 whose accessibility to employment and services makes 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.

These regions have developed largely because of their proximity to New York City, Philadelphia and other markets along the eastern seaboard. These major economic centers have provided the stimulus for extensive suburbanization in the areas around them. These regions 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 has grown largely as a result of capitalizing on its resort potential. This area is presently in transition, and seeking to revitalize its economic base.

At present, within the suburban areas and around the rural centers, substantial quantities of vacant land still remain. In many instances water, sewer, roads and other public facilities are already in place. Additional development in these areas would allow these facilities to be more efficiently utilized. 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.

Encouraging 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 from occurring in fringe areas which have neither the infrastructure nor the employment opportunities which balanced growth requires.

To the greatest extent possible the boundaries of the Growth Areas have been drawn so as to avoid areas with excessive environmental constraints to development. The presence of steep slope areas in the north has been recognized, as well as the 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.

To facilitate a discussion of the Growth Areas identified on the Concept Map -- and only for that reason -- ten regions have been defined, along with eight rural centers where some additional growth is considered appropriate. (Map XII) The boundaries of these regions, again solely for convenience, are related to county boundaries, although in some cases portions of one county may be located in two different regions. These regions and designated rural centers are as follows:

GROWTH AREAS

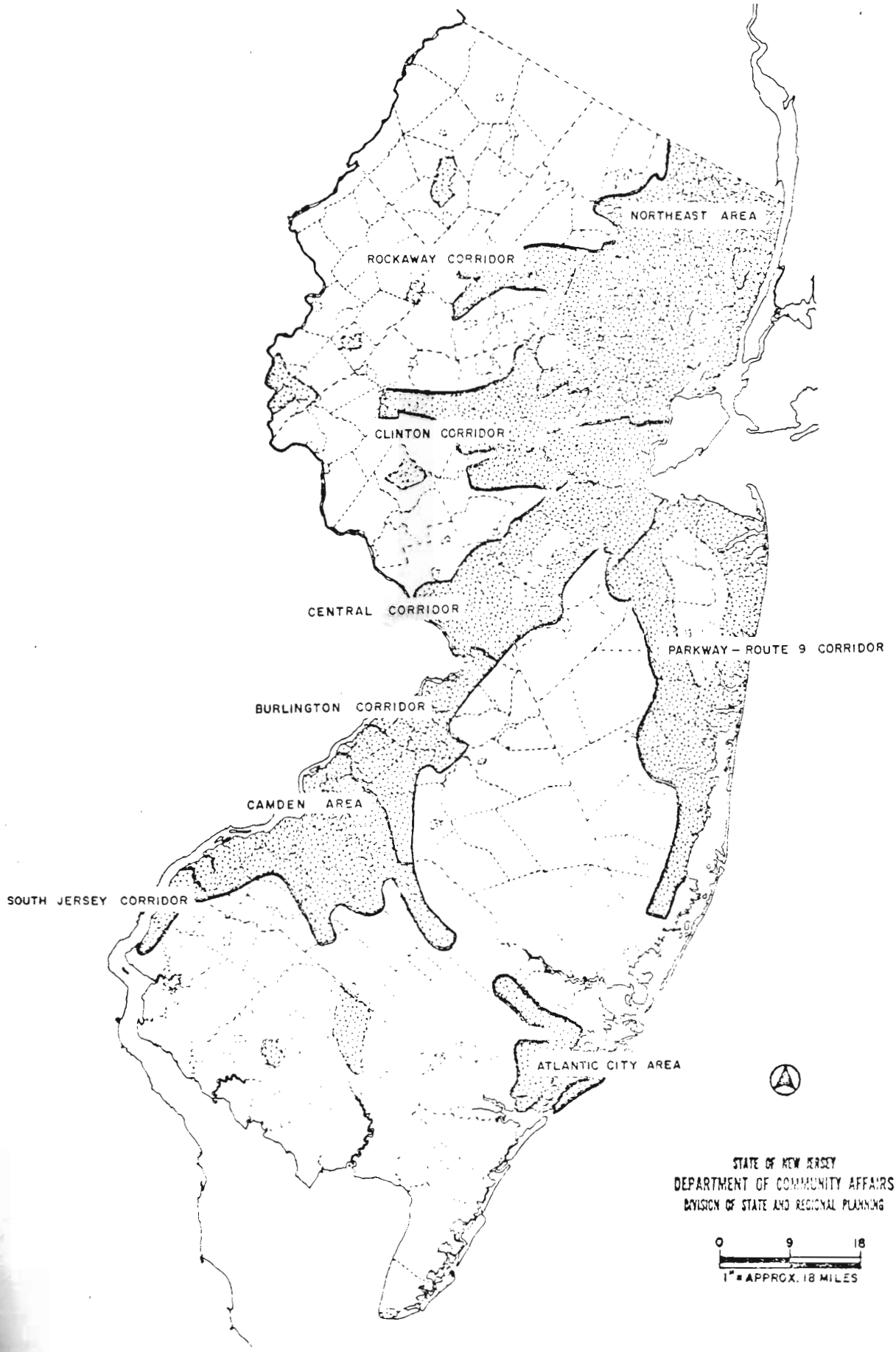
Area	County Components
Northeast	Passaic, Bergen, Hudson, Essex, Morris and Union Counties
Rockaway Corridor	Morris County (West of I-287)
Clinton Corridor	Hunterdon and Somerset Counties
Central Corridor	Mercer, Middlesex and Somerset Counties
Parkway-Route 9 Corridor	Monmouth and Ocean Counties
Burlington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

Map XII

GROWTH AREAS



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 which exist within these regions, and which must be considered in local and county land use planning.

NORTHEAST AREA

Current Development Character

This is the most extensive area of relatively dense urban and suburban development in New Jersey. Accordingly, it contains several aging urban centers as well as 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. Of the approximately 406,000 acres in this region, 43,800 remain as open developable land.

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, 208 and Interstates 280, 287, and 80.

A high level of public transportation service is available in the region. Rail service is provided by ConRail on the former lines of the Erie Lackawanna, Central Railroad of New Jersey, New York and Long Branch and Penn Central Railroad, and by AMTRAK on the former Penn Central Main Line. Approximately 500 trains provide weekday commuter service and the Port Authority Trans-Hudson Corporation (PATH) provides additional rapid-rail links between Newark,

Jersey City and Hoboken and midtown and downtown Manhattan. Major improvements have been proposed by DOT for this network and 180 new self propelled electrified rail cars have been purchased for use as the improvements are completed.

Passenger bus service consists of local service in most of the large cities and their adjacent areas, and extensive commuter service among 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 region.

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 is recommended. The Hackensack Meadowlands has been identified as an area of State concern, and is being developed under the guidance of the Hackensack Meadowlands 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 region along Interstate Route 80 to the Lake Hopatcong area. The region 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 Northeast New Jersey is facilitated by passenger railroad service and limited access highways. The region contains an estimated 60,800 acres of which approximately half, or 30,400 acres, are potentially developable.

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 region.

Public transportation consists of both rail and bus service. 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 the Clinton Co-ridor. Major improvements to the electrification system on the Morristown Line and the Gladstone and Montclair Branches are underway by DOT to upgrade commuter service in the region, and electrified service may be extended to Netcong.

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

Rail freight service also is available for the benefit of commerce.

Public Services

Public water systems and sanitary sewerage systems are available in existing settlements and on a regional basis 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 Northeast New Jersey.

CLINTON CORRIDOR

Current Development Character

This corridor extends westward from the Northeast metropolitan region 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. Open developable land comprises approximately 83,500 acres of the total 124,900 acres in this region. Many communities are within easy reach of Northeast 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 region. Interstate Route 287 and Route 202 link the area with locations to the north and west. Routes 206 and 31 provide north-south access through the region.

The region contains both bus and rail transportation facilities. ConRail provides diesel service on the former Main Line of the 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 City, and additional express bus service from Raritan and Somerville to Newark and New York City.

Rail freight service also is available in the corridor for the movement of goods.

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 area. Farmlands are also scattered throughout the more open areas of the region. Of the 273,150 acres in this region, approximately 143,700 remain as open developable lands.

Transportation Facilities

The region 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. Almost all of these link New York and Philadelphia; others provide east-west access to and from New Brunswick and Trenton.

A high level of public transportation service is readily accessible 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 Mainline. This service consists of approximately 75 weekday trains. 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 region.

Public Services

Public water supply and sewerage service 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 part natural, part 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 region consists of seashore resorts, such as Asbury Park, and nodes of growth along Route 9. The seasonal character of portions of the region 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 of this region. The northern portion of this region is within easy commuting distance of employment centers in the Northeast and Central Corridor regions of the State. The total land area of an estimated 274,800 acres includes 148,250 acres of open developable land.

Transportation

Major highways in the region include the Garden State Parkway, Interstate Route 195, 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 approximately 35 weekday trains over the former New York and Long Branch Railroad from Bay Head in northern Ocean County to South Amboy where the trains utilize the former Penn Central tracks 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. The Department of Transportation is considering major improvements to the electrification system on the New York and Long Branch Railroad to upgrade commuter service. Electrified service currently exists to South Amboy on the former Penn Central line, and the DOT proposal would extend electrified service to Red Bank. Railroad freight facilities are also available.

Bus service consists of local service among communities along the Monmouth County coast and considerable commuter service from communities in the region north to Newark and New York City and south 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 region. Major portions of the area lie within the jurisdiction of the State Coastal Area Facilities Review Act and the Federal Coastal Zone Management Plans.

BURLINGTON CORRIDOR

Current Development Character

This region is comprised of a series of small centers -- Bordentown, Burlington, Beverly -- along the Delaware River, as well as others such as Mt. Holly in the rural fringe. As a result of the proximity to both Trenton and Camden, there has been extensive suburban development in many of the remaining areas of the region. However, an estimated 68,600 acres of open developable lands remain within this 110,400 acre region.

Transportation

North-south access through the Burlington region is facilitated by the New Jersey Turnpike, Interstate Route 295 and Route 130. Access between Pennsylvania areas to the northeast and New Jersey areas to the southwest 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 REGION

Current Development Character

This region 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. Within the estimated land area of 190,200 acres, there are 85,200 acres regarded as suitable for development.

Transportation

The New Jersey Turnpike, Interstate 295 and Route 130 provide north-south access through the region. 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 the region. Access to center city Philadelphia is provided by the Benjamin Franklin Bridge.

A high level of public transportation service is available in the region. Extensive rail service is provided by Port Authority Transit Corporation (PATCO) on the Lindenwold High Speed Line which links the region with Philadelphia. On weekdays, the headway on trains traveling from Lindenwold to Philadelphia ranges from five to ten minutes during most of the day.

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 characteristic 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 region are augmented by the area's proximity to Wilmington, Delaware and Chester and Philadelphia, Pennsylvania. Open developable lands comprise approximately 7,800 acres of the 17,450 in the Growth Area.

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 region and major east coast markets. Access to waterfront transport is also possible 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 REGION

Current Development Character

The dominant feature of this region is the extensively developed seaside resorts such as Atlantic City, Margate and Ventnor. In the interior portion, scattered suburban development has occurred. It is expected that recent changes allowing casino gambling in Atlantic City and offshore oil drilling will encourage growth in the suburban portions of this region. The 57,100 acre Growth Area in this region contains an estimated 34,250 acres of open developable land.

Transportation

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

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. For comparable reasons, 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 to varying degrees some of their residents 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 sewerage systems and often include within their jurisdiction regional hospitals and educational facilities as well as specialized services for surrounding areas.

The Guide Plan recognizes the important function these centers play by including them as Growth Areas, within larger areas designated in Agricultural or Limited Growth categories. By encouraging future growth within these areas, pressures to develop in Agricultural or Limited Growth Areas may be relieved and future growth channeled into patterns which facilitate efficient use of public services and financial and energy resources.

TABLE

Rural Center	Total Acreage	Acreage Suitable For Future Growth*
Newton (Sussex County)	6,419	3,564
Hackettstown (Warren)	4,013	2,672
Washington	4,128	2,567
Phillipsburg	15,910	10,637
Flemington (Hunterdon)	8,838	7,005
Millville-Vineland	30,080	20,938
Bridgeton	12,128	7,497
Salem (Salem County)	1,600	378
Total		

*Excluded are lands which are currently developed, publicly-owned lands, quasi-public lands (cemetaries, airports), wetlands, floodplains and lands of excessive slope.

In addition to vacant land which could be developed in these areas, there are opportunities for redevelopment. No effort was made to quantify such opportunities, but their inclusion would in many instances increase the amount of additional growth such areas could accommodate.

Summary

The amount of developable land within the designated Growth Areas is more than sufficient to accommodate the growth projected for the State during the remainder of the century. With one exception, the developable lands in each county are extensive enough to allow projected populations to be accommodated at overall density levels lower than those in the existing developed areas of each county. (Appendix B)

However, most development within these areas should be encouraged to occur at densities which will support economical and efficient extensions or installations of publicly funded infrastructure. In many instances this policy would suggest that future growth occur within or adjacent to existing areas of residential and employment concentrations. In some cases the creation of new growth nodes may be appropriate within these regions.

Very low density development is also seen as appropriate within Growth Areas where environmental conditions, and the absence of existing development and essential support facilities or services suggest this as the most appropriate form of development. Such growth, however, should be at densities which will allow the open space character of the area to be retained and which will not place additional burdens on public funding for supportive infrastructure.

It is also recognized that not all lands within the Growth Areas are appropriate for development. The presence of particularly attractive environmental features -- scenic vistas and woodlands -- suggest that it would be most desirable to preserve these areas in their natural state through active conservation efforts. Such locations are appropriate to assist in fulfilling needs for county and municipal parkland. Other types of environmental conditions -- steep slopes, wetlands and floodplains -- make such areas far less

suitable for development than many others. Such conditions suggest preservation in a natural state, if possible, or the continuation or establishment of controls on the type, kind and size of development to be permitted in critical environmental areas.

In addition to these environmental considerations, some areas within the Growth Areas contain prime agricultural soils which are supporting productive agricultural activities. In many instances these areas are comparatively small and subject to intense development pressures. However, the preservation of such agricultural areas is regarded as desirable and should be encouraged.

Precisely which areas will be developed and at what densities and where development will be constrained or prohibited are critical questions which all levels of government, the general public and the private sector must play a role in answering. Much work has already been done. State functional planning activities -- transportation improvements, capital improvements planning, coastal zone management -- provide state level input on major funding or regulatory activities which will impact these regions. In many cases ongoing regional and county planning activities provide general overviews of proposed growth and conservation areas within their regions. Municipalities, working at a smaller scale and with more precision, establish the specific standards which recognize both regional considerations and local goals.

Much more work needs to be done to define State policy, to coordinate plans, and to establish State investment priorities within the Growth Areas. The delineation of Growth is a first step which suggests establishing a policy of confining State funded growth-inducing investments to these regions. If agreement can be reached on this basic premise, future efforts can focus on further definition of this investment policy in coordination with other State agencies and in cooperation with other levels of government.

For the present, this broad-brush delineation of areas with abundant quantities of developable lands recognizes the variety of interests which shape the character of land use in the State. It acknowledges the important role of local planning and controls in shaping the precise character and pattern of land use, and the significant role of market forces as they interact with the policies and controls of all levels of government. Accordingly, the size of the Growth Areas leaves room for local flexibility, for a dynamic market and for conservation as well as development.

Open Space Areas

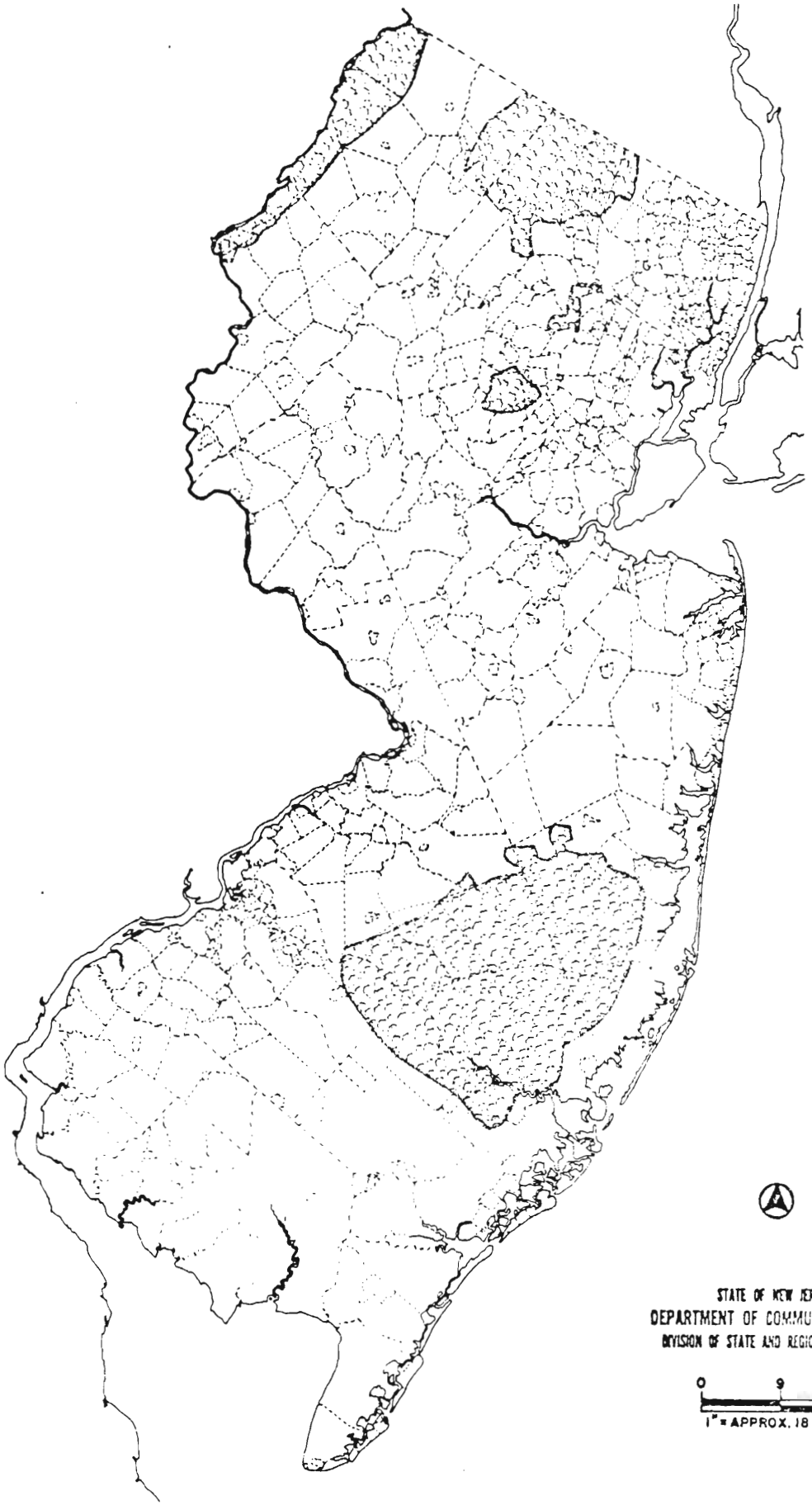
As the State's population expands, additional efforts to protect unique natural areas will be required. Accordingly, the extent of publicly owned and managed lands in five major areas -- the Skylands, the Pinelands, the Delaware Water Gap area, the Hackensack Meadowlands and the Great Swamp -- should be expanded (Map XII). Each of these areas contain important natural resources and provide settings for recreational opportunities to support the needs of a growing population. 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.

The Skylands is a rugged area which contains heavy forests and steep slopes. In addition to its recreation potential, the rivers, lakes and reservoirs in this area are the source of the water supply for major portions of the northeastern metropolitan area.

The Pinelands of South Jersey are a unique environmental system which is not duplicated anywhere i e United States. The woodlands and winding streams provide a setting fo variety of recreational pursuits while beneath the surface is a vast supply of potable water.

Map XII

PUBLIC OPEN SPACE



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The Delaware Water Gap area offers not only the scenic beauty of the river and surrounding bluffs, but also the adjacent hills covered with forests and dotted with lakes. The area is presently laced with state parks, wildlife preserves and a national recreation area. The Plan suggests the preservation of the entire area and supports continued federal acquisitions of land within and around the present public open space holdings.

These three areas can provide recreation experiences of a different nature than those which can be found in smaller state and county parks. Within these wilderness areas a variety of activities -- camping, canoeing, and hiking -- can be pursued while enjoying the scenic beauty and special qualities of lands relatively untouched by development.

There is also a great need for close-in open space and recreation areas for urban residents. Accordingly, the Plan supports the continued acquisition of land around the Great Swamp National Wildlife Refuge in Morris County, and the development of parklands in the Hackensack Meadows. These areas should be part of a continuing open space acquisition program in the northeastern metropolitan region.

There are approximately 735,026 acres in the designated open space areas. This includes land which is already in public ownership. The following table shows the acreage in each of these five major areas.

	Total Designated Area	Existing Public Holdings	Recommended For Conservation
Delaware Water Gap	92,794	64,043	28,361
Pine Barrens	449,538	161,917	283,208
Skylands	160,620	72,290	80,086
Great Swamp	18,944	7,296	10,951
Hackensack	4,045	896	2,835
Great Piece and Troy Meadows	9,085	411	8,479
Total	735,026	306,853	413,920

Focusing on such areas, however, should not occur at the expense of other public efforts to acquire smaller open space areas throughout the State. Although state, county and local parks are not shown on the Concept Map, the Plan recognizes the need for recreational facilities throughout the State and supports such efforts within the scope of county and local plans as well as the State's own Green Acres program.

The need to protect floodplains, wetlands, steep slopes and other environmentally critical areas from development is also recognized. The Open Space recommendations shown on the Concept Map should, therefore, 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.

Agricultural Areas

Farming activities are carried out in many places throughout the State, but the bulk of agricultural activities are concentrated in semi-rural areas with good soils and gentle topography. In these areas where a considerable degree of suburbanization has occurred, farming activities have declined as a result of the economic and environmental incompatabilities that have

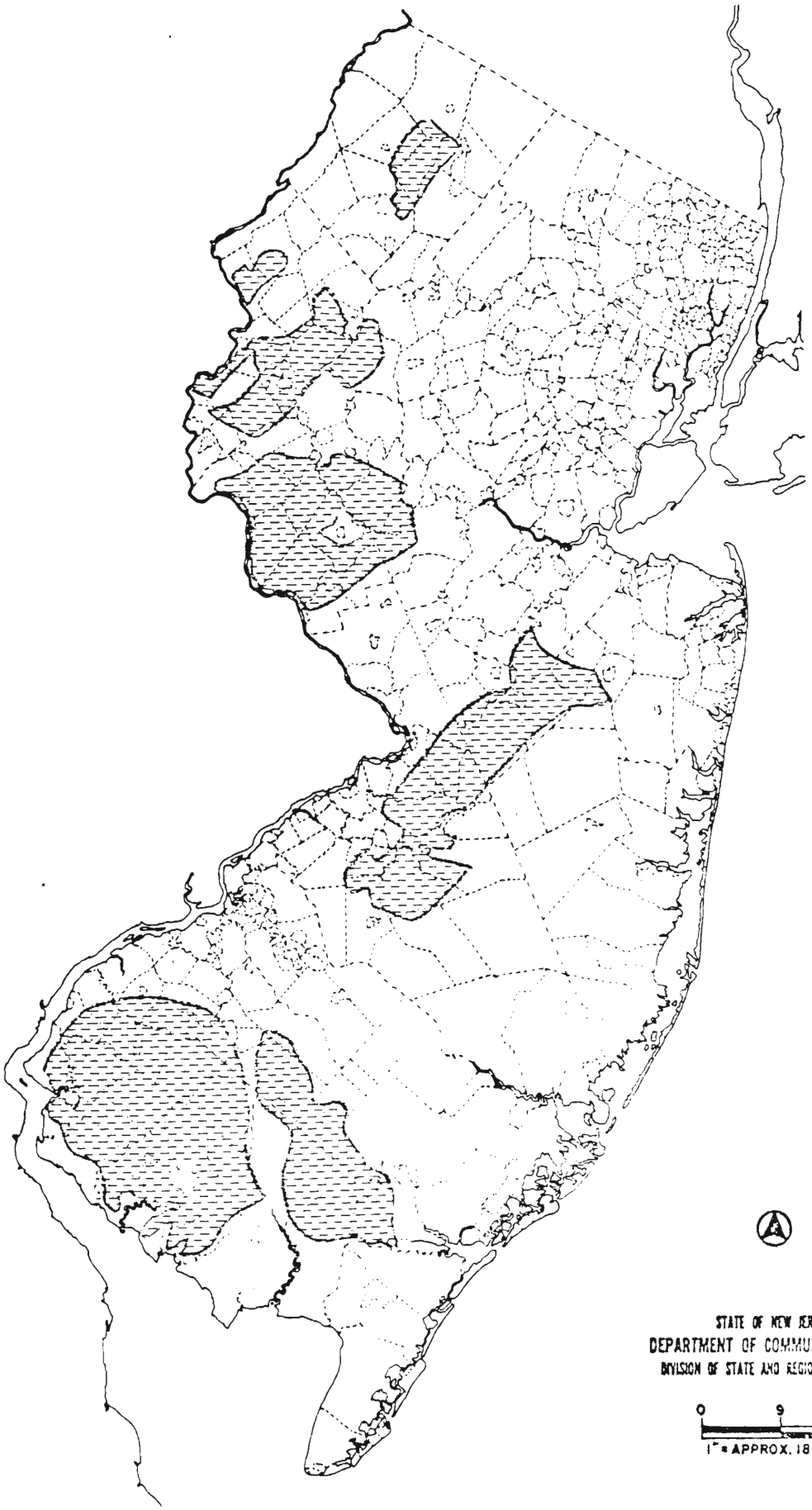
arisen. Agricultural activities require large blocks of contiguous land, free of suburban development, where mechanized equipment can be used and where fertilizers and insecticides can be safely applied. They also require support services -- material and equipment suppliers and marketing facilities -- which need a sizable market of agricultural activity to remain in business.

Recognizing these needs for land comparatively free of development and areas of sufficient size to retain service facilities, several areas have been designated as appropriate for predominantly agricultural uses (Map XIII). Several of these are in the northwestern section, one is located in the central portion of the State, 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. These areas also contain the most favorable soils -- Classes I, II and III -- for productive agriculture.

The Plan is generally supportive of the Blueprint Commission on Agriculture's recommendation to maintain one million farmland acres in the State. The total land area of the designated Agricultural Areas exceeds one million acres, of which more than 837,000 acres are not yet developed nor are in other respects incompatible with agricultural uses. Additional farmlands are found in other areas of the State as well.

Map XIII

AGRICULTURAL LANDS



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Limited Growth

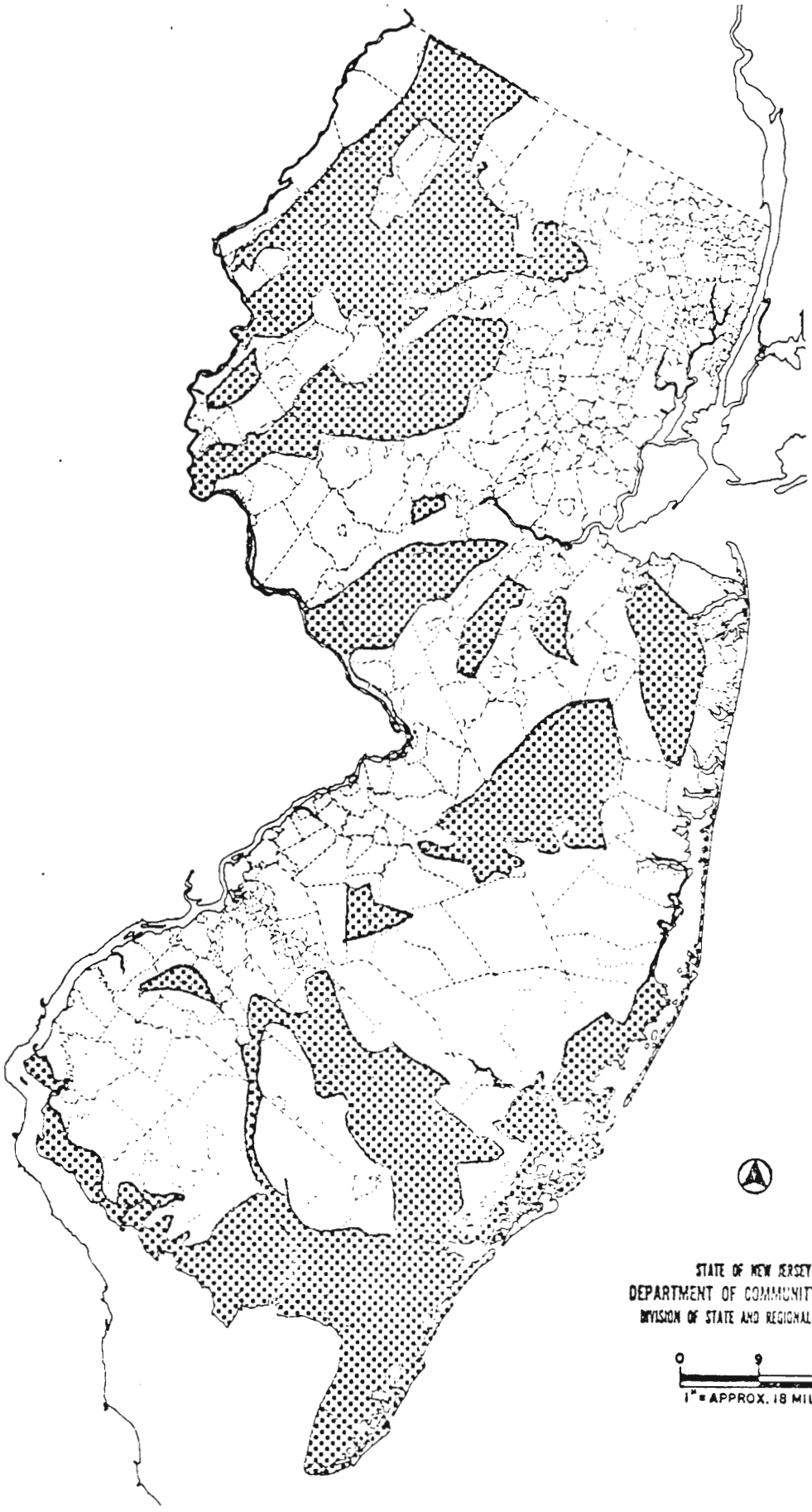
Not all of the State is assigned to one of the preceding categories. Sizable areas remain where major concentrations of development have not been established and where major development supporting investments have not been made. They also do not contain concentrations of environmentally sensitive land nor prime farmland which merit particular State attention at this time (Map XIV).

Except for the older centers in these areas most of the development 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, these areas have only scattered, low density development because other portions of the State are more accessible to markets and population centers.

Considerable public investment in services and facilities would be required to accommodate growth in more intensive settlement patterns. Accordingly, these areas should continue to grow at their own moderate pace, thus serving as a land reserve which may be used to accommodate growth after the end of the century. By focusing growth generating efforts within the Development Areas, the needs of future generations -- for more development, for sites for energy generation facilities and for open space -- are recognized. Areas which do not now appear necessary to accommodate projected population increases may become critically important resources to be used by the New Jerseyans of the 21st century.

Map XIV

LIMITED GROWTH AREAS



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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 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-open space areas. It will result in continuing incursions into vital, irreplacable natural resource areas and jeopardize the possibility of retaining agriculture as an economically viable activity in the State.

CHAPTER V

IMPLEMENTATION STRATEGIES

It is one thing to present and describe such recommendations, but to realize them poses a great challenge. However, through program activities and legislative authority State government can influence where and how well people live. Major facilities -- highways and public transit systems, water supply and sewer installations and open space acquisitions -- have a significant impact on the direction of growth within the State. Almost all municipalities, counties and regional entities utilize outside funding, requiring State and often federal approval and monies, for major installations of this type.

Legislative authority both in the areas of taxation and land use control also have an impact on growth directions. Tax policy in the State, principally with respect to the strong reliance on local property taxes, has a significant impact on the varying abilities of municipalities to deal with current problems and an influence on planning decisions for the future. Legislative controls, particularly the recent environmental protection laws, also play an important part in shaping decisions regarding planning and development.

The need for an overall development policy has increased as mounting problems in land use and resource management have brought new legislative and program responses. The State Development Guide Plan would lend these

efforts a sense of perspective both as regards desirable directions for growth and conservation activities, and the importance of balance and coordination among the program activities of various agencies.

Utilizing the Guide Plan

One aspect of this coordination is the use of the State Development Guide Plan to guide State capital improvement projects. Many of the facilities funded by the State -- hospitals, colleges, institutions and other facilities -- have an impact on development. Long range planning of capital improvements in agreement with an overall State development policy would be one means of influencing growth patterns in the State. Additionally, ongoing programs could be adjusted to reflect, if they currently do not, the goal of economic expansion within the urban centers and growth areas.

The State Development Guide Plan would also provide a basis for the coordination of the planning and program activities of State agencies. The work of the Department of Community Affairs, Environmental Protection, Labor and Industry, and Transportation as well as other departments has a significant impact on the direction of State growth. An overall State development policy would assist in insuring consistency in the planning and program activities of these agencies. It should minimize program conflicts such as building new highways through prime agricultural areas or assisting public facility construction in outlying areas while inner-city systems decay. Instead, program activities could be directed toward encouraging growth to occur in specific areas so as to maximize the use of existing infrastructure and to minimize the investments needed in related new or expanded facilities.

State policy could also be used to evaluate and encourage compatibility between regional and county plans and statewide objectives. Planning activities on a regional basis are conducted by a wide variety of agencies. The Tri-State Regional Planning Commission and the Delaware Valley Regional Planning Commission carry out extensive land use planning activities as well as regional review functions for facilities using federal funds. In addition to traditional county planning, a number of regions, often synonymous with counties, are involved in water resource and water quality planning that will affect future land use patterns. The enforcement of regional standards for air quality may also affect land use. A reasonable consistency and agreement concerning the development or conservation of various areas would enhance the possibilities for all agencies to implement their plans.

The Guide Plan may also be used to evaluate the thrust of municipal master plans relative to statewide growth and conservation policies. However, the Plan cannot be used to evaluate specific development proposals. These must be evaluated in terms of local ordinances and planning objectives and, where appropriate, within the context of state and federal laws and regulations.

The Plan may also be used in state review and comment activities with respect to program applications for federal funds. Projects subject to "A-95 Review" are also considered at the regional level by designated regional and county agencies. Many of the projects funded by these programs influence growth patterns. Accordingly, the State Development Guide Plan would provide a consistent policy against which individual applications could be measured so as to insure that decisions are made in a coordinated manner. In turn, this would further Statewide development and conservation objectives.

An agreed upon State policy regarding conservation and development would also tend to highlight areas in which new legislation is needed to accomplish these policies. In recent years several legislative acts -- the Wetlands Act, the Floodplains Act, the Coastal Area Facilities Review Act -- have considerably strengthened conservation efforts. More remains to be done both to protect critical areas of the State and to encourage well planned development and economic expansion in appropriate areas.

An established State development policy should also benefit the private sector by removing some of the uncertainty which affects individual and corporate investment decisions. By knowing where development is to be encouraged as a matter of State policy, the private investor can tailor his own plans accordingly. He can, of course, choose to invest in areas outside those designated for development, but in so doing he increases the possibility that related State assistance will be difficult to obtain. By showing the investor where development is welcomed, the Plan may guide the location of privately-sponsored development and thereby further reenforce the realization of the State's development goals.

By means of these program activities and legislative actions, 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. However, to choose knowledgeably among alternatives a development policy is needed, in addition to the Concept Map, which identifies the kinds of efforts that are needed in the development and conservation areas and the balance that must be attained in the activities related to each of the areas.

The Development Policy

The overall strategy of the development policy is to attain a new balance in the extent of governmental efforts directed to urban, suburban and open space areas so that the proposed patterns of conservation and development can be realized. A new balance must be achieved in the amount of investments and programs which are directed to each of these areas if we are to modify the trends of the past. In the fifties and sixties abundant funding of highways, water supply and sewerage expansions and other facilities tended to further encourage natural growth trends favoring suburban expansion. This emphasis on suburbanization, which has led in many cases to widely scattered development, has made it increasingly difficult for our agricultural areas to remain relatively free of incompatible development.

In future, public investment decisions should be weighed in terms of their impact on the direction of growth and our ability to achieve the long range goals of the Plan. Efforts to improve the cities will never be effective if viewed in isolation. Such efforts must be coordinated with state support of open space and agricultural preservation activities and reasonable limits on suburban expansion.

The interrelationships among our declining urban areas and our suburbs also necessitate that investments be geared to enhancing the totality of our metropolitan areas. Problems with the availability of mass transit affect suburban commuters as well as city residents. Difficulties in finding a variety of sound, affordable housing in all areas restricts the opportunities of many people to live in appropriate housing in locations they will find

amenable and convenient. Similarly, social welfare -- the adequacy of educational systems, job opportunities, personal safety, the availability of medical care -- affect the quality of life for all New Jerseyans.

Urban areas require relatively large amounts of public investments of all kinds. The declining value of the aging housing stock and obsolete and often vacant commercial and industrial zones severely limit the fiscal capacity of the cities to cope with their mounting problems. As a result of these physical conditions and accompanying social problems, substantial amounts of assistance must be directed to urban areas, so that they can have the resources to deal effectively with a multiplicity of problems.

In suburban areas, where private interests are more readily able to cope with problems in development, lesser amounts of assistance are needed. Incremental new growth does, however, have regional impacts beyond the capabilities of individual developments to absorb, and monies are needed to assist municipalities with these expenses.

Natural resource and agricultural areas may require increased amounts of public investment in land and development rights acquisitions, if we are to preserve these areas from the development pressures which increasingly threaten to degrade or destroy our open spaces. However, conservation efforts also benefit from the economy of withholding growth-inducing facilities -- roadways and sewers -- in these areas.

Thus, the overall development strategy is for public investments geared to the needs of the people of each area for support, and 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 expansion 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 most places within the Growth Areas. Public investments which concern improvements and extensions of transportation, water and sewerage systems are common to all areas, but are a principal tool in guiding development within the Growth Areas. Conservation measures, which focus on preserving open space, require quite different techniques -- acquisition and regulatory protection -- from urban and suburban areas. The following sections discuss in more detail the types of techniques which are appropriate to each of these areas.

Urban Strategy

The problems of our cities have long been recognized, and many efforts have been made at all governmental levels to assist urban areas in dealing with these difficulties. Expansions in tax bases have not kept pace with the increasing numbers of lower income residents. As a result the tax burden in many urban areas is high, placing greater stresses on the population and lowering the incentive of property owners and business enterprises to make investments in these areas. Substantial assistance from other governmental levels has been required to meet the needs of many residents for adequate housing, sufficient food, necessary medical and social services and sound educational opportunities.

Public Welfare

The needs of persons below the poverty level places great stress on urban areas. There are several major welfare programs designed to provide assistance to the needy. These include the Aid to Dependent Children, General Assistance, Supplemental Security Income, Aid to Families of the Working Poor, Medicaid and the Food Stamp program. There are also many social service programs -- such as health clinics, day care facilities, foster care and others -- which seek to meet special needs. These programs are funded from a variety of sources including federal and state governments as well as county and municipal government revenue derived from property taxes.

Many of the funds expended in these programs are distributed in urban areas. The highest welfare expenditures are made in the Aid to Dependent Children program where $442,725,038 was distributed in fiscal year 1976. $253,607,763 or 57% of the statewide amount was distributed in Essex, Hudson, Camden and Passaic Counties. Medicaid has the second highest expenditure levels of the major assistance programs. In fiscal 1976 $357,420,638 was distributed in medical assistance payments. Of this amount $179,481,232 or 50% went to residents of the same four counties. These counties contain 14 urban aid municipalities including the three largest cities in New Jersey.

State Aid to Education

The passage of the Public School Education Act of 1975 represented recognition of the need for the State to assume a greater percentage of local education costs, and to redistribute revenues to ease property tax burdens in areas with below average valuations per pupil. In 1976-77 the first school

year the act was implemented, State support for local schools rose from 30% to 38%. During the 1976-77 school year the 28 urban aid municipalities received $335,246,450 or 39% of the $860,270,424 expended on State aid to education. In five of the six largest cities, State aid to education was projected to range between 72% and 89% of the anticipated current expense budgets for 1976-77.

These major programs -- public welfare and State aid to education -- are geared primarily to supporting the needs of individual urban residents and easing the tax burden on local property owners. Because social and economic conditions in the cities have declined so severely, these programs require major expenditures of governmental revenue.

Revitalization Strategies

A host of other programs, both federal and state, provide assistance to urban governments and residents to enable them to improve physical conditions, employment opportunities and services. Some of these programs such as Community Development Block Grants and general revenue sharing are available statewide. Others such as the neighborhood preservation program and the urban aid program focus on older urban areas. Many of these programs, but by no means all, are discussed in the following pages.

Federal Government Contributions

The federal government has traditionally had a major role in large scale commitments of monetary and technical assistance for urban areas. Federal programs cover a wide variety of activities and are implemented through several different types of agencies.

The Community Development Block Grant Program

The Community Development Block Grants Program (CDBG) provides funds which may be used for many varied activities, including: the acquisition of real property which is blighted or deteriorating and is appropriate for rehabilitation; the improvement, construction or acquisition of neighborhood facilities, senior citizen centers, historic properties, utilities, pedestrian malls and walkways, parks, playgrounds and recreation facilities. By providing funds for these activities, the CDBG program makes it possible for municipalities not only to acquire sites for low and moderate income housing, but also to finance the infrastructure and accessory facilities needed to serve this new housing. During the 1976 fiscal year, the CDBG program provided more than $63 million in federal money to the State's urban aid municipalities. This amount represented approximately 66% of the total CDBG money provided by the federal government throughout the State.

General Revenue Sharing

The General Revenue Sharing Program provides funds to state and local governments which may be used either for operating and maintenance or capital expenditures. States may use their funds without categorical restriction, but the use of revenue sharing funds by local units of government for operating and maintenance expenditures must be in one or more of eight "priority" categories which include: public safety; environmental protection; public transportation; health; recreation; libraries; social services for the poor and aged; and financial administration. During the 1976 fiscal year, New Jersey's municipalities received $66,318,254 through General Revenue Sharing, with $34,233,460, or more than 50% of this money, going to the State's urban aid municipalities.

Housing Assistance Payments Program

Federal funds for housing assistance are provided through the Housing Assistance Payments Program, commonly known as the "Section 8" program. The "Section 8" program is designed to provide low income families with decent rental housing by paying the housing owners the difference between the fair market rent for a unit and 25% to 15% of the tenant's income. Families whose incomes do not exceed 80% of the median income for an area are eligible for assistance. A majority (70 to 75%) of the money available through the "Section 8" program is allocated to urban areas.

Federal Urban Reinvestment Task Force

The Federal Urban Reinvestment Task Force creates Neighborhood Housing Service Programs (NHS) in neighborhoods throughout the country. NHS programs, which are designed to rehabilitate and stabilize declining neighborhoods, contain two basic elements. First, they encourage the city to begin a program of sensitive housing code enforcement in the neighborhood involved. Second, they provide financing for homeowners who do not meet commercial credit standards so that code violations can be corrected. Generally, a federal grant and a local contribution are combined to form a high risk revolving loan fund which is used to finance needed repairs.

The key factor in a successful NHS program is cooperation among and a total commitment from the residents, the city and the lenders. The residents must have a desire to improve their homes and neighborhoods; the city must be willing to use sensitive code enforcement and to improve services in the neighborhood; and the local savings associations must be willing to make all the standard loans the neighborhood requires.

NHS programs are currently operating in 29 cities throughout the country. In New Jersey, there is an NHS program in Plainfield which is financed by a combined grant and loan of $115,000 from the Department of Community Affairs. Also, the Urban Reinvestment Task Force is helping to set up NHS programs in two neighborhoods in Newark, and is working with the county planning staff in Union County in assisting some of the smaller municipalities there to set up NHS programs.

Federal Economic Development Authority

The federal government also provides economic assistance to urban areas through the Federal Economic Development Administration (EDA). Its basic goal is to create permanent jobs in areas of high unemployment.

Several types of assistance are provided by EDA including: grants and loans for public works and development facilities which will enable and encourage private enterprise to expand and establish job-generating activities; business development assistance in the form of loans to finance the cost of fixed assets and to provide working capital; technical assistance; economic adjustment assistance, designed to aid areas where unemployment is high due to structural changes in the economy; and special economic planning grants.

During the 1976 fiscal year, EDA provided $41,193,852 in public grants to the State's urban aid municipalities. These grants were 31.5% of state-wide appropriations in 1976.

Subsequent public works grants will place greater emphasis on the needs of major cities and urbanized areas. The planning targets for summer 1977 appropriations indicate that approximately $22,327,000 or 57.4% of grants given within the State will go to urban aid municipalities.

State Aid Programs

A number of State programs have also been established which are used to aid urban municipalities in a variety of ways. These are addressed both to the key issues of providing decent housing and adequate opportunities, and to improvements in urban facilities.

Urban Aid Program

New Jersey's Urban Aid Program is designed to provide financial aid to the State's 28 urban aid municipalities to enable them to maintain and upgrade municipal services. These funds can be used for a variety of services, including: police and fire protection; public works; recreation and health facilities; ambulance corps and street lighting. In the 1976 fiscal year, approximately $36,700,000 was distributed to the State's urban aid municipalities through this program. In addition to this financial assistance, designation as an Urban Aid Municipality often gives such cities priority for other types of funding.

Safe and Clean Neighborhoods Program

The Safe and Clean Neighborhoods Program, which is administered by the Department of Community Affairs, provides walking police patrolmen for neighborhoods in the State's 28 urban aid municipalities, and funds for the demolition of abandoned structures, street cleaning, and street and park improvements. During the 1976 fiscal year, nearly $12 million in grants was awarded to the State's urban aid municipalities through this program.

The New Jersey Housing Finance Agency

Construction and mortgage financing for low and moderate income housing projects is provided by the New Jersey Housing Finance Agency (HFA). Money is made available for low interest construction and mortgage loans through the sale of tax-exempt notes and bonds to private investors. While HFA is concerned primarily with providing decent housing for the State's low and moderate income residents, wherever and whenever possible, an HFA project is tied into a neighborhood redevelopment effort or a city effort to stabilize a neighborhood.

In its ten year existence, HFA has permanently financed 60 projects containing 12,028 units. Almost half of these projects are located in the State's largest cities: Newark; Paterson; Jersey City; Elizabeth; Trenton; and Camden.

The New Jersey Mortgage Finance Agency

Additional funds in the State for mortgage loans to purchasers of one-to-four family homes are provided by the New Jersey Mortgage Finance Agency (MFA). This agency issues revenue bonds and then uses the proceeds from these bonds to make loans to mortgage lending institutions at a low interest rate.

MFA recently initiated a Neighborhood Loan Program through the sale of $100 million in tax-free bonds to New Jersey's financial institutions. The proceeds from the bond sale are being used to provide mortgage loans in urban neighborhoods where possible "redlining" practices have reduced mortgage lending levels. This program has been limited initially to specified neighborhoods in the State's urban aid municipalities.

The second part of the Neighborhood Loan Program will be the Home Improvement Loan Phase. This phase, which will be financed by a separate bond sale, is designed to encourage the renovation, repair, and improvement of one-to-four unit homes. It will be available on a citywide basis to low and moderate income homeowners in all of the urban aid municipalities, and ultimately statewide with no geographic limitations.

It is hoped that the Neighborhood Loan Program will have a multiplier effect by encouraging tenants in a neighborhood to become homeowners, encouraging homeowners to make improvements, and finally encouraging the municipality to improve municipal services in the neighborhood.

Demonstration Neighborhood Preservation Program

In addition to its housing programs, the State operates several programs which focus on the overall improvement of urban neighborhoods. New Jersey's Demonstration Neighborhood Preservation Program (DNPP), which was initiated during the 1975 fiscal year with a grant of $2 million, is currently operating in neighborhoods located in the following municipalities: Atlantic City; Burlington; Camden; East Orange; Hackensack; Hoboken; Irvington; Jersey City; Newark; New Brunswick; Phillipsburg; and Trenton. $2,650,000 has already been provided to these municipalities through DNPP, and an additional $1,150,000 appropriation has been proposed.

Efforts are underway to expand the current pilot program to a statewide Neighborhood Conservation and Rehabilitation Program (NCRP). The New Jersey Department of Community Affairs' Division of Housing and Urban Renewal would administer the program, making annual grants and loans to municipalities over a three to four year period. In addition, the Division would set standards for the selection of neighborhoods, approve programs developed by the municipalities, and monitor and evaluate the progress being made toward program objectives.

New Jersey Economic Development Authority

Economic assistance is provided by the State through the Economic Development Authority (NJEDA). The overall objective of the NJEDA is to maintain and expand job opportunities in New Jersey. Through the sale of tax-exempt bonds, the Authority is able to provide long-term low interest loans to private companies, thereby encouraging the construction and operation of industrial and commercial facilities in the State.

Although NJEDA provides financing for projects throughout the State, one of its major concerns is the financing of industrial and commercial projects in the State's urban aid municipalities. In response to its commitment to urban areas, NJEDA established an Urban Economic Development Task Force in 1975 which set forth the following specific objectives:

(1) Plan and develop urban industrial parks;

(2) Recycle older and abandoned industrial facilities;

(3) Provide low-interest financing and credit guarantees to urban employers.

In accordance with the first of these objectives, NJEDA is identifying feasible industrial park sites in Newark, Elizabeth, Jersey City, Bayonne, Hoboken, Paterson, Passaic, Trenton and Camden.

NJEDA has also begun work toward meeting its remaining objectives for the State's urban areas. Preliminary studies have indicated that many older facilities have significant potential for re-use, and several specific projects are being prepared for approval. In addition, low-interest financing has been provided within the State's urban aid municipalities. For example, during 1976, NJEDA provided low-interest assistance for 24 industrial and commercial projects in urban aid municipalities. This assistance will result in nearly $34,000,000 in total capital investment in these areas, and will create about 2,300 new job opportunities.

Urban Loan Authority

Located in the Department of Community Affairs, the New Jersey Urban Loan Authority provides financial and technical assistance to small businesses in the State's economically depressed areas, i.e., areas where conventional business loans are unavailable.

The Authority's technical assistance is designed to strengthen the management capabilities of the small businessman by providing him with financial, marketing, management and sales expertise. Financial assistance is provided through the Business Incentive Loan Act of 1969. Under this act, the Authority is able to provide low-interest loans of up to $250,000

to a single borrower for up to ten years. During the 1976 fiscal year, $980,000 in loans from the Authority to eight small businesses created or sustained jobs for 161 persons in economically depressed areas.

Summary

Due to the limitations on public resources, investments must be viewed in terms of their potential effectiveness in encouraging private revitalization activities. Government investments seek to stimulate private expenditures by providing the assurance that supportive efforts are going forward. If the combined efforts of the public and private sectors can begin to reverse the trends which weakened such areas in recent times, they must be considered successful.

Significant revitalization activities are now underway in Hoboken as a result of both public and private investment. In Hackensack, public and private investment in high-rise housing has been helpful in stabilizing the residential composition of the city. In other cities, individual projects are underway or have been completed which symbolize the potential in our cities for residential and commercial viability.

Urban strategies for the future should focus on maintaining and expanding current efforts that appear promising and on seeking new directions. The speed of change in urban areas and the great variety in their differing positions suggests that there is much work to be done in further identifying the cause of decline, and developing sound, flexible strategies that will have a positive impact on urban conditions. The level of public investments in urban areas may well need to be increased, but much can also be done by directing our resources in the most effective ways and by insuring that State actions regarding conservation and growth are complementary.

Growth Areas Strategy

Problems have arisen in these areas with respect to the imbalance between employment opportunities and housing choice and the excessive costs -- economically, environmentally, and in terms of energy supply -- of scattered, low density development. The housing choices available fifteen or twenty years ago, when land and construction costs were relatively low and modest houses on small lots were being built, are in short supply today. In many of the State's suburbs, local land use regulations require large lot, single family residential development while excluding more affordable housing.

The same ordinances do not discourage industrial and commercial development, however, and substantial numbers of employers have selected and continue to select suburban locations for their facilities. As a result, many workers in suburban firms cannot find housing near their jobs. Increasingly, the cities and older suburbs have become the only areas in the State where low and moderate income groups can afford to live while higher income groups and major employment opportunities move to the suburbs.

Commuter volumes have also increased, yet because of dispersed residential and employment patterns, public transit use has declined to the point where heavy public subsidization is required. Those who can afford to commute by private automobile do so in increasing numbers, despite congested highways and major increases in automobile operating costs. Those who cannot afford their own transportation find their mobility and employment opportunities reduced due to inadequate public transit systems and suburban housing policies.

Development along these lines must not continue. If it does New Jersey's dependence on increasingly expensive petroleum products will increase; public transit alternatives to the automobile will become even less feasible; the dichotomy between city and suburb will widen; demands for increased public investment will become even greater; and the pressure to develop agricultural and other open lands will intensify.

Accordingly, a guiding strategy for the Growth Areas should encourage the attainment of the following objectives:

...Improved housing opportunities for a variety of households and income groups.

...An improved balance between job locations and housing choices.

...Increased concentrations of development to reduce infrastructure costs and facilitate the use of mass transit.

Some movement toward these objectives will probably occur naturally as a result of changes in consumer demand and the cost of supplying housing, energy and public facilities. Changes in residential preferences, living costs and the nature of market pressures generally may provide some inducements to encourage variations in housing type and increases in residential densities. Rising energy costs -- for home heating and cooling and for transportation -- may encourage the integration of employment and residential patterns. The economies of scale which can be realized by serving more concentrated development patterns may provide additional inducements to make more efficient use of available land resources.

The ability of State government to further encourage development in the Growth Areas to occur in conformity with the objectives of concentrated growth providing for a balance of job and housing opportunities is limited. However, the State government does have an important role to play in achieving these objectives and it has some powers which can be used for that purpose.

State government's review and comment powers should be used to encourage sewer system installations and expansions only in locations where existing and prospective housing is at densities sufficient to make these installations economical. This would suggest that areas zoned predominantly one dwelling unit per acre or more not be eligible for State and federal assistance. Instead, growth should be encouraged at higher densities primarily in or near concentrations of existing development. This would minimize the cost of infrastructure and would increase the possibility of more efficient commuting patterns.

Similarly, funding of transportation facilities -- both mass transit and roadway extensions and improvements -- should be considered in terms of their impact on growth. A concentration of transportation improvements within potentially higher density portions of the Growth Areas would provide an additional stimulus to development in these areas.

Another important influence is the New Jersey Supreme Court's decisions on land use cases. This mounting body of case law provides a series of opinions that increasingly define municipal responsibilities with respect to jobs and housing. It suggests the directions that should be followed in in the future to remedy the imbalances between jobs and housing that have arisen from development patterns of the past.

To lend specificity to these judicial opinions, the State Division of State and Regional Planning is presently working on quantifying housing needs in the State. As a part of this work, a preliminary report enumerating low and moderate income housing goals by municipality has been completed, and is presently being revised. These allocations were done in response to Governor Byrne's Executive Order 35. This order further provides that municipalities which accept this obligation will receive higher priority ratings for financial assistance than those which do not conform. Failure to conform may also affect the availability of federal assistance to the extent that adverse comments by State and regional agencies have an impact on federal funding of local public works projects.

What is recommended then is that local governments with county and State support encourage new development which is consistent with basic development objectives -- a variety of housing opportunity, readily accessible to employment and commercial centers, and at densities which will result in savings in energy use and land consumption.

Limited Growth Strategy

Corollary to the strategy to encourage development in the Growth Areas is the recommendation to keep public investments in Limited Growth Areas 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 installation or improvements in sewer systems. However, the capacities of these systems should be set at levels consistent with the policy of discouraging population expansion in these areas. Similarly,

roadway improvements and extensions should also be kept at levels appropriate for limited growth. The combined effect of this development policy, which stresses public investments geared to development in the Growth Areas and geared primarily to maintenance in the Limited Growth Areas, should be to contain suburban expansion and to discourage leap-frog development.

Admittedly, existing State authority is not sufficient to prohibit large scale development in these areas. A municipality or a private developer with sufficient financial resources could promote significant growth without State assistance. As long as existing State laws and local land use controls are respected, such development could occur.

However, few private developers have such resources and even fewer would select a site where public investment priorities were relatively low over other sites where the prospects of public investments were significantly greater. Further, many of the areas in this category are now relatively undeveloped because natural features make development expensive and the lack of major public investments make it unattractive. As long as these factors continue to be influential, development can be limited to relatively low densities in accordance with local land use controls.

Providing only low levels of public investments in areas beyond the Growth Areas would assist efforts to improve conditions in the State's major cities and spur growth in the adjoining suburbs. The quantity of public monies is never adequate to meet the level of all perceived, let alone real needs. The economic inefficiencies of providing facilities in primarily low density areas makes the utility of investments in these locations

questionable. Limiting investments in these areas would contribute to a pattern of development which makes greater use of existing public investments and more efficient use of limited energy and water resources.

Natural Resource Conservation

The goals of the State Development Guide Plan reflect the importance of the acquisition and preservation of certain types of open spaces. These goals reflect the value of conserving the natural resources of the State and providing recreation areas and parks for now and generations to come. Some critical natural resources -- watercourses, floodplains and wetlands -- are found throughout the State in both growth and conservation areas. Other natural resources -- the coastal area, the Skylands and the Pine Barrens -- are specific regions.

Strategies to protect these 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 primarily 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 also be used in combination -- as in the coastal wetlands -- to achieve maximum protection within the constraints of existing development conditions and State financial limitations.

The growing public concern with critical natural areas has been shown in the passage of several legislative acts designed to regulate development. The Coastal Area Facilities Review Act of 1973 authorized the State government to prepare a plan for coastal management and to regulate all proposed industrial uses and large scale residential developments. The purpose is to guide growth so as to avoid adverse environmental impacts in the coastal zone. Presently, interim guidelines have been prepared which are of assistance in reviewing applications, and which form the basis of the management plan to be completed in September 1977.

Other legislation -- the Wetlands Act of 1970 and the Floodplains Act of 1972 -- also recognize the need to protect critical areas by providing for State government development of guidelines, mapping and regulation of proposed development in these areas.

The Water Quality Improvement Act of 1971 was designed to protect the quality of watercourses by prohibiting the discharge of harmful and hazardous substances into surface waters. The Act also provides State regulatory authority over new factory and manufacturing installations.

The principal of regulatory control could also be applied to conserve other key resources in the State: reservoir and aquifer areas, riverbanks, inland wetlands and forest areas. Recently, the Department of Environmental Protection has established water quality standards for the Pine Barrens. These

regulations prohibit degradation of water quality, and function indirectly as a means of controlling 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. These powers would be used to guide development so as to avoid the loss of those amenities which now make the region unique.

For many years the outright purchase of land has been a primary means of preserving open space. Fee simple purchase may be feasible and desirable in some instances, but it is beyond the present means of the State to use this technique extensively. A less costly alternative would be for the State to buy development rights to properties in private ownership, thus obtaining a conservation easement. This approach would involve paying an amount of money equal to the difference between the value of the land in its present use and the estimated value of the land if available for development. This technique would insure that the land remained undeveloped.

In addition to acquisition 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 roadways, water and sewer systems should not be so extensive as to constitute an additional impetus to growth.

While protecting the Skylands and the Pinelands from development by combinations of these techniques, activities should be directed to developing their recreational potential. This is particularly true in the Skylands area because of the close 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, as well as continuing to 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 operations.

If we are to preserve the critical environmental areas of the State, these techniques of regulation and acquisition should be continued and expanded. The withholding of public investments within and near regions of special environmental and recreational value would also assist in deterring additional development. Conservation of natural resource areas is increasingly important to support the expanding population in the developing areas of the State.

Agriculture Area Preservation

The goals of the State Development Guide Plan also reflect the importance of preserving prime agricultural land in New Jersey, despite the fact that this land is frequently under considerable development pressure. Preservation of this farmland is of vital importance, not only for agricultural supply reasons, but also for the positive contributions this land makes to the environment. Farmlands provide refreshing visual contrasts to suburban and urban areas. Contrasts which are especially desirable in a state as extensively urbanized as New Jersey.

Farmland located in or near 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 of agricultural areas. Farm properties are frequently sold when development pressures have become intense and the value of the land has risen significantly.

Farms are also sold because suburban encroachment often leads to "nuisance ordinances" curtailing the use of fertilizers and insecticides. Conditions needed to encourage investment in farm operations deteriorate and once profitable farms become unable to mechanize.

State purchase of the development rights to farmlands would provide a way to retain these areas in agricultural uses. This technique, which is the same as that proposed for the preservation of critical natural resource regions, would provide the State with conservation easements on farmlands. By the use of these easements the private sector and the public sector would be contributing to preserving farmland. These easements would run with the land, thus providing a permanent means of controlling development in agricultural areas. The properties, however, would remain in private ownership and would continue to be on the tax rolls. The New Jersey Department of Agriculture has recently begun a program in four municipalities in Burlington County to test the feasibility of this concept.

The Transfer of Development Rights (TDR) concept is another implementation strategy for areas under intense development pressure. This concept is similar to preservation easements, in that the right to develop the property is permanently relinquished. TDR, however, requires the creation of a mechanism for the exchange of development rights, and a zoning ordinance which allows owners of some properties to develop them at higher densities by purchasing the development rights of properties in agricultural and other areas considered less suitable for development. Implementation of this concept is presently in an experimental stage and is being tried in several municipalities in New Jersey. The potentials of TDR have yet to be explored on a regional basis.

There are also farmland areas in the State which are not under intense development pressure. Farms in Cumberland County and some parts of Sussex County are not in the immediate path of suburbanization. There are no major highways linking these lands to metropolitan areas, and there has been no major public investment in the form of sewer systems or construction of transportation arteries. The best strategy for preserving farmland in these areas would be to continue to refrain from major public investments.

Summary

The thrust of the development policy is the judicious use of public investments to realize the concepts of the State Development Guide Plan. The strategies which were discussed for each of the areas require a coordinated approach. Implementation of these methods in one area, while allowing others to continue on their present course, will be ineffectual. Open space and agricultural areas cannot be preserved if urban areas continue to decline and suburban areas to expand into the more peripheral regions. Public investment decisions should, therefore, respond not only to immediate local needs but be considered in the light of their effect on State development.

APPENDIX A

The information presented in the following tables was obtained from maps prepared by the Division which display at a scale of 1 inch = 1 mile the following: developed lands, public open space and institutions, potable watershed lands and natural features. 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 cemetaries were interpreted from 1972 aerial photographs at a scale of 1:24,000.

Federal, State and County public open space and institutions were classified as public lands. This data was 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.

Lands owned by public and private water companies and operated as a source of or protection for potable water were classified as potable watersheds. This data was 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 was 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.

REFERENCES:

PT-1, "New Jersey County and Municipal Work Sheets," January, 1976.

PT-3, "State-Owned Real Property In New Jersey," January, 1973.

PT-4, "Federal-Owned Real Property In New Jersey," July, 1976.

PT-5, "County-Owned Real Property In New Jersey," January, 1974.

P-17, "Public and Private Potable Watershed Areas and Municipalities Supplied In The State of New Jersey," reprinted August, 1965.

Maps, "Public Property Records," (Sheets 21-37).

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

SDGP Category	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Growth Area	1,597,069	694,803	63,562	13,718	72,006	51,801	701,179
Limited Growth Area	1,455,474	91,162	268,501	8,185	195,553	152,982	739,091
Agricultural	1,009,699	42,834	24,698	233	44,927	59,379	837,628
Open Space	735,026	14,253	263,802	43,051	71,518	38,520	303,882
Total	4,797,268	843,052	620,563	65,187	384,004	302,682	2,581,780

GROWTH AREAS
CURRENT LAND CLASSIFICATIONS
(in acres)

County	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Atlantic	61,696	22,207	208	538	1,536	0	37,207
Bergen	135,699	106,768	7,502	3,221	6,408	2,330	9,470
Burlington	110,400	34,067	2,071	0	4,013	1,638	68,611
Camden	106,438	54,329	4,017	0	1,094	1,088	45,910
Cape May							
Cumberland	42,208	11,341	858	576	998	0	28,435
Essex	77,469	61,359	5,910	3,458	1,941	2,560	2,241
Gloucester	79,190	26,342	1,248	0	13,440	1,824	36,336
Hudson	27,661	20,161	2,214	0	4,128	448	710
Hunterdon	30,561	3,161	852	13	0	1,376	25,159
Mercer	105,086	26,347	8,306	107	1,022	593	68,711
Middlesex	162,304	67,764	5,782	2,201	11,181	5,248	70,128
Monmouth	148,765	67,603	6,703	0	5,868	1,082	67,509
Morris	111,444	35,442	2,970	2,230	4,116	11,840	54,846
Ocean	126,016	33,113	1,357	0	10,598	192	80,756
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	109,440	28,429	2,710	427	307	7,007	70,560
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	1,597,069	694,803	63,562	13,718	72,006	51,801	701,179

OPEN SPACE
CURRENT LAND CLASSIFICATIONS
(in acres)

County	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Atlantic	63,680	576	11,963	0	8,474	0	42,667
Bergen	14,349	295	3,527	0	1,869	5,465	3,193
Burlington	243,584	2,093	106,421	0	38,720	0	96,350
Camden	21,440	320	14,288	0	1,120	0	5,712
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	120,834	1,424	29,245	0	8,018	0	82,147
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	735,026	14,253	263,802	43,051	71,518	38,520	303,882

AGRICULTURAL AREAS
CURRENT LAND CLASSIFICATIONS
(in acres)

County	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Atlantic	50,302	2,521	973	0	4,660	0	42,148
Bergen							
Burlington	103,328	6,605	570	0	8,512	320	87,321
Camden							
Cape May							
Cumberland	150,880	8,550	9,765	0	7,136	0	125,429
Essex							
Gloucester	88,616	4,474	0	0	5,274	614	78,254
Hudson							
Hunterdon	171,790	4,192	4,270	0	0	19,961	143,367
Mercer	11,168	113	227	0	126	0	10,702
Middlesex	11,840	448	665	0	256	115	10,356
Monmouth	60,007	2,272	4,617	0	730	1,900	50,488
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	13,760	749	589	0	0	871	11,551
Sussex	59,336	487	0	0	3,085	10,272	45,492
Union							
Warren	88,359	2,266	671	0	806	21,127	63,489
State	1,009,699	42,834	24,698	233	44,927	59,379	837,625

LIMITED GROWTH AREAS

CURRENT LAND CLASSIFICATIONS

(in acres)

County	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Atlantic	187,183	7,284	40,266	13	34,555	0	105,065
Bergen							
Burlington	65,978	4,832	21,478	0	4,576	0	35,092
Camden	14,208	454	2,465	0	41,600	0	8,339
Cape May	168,371	12,947	49,096	0	41,600	0	64,728
Cumberland	129,696	4,851	29,961	0	42,976	0	51,908
Essex							
Gloucester	42,344	4,256	4,332	0	4,550	390	28,816
Hudson							
Hunterdon	72,593	2,316	5,092	549	147	24,218	40,271
Mercer	28,386	2,472	2,009	0	423	1,892	21,590
Middlesex	24,896	858	867	0	3,098	198	19,875
Monmouth	93,033	11,244	20,035	0	2,676	2,861	56,217
Morris	134,534	10,688	16,037	4,568	1,440	33,817	67,984
Ocean	160,888	13,010	49,649	0	36,191	65	61,973
Passaic							
Salem	23,930	595	11,552	0	8,979	0	2,804
Somerset	70,880	3,150	5,305	0	0	8,774	53,651
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	1,455,474	91,162	268,501	8,185	195,553	152,982	739,091

CURRENT LAND CLASSIFICATIONS BY COUNTY
(in acres)

County	Total Land Area	Developed Lands	Public Lands	Potable Watershed	Wetlands	Slopes	Open Developable Land
Atlantic	362,861	32,588	53,410	551	49,225	0	227,087
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	20,770	0	5,164	1,088	59,961
Cape May	168,371	12,947	49,096	0	41,600	0	64,728
Cumberland	322,784	24,742	40,584	576	51,110	0	205,772
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	5,561	100,359
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	16,652	136,054
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	19,614	2,216	2,476	56,672	141,914
State	4,797,268	843,052	620,563	65,187	384,004	302,682	2,581,780

APPENDIX B

GROWTH AREA DENSITIES

COUNTY	POPULATION*	1976 DEVELOPED ACRES	PERSONS PER ACRE	1976 - 2000 POPULATION** GROWTH	DEVELOPABLE ACRES	PERSONS PER ACRE
Atlantic	115,556	22,207	5.2	33,410	37,207	0.9
Bergen	906,855	106,768	8.5	73,775	9,470	7.8
Burlington	245,614	34,067	7.2	132,155	68,611	1.9
Camden	477,503	54,329	8.8	146,050	45,910	3.2
Cape May		No Growth Area		24,535	No Growth Area	
Cumberland	73,867	11,341	6.5	41,745	28,435	1.5
Essex	923,023	61,359	15.0	23,260	2,241	10.4
Gloucester	144,994	26,342	5.5	56,230	36,336	1.6
Hudson	596,663	20,161	29.6	20,965	710	29.5
Hunterson	21,733	3,161	6.9	25,280	25,159	1.0
Mercer	287,827	26,347	10.9	416,840	68,711	6.1
Middlesex	593,386	67,764	8.8	136,220	70,128	1.9
Monmouth	405,898	67,603	6.0	99,295	67,509	1.5
Morris	291,663	35,442	8.2	114,535	54,846	2.1
Ocean	184,561	33,113	5.6	125,610	80,756	1.6
Passaic	426,805	29,477	14.5	60,450	5,754	10.5
Salem	23,851	5,830	4.1	20,145	8,180	2.5
Somerset	170,231	28,429	6.0	40,630	70,560	0.6
Sussex	10,276	928	11.1	25,460	3,564	7.1
Union	550,515	55,373	9.9	41,370	1,626	25.4
Warren	41,591	4,762	8.7	18,870	15,466	1.2

* "Population Estimates for New Jersey, N.J. Department of Labor & Industry, July 1976. Only municipalities within designated Growth Areas were included in this column.

** Based on Series II, New Jersey Population Projections 1980-2020, N.J. Department of Labor & Industry, March 1977

HISTORIC AREAS ASSESSMENT STATEMENT

Prepared by:

Bureau of Statewide Planning
Division of State and Regional Planning
Department of Community Affairs

June, 1977

INTRODUCTION

New Jersey is rich in buildings and sites of historic significance. Remnants of pre-Columbian societies and of the ages before human settlement have been found, and more may be discovered as exploration continues. More obvious are buildings dating back to colonial times, famous battlefields of the Revolutionary War, early as well as advanced industrial complexes and settlements which, despite the change of centuries, have retained the character of earlier days.

The importance of preserving and enhancing these symbols of New Jersey's past, even as the State continues to grow, is underlined by current state programs and procedures, applicable state statutes and, in numerous instances, local ordinances.

The State Development Guide Plan incorporates this long-standing state interest in historic preservation within the context of a long-range land use and development policy. Without explicitly identifying every existing site or building which might qualify for preservation, the Guide Plan does reinforce the continuation of local, county and state as well as citizen efforts to identify, maintain and preserve in appropriate surroundings examples of the State's heritage.

This assessment statement includes a summary of the Guide Plan, an assessment of its impact on the State's historic areas, and a discussion of pertinent statutes and procedures which represents the State's commitment to historic preservation and which are, by reference, elements of the Guide Plan's recommendations.

SUMMARY OF THE GUIDE PLAN

The State Development Guide Plan (SDGP) is a general statement of policy with respect to the overall use and development of land in New Jersey. Based on an analysis of important environmental features -- e.g., agricultural soils, steep slopes, wetlands and watersheds -- and of existing services and development patterns -- e.g., major transportation routes, existing water supply and sewer service areas and existing settlement patterns -- the Plan assigns land in the State to one of five major categories: Growth Areas, Limited Growth Areas, Urban Aid Municipalities, Open Space Areas and Agricultural Areas.

The process used to make these determinations was designed to reflect a balance between long-range goals to preserve and maintain essential natural resources and open space and long-range goals to encourage further economic expansion and adequate housing and supporting services for a growing population. A fundamental assumption of the Plan is that efficient use of limited public investment funds and improved coordination among public agencies involved in aspects of the land use planning and development process can be fostered by a statewide, integrative plan and its use in formulating and assessing state policies and programs.

The SDGP recognizes that there are many participants in shaping land use in New Jersey. Local governments have major responsibilities to plan and, through zoning and other powers, to regulate land use within their jurisdiction. Within the framework of the Guide Plan, they retain this

authority. County and regional agencies also have important roles to play in drafting and implementing plans, providing assistance to municipalities and shaping investment proposals which have an impact on land use. These roles remain important under the policy which the Guide Plan puts forth.

At the state level, responsibilities relating to major financial assistance and investment functions are concentrated. State agencies administer funding programs -- both state and federal -- which have a major impact on whether a certain area will develop or remain relatively unchanged. Planning, funding and regulatory functions relating to water supply, sewerage and treatment systems, transportation, air quality, open space and recreation, housing construction and finance, industrial promotion and development, public education, public health, public safety and criminal justice, among others, can each, to varying degrees, directly or indirectly influence the location and character of land use in New Jersey. The private sector is also an important participant in the process. Where sound planning and inter-agency coordination characterize public sector activities, the private sector's investments and plans may well be complementary. Where such planning and coordination does not exist, the private sector may by its actions provide the direction which will shape the State's development pattern and in a real sense create needs which public agencies must address.

The intent of the Guide Plan is to advance a land use policy which reflects long-term overall goals and which can serve as a focus of public actions -- local, county, regional and statewide -- affecting land use. Given a clear statement of public policy, private sector activities will more probably complement, rather than conflict with, governmental efforts to achieve long-range goals.

Accordingly, the Guide Plan delineates five general areas types:

--Growth Areas where much of the basis for new development is in place and where future growth should be encouraged in accordance with applicable standards, regulations and land use controls;

--Urban Aid Municipalities where extensive development has already occurred, and where efforts to maintain viable working and living environments for large concentrations of residents are of critical importance;

--Limited Growth Areas where extensive development or investment in growth-supporting facilities and services has not occurred and where future growth should be limited to existing settlements and their adjacent environs;

--Agricultural Areas where natural features and current land uses are particularly suitable for predominantly agricultural activities and where major public investments have not been made tending to encourage new development which is incompatible with existing agricultural uses;

--Open Space Areas where growth-supporting investments have not been made and where natural resources and existing public open space lands require protection and some expansion in order to meet existing and future open space needs.

The general nature of the Guide Plan does not allow its use in detailed planning such as that which occurs at the municipal level. It is also not intended to replace or modify functional plans which must consider variables such as the capacity of streams to receive sewage effluent or of roadways to handle increased traffic volumes. Such more detailed plans are viewed as the source of additional concerns and of site-specific recommendations which in the aggregate will, along with the private sector, determine the character and the variety of settlements in the State. If the Guide Plan can be compared to the human skeleton, then functional plans, local ordinances and private investments are analogous to the musculature, the tissues and the other elements which, with the skeleton, constitute the total organism.

IMPACT ON HISTORIC AREAS

New Jersey's historic areas are not concentrated in a few isolated locations, but are a real part of the State's total fabric. Remnants of long-abandoned settlements in sparsely-populated portions of the Pine Barrens or of the Skylands region in the north are no less important than the numerous battlefields, industrial towns, stately mansions and urban row homes which have carried the style, events and character of the past into the present. In addition, there are numerous identified archeological sites which have yielded artifacts of pre-Columbian societies as well as the fossilized remains of pre-historic plants and animals. Any change in land use -- from drilling a well to building a super-highway -- can obliterate some reminder of the State's past. It follows that any plan which assumes further growth and accepts the realities of changing land use patterns will have at least an indirect impact on historic sites. Of course, the same impact might occur without a plan.

This theoretical impact of the Guide Plan is, however, modified by current practices and procedures which government at all levels within New Jersey is encouraged to follow. At the local level, municipalities are authorized to inventory historic lands and buildings within their jurisdiction and to establish historic districts within their zoning ordinances. Through these and related controls, municipalities can facilitate the preservation of historic sites and reduce the prospect of intrusions of incompatible uses in adjacent areas. These local efforts can be complemented by coordinated actions of county and state agencies as well -- by technical assistance, assistance for land acquisition and by investment and design policies which place a

high priority on historic preservation values.

At the state level, the Historic Sites Section within the Department of Environmental Protection is chiefly responsible for statewide inventories, acquisition and management activities relating to historic areas. The State Museum Division of the Department of Education includes an Archeology office. Both agencies are involved in the A-95 review process and therefore have the opportunity to review and comment on all proposals involving public funds. This process thus provides these agencies, as well as their counterparts at the county level, to assess the impact of proposed activities on historic and archeological sites in the State.

Guiding the State's involvement in historic preservation are the following principals, as set forth in the State's Comprehensive Historic Preservation Plan.

1. All future historic preservation work must be considered in light of a larger plan for the overall protection of our environment, manmade as well as natural.

2. All historic preservation in New Jersey should conform to the ideas and ideals of the State Comprehensive Historic Preservation Plan. Only when a unit concept is followed can proper restoration methods, educational interpretation and personal meaning be gleaned from historic preservation work.

3. Future historic preservation must be as accurate and thorough as historical documentation and research, architectural and archeological investigation will permit. It must strive for authenticity in every aspect to the point where it will ferret out all the inaccuracies, myths, legends and improper restoration practices that have developed in the past.

4. Historic Preservation is a means to an end. That end is primarily education and secondarily, recreation and inspiration. Education means interpretation, and every effort should be made to give top priority, once preservation is completed to time, money and staff for proper interpretation of what has been preserved or restored. Preservation officials must be willing to establish cooperative programs with educational institutions in New Jersey in order to fulfill this segment of the plan philosophy.

5. New Jersey must conform to the latest thinking in the preservation field and should give primary importance to district preservation through zoning and scenic easement, rather than a collection of individual sites without connecting meaning. This item is of particular value as a guide in a highly urbanized state such as New Jersey.

6. The State's preservation philosophy for individual projects must be preserve first, restore second, reconstruct last and only if it is a vital part of a larger program and then only if definite documentary data are available. Conjectural reconstruction should be given lowest priority if considered at all. It is at best an immitation and as such downgrades the overall historic preservation program of the state. It in no way is a valid consideration of past events. It is far greater to stabilize ruins and interpret them than to destroy them by conjectural evidence. This only pollutes the minds of visitors with a false impression of a site and leaves nothing to the vision of the viewer.

7. Historic preservation in New Jersey must be cognizant of the contributions of all peoples, cultures, historic periods and events and architectural styles. It must be as objective as possible in its operation and as thorough as possible in its interpretation.

8. Finally, the efforts of New Jersey to preserve and interpret its heritage must be long-range and immediate in its planning and implementation. Only through long-range planning can a comprehensive program be developed, and only through immediate programs can the citizens see the results which will encourage them to continue to contribute to such projects through their tax dollars.

These principles may be considered as refinements of the State Development Guide Plan's overall land use policy and therefore included within that policy by reference. New Jersey has grown many times over -- in population, in employment, in complexity -- since the days of the dinosaur and yet reminders of the State's past have survived. There is no reason to believe that the modest growth assumed by the Guide Plan and the policy which is set forth therein will reverse this achievement. In fact, the public interest in preserving historic sites as well as the variety of statutory and procedural methods for doing so are probably greater now than in the past. This interest and the willingness of public agencies at all levels to support it suggest that growth in the future will not be at the expense of the past.

The Guide Plan also reflects a basic attitude that future expansion can be most efficiently accommodated by encouraging better utilization of existing facilities, housing units and developed areas rather than by facilitating continued suburban sprawl and further urban decay. In developed areas, existing housing stock should be maintained and renovated rather than abandoned. Neighborhoods should be improved rather than cleared. While the Guide Plan does provide for some expansion of development into relatively open areas, it does so only to the extent that such expansion is already supported by major public investments and to a considerable extent already underway. The basic thrust of the Plan is conservative and therefore consistent with efforts to maintain and enhance the State's heritage.

APPLICABLE FEDERAL, STATE AND LOCAL STATUTES AND PROGRAMS

INTRODUCTION

The State Development Guide Plan recognizes and to a great extent relies on pertinent statutory responsibilities and related programs which governments at various levels perform to preserve and enhance historic and archeological sites, buildings and lands. They are considered no less important than the environmental standards and responsibilities discussed in the Environmental Assessment Statement, but are an integral part of the State's overall land use policy. No matter how a given area is designated in the State Development Guide Plan, these statutes and procedures remain in force.

FEDERAL STATUTES AND PROGRAMS

National Historic Preservation Act of 1966

80 Stat. 915, 16 U.S.C. 470 - This act recognizes the need to preserve the Nation's historic and cultural properties from the "ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments." It includes the following major provisions:

1. It authorizes the Secretary of the Interior to maintain and expand a National Register of Historic Places, including: "districts, sites, buildings, structures and objects significant in American history, architecture, archeology and culture."

2. It sets forth criteria for evaluating the eligibility of properties for the National Register.

3. It creates the Advisory Council on Historic Preservation. One of the major functions of the Advisory Council is to review and comment on federally funded or assisted projects that might adversely affect properties which are listed in the National Register.

4. It authorizes 50 percent matching grant-in-aid to the states and the National Trust for Historic Preservation. Grants to the states may be used for making statewide historic site surveys, for preparing preservation plans and "for the acquisition, protection, rehabilitation, restoration and reconstruction of properties included in the National Register."

Finally, it should be noted that while inclusion in the National Register does protect historic properties to an extent by providing for Advisory Council review of potentially destructive projects or programs which are federally funded, it does not protect such properties from projects or programs which do not involve public funds.

The National Trust for Historic Preservation

The National Trust was chartered by Congress in 1949 to further national preservation policy and to facilitate public participation in the preservation of sites, buildings and objects of national historic significance. Although it receives some government funds, it is supported primarily through membership and private contributions. The Trust presently owns and maintains 13 properties. In addition to maintaining historic properties, the Trust offers professional expertise in areas such as archeology, architectural history, architecture, decorating arts, curatorship, historic building surveys, legal techniques of preservation, preservation research and property management.

The Historic American Building Survey

Created in the 1930s, the Historic American Buildings Survey (HABS) is administered through the Office of Archeology and Historic Preservation of the National Park Service. The data acquired through HABS are maintained in the Library of Congress. HABS has no power to protect the buildings and structures it records.

National Environmental Policy Act of 1969, U.S.C. see 4321

One of the goals set forth in this act is the preservation of "important historic, cultural, and natural aspects of our national heritage." Thus, environmental impact statements required by the act must consider impacts on historic preservation as well as those on the natural environment.

STATE STATUTES AND PROGRAMS

Department of Environmental Protection (DEP), Historic Preservation Office

Located in New Jersey's Department of Environmental Protection, the State's Historic Preservation Office contains two sections: the Historic Sites Section and the Environmental Review Section. The Historic Sites Section is responsible for planning and surveys, national and State Register nominations, apportionment warrants, restorations and managing and interpreting New Jersey's state owned historic sites. The Environmental Review section is responsible for determining the effect which a project in New Jersey will have on the State's cultural resources. Both of these sections function under the State's Historic Preservation Officer, i.e., the Commissioner of the Department of Environmental Protection.

New Jersey Historical Commission

The New Jersey Historical Commission is the official state agency responsible for programs to advance public knowledge of the history of New Jersey. The Commission publishes a monthly newsletter to which the State's Historical Preservation Office often submits articles on the preservation of cultural resources.

New Jersey Department of Transportation (DOT)

The Federal Highway Administration relies on the state DOT to evaluate the impact of federally funded projects on the State's cultural resources. The DOT's staff includes an archeologist and an historian who assist in reviewing the impact of projects on cultural resources and in developing cultural resource management procedures and guidelines.

New Jersey Department of Education, Archeology Office of the State Museum

The Archeology Office of the State Museum conducts surveys to locate, inventory and register prehistoric archeological sites in New Jersey.

The State Review Committee for Historic Sites

The State Review Committee is responsible for reviewing applications for nomination to the State Register. Historic properties which are approved by the Review Committee and included in the State Register are not protected from private destruction, but are only protected from alteration or demolition resulting from state, county or municipal action without prior review.

New Jersey Register of Historic Places Act (Chapter 268, Laws of New Jersey, 1970)

This act establishes a State Register of Historic Places within the State Department of Environmental Protection, which consists of "a permanent record of areas, sites, structures and objects within the State determined to have significant historical, archeological, architectural or cultural value." Under this legislation, "the State, a county, municipality or an agency or instrumentality of any thereof" cannot "undertake any project which will encroach upon, damage or destroy" properties on the State Register without the approval of the Commissioner of DEP.

LOCAL ENABLING LEGISLATION

New Jersey Municipal Land Use Law (Chapter 291, Laws of New Jersey, 1975)

While New Jersey has no state enabling legislation addressed solely to historic preservation, the Municipal Land Use Law contains several applicable articles. The Legislation states that historic sites may be included in proposals covered in a master plan and on the official map. Also, the legislation provides for the creation of historic districts. It states that a zoning ordinance shall be drawn with reasonable consideration to the character of the district and its peculiar suitability for particular land uses. Thus, a zoning ordinance may be used to maintain the historic character of an area by controlling the architecture of new buildings and by preventing the destruction of existing buildings.

ENVIRONMENTAL ASSESSMENT OF THE NEW JERSEY STATE DEVELOPMENT GUIDE PLAN

-DRAFT-

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June, 1977

ENVIRONMENTAL ASSESSMENT STATEMENT

INTRODUCTION

Federal regulations (specifically, Section 600.65, Subsection b) require that an environmental assessment be prepared and accompany the State Development Guide Plan (SDGP) throughout any public discussions, hearings or other reviews on its content. The primary purpose of this document is to satisfy that requirement.

This assessment will include a brief summary of the SDGP and of the process followed in its preparation, a discussion of major environmental factors considered and of the relationship between the SDGP and the on-going activities of State functional agencies and other levels of government, and an indication of pertinent legislation and regulations which have been adopted by various levels of government pertaining to the environment.

Because the SDGP is a general, guide document, this assessment is also general both in scope and content. Further, just as the SDGP is subject to review and further modification, so too is this assessment. The SDGP is not a plan for a specific facility which may have predictable impacts. It is, rather, a general picture indicating where growth and growth-stimulating investment should occur and where growth is to varying degrees inappropriate. Utilization of the SDGP as State policy may well have some environmental impacts, but they can only be suggested, not quantified.

SUMMARY OF THE STATE DEVELOPMENT GUIDE PLAN

The SDGP assumes that New Jersey's population and employment base will continue to expand at a modest rate. By 2000, the State's population is expected to be approximately nine million. Most of its economic growth will occur in the non-manufacturing sector, with manufacturing employment remaining essentially stable over the period.

During that period State development policy should recognize the need to accommodate continued growth in employment, population and urban settlements while improving the quality of essential air and water resources, encouraging the continued viability of the State's agricultural sector and expanding publicly-managed recreation and resource conservation areas as a growing population requires. To do so requires coordination of effort among the participants in the development process, guided by a realistic development policy.

While recognizing that there are many participants in the development process -- including all levels of government as well as the private sector -- the SDGP is designed to bear directly on the policies and programs of the State government. It recognizes that local and county governments perform important land use planning and regulatory responsibilities while various federal agencies administer a wide range of financial aid and regulatory programs. Further, governmental interference in the functioning of the private sector is limited by law and tradition.

Within such a political climate, the SDGP can be effective only to the extent it serves as a guide for State agencies in performing their own program development activities and as a statement of intent for other participants in the development process. As a statement of intent, it is expected that the Plan will be considered and, hopefully, incorporated in the decision-making process of other levels of government and of the private sector. At the State level, it is expected that the SDGP will serve as a common policy to which all functional agencies will adhere and with which all State investment, regulatory and review decisions will be consistent.

The SDGP identifies areas in the State where certain general uses will predominate and recommends appropriate policies for each area. The Concept Map depicts the following use categories:

Growth Areas -- Areas marked by existing development and existing infrastructure which can accommodate further growth without endangering vital natural resources, incurring massive new public investments, or contributing to inefficient uses of energy or land resources.

Urban Municipalities -- Within the Growth Areas are older cities which merit special attention from the State government if they are to continue to serve as major population and employment centers as New Jersey expands.

Open Space Areas -- Areas of unique natural character and of Statewide significance which should be preserved in their present state in order to satisfy growing demands for outdoor recreation, water supply and other uses which are necessary for but not compatible with further urban expansion.

Agricultural Areas -- Areas characterized by suitable soils and agricultural uses which should be retained as such in order to encourage the maintenance of a viable agricultural sector in New Jersey.

Limited Growth Areas -- Areas not yet intensively developed nor of major environmental significance which may serve as a reserve for development and preservation efforts of future generations.

Implementation of the SDGP relies on the coordinated use of existing State authority and principally on the State government's power to invest public funds, to review and in certain areas to determine the investment plans of other levels of government, and to regulate development in certain areas. The SDGP is not predicated on the adoption of additional legislation or the assumption by the State of power now exercised by other levels of government.

Implementation of the SDGP is seen as involving three basic strategies, keyed to the designations shown on the Concept Map. Urban Aid municipalities, and designated Growth Areas merit high priority for State and federal assistance for maintaining and expanding growth-supporting public facilities. Such facilities would include sewerage, water supply systems, transportation facilities, housing finance aid and industrial development aid. Assistance to acquire appropriate open space areas such as parks and playgrounds to serve urban residents would also be emphasized. Pertinent local ordinances as well as State and federal laws would continue to be enforced to protect critical natural resources, but the thrust of State policy would encourage further growth in these areas.

A second strategy recognizes that the State's older cities will require greater levels of public assistance in order to sustain even their present condition. It may be unrealistic to expect much of the State's future growth to be located in the State's older cities, but it is not unrealistic to try

to curb the flight from the cities which has marked the past. A State policy of encouraging renovation of built-up areas rather than the wholesale expansion of new development into outlying areas can help.

A third strategy deals with those areas where new development is not encouraged. Preservation of designated open space areas will require some combination of public acquisition, either in fee or of development rights; regulation, such as now exists with regard to wetlands and floodplains; and restricted public investment in systems and facilities which tend to encourage urban expansion. These areas are now relatively free of development concentrations and the kind of services which support them. By refraining from encouraging new growth and, at the same time, making selective acquisitions, the State can preserve these areas for a growing population.

The preservation of agricultural lands may involve a similar combination of methods. A restricted investment policy along with the acquisition of development rights may have some effect. Transfer of development rights (TDR) and other innovations to reduce pressures on farmers to sell their land for development have also been recommended. New Jersey's experience with these techniques is limited, but if preservation of some agriculture is clearly reflected in State policy as a desirable goal, a viable agricultural sector may be sustained.

This summary of the SDGP is necessarily general, but the preceding does present the major elements of the SDGP and suggests their substance and intent. At this writing, the SDGP is subject to revision as discussions with the public are held and suggestions and comments received.

THE SDGP PREPARATION PROCESS

The SDGP summarized above is the result of intensive effort by staff of the Statewide Planning Bureau and rests on related activities performed by the Bureau in the sixties and by other State agencies and counterparts at the regional and county levels as well. This first phase of the SDGP's preparation involved the following activities:

1. Review and analysis of available documents pertaining to existing conditions and trends;

2. Discussions with county planning staffs to better appreciate the problems and current conditions related to development within their jurisdictions;

3. Discussions with staffs of other State and county agencies with functional responsibilities in areas affecting the environment, economic development, agriculture and transportation;

4. Discussions with local officials, private sector representatives and the general public.

Such activities provided the basis for delineating the scope and purpose of the SDGP as well as the goals it should reflect. They also provided the basic data needed to identify and analyze those factors upon which delineations of land use could be made. The following factors were mapped at a scale of one inch equals four miles and overlain on a political subdivision map of the State:

Prime Agricultural Lands -- those areas classified by the Soil Conservation Service as Class I, II and III farmland and special agricultural land and identified by the State Blueprint Commission on Agriculture as predominantly agricultural.

Steep Slopes and Wetlands -- slopes greater than 12 percent, surface waters and inland and coastal wetlands were mapped from existing data sources.

Potable Watersheds and Water Supply Service Areas -- major surface water supply sources and areas served by public water supply systems were mapped using data from the State Bureau of Geology.

Sewer Service Areas -- areas now served by public sewerage systems were mapped, using data from the State Bureau of Geology.

Publicly-Owned Open Space -- existing public open space holdings, including federal military reservations, State parks and conservation areas and larger county-owned parks were mapped from State agency sources.

General Pattern of Existing Development -- an overlay of existing development was prepared based on 1972 aerial photographs.

Basic Transportation Network -- major existing and substantially committed highways as well as commuter rail lines were mapped using State Department of Transportation information.

Covered Employment -- employment density by municipality as reported to the New Jersey Department of Labor and Industry in 1975.

Additional information was also considered, although not mapped. Such information was obtained from staff analyses of statutes and regulations affecting development in the State and an understanding of current programs and plans of such State agencies as the Departments of Environmental Protection, Transportation, Labor and Industry, and Agriculture and their federal counterparts. Liaison with regional agencies was also maintained. Information from such sources pertained to, among other things, economic and demographic conditions and trends, potential impacts of recently instituted programs relating to environmental quality and energy, and apparent priorities in the allocation of State assistance in various functional areas.

This information was used to identify areas in the State according to four generalized land use categories -- growth and limited growth, agriculture and open space.

The initial Concept Map was discussed at formal presentations held with Governor Byrne and his staff; the Commissioners and staff of the Departments of Transportation, Agriculture, Labor and Industry, Environmental Protection and Community Affairs; the Capital Needs Commission and staff; and with staff of various divisions within each of those departments as well as with legislative staff. A presentation was also made to the board of the Delaware Valley Regional Planning Commission and to staff of the Tri-State Regional Planning Commission. Concurrently, a draft report to accompany the Concept Map was prepared.

Recognizing that the scale of the initial mapping process was too general for substate review, Statewide Planning staff then prepared a series of maps at a scale of one mile to the inch which depict the use category delineations from the Concept Map and the following factors:

Existing development -- derived from 1972 aerial photos at a scale of 1 inch equals 2,000 feet and from county inventories of varying scale.

Surface waters and wetlands -- derived from one mile to the inch maps prepared by the Department of Environmental Protection.

Public and quasi-public open space -- derived from current files maintained by the Department of Community Affairs and from county sources.

Major publicly-owned institutions -- derived from current files maintained by the Department of Community Affairs and from county sources.

Transportation facilities -- derived from State Atlas Sheets at a mile to the inch scale.

Topographic features -- derived from State Atlas Sheets.

These larger scale maps were then checked with county planning staffs both for accuracy and compatibility with appropriate local and county plans. Each county planning staff was briefed on the SDGP and these maps were used as the focus for the discussions which followed. These meetings provided the SDGP staff with additional information as well as with suggestions for modifications of the original proposals, although efforts were then made to represent such suggestions to the extent possible in the revised Concept Map.

ENVIRONMENTAL IMPACT

The impact of the proposed SDGP is difficult to gauge since it does not recommend any specific public works or construction projects. Instead, to assess the Plan's impact, one must address questions such as these:

--What is the environmental impact of channeling growth into and adjacent to already developed areas which are currently served by major transportation routes, public service infrastructure and utilities required to support developed uses?

--What is the environmental impact of designating certain areas as appropriate for agriculture and of recommending State policies and actions consistent with maintaining such uses?

--What is the environmental impact of recommending public management of large environmentally sensitive areas, such as the Pine Barrens and the Skylands, beyond the confines of lands already in public hands?

--What is the environmental impact of designating areas where additional growth should be discouraged and public investments in infrastructure should be limited to that required to correct existing conditions?

--What is the environmental impact of a plan which recognizes the importance of older urban centers within an overall development scheme and which recommends public action to improve conditions in such areas?

Answers to such questions can only be tentative and suggestive. Much depends on how these policies are implemented -- by functional agencies, by county and local governments and by the private sector. Much also depends on how the public adjusts to environmental realities and the extent to which they demand and provide the kind of sustained support on which sound environmental protection efforts depend.

The SDGP does not attempt to analyze the effectiveness of current State and federal programs and regulations which affect the environment and establish standards pertaining to land use and development practices. Instead the Plan assumes that current efforts will continue and will improve as technology and information also improve. The Plan in no way is intended to modify or diminish the importance of such efforts. In large measure, it relies on such programs and the processes by which they are effectuated to implement the long range land use policy. To a great extent, therefore, the environmental impact of the SDGP will be synonymous with the environmental impact of plans, regulations, capital investments and construction projects designed and implemented by various public agencies now and in the future.

However, by encouraging growth to occur in some areas and not in others, the SDGP may have some impact on the environment. Efforts were made during the preparation of the SDGP to elicit from State officials responsible for administering elements of the current environmental protection program their views concerning the environmental impact of the Plan. In addition to

formal presentations to the Commissioners of Labor and Industry, Agriculture, Community Affairs, Transportation and Environmental Protection, discussions were held with the technical staffs responsible for State activities relating to the following areas:

--Air quality planning and regulation
--Water quality planning and regulation
--Water supply planning and management
--Coastal zone planning and management
--Coastal areas facilities review
--Open space planning and acquisition

Contact with these agencies is continuing. In addition, Statewide Planning staff initiated discussions with the Office of Noise Pollution Control to better gauge the impact of the SDGP on that agency's responsibilities and program. Based on these discussions, some assessment of the SDGP's impact on environmental elements currently subject to some degree of State regulation was included in the SDGP report and is summarized below.

Comments received during such discussions supported both the intent of the SDGP and the thrust of its recommendations. However, tempering these responses to the SDGP is the fact that major functional planning programs are now underway. These include an effort to up-date the State's Outdoor Recreation and Transportation Plans and major planning efforts concerned with water supply resources, water quality facilities, air quality management, housing, and coastal zone management. At the regional and county levels, finer level planning is also underway relating to land use, housing and water quality facilities. The results of such activity will not be available in most instances prior to the date when the State Development Guide Plan is scheduled for publication and distribution.

It is, therefore, not possible to reflect in the State Development Guide Plan all of the findings of functional planning efforts now underway. Statewide Planning staff will continue to monitor the activities of these other agencies, but at this time much pertinent information which might be used in assessing the SDGP's environmental impact is still being developed. As such information is obtained, the SDGP will be reviewed and appropriate amendments proposed for consideration.

AIR QUALITY

The land use pattern recommended in the SDGP reflects the need to curtail suburban expansion so that existing transportation corridors can be used more effectively, so that place of work and place of residence can be more tightly integrated with a reduction of commuter travel resulting, and so that public transit systems can become viable. While the SDGP does not suggest population densities within its various use categories, the overall pattern recommended does suggest a more concentrated development pattern than a projection of existing trends might produce. According to State air quality administrators, this approach is consistent with current policy.

However, in-fill and more intensive development within existing settlements may further violate air quality standards which are already being exceeded, unless combined with reduced emissions from automobiles and other sources. In less-developed portions of the designated Growth Areas additional growth may be accommodated without violating minimum air quality standards, particularly if mass-transit alternatives and improved jobs-housing balances are encouraged.

A question which the SDGP does not address, but which could prove significant is the extent to which efforts to attain minimum air quality standards are or will become in conflict with efforts to revitalize older cities and to encourage a generally concentrated development pattern. Will already high pollution levels in older centers effectively impede new investment there and further encourage development in rural-fringe areas? Is growth in older settlements possible without major investments in public transit systems and positive as well as negative incentives to encourage greater use of such systems?

The current answer to such questions is, according to the Guide Plan, that if a combination of programs to reduce harmful emissions from mobile and stationary sources is implemented, further growth can be accommodated in New Jersey without violating air quality standards. Information available at this time does not conclusively support or conflict with this approach. When such information is obtained, the Plan should be reassessed and where necessary amended.

WATER QUALITY

One of the basic assumptions of the Plan is that existing sewerage systems represent major public investments that support and encourage development. Areas which are currently served by such facilities, as well as other development supporting services, should accommodate the major share of the State's future growth. Areas not currently served by growth supporting facilities should develop less intensively or not all. Accordingly, sewer projects for new and expanding settlements should be funded only within the

designated Growth Areas rather than in less intensively developed portions of the State. In the remainder of the State sewerage investments should be limited to solving demonstrable health problems and localized pollution problems only. New sewerage systems or improvements to existing systems should be limited in size and area served to the existing settlements requiring assistance.

The sensitivity of major watersheds and acquifers to degradation induced by development was a factor in the Plan's delineation of Open Space and Limited Growth Areas. Although the Concept Map does not indicate such sensitive areas within the designated Growth Areas, the text of the Plan does recognize the importance of their protection within the overall development plans of county and local agencies.

While the SDGP does indicate that sewerage, as well as other growth supporting investments, should be made in certain general areas of the State, it does not suggest with any precision where sewerage investments should be made within these areas. It is expected that the State Department of Environmental Protection would continue to exercise its responsibilities in this regard.

Major water quality planning programs -- 208 and 201 -- currently underway throughout New Jersey will generate detailed information concerning limitations on development as well as recommendations for additional sewerage investment. These studies should be of utility in defining the type, staging and extent of land uses within the designated Growth Areas. Accordingly, they will provide additional information that can be used to sharpen the State Department of Environmental Protection's priority rating system for sewerage funding. The results of these studies may also indicate that modifications are needed in the SDGP.

Despite these qualifications, the SDGP may have some general impacts on water quality. By accommodating and channeling much of the State's anticipated population growth into designated Growth Areas, the volume of waste-water and, of course, of its major components -- effluent and sludge -- will increase. The effect of increased sludge levels will be considered in a following discussion of solid waste, but here it should be noted that continued population and economic growth within a relatively limited area will create additional pollution loads from both point and non-point sources. That a greater proportion of total waste-water volume will be collected by sewerage and treated to higher standards before discharge than is now the case does not mean that the State's water quality problems will be eliminated. Given existing technology, only extremely expensive treatment systems can remove all harmful materials from sewage. More widely used systems remove approximately 70 percent of harmful materials before discharge. Nevertheless, marginal improvement in water quality during a period of modest growth is no mean accomplishment and would represent a departure from past practice.

Expanded and improved sewerage and treatment facilities respond to only part of the water pollution generated by continued growth. Stormwater run-off from parking lots, roadways and other attributes of development may pose an additional water quality problem, unless such developments are accompanied by suitable retention and detention basins, collection and treatment systems. While the Guide Plan recognizes the problem, it does not specifically suggest any remedy. Instead the Plan views such concerns as resting primarily with functional State agencies, with their counterparts at the regional and county levels and with local planning boards and governing bodies.

The Plan is not intended and should not be used to over-rule, modify or in any way alter the importance of adopted water quality standards; regulations pertaining to septic tanks, package treatment plants or sewerage; the findings of water quality plans; and related local, state or federal statutes. Development proposals in any area of the State must satisfy all pertinent water quality standards and regulations -- the design, location and extent of sewerage investments must reflect all pertinent plans, regulations and funding priorities. The impact, then, of the Plan itself on water quality is that of a policy which channels additional growth into areas where public sewerage and sewage treatment facilities can be efficiently utilized to support quality standards and which discourages such growth elsewhere. To the extent existing water quality standards and supportive regulations and standards are adequate, the Guide Plan's impact on water quality is also positive.

SOLID WASTE

The proper disposal of solid wastes, including sludge from sewage treatment plants, may become more difficult as the State's population grows and as suitable disposal sites are reduced. Increased recognition of the harmful effects of ocean dumping promises to result in the reduction if not the total elimination of this traditional alternative in the future. The expansion of development into formerly sparsely populated areas has already reduced the number of suitable sites for landfill operations as has greater awareness of the negative effects such operations may have on groundwater and surface water quality.

The Plan does not address solid waste disposal alternatives nor does it recommend any new State policies focused on this concern. The Plan's impact is, therefore, largely a function of the assumption that New Jersey will continue to grow in population and employment. Such growth will bring with it additional volumes of solid waste which will either be disposed of in traditional ways or reprocessed into useful form.

Given the concentration of population that the Plan recommends, there is reason to believe that advances in recycling and processing technologies relying on solid waste as a resource will prove increasingly feasible in the designated Growth Areas. Such technologies are in use now on a modest scale. Further advancements may effectively change solid waste disposal from a land intensive activity and thus reduce its impact on land use.

The Plan does not provide a basis for determining which alternatives are preferable, but instead relies on existing statutes, standards and planning programs to protect the environment as well as residents of the State from the harmful effects of improper disposal.

WATER SUPPLY

New Jersey is well supplied with potable water from both surface and sub-surface sources. Average rainfall exceeds forty inches per year. Nevertheless, available information indicates that portions of the northeastern quadrant are currently tapping reserve supplies and only favorable rainfall levels have prevented major supply shortages. In coastal areas over-drafting of wells has precipitated salt-water intrusions forcing some well-fields to be closed.

Currently, a Water Supply Master Plan is being prepared which should cast new light on this situation. In addition to fully describing current supply and use levels, it is expected that this water supply plan will also identify emerging supply deficits and recommend non-structural as well as structural programs for consideration. Such programs may be designated to encourage efficient use of existing supplies as well as to develop additional supplies.

During the preparation of the SDGP, the water supply situation in New Jersey was discussed with technical staff of the Department of Environmental Protection concerned with water resources management and development. Statewide Planning staff has also solicited comments from and provided briefings on the SDGP to some of the consultants responsible for elements of the water supply plan. This process will continue as the Water Supply Master Plan is prepared and changes in the SDGP will be considered as more information is obtained.

It should be emphasized that the current SDGP does not reflect the capability of existing systems or supply sources to support additional growth. Existing water supply service areas, major reservoirs and potable watersheds were mapped and were considered in delineating where growth in the future should be encouraged or discouraged. However, it is recognized that in certain areas additional population growth may be accommodated only if accompanied by public investment in system improvements and/or in new water supply developments. In fact, the SDGP views system improvements in designated Growth Areas as well as the development of additional water supply sources in other areas among the actions which the State government might take to implement the basic recommendation of the SDGP.

The impact of the Plan on water supply is limited by the general scope of the Plan and by the absence of capacity estimates. Its impact is further limited by the fact that the Plan is not intended and should not be used to alter in any way existing laws and regulations pertaining to water supply. Restrictions on development due to water supply limitations or in order to protect existing supplies remain in effect. Any development -- wherever located -- must satisfy applicable laws and regulations before construction will be permitted.

Nevertheless, by channeling future growth into designated areas, the Plan provides a measure of protection for known water supply resources in the Pine Barrens, the Skylands (which includes the City of Newark's supplies) and the upper portion of the Delaware River. Other potential reservoir sites, although not delineated explicitly, are located within designated Limited Growth areas. By reducing growth pressures in such areas, future acquisition of reservoir sites or well fields can be facilitated and the quality of such resources protected.

The impact of growth channeled into designated Growth Areas is less apparent, since the Plan does not explicitly suggest either the character or density of such growth. However, if one assumes that a settlement pattern which is served by off-site water supplies predominates, some moderation of demand may occur. There is some evidence indicating that residential patterns composed of townhouses, multi-family apartments and small lot detached housing generate somewhat lower per capita water use levels than do large lot single-family units. To the extent the Guide Plan encourages a variety of housing

types associated with lower per capita use levels, it may tend to moderate increases in the demand for potable water.

However, the principal impact of the Plan is to limit the expansion of development into generally undeveloped areas and thereby to maintain such areas for future uses which may well include water supply development and resource protection.

FLOOD CONTROL

Efforts to retard stormwater run-off and to minimize flood damage are recognized in the SDGP by general guidelines designed to preserve major wetland and steeply-sloped areas. However, it is recognized that existing regulations and sensitive planning at the county and local levels will be far more effective than the SDGP in reducing flood hazards. Floodplain zoning and protective regulation of development in wetlands and steeply-sloped areas would continue to apply throughout the State , no matter how a given area is classified in the SDGP.

In estimating the amount of land which could be used to accommodate additional growth, Statewide Planning staff excluded all lands characterized by slopes of 12 percent or greater and all identified wetlands. Land in floodways and floodplains, however, were not excluded because the information necessary to do so was not available on a statewide basis. Nevertheless, restrictions or prohibitions imposed by local ordinance as well as by State law on development within flood-prone areas, wetlands and steeply-sloped lands are recognized as important elements of the Guide Plan's land use policy.

In practice, some development may occur in these restricted areas. Current regulations do not prohibit such development outright, but rather sets standards which development must meet. For the most part the Guide Plan does not reflect such a distinction, however, and recommends that growth be encouraged elsewhere. While regulations may permit development which meets adopted standards, the Guide Plan's position is that development in such areas should not be encouraged by public investments in growth-supporting services or facilities.

The environmental impact of such a position is favorable toward the retention of such areas in their natural state. Unencumbered by development, steeply-sloped areas will continue to retard stormwater run-off and thus reduce the probability of floods. Protection of wetlands serves a similar function by retaining excessive flows. It is important to note that the protection of both areas in their natural state provides additional benefits -- for fish and wildlife and for a variety of recreational uses. Such benefits would be lost if development was encouraged in such areas. In addition, construction and service costs incurred by such development would be greater than if the development were located elsewhere.

It is recognized that adequate flood control involves more than a State policy which discourages development in flood-prone areas, wetlands or steeply-sloped areas. Flood control impoundments, sound local planning and zoning, the federal flood-insurance program and associated requirements also play an important role in reducing the danger of floods. The SDGP relies on such efforts, particularly within designated Growth Areas. to shape the

development patterns therein. This combined with a limited investment strategy in other areas is considered sufficient to accommodate additional growth in New Jersey without increasing the risk of flood damage.

NOISE POLLUTION

Excessive noise levels have been shown to be harmful to the public health and welfare and degrading to the environment. State and federal legislation has been adopted to deal with the problem and noise control considerations have also helped shape local zoning and other land use regulations. The SDGP supports such efforts and encourages development in designated growth areas only to the extent that such development is consistent with all applicable noise control standards and regulations.

The impact of the Guide Plan on noise levels in New Jersey cannot be estimated since noise levels are principally a function of site specific activities which the Guide Plan does not address. The effect of noise emitted by industrial or construction activities on the labor force directly involved as well as on adjacent populations is appropriately assessed and limited by local performance standards and zoning and by existing State and federal regulations and programs and not by the SDGP.

However, the somewhat restricted development pattern which the SDGP recommends will require that particular attention be paid to development adjacent to airports, highways and rail arteries. Each of these facilities is capable of generating high noise levels, yet each also must be located within reasonable proximity of significant population and employment centers. Some of these difficulties may be mitigated by design standards for highways and transit lines as well as by procedural changes at airports to reduce the noise levels incurred by existing settlements nearby.

The other side of the picture involves encroachments on existing airports, rail arteries and highways by new development in adjacent areas. Such development may not only increase the detrimental effects of existing noise levels, but may also obstruct or impede future efforts to expand either the services provided or the facilities involved. Coordination between transportation agencies -- principally the State Department of Transportation -- and local governments exercising planning and zoning authority could provide important information for land use planning at the county and local level with respect to the provision of adequate areas around noise generating facilities.

Thus, the SDGP depends on existing noise control standards and regulations and on a continuous process of coordination between local governments and regional and State agencies responsible for transportation systems planning and investment to mitigate the occurrence as well as the harmful effects of excessive noise levels within designated Growth Areas and, although the problem is not considered as pressing, in other areas of the State as well.

SUMMARY

The intent of the SDGP is to recommend how New Jersey can continue to expand in population and economic vitality while at the same time protecting essential resources and enhancing its social and natural environment. It seems to do this by identifying long-term goals which the State government should try to achieve, representing those goals by means of appropriate surrogates in a land use concept, and recommending a policy framework which other levels of government, functional agencies and the private sector can use in fashioning their own programs and activities.

Its impact on the environment is that of a policy which assumes continued population and economic expansion and which attempts to encourage much of that growth to occur within designated areas. These areas are considered appropriate for growth as a result of past public investments, existing settlement patterns and the absence of large scale concentrations of environmentally sensitive land.

The Plan does not specify precisely how such growth should be distributed, but rather recognizes the importance of regional, county and local plans, applicable environmental laws and standards, and market forces in determining the location and intensity of development. State growth-supporting investments would be focused on designated Growth Areas and would thereby encourage market forces to concentrate in the same areas. The Plan further asserts, however, that public investments as well as market forces must be consistent with all applicable environmental standards and laws. The fact that a particular development is to be located within a designated Growth Area does not imply any relief from such requirements.

Proposed developments located in designated Agricultural, Limited Growth and Open Space Areas must also comply with all applicable requirements. In addition, as provided by the Guide Plan, such proposals will not be supported by public financing of additional infrastructure, major transportation improvements or other forms of assistance. Instead, public investment in such areas would be limited to those required to correct existing deficiencies, to encourage agricultural activities or to acquire significant natural resource areas for public use.

It is doubtful that such State posture will completely eliminate the possibility of further growth in these areas or prevent the occurrence of some environmental damage. Agricultural operations, which the Guide Plan would encourage in designated areas and which occur in Limited Growth Areas as well, contribute to water quality and air quality problems. In addition certain types of development are not dependent on publicly-financed infrastructure and could occur without requiring services beyond what already exists. However, such development, subject only to local controls, would be small in terms of land covered or units built and would occur incrementally over an extended period of time. Environmental impacts quite probably would also be limited.

ANALYSIS AND COMPARISON OF ALTERNATIVES

The general scale which the current draft of the SDGP reflects suggests two alternatives for consideration: specifically, a no change alternative and a more concentrated alternative. Additional alternatives are conceivable, but they would involve a basic departure -- in scale, in scope and in intent -- from the approach reflected in the SDGP. For example, a plan which specifies not only where growth should be encouraged but also the density and character of such growth may be an alternative to the SDGP. But for the purposes of this discussion such a plan is not considered comparable, due to major differences in scale, intent and scope.

In the future refinements may be made in the SDGP and more detailed categories of land use or density incorporated. Such refinements may be incorporated as the result of further study and new information or by reference where plans prepared by other agencies appear consistent with the basic thrust of the Guide Plan. For example, the plan for the coastal area now being prepared in accordance with the State Coastal Area Facilities Review Act would upon adoption become a refinement by reference of the Guide Plan as it pertains to the coastal area.

Until such refinements are made and a process for incorporating other plans by reference is established, comparable alternatives to the Guide Plan are limited to the two noted above. These alternatives are briefly described below.

THE NO-PLAN ALTERNATIVE

This alternative would consist of policies and programs supported by appropriations focusing on functional concerns alone. Plans concerned with water quality, water supply, solid waste disposal, open space and recreation needs, economic development, housing, agriculture, transportation, air quality, the coastal zone, public institutions, and others would be prepared by and reflect the perspective of State level departments responsible for doing so. Overall State policy, if in fact one could be derived, would be the product of rather than reflected within each functional plan. Long-term State goals would be simply all the goals and objectives expressed in any one or more of the functional plans prepared by State agencies.

Given the existing structure of the State government, some potential incompatibilities between functional plans can be identified and resolved. For example, water supply, water quality, air quality, solid waste disposal, coastal zone and open space and recreation planning and programming functions are housed within the Department of Environmental Protection. Conflicts among these areas would, theoretically at least, be resolved by the Commissioner of the department prior to their adoption or implementation. Similarly, transportation -- land, sea and air -- is centralized within the Department of Transportation. Agriculture has its own department and housing is among the concerns of the Department of Community Affairs.

In the absence of an overall policy and plan, the opportunity for inter-agency coordination to achieve long-term statewide goals may be lost. Efforts to maintain a viable agricultural sector may be undermined by investments generated by other agencies to help finance sewer and water services. The costs of acquiring land for public parks may be significantly increased by new road-building activities. Efforts to rehabilitate and improve the economic vitality of the State's older cities may be nullified by other State programs which have the effect of encouraging new development in rural areas. Further development expansion into outlying areas may also threaten potential water supply sites and reduce the number of appropriate locations for facilities such as power generating stations and airports which require large amounts of land.

In the short run, the difference in environmental impact between the SDGP and the no-plan alternative may not be significant, since both rely heavily on continued enforcement of environmental standards and on public investment to correct existing deficiencies. However, over the long-term, the secondary impacts of strictly functional approaches to problem-solving may be extensive, contributing to new problems and involving major expenditures to correct.

For example, one approach to maintaining air quality standards may be to encourage the dispersal of development over a large area. In this fashion, stationary source emissions may be dispersed as well and thus help to stabilize air quality within acceptable limits. The secondary impacts of such an approach, however, may well seriously reduce the amount of productive agricultural land, further weaken the viability of older cities, require major new outlays of public funds for transportation facilities and infrastructure and threaten potential water supply sources. Examples of other functional plans negatively impacting the environment or complicating the efforts of other agencies to achieve their goals are equally conceivable.

Consideration of a given action's impact on the environment and on other functional concerns has increased as a result of federal and state requirements mandating the preparation of environmental impact statements. However, such statements are often not required unless public funds or some other form of public action is involved. Further, in the absence of some overall land use policy, an important element of any impact statement -- i.e.,

the proposal's impact on the long-range development of the State -- cannot be assessed. Without some overall idea of where growth should be accommodated and where it should be discouraged and of how various functional plans and programs can be used in concert to attain long-range goals, the impact of any one functional plan or program can only be partially recognized and assessed.

In sum, the SDGP is intended to provide a long-range, statewide perspective which the no-plan alternative cannot provide. The benefits of such a perspective include improved coordination among functional agencies, more efficient use of limited public investment funds, and greater recognition of the impact of functional plans and programs on the overall development of New Jersey. The realization of such benefits will have a more positive impact of the State's environment than the no-plan alternative could achieve.

THE CONCENTRATED ALTERNATIVE

Another alternative to the SDGP would sharply reduce the amount of land included within designated Growth Areas and significantly increase the amounts of land within the Limited Growth, Open Space and Agriculture Areas. Anticipated future growth would be channeled into predominantly developed areas. New housing needs would be met by renovating abandoned or deteriorating units and by building new units at higher densities. Employment centers would also be concentrated and emphasis would be placed on improving existing industrial and commercial facilities. Under this concept, the extension of developed areas beyond existing urban centers would be sharply restricted.

The impact of such a policy would be positive in terms of the protection it would provide to sensitive natural resource areas, agricultural lands and potential water supply resources. It would also be positive in terms of reducing the demand on limited financial resources for new capital investment, although significant capital improvement costs would still be required. However, there would be some negative impacts as well.

Air quality might be seriously threatened. Greater reliance on mass transit systems and shorter commuting distances might reduce mobile source pollution levels since auto and truck usage would also decline. However, stationary source pollution -- from residential, commercial or industrial buildings -- might well increase in the aggregate, despite controls at the source.

However, the major deficiencies of such an approach are more pronounced when its impact on economic and social goals are considered. Sharp reductions in the amount of land on which growth should be supported would push already high urban land costs still higher. It would restrict opportunities for new employment. Existing firms would find it difficult to expand within the State and other firms would select locations elsewhere rather than invest in New Jersey. Thus, a major goal of State policy -- continued economic expansion -- could not be achieved and major economic dislocations would result.

In fact, it is doubtful that a severely restrictive Guide Plan would receive sufficient public support to become State policy. While some municipal officials and citizen groups have expressed opposition to further growth with-

in certain areas of the State, the desirability of an expanding economic base is largely unchallenged on a statewide basis. Thus, while a constricted plan might result in protecting more agricultural land, water supplies, wetlands and open spaces than does the SDGP, its deficiencies with respect to improving economic opportunities is such that it would probably fail to be considered as a long-term policy.

CONCLUSION

It is recognized that the SDGP as currently drafted does reflect some compromises. Certain portions of the State where agricultural uses still remain are considered appropriate for development. Other areas where there is some local support for new development are considered in the SDGP as not appropriate for significant new growth. In both cases, the SDGP reflects a judgment based on available information and on an appreciation for the limits fo State financial resources and authority. Actions taken in the past -- for example to build major transportation facilities through prime farmland -- cannot be undone by the Guide Plan. Such actions precipitated pressures for development which the Guide Plan reflects and to an extent accepts. In other areas -- those designated for Limited Growth, for example -- past actions to encourage growth were not taken and the Plan recommends that that posture continue.

This balanced approach, recognizing the effect of past actions and the importance of long-range goals, is considered preferable to either the no-plan or the concentrated plan alternatives. It provides some structure which can facilitate coordination among levels of government and among various

functional programs which influence land use patterns and dynamics in New Jersey. It also provides the private sector with some idea of the State's intent. These are features which the no-plan alternative lacks. At the same time, the SDGP is not so restricted or detailed in its recommendations as to preclude meaningful local, county and regional participation in the land use policy process or to discourage continued economic growth.

PERTINENT LEGISLATIVE AND REVIEW AUTHORITY

Reference has been made to the relationship between the SDGP and the on-going activities of state, regional, county and local agencies. The SDGP is considered as an overall guide plan, general in intent and scope, which provides a common framework within which such agencies perform their own, more specific functions. The SDGP recognizes the existing distribution of authority among various agencies and to a great extent depends on the continued exercise of such authority by such agencies.

The SDGP also recognizes the existence of pertinent State and federal statutes and review processes and, in great measure, views them as means by which the SDGP can be implemented. Some of the more important of these are discussed briefly below.

FEDERAL LEGISLATION

Clean Air Act of 1967 (U.S.C. Sec. 1857 et seq.) -- This act places the primary responsibility for assuring air quality with the states. Each state must submit an implementation plan to the federal government specifying

the manner in which national primary and secondary ambient air quality standards will be achieved. Such plans must contain procedures for the review of a wide range of new sources and causes of air pollution. States also have the primary authority for insuring compliance with the standards by the private sector.

New Jersey's air quality program includes an extensive monitoring network and research activities designed to produce an implementation plan consistent with federal guidelines. A program of inspecting motor vehicles regularly to reduce harmful emissions is also operative.

Federal Water Pollution Control Act Amendments of 1972 (33 U.S.C. Sec. 1151, P.L. 92-500) -- This act provides for planning and facility construction designed to acheive a national goal of zero pollution by 1985. In New Jersey, substantial federal assistance has been combined with State grants for sewerage construction throughout the State. However, due to the secondary impacts of new sewerage construction, funding priorities are now being shifted to improve existing systems rather than build new ones.

National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) -- This act establishes a Council on Environmental Quality, and requires that proposals for legislation and other major federal actions significantly affecting the quality of the human environment be accompanied by a detailed statement which discusses the following:

1. the environmental impact of the proposed action;
2. any adverse environmental effects which cannot be avoided should the proposal be implemented;

3. alternatives to the proposed action;

4. the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity;

5. any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.

Such a statement is considered in determining if public funds are provided and may also result in extensive modification of the proposal.

Coastal Zone Management Act of 1972 (33 U.S.C. 1101-1124, Title III) -- This act authorizes the Secretary of the Department of Commerce to make annual grants to any coastal state for the purpose of assisting in the development of a management program for the land and water resources of its coastal zone. The management program shall include:

a) Identification of coundaries of the coastal zone

b) Definition of permissible land and water uses

c) Inventory and designation of areas of particular concern

d) Identification of means by which the State proposes to exercise control

e) Broad guidelines on priority of uses

f) Description of the managerial organizational structure

National Flood Insurance Act of 1968 (42 U.S.C. 4001-4127) -- Under this act, federal flood insurance is available to property owners in flood-plain areas faced with recurring flooding and the threat of flooding. In order to qualify for such insurance, a municipality must agree to adopt and enforce land use and control measures consistent with federal criteria.

Wild and Scenic Rivers Act (16 U.S.C. 1271-1287) -- This act sets forth criteria by which rivers may be designated as either wild or scenic. Federal assistance is provided for the purchase of lands adjacent to such rivers in order to protect such lands from development which would detract from the existing natural beauty.

Solid Waste Disposal Act of 1965 (42 U.S.C.A. 3251) -- This act was designed to initiate a national research and development program for new and improved methods of solid-waste disposal, and to provide technical and financial assistance to State and local governments in the planning, development and conduct of solid-waste disposal programs.

Noise Control Act of 1972 (42 U.S.C.A. Sec. 4901 et seq.) -- This act authorizes the establishment of Federal noise emission standards for products distributed in inter-state commerce including: construction and transportation equipment, any motor or engine, and electrical or electronic equipment. In addition, this act authorizes the Environmental Protection Agency to submit proposed air craft noise standards to the Federal Aviation Administration; to publish proposed noise emission regulations for surface carriers engaged in interstate commerce; and to publish proposed noise emission regulations for motor carriers engaged in interstate commerce.

STATE LEGISLATION

Pollution Control

Reality Improvement Sewerage and Facilities Act (1954) (NJSA 58:11-23) -- This act requires State approval of major developments (50 units or more) and prohibits the issuance of building permits where sewerage is inadequate.

Water Quality Improvement Act (Laws of 1971, Chapter 197) -- This act is designed to prevent and abate pollution of the waters of the State which results from the discharge of petroleum products, debris and hazardous substances.

Soil Erosion and Sediment Control Act (NJSA 4:24-39 et seq.) -- This act, which is administered by local soil conservation districts, is designed to prevent silt from going into rivers, streams or sewer systems as a result of construction activity. It requires that a plan for major construction be submitted outlining how erosion will be prevented.

Noise Control Act of 1971 (NJSA 13:1G-1 et seq.) -- This act authorizes the State Department of Environmental Protection to promulgate codes, rules and regulations for the control and abatement of noise, and creates a Noise Control Council. The thirteen member Noise Control Council is responsible for studying, and making recommendations on, matters pertaining to noise control. In addition, the Council has the power to veto the adoption, amendment or repeal of any code, rule or regulation for the control of noise.

Noise Control Regulations (NJAC 7:29-1) -- This act limits the amount of noise, both continuous and impulsive, which can be emitted by industrial and commercial sources during certain time periods. In enforcing this legislation, noise is measured at residential property lines.

Critical Areas Management

Coastal Wetlands Act of 1970 (NJSA 13:9A-1) -- This act provides for the designation of certain coastal wetlands and permits the Commissioner of the Department of Environmental Protection to adopt, amend, modify, or repeal orders regulating, restricting, or prohibiting dredging, filling, removing, or otherwise altering or polluting coastal wetlands. No regulated activity can be conducted upon any wetland without a permit from the Commissioner.

Coastal Area Facilities Review Act (NJSA 13:19-1) -- This act, which was adopted according to standards set forth in the Federal Coastal Zone Management Act, describes the procedures for obtaining a CAFRA permit for facility construction, the content required for the environmental impact statement, procedures for public hearing, and the composition of the CAFRA board. The application and accompanying environmental impact statement are reviewed by the Department of Environmental Protection and other interested State agencies. The Department is presently participating in the preparation of interim planning guidelines for the coastal area. These guidelines will provide the framework for decisions in the permit application process, as well as the framework for the environmental design of the coastal area to be completed by September, 1977.

Pinelands Environmental Council Act (NJSA 13:18-1) -- In 1971, the 15-member Pinelands Environmental Council was created as an independent agency under the auspices of the Department of Environmental Protection. Objectives of the Council include:

(1) Protecting water resources and other natural assets of the region from misuse and pollution for the purpose of conserving the scientific, educational, and scenic water resources and recreational values of the region.

(2) Encouraging the continuation and development of compatible land uses in order to improve the overall environmental and economic position of the area.

(3) Preserving the agricultural complex of the pinelands region.

Hackensack Meadowlands Reclamation and Development Act, 1968 (NJSA 13:17-1 et seq.) -- This act established the Hackensack Meadowlands Development Commission (HMDC). The Commission supercedes local authority in portions of fourteen municipalities located in the Meadowlands area, and is responsible for developing the area as a coordinated unit.

Flood Hazard Act (NJSA 58-16A-50 et seq.) -- This act requires the State Department of Environmental Protection (DEP) to map flood hazard areas in the State and to write rules regulating the construction of buildings in such areas. The municipalities are to enforce such regulations by adopting regulations which conform with standards set by DEP.

Water Supply Management

Water Policy Council Act (NJSA 13:1B-49) -- This act creates an eleven-member water policy and supply council, which is responsible for regulating the State's water resources and those who use them. In addition, it is charged with the duties of developing policies to meet these ends, assessing the need for additional water supply facilities, and formulating the required plans for such facilities.

State Acquisition of Property for Water Supply (Laws of 1969, Chapter 138) -- This act describes methods for acquisition, payments to municipalities to offset tax losses, expenditures for water supply facilities, and for protection of certain water-bearing sand.

Water Conservation Bond Act (Laws of 1969, Chapter 127) -- This act permitted the State to issue bonds in the amount of $271 million for the researching, planning, acquiring, developing, constructing and maintaining of facilities for the collecting, impounding, storing, improving, treating and transmitting of water resources for potable industrial, commercial, irrigational, recreational and other public purposes.

Water Supply and Appropriations (Laws of 1970, Chapter 147) -- Water supply and appropriations for the costs of design, engineering and acquisition of real property for the future was the subject of this legislation.

Open Space Management

Green Acres Bond Act (Laws of 1971, Chapter 165) -- This act authorized the creation of an $80 million State debt by the issuance of bonds for public acquisition of lands for recreation and conservation. The act provides grants for counties, municipalities and other local units of government to acquire such land.

New Jersey Natural Lands Trust (NJSA 13:1B-15.119) -- Within the Division of Parks, Forestry and Recreation, the New Jersey Natural Lands Trust was created for the purpose of:

(a) Acquiring real property as significant natural areas to be preserved and administered as such.

(b) Applying all monies, assets, and property received to the general prupose of the Trust.

(c) Cooperating and assisting any agency of the State or any private agency or person in the furtherance of the purposes of the Trust.

New Jersey Natural Lands Trust (Laws of 1973, Chapter 64) -- Under this act, the purposes of the Natural Lands Trust were reaffirmed with several additions -- authorization to apply for and accept any federal grant for programs relating to natural areas, preservation, or research; and, authorization to hold and use all lands within the Trust for educational and research purposes.

State Trails System (NJSA 18:8-30 et seq.) -- This act established the State Trails System within the Department of Environmental Protection. The system pertains to scenic, recreation and connecting or side trails. It provides for the designation, administration, regulation and acquisition of such trails and trail rights-of-way.

State Recreation and Conservation Land Acquisition Fund (Laws of 1973, Chapters 150,151) -- Under this act, various appropriations for recreation and conservation were issued. Subsequent legislation appropriated $50 million to finance land acquisition and recreation facility development with high priority given to purchases near urbanized portions of the State.

State Enabling Legislation

Municipal Land Use Law (Laws of 1975, Chapter 291) -- This act was designed to meet four important land use objectives:

1. To update and coordinate the regulation of land use in communities.

2. To codify the municipal powers affecting planning, zoning, subdivision and site plan review, and other land use controls into a single statute.

3. To streamline the administration of land use regulations.

4. To insure the wise and proper use of land and the protection of the environment within the municipality.

The act reflects the objectives of environmental protection and wise land use by requiring municipal land use controls to be based upon comprehensive municipal master plans and environmental considerations.

In addition to these legislative responsibilities, governmental agencies review and comment on all proposals involving the expenditure of State or federal funds. The review process -- commonly termed A-95, after the federal circular in which it was initially set forth -- establishes a State clearinghouse as well as regional counterparts which are responsible for circulating proposals for funding among all interested agencies and for insuring that all comments made on such proposals are received by the agency from which assistance is requested.

This process serves two important functions. It provides a method for coordinating the activities of various levels of government so that conflict or duplication can be avoided. It also provides a method for the expression of various points of view -- both jurisdictional and functional -- which may have a bearing on the substance and potential impact of the proposal. The A-95 process provides an opportunity for various levels of government to review and comment upon proposals -- for feasibility studies, sewerage construction, land acquisition -- in terms of their own plans and policies.

CONCLUSION

The intent of the SDGP is to identify in general terms where development should be encouraged and where it should be discouraged or prohibited, as a matter of State policy and influence. The pattern recommended reflects a balance between the need to accommodate a growing population and the need to protect essential natural resources for present and future generations.

The extent to which such a balance is achieved, however, will depend not on the SDGP alone, but on the sensitivity and effectiveness of plans, programs and investments affecting development in New Jersey. While the SDGP reflects environmental concerns and requirements, it in no way reduces the need to design and extensively analyze specific proposals and projects in terms of their impact on the environment nor is it meant to replace the responsiblity of various levels of government to perform environmental review and regulatory functions.

The SDGP is not designed to duplicate or second-guess the content or focus of other planning activities. It is also not unaffected by such plans, and modifications in the SDGP may well be made as additional information is obtained. In the final analysis, the SDGP relies heavily on other public agencies to achieve the broad goals and recommendations it presents.