Statewide Goals, Strategies and Policies

General Plan Strategy: ***Achieve all the State Planning Goals by coordinating public and private actions to guide future growth into compact, ecologically designed forms of development and redevelopment and to protect the Environs, consistent with the Statewide Policies and the State Plan Policy Map.***

STATEWIDE GOALS AND STRATEGIES

The State Plan responds directly to legislative mandates of the State Planning Act. These mandates are presented below as State Planning Goals. Strategies for each Goal set forth the general approach taken by the State Plan to achieve the Goal, and provide the policy context for the Plan. The General Plan Strategy sets forth the pattern of development necessary to achieve all the Goals. Each Goal has a Vision describing what conditions would be in 2020 with the goal achieved. The Visions are written in the present tense but refer to conditions as they could be in the future. Each Goal also gives Background on the area covered by the goal and a list of Related Plans that should be used to achieve the Goal.

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

- encourage development, redevelopment and economic growth in locations that are well situated with respect to present or anticipated public services or facilities and to discourage development where it may impair or destroy natural resources or environmental qualities.
- reduce sprawl
- promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditures of public funds. (*N.J.S.A.* 52:18A-196, et seq.)

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

Goal #1: Revitalize the State's Cities and Towns

Strategy

Protect, preserve and develop the valuable human and economic assets in cities, towns and other urban areas. Plan to improve their livability and sustainability by investing public resources in accordance with current plans which are consistent with the provisions of the State Plan. Leverage private investments in jobs and housing; provide comprehensive public services at lower costs and higher quality; and improve the natural and built environment. Incorporate ecological design through mechanisms such as solar access for heating and power generation. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor and minorities, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor force, available land and buildings, strategic location and diverse populations.

Vision of New Jersey in the Year 2020

In the Year 2020, "urban" New Jersey has changed. Now the home of more than one-third of the state's population and half of the state's employment, urban areas in New Jersey—its cities, towns, older metropolitan suburbs and even its older rural towns—have become vibrant places of prosperity and vitality. More and more people are now choosing to live in urban areas in order to better enjoy the many educational, cultural, economic, social, and recreational benefits derived from an urban lifestyle. We have revitalized our cities and towns in ways that not only meet immediate needs for housing, jobs, education and safety but also in ways that have made them more enjoyable and economically, environmentally and socially sustainable.

Planning and Governance

This sustainability has evolved and taken root through new forms of interdependent partnerships that foster learning and innovation. Guided by local and regional revitalization plans they have prepared by consensus, local city and town governments are combining their efforts with neighboring communities, the county, the larger region and the state, creating and implementing viable, accountable and cost-effective strategies to resolve common problems and concerns. Community development corporations are increasingly involved in providing housing, human services, jobs and training for neighborhood residents from diverse cultural backgrounds, empowering residents to get involved in the rejuvenation of their own communities.

Economic Development

Unemployment has declined and significant numbers of new jobs have been created. The climate for business has improved, as city governments provide better services at lower costs, and as derelict land and buildings are recycled quickly and inexpensively for reuse by other businesses. New businesses, many providing environmentally preferable goods and services and started by city residents with diverse ethnic and cultural needs form to tap into the substantial purchasing power of the region's residents. A well-trained labor force of city and regional

residents continues to be created through targeted public/private training and educational partnerships.

Job opportunities are created for city residents in mixed-use Centers throughout the region by providing convenient and affordable transit connections. Cities and towns are once again central places for the arts, education, culture, entertainment and specialty shopping. The accessibility and concentrated purchasing power of New Jersey's urban areas has led to a revival of theater, museums and galleries, concerts, professional and amateur sports, and other forms of entertainment.

Housing

Areas that had high crime rates, pollution, poor infrastructure, segregation and concentrated poverty are now safe, vital, growing, racially integrated neighborhoods with new and rehabilitated housing; improved community-based schools; and effective community policing programs. In cities and towns, housing is ecologically designed and is available for individuals and families of diverse ages, incomes, cultures and lifestyles.

Public Facilities and Services

New partnerships among government and public and private organizations are combining efforts and resources, and sharing facilities and equipment, to provide public services at lower cost and higher quality. Bus and rail lines, shuttle vans, advanced-technology vehicles, and bicycles provide economical and ecologically beneficial alternatives to conventional automobiles; and provide transportation hubs with convenient and affordable access to regional jobs, education and training opportunities, shopping and tourism. By strategically targeting infrastructure investments, backlogs in maintenance and rehabilitation of roads, bridges, transit lines, wastewater treatment facilities, parks, schools and other public buildings have been eliminated. Joint-use investment in public infrastructure serves as a catalyst for generation of other public benefits. Twenty-four-hour access to information and ideas through enhanced telecommunication services provides a viable alternative to physical transportation when only the exchange of information or ideas is required, and has helped to increase citizen involvement in government.

Human Resource Development

New forms of education and training have been created in response to the diverse needs of urban residents. Schools integrated into community centers, charter schools, effective distance learning and other collaborative programs provide a thorough, efficient and equal education opportunity for all students as well as vocational training for the whole community. Human services are provided in ways that respect and respond to the whole person or family. Prevention replaces crisis management.

Natural Resource Conservation and Environmental Protection

Improved water quality and safe and convenient access to waterfronts have made seasonal activities like fishing, boating and swimming even more popular among urban residents. Marshes have been restored; and trails, walkways and greenways connect neighborhoods and surrounding communities. Community gardening projects have enhanced property values, rejuvenated the soil, and strengthened community bonds. By planting and maintaining trees and shrubs, neighborhoods are as much as three- to five-degrees cooler, reducing energy use, cleaning the air and stimulating neighborhood revitalization. New technologies are creating energy with zero harmful emissions and are integrating natural systems into infrastructure design. In addition, resource efficiency is being accomplished through techniques such as enabling rooftops and old factory sites to grow crops and support aquaculture.

Urban Design

It is no accident that New Jersey's cities and towns are among the most attractive places in which to live and work in the 21st century. By applying new design criteria, waterfront areas, corridors, neighborhoods and gateways are improved with each new development, brownfields redevelopment, and infrastructure project, thereby creating memorable vistas and focal points. Streets are full of appropriate lights, benches, plazas, parks, public art and public spaces in which people meet, talk and build a strong sense of community.

Revitalization for Sustainability

New Jersey's urban areas are thriving, growing and working—in other words, becoming more sustainable. They have become more economically and fiscally sustainable due to increases in jobs and incomes, and the strengthening of the tax base. They have become more environmentally sustainable due to increases in the use of ecological design and technology, energy efficiency, greenery, and air and water quality. They have become more socially sustainable because neighborhoods have been strengthened through improved education, health and safety, as well as through closer connections with neighborhoods and communities throughout the region.

Background

The State Planning Act acknowledges the essential role of our urban areas, our cities and towns, in the general prosperity of our state.

The State Planning Act, 52:18A-196. Legislative findings and declarations

g. An increasing concentration of the poor and minorities in older urban areas jeopardizes the future well-being of this State, and a sound and comprehensive planning process will facilitate the provision of equal social and economic opportunity so that all of New Jersey's citizens can benefit from growth, development and redevelopment….

Historically, New Jersey's cities and towns, like urban centers throughout the United States, have been the focal points of commerce, industry, government, culture and education. Each New Jersey city and town was developed as a result of a particular location, market niche or a set of public decisions, leading to a different economic and social profile. Such communities as Long Branch, Asbury Park and

Case Study: Newark

There is genuine opportunity for revitalization in Newark, New Jersey's largest city. Its competitive advantages fall into four areas:

- Strategic Location: Accessible to a world-class port, an international airport and interstate highways.
- Local Market Demand: Inner-city markets, with a total family income of over $2 billion annually, are wide open, being currently poorly served—especially in retailing, financial and personal services.
- Integration with Regional Clusters: Surrounded by world-class clusters in such areas as transportation, pharmaceuticals, academics and research, communications, and the arts.
- Human Resources: To take full advantage of its resources, Newark and all inner cities, must overcome deeply entrenched myths about the nature of its residents—one, that inner-city residents do not want to work and opt for welfare over gainful employment; and two, that the inner city lacks entrepreneurs. Newark's inner city has numerous social services providers, social, fraternal and religious organizations through which significant opportunities for entrepreneurship are channeled.

— Michael E. Porter
C. Roland Christensen Professor of Business Administration
Harvard Business School.
"Inner-city Newark has advantages; let's use them."
The Star-Ledger, April 9, 1996, p. 13.

Atlantic City thrived as a result of their dual role as shore tourism magnets and central cities. Communities such as Vineland and Newton were centers of services for surrounding farming and rural uses. Paterson developed an extensive manufacturing base as a result of its access to power generated from the Great Falls of the Passaic River. Elizabeth and Newark became major manufacturing and distribution centers given their central location in the northeast corridor. On the Delaware River, Trenton and Camden developed diversified manufacturing bases.

Today, the precipitous decline in manufacturing employment and the movement of office and service employment to suburban—and even rural—areas in New Jersey and throughout the country, has substantially eroded the population, tax and employment base of many of our cities and towns. This erosion has been accompanied, in many cases, by levels of crime and a quality of public education perceived by many to be less attractive than in suburban New Jersey. The loss of both private and public sector resources has placed disproportionate burdens on the ability of many cities and towns to revitalize themselves.

The challenge facing New Jersey cities, towns and, indeed, state government, counties and all sectors of our society, is threefold: we must redefine the role of our cities and towns in the emerging regional and world economies; we must provide the right mix of public incentives, private investment and municipal and community-based initiatives that capitalize on the traditional strengths of cities; and we must develop and identify new opportunities for revitalization.

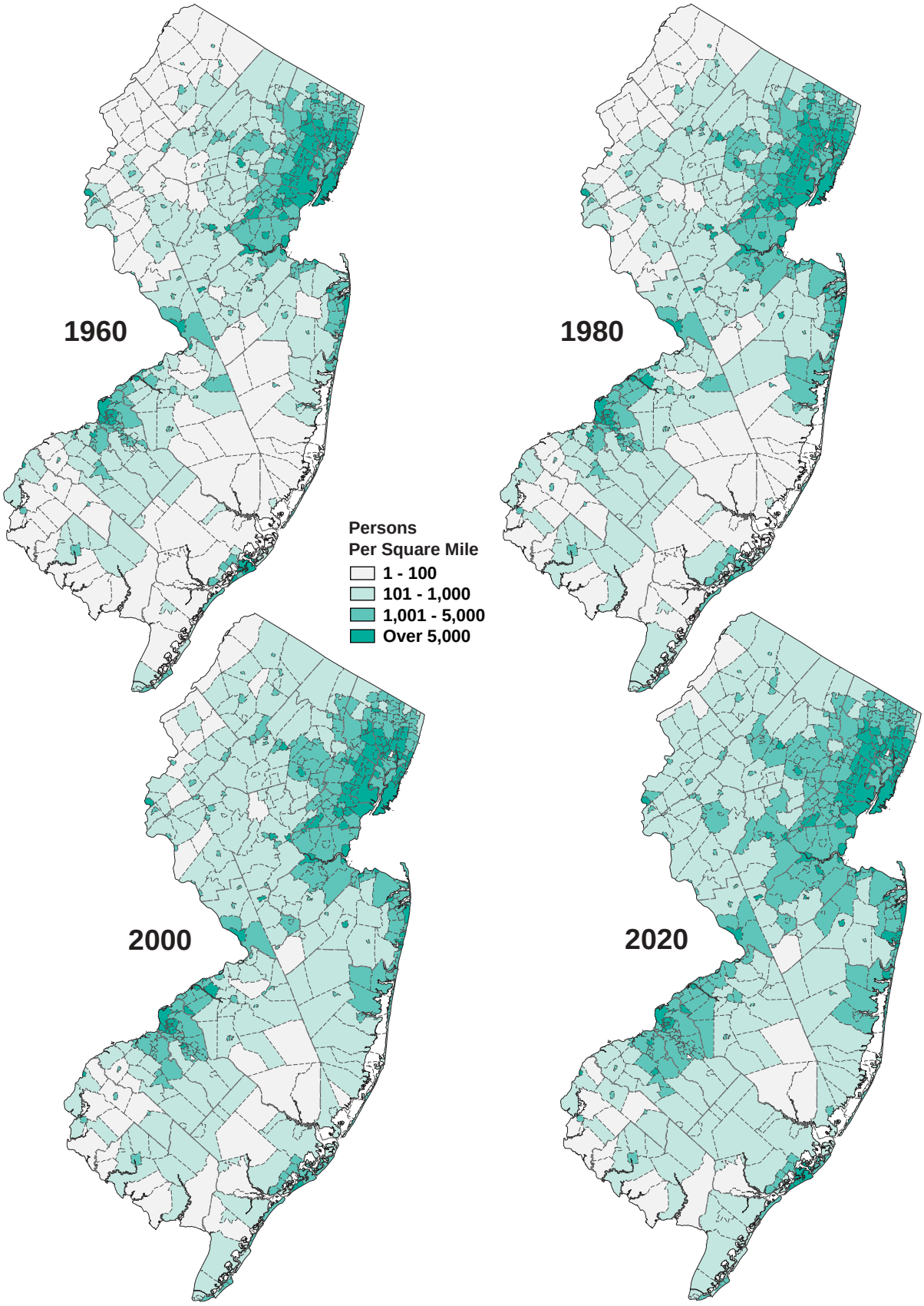
New Jersey cities and towns have already responded with a variety of strategies and approaches toward revitalization, frequently establishing partnerships with local businesses, faith-based and nonprofit organizations, with county, state and federal government agencies and with the initiatives of individual local civic leaders. Main Street programs, Urban Enterprise Zones, housing rehabilitation and community gardens are examples of such programs. While the strategies may vary widely in their emphasis on particular economic sectors, they have a number of characteristics in common. These characteristics are recognized and advocated to be the cornerstones of policy at all levels of government for revitalization. The State Plan recognizes that effective urban revitalization policies must be:

- broadly based, integrating social, cultural, economic, fiscal and environmental approaches;
- collaborative, involving all sectors of a local community—citizens, businesses, government, schools, cultural and faith-based groups and community organizations;
- regional, involving linkages between cities and larger regions within the state and across state lines; and
- flexible, recognizing the unique history and characteristics of our cities and towns.

Assets of Cities and Towns

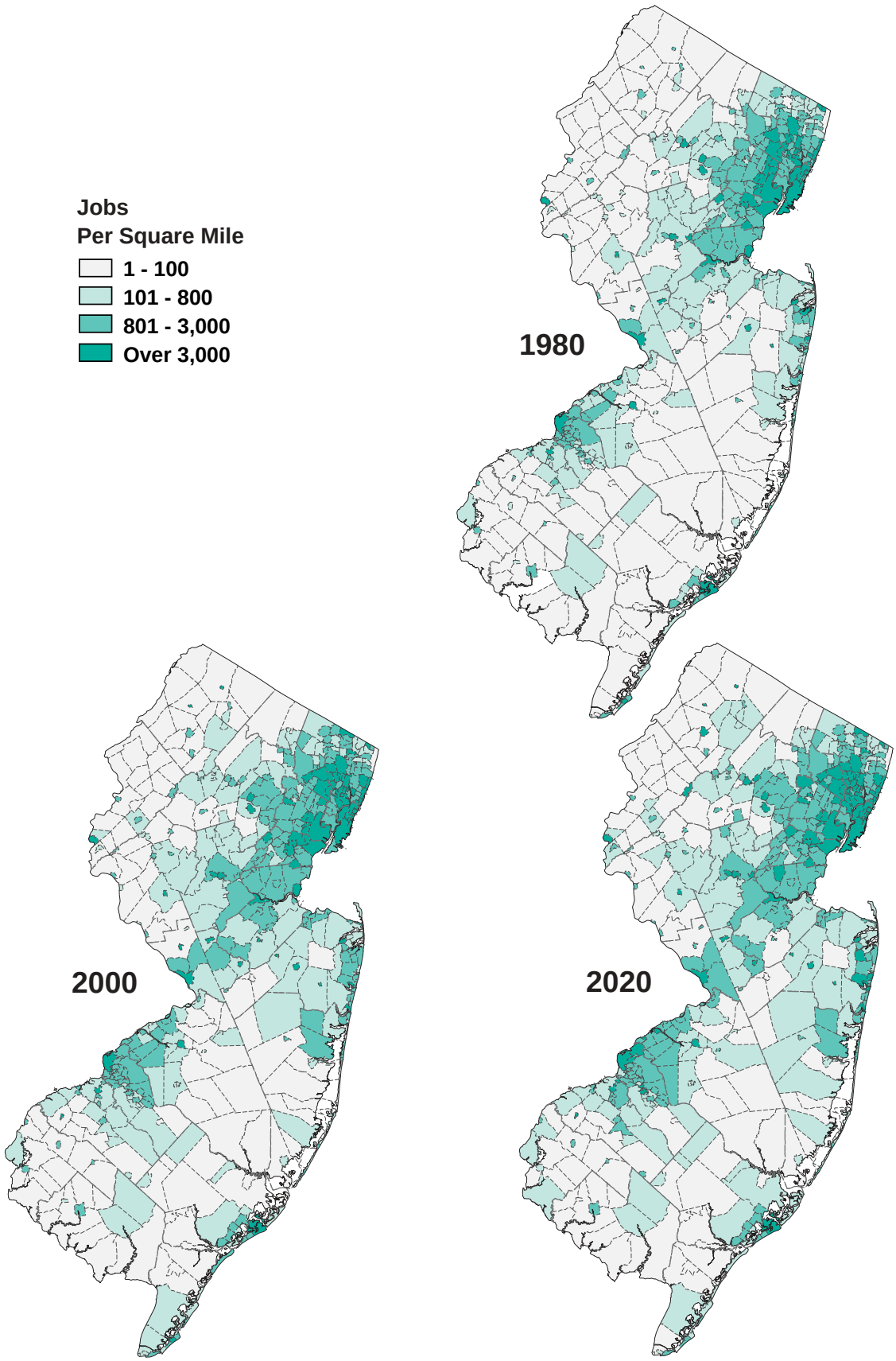
- Strategic location
- Extensive interconnected, intermodal transportation network
- Multi-faceted housing stock, including affordable and rental housing
- Historical, cultural, and scenic resources
- Large purchasing power and market demand
- Skilled, semi-skilled, and unskilled work force
- Positive investment multipliers
- Supportive environment for small business incubation
- Opportunities for synergy through concentration of diverse activities
- Social diversity and inclusivity
- Mature network of private, public and civic institutions
- Opportunities for civic engagement
- Additional unique attributes of specific cities and towns
- Mixed use

Population by Municipality



Source: U.S. Census Bureau, U.S. Department of Commerce. Rutgers University Center for Urban Policy & Research, 2000.

Employment by Municipality



Source: Department of Labor. Rutgers University Center for Urban Policy & Research, 2000.

In Trenton, 150,000 tons of food are grown in community gardens each year.

The State Plan recommends four broad approaches to an effective urban policy:

- leveling the playing field in such areas as financing services, providing adequate infrastructure, reducing the disproportionate effects of regulatory requirements, and insuring a competitive cost structure for private investment;
- supporting place-based revitalization efforts within cities and towns that build upon federal and state neighborhood empowerment strategies and assistance initiatives and spontaneous efforts initiated at local levels, within the context of regional plans and strategies;
- reducing the barriers which limit mobility and access of city residents, particularly the poor and minorities, to jobs, housing and open space within the region; and
- building on assets of cities and towns such as their labor forces, available land and buildings, strategic location, environmental qualities and diverse populations.

More specifically, the State Plan approach to revitalization is based on the following interrelated strategies:

- **Develop, and regularly revisit, plans.** Neighborhood, city and regional plans, created with broad-based public sector, private, profit and nonprofit sectors, should detail the opportunities for revitalization, the techniques to be used, the financial resources to leveraged and the results to be expected.
- **Link the resources and opportunities of cities and towns to their larger regions.** Improvements to transit services that enable suburban residents to come into work and visit cities more comfortably and more conveniently need to be matched by programs to provide access for city residents to jobs, educational, cultural and other opportunities in the larger region through frequent, convenient and affordable public transportation.
- **Find ways to deliver public services and facilities at lower cost and higher quality.** Partnerships between city hall and community groups and the judicious use of the private sector in reengineering public facilities and services, particularly to those most disadvantaged, is essential to maintaining competitive cost structures with other communities while providing the often higher level services needed by many city residents and sectors.
- **Change the way that land is developed and redeveloped in our cities and towns.** We must capitalize on the enormous opportunities provided by the use of natural systems in urban areas and the reuse of existing facilities, vacant sites and brownfields, while recognizing the costs of restoring aging infrastructure. Legislative and administrative progress in reforming our

Hudson County Urban Complex Strategic Revitalization Plan

In January 1999, the State Planning Commission recognized Hudson County and its 12 municipalities as the first Urban Complex under the State Plan. The blueprint for the future growth of the complex took the form of a strategic revitalization plan prepared through a joint county-municipal multi-year planning process. The plan's 20-year vision foresees over $3.67 billion of capital improvements in the county ranging from transit systems to schools, over 23,000 new housing units, 17.4 million square feet of new industrial space, 63,000 new residents and 173,000 new jobs. This vision is supported by a detailed implementation agenda that provides specific direction in 23 areas including mass transit, technological infrastructure, port development, labor force and housing. A county Office of Strategic Revitalization has been established to carry out the plan.

brownfields cleanups, providing incentives for redevelopment, and creating opportunities for private entrepreneurs to invest in urban locations can and should lead to new industrial, commercial and office and institutional development at costs comparable to those on suburban or rural greenfields sites. In addition, the design of our facilities, our buildings, and our open spaces is a critical component in attracting people and jobs, keeping neighborhoods safe and secure and providing amenities. Residents and visitors to cities and towns should have the same right and opportunity to experience the riverfront and stream vistas, parks and open spaces, tree-lined streets and plazas, and the finest architecture and urban design available in both public and private settings.

- **Improve educational systems to produce a skilled and flexible work force.** One of the most important features of internationally competitive cities will be the ability to mobilize labor resources quickly and efficiently for new tasks as global business opportunities change. A creative and efficient educational system is essential to protect and develop the large and diverse labor force resources of New Jersey's urban areas.
- **Develop the entrepreneurial and technological capacity of small- and medium-sized businesses.** Small and medium-sized businesses are most likely to exhibit the characteristics of creativity, innovation, flexibility and adaptability needed to respond to rapid changes in products and markets. Public resources aimed at developing the entrepreneurial and technological capacities of small businesses are more productive than incentives designed to lure investment away from other locations.
- **Expand and modernize urban infrastructure.** The strategic location and existing infrastructure of New Jersey's urban areas must be protected and developed through expansion and modernization to facilitate businesses and investment dependent on regional, national and global interconnections. Technological and telecommunications infrastructure augments

STRATEGIC REVITALIZATION PLANS

The State Plan promotes revitalization planning efforts on three scales, each linked to Regional Strategic Plans and with each other, to most effectively identify and address issues involved in revitalizing the state's urban areas.

TYPE	SCALE
Urban Complex Strategic Revitalization Plans	Inter-municipal (Urban Center and surrounding municipalities)
Municipal Strategic Revitalization Plans	Municipal (municipalities experiencing distress)
Neighborhood Empowerment Plans	Neighborhood

traditional transportation and other physical infrastructure systems that provide an efficient setting for business operations.

- **Recognize and promote local resources and comparative advantage through civic leadership.** "To attract and sustain technology-based manufacturing and services that are internationally competitive, urban leaders must promote a common civic perspective…and a positive attitude about a city's or metropolitan area's comparative advantage."[1]
- **Integrate all residents into the urban economy.** An urban resurgence cannot be sustained on the basis of growing income inequality. "Business leaders and policymakers must embrace the view that inequality is bad for business and taking proactive steps to eliminate geographical and socioeconomic disparities in cities is a form of enlightened self-interest…Any city that fails to fully develop its human capital potential and to deal effectively with the problems of inner-city economic disparities will find itself falling further behind in the highly competitive global marketplace."[2]

Revitalizing the state's cities and towns cannot be a simple matter of restoring them to their former glory, but rather of transforming them. To be sustainable, a new vision of the economic, environmental and social role each community will play within a larger region should be developed and pursued collaboratively in the context of a Regional Strategic Plan. The State Plan advocates the creation and coordination of Endorsed Strategic Revitalization Plans for municipalities experiencing distress. Strategic Revitalization Plans include health, social services, education and public safety planning at regional (Urban Complex), municipal and neighborhood scales:

- Urban Complex Strategic Revitalization Plans identify and respond to the interrelationships that exist between an Urban Center and at least two other neighboring municipalities with regard to such conditions as social demographics, natural resources, commerce and employment, social services, cultural and recreational facilities, health services, education, wastewater treatment and water supply, public safety, transportation and housing. Urban Complex Strategic Revitalization Plans should promote regional efficiencies through interjurisdictional coordination and cooperation, and should target public investments within the urban complex to achieve the greatest impact on these conditions. These plans are prepared by the participating municipalities in collaboration with the host county or counties. To the extent that an Endorsed Urban Complex Strategic Revitalization Plan includes the elements of Municipal Strategic Revitalization Plans, it may substitute for individual revitalization plans for its constituent municipalities.

1 Dennis Rondinelli, James Johnson, Jr., and John Kasarda, 1998, "The Changing Forces of Urban Economic Development: Globalization and City Competitiveness in the 21st Century," *Cityscape* 3, 71–105.
2 *Ibid.*

- Municipal Strategic Revitalization Plans should outline a municipality's problems, capacities and potential opportunities for revitalization and define a specific action program. Strategic Revitalization Plans should be developed by municipalities experiencing distress and seeking to revitalize, and should receive assistance from state, regional and county agencies and school districts in mapping out their strategies and actions for transforming themselves into revitalized communities, and in establishing the vision and economic relationships defined in the Regional Strategic Plan, and provide guidance to community groups in preparing Neighborhood Empowerment Plans.
- Neighborhood Empowerment Plans are prepared by neighborhood councils (with assistance from the Department of Community Affairs, community development corporations, and other state agencies through the Urban Coordinating Council). Neighborhood Empowerment Plans are the place-based, neighborhood-by-neighborhood strategies for urban revitalization in New Jersey's cities advocated by the Urban Redevelopment Act and the State Plan. Like the Strategic Revitalization Plans, Neighborhood Empowerment Plans provide an assessment of the local community's strengths and weaknesses, outline the community's long- and short-term goals, describe how the community will both attain economic development and address quality of life issues, and focus on neighborhood restoration.

Related Plans

Other plans, programs and reports related to revitalization of cities and towns include:

- Federal Empowerment Zone/Enterprise Community plans/programs (various). This program targets federal resources to projects identified in a community-generated plan.
- Strategic Five-Year Unified State Plan for New Jersey's Workforce Investment System (July 1999 to June 2004). Updates the policies and recommendations of the State Employment and Training Commission.
- Urban Enterprise Zone Plans (various). State sales taxes are reduced and remaining revenues are reinvested for capital projects and programs associated with redevelopment in each enterprise zone designated by the state.
- New Jersey Economic Master Plan (New Jersey Economic Master Plan Commission, 1994). This plan identifies approaches to revitalizing the urban core, one of four key strategies to ensure the long-term prosperity of the state. These approaches include fostering local initiatives, promoting job training and providing financing mechanisms to spur new business development.
- Municipal Redevelopment Plans (various). These plans are authorized under the New Jersey Local Redevelopment and Housing Act (*N.J.S.A.* 40A:12A-1 et seq.) and may be incorporated into land use elements of municipal master plans pursuant to the Municipal Land Use Law (*N.J.S.A.* 40:55D-89(e)).
- Neighborhood Empowerment Plans (various). These neighborhood-generated plans receive coordinated state agency assistance in their development and implementation through the Urban Coordinating Council, which overlaps membership with the State Planning Commission.

Related Policies

Statewide Policies most closely related to revitalization are found under:

- Urban Revitalization
- Public Investment Priorities
- Comprehensive Planning

Goal #2: Conserve the State's Natural Resources and Systems

Strategy

Conserve the state's natural resources and systems as capital assets of the public by promoting ecologically sound development and redevelopment in the Metropolitan and Suburban Planning Areas, accommodating environmentally designed development and redevelopment in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the development and redevelopment of Centers and the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.

Vision of New Jersey in the Year 2020

In the Year 2020, years of environmental education and progressive initiatives have made New Jersey's communities and industries stewards of natural resources and systems, and New Jersey a national model of resource planning and protection. Communities understand the critical relationship between land use and natural systems, and utilize environmental resource inventories prepared by their environmental commissions when preparing and updating local plans and ordinances and when reviewing development proposals. Their goal is to ensure that new growth can be sustained by the natural and built infrastructure. Industries use resource conserving technologies in concert with county and state agencies who use advanced information systems to model natural system capacity for permit programs. The capacity of natural systems to clean the air, prevent erosion, and control nonpoint source pollution and flooding has been maximized, in part, by using natural systems for purifying and channeling stormwater.

Forests, free-flowing streams, rivers and wetlands are fully functioning parts of the natural flood control system in the state. The interdependent connections between land use, water

quality, water supply and flood control are now expressed in a regulatory climate that relies on integrated and collaborative watershed-level planning that links activities to the sustainable capacity of the natural systems. State and local agencies and the private sector coordinate plans for land use, flood control, water supply, water quality, stormwater and wastewater. The state's water supplies, headwaters of rivers, collecting areas for reservoirs, aquifer recharge areas and well fields, are protected through coordinated local plans and regulations. Urban Centers and developed areas have also begun incorporating natural systems into their infrastructure, such as their stormwater management plans.

Enabled by public and private acquisition through stable and permanent funding sources, efforts to maintain large contiguous tracts of upland forest, fresh and saltwater wetlands, grassland and farmland have resulted in a record number of preserved acres of habitat. Record sightings of migratory species, particularly songbirds, are reported each year. There are now more nesting pairs of bald eagles and ospreys around the state than in the past 150 years. Communities have come to regard local rivers and estuaries as amenities and have protected them as interconnected blue corridors for the benefit of residents and animal and plant species alike. Similarly, green corridors vein through urban areas and connect even our most dense development to supporting natural areas and to one another.

New Jersey's coastlines and coastal waters are protected from overuse, uncoordinated development and ocean discharges through a cooperative planning and permitting process among state, county and local communities. Barrier island communities have restored primary dunes with renewed respect for their storm protection capability and visual beauty. All citizens enjoy access to public beaches on the ocean, bay and lake shores. Across the state, the loss of identified critical areas, including critical slope areas, aquifer recharge areas and scenic vistas, has decreased dramatically, due to an increased awareness of the multiple economic and ecological roles these sites perform.

Background

Overview

One look at a map of New Jersey and it is obvious that we have an intricate relationship with the natural systems that shaped the state. Ocean, barrier islands, estuaries, rivers shaped the edges of

the land. The state's first cities—Newark, Paterson and Elizabeth, for example—were located to take advantage of water systems for power generation, transport and processing. The utilization of our many natural resources gave us our edge in transportation, agriculture and manufacturing. However, a lack of understanding, concern, education and information has led to inappropriate location of some development and to poor management practices. The results of this are degradation of water quality in our rivers, streams and harbors; increased air quality issues; loss of public access; loss of wetlands that nurture our fishing and shellfish industry; loss of habitat for many species; and a general diminishment of natural system integrity.

Global climate change is an issue that is now being carefully studied worldwide. Global warming could affect New Jersey in the future through wider swings in the drought/rainfall cycle and through changes in patterns of flooding along the coast and inland. Municipalities should start to assess their vulnerability to the potential impacts of climate change and develop action plans to respond to the possibility of more frequent and intense storm events.

Local Environmental Planning

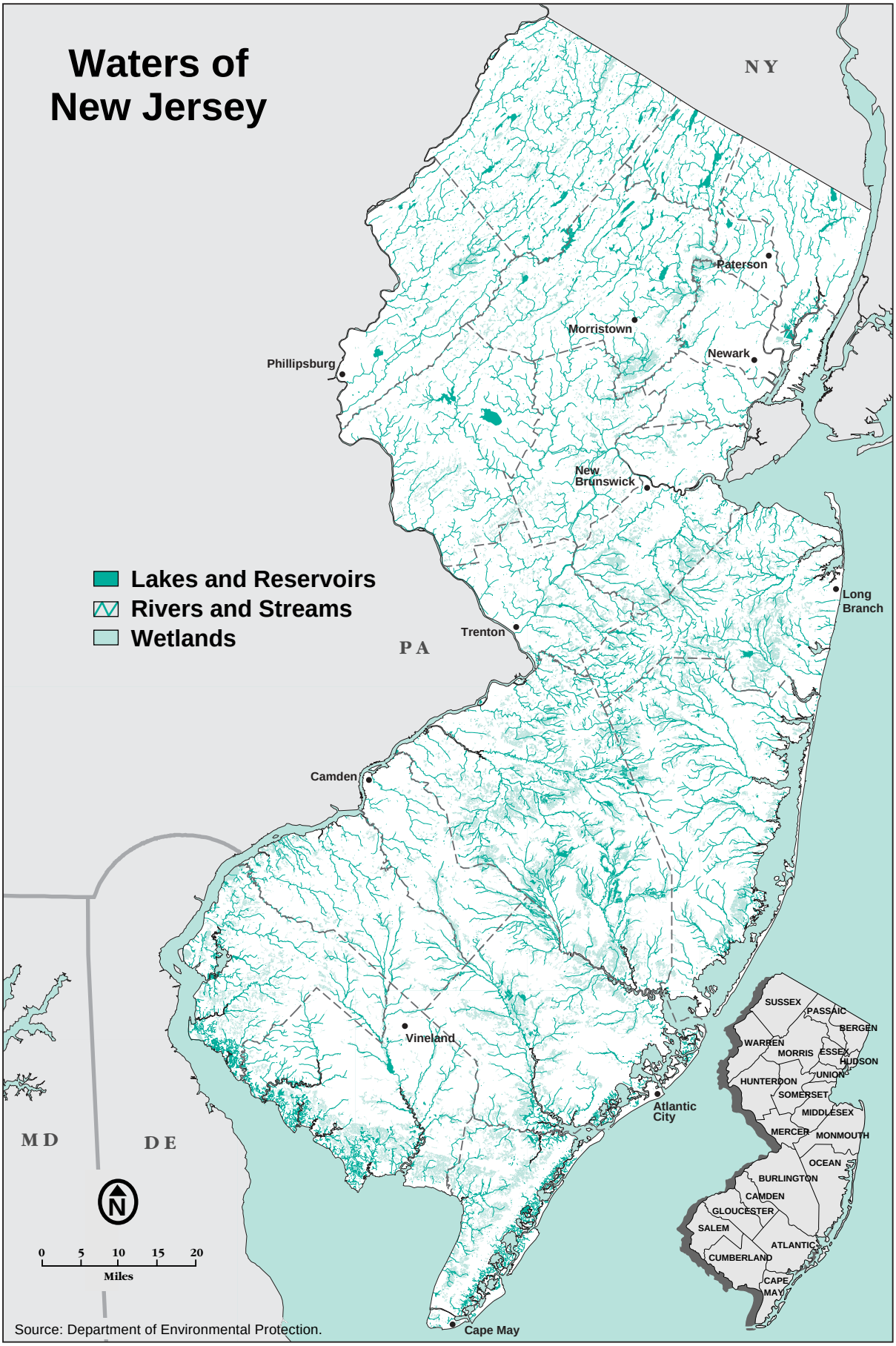
The value of the state's natural resources and systems as capital assets is often overlooked. In response to the increasing stress placed on New Jersey's resource base, the New Jersey Legislature adopted legislation in 1968 which allows the creation of environmental commissions as non-elective, advisory arms of local government (*N.J.S.A.* 40:56A). Environmental Commissions are authorized to index or inventory natural resources and open spaces and prepare plans for their protection and use. Environmental Resource Inventories (ERI), provides citizens, officials, and decisions-makers with comprehensive information about local conditions and natural resources. Comprehensive ERI's are a necessary, sound and defensible foundation for capacity analyses and planning decisions.

Comprehensive Environmental Resource Inventories are a necessary, sound and defensible foundation for capacity analyses and planning decisions.

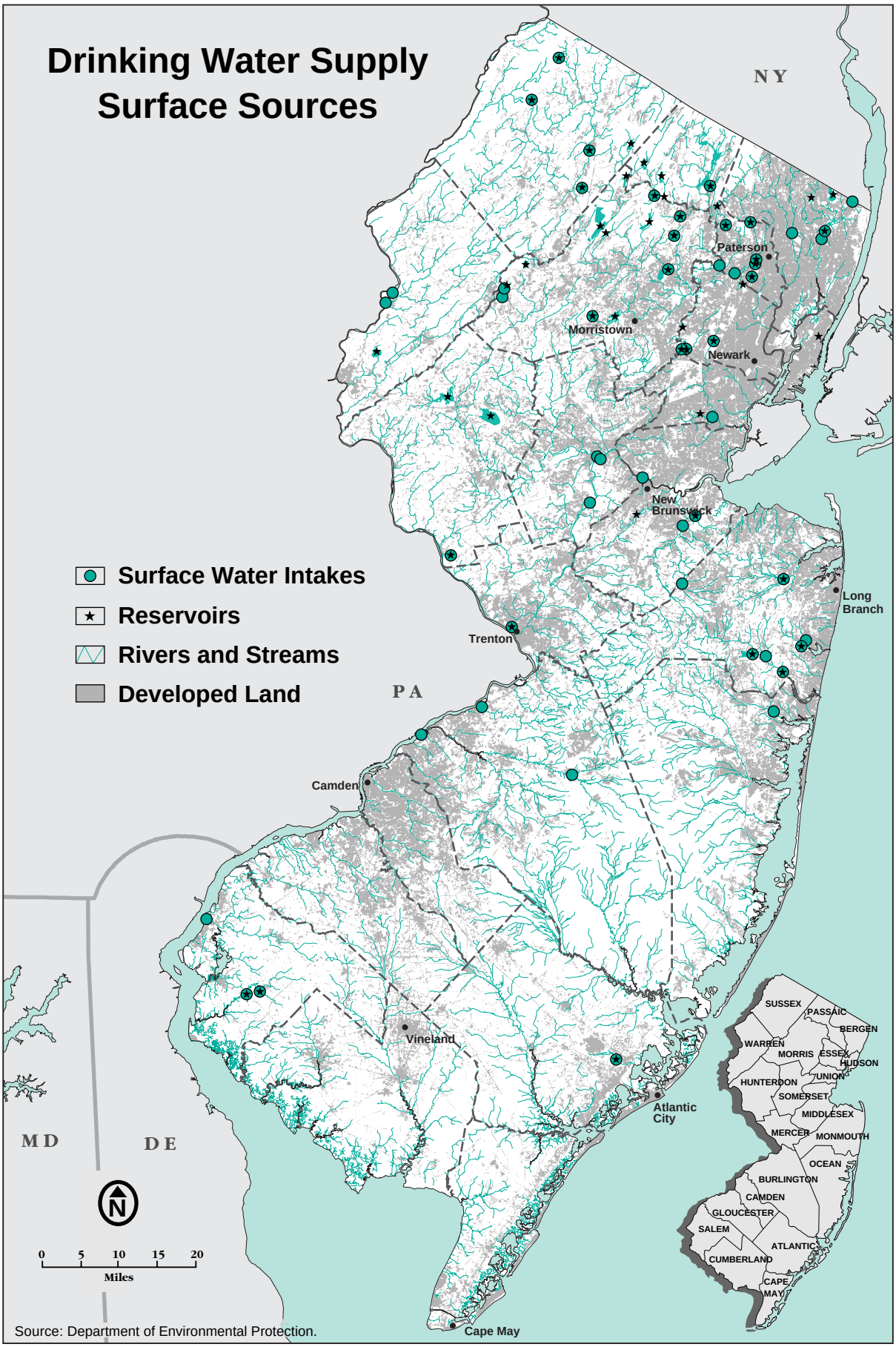
For instance, the ERI for a community which relies on a combination of surface and ground water supplies, should contain the location information on critical slopes and aquifer recharge areas, natural factors which affect sediment control, water quality and water supply. With this information, local officials can determine the capacity for recharge for local water supplies, project the amount of water use to be expected over time, and determine the natural system capacity for sustainability. Changes could be made to land use and development ordinances to minimize effects on water quality and promote sustainable resource use, using the ERI to justify and support the changes.

Water and Soil Resources

From the Appalachians in the northwest, remnants of some of the oldest mountains on earth, to the ever shifting shoreline of the Atlantic Ocean that defines its eastern edge, New Jersey's geology harbors, filters and conveys much of the 1.5 billion gallons of water used daily in homes, businesses, industries and farms. Of the 1.2 billion gallons of potable water supply used each day, half flows through streams, rivers and reservoirs that collect the rain that falls on the land of the contributing watershed. The quality of this water is related to the land use and development within the



Source: Department of Environmental Protection.


Drinking Water Supply
Surface Sources
NY
Paterson
Morristown
Newark
New Brunswick
Long Branch
Trenton
PA
Surface Water Intakes
Reservoirs
Rivers and Streams
Developed Land
Camden
Vineland
Atlantic City
Cape May
MD
DE
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
MERCER
MONMOUTH
OCEAN
BURLINGTON
CAMDEN
GLOUCESTER
SALEM
ATLANTIC
CUMBERLAND
CAPE MAY
N
0 5 10 15 20
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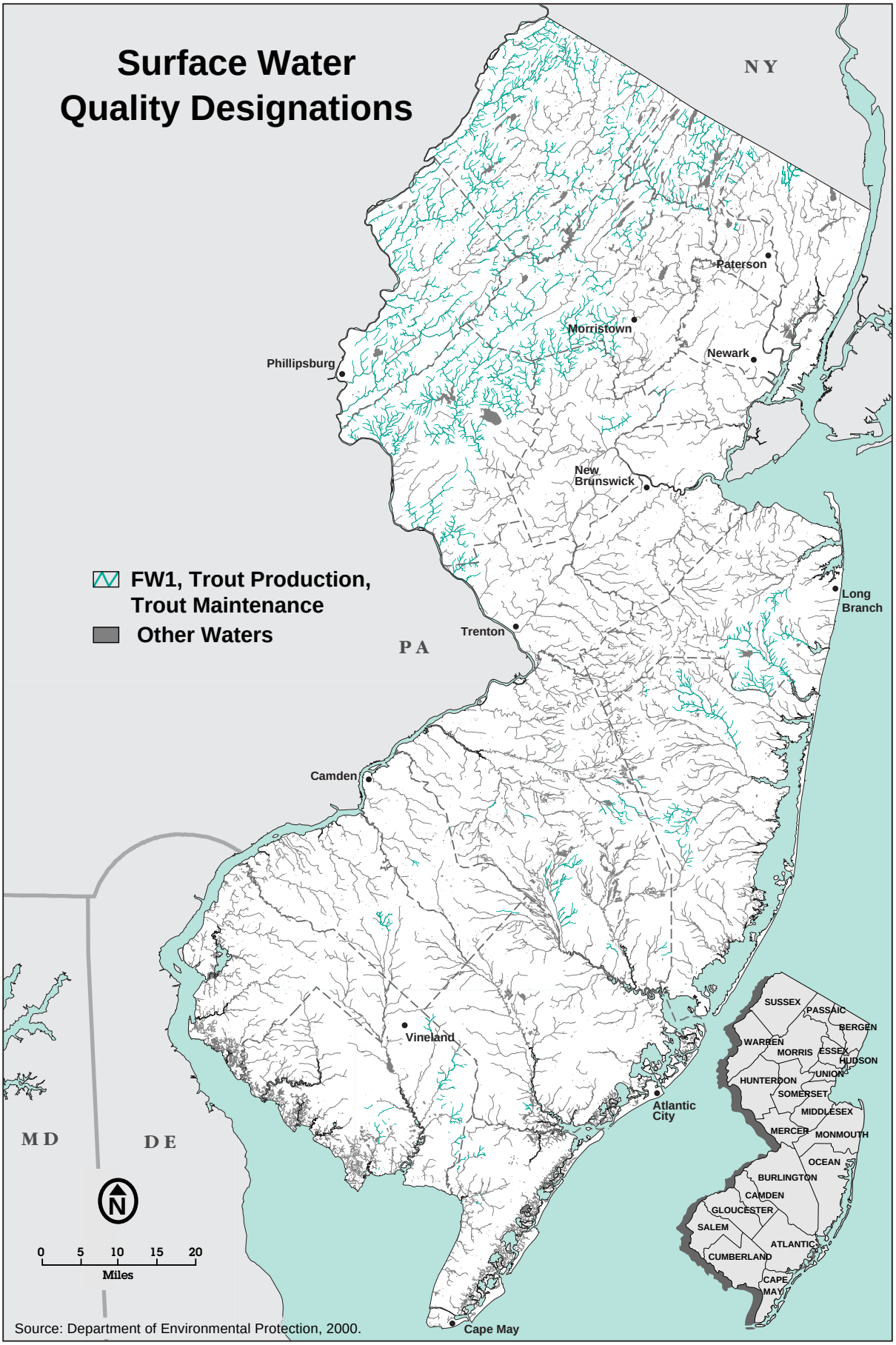
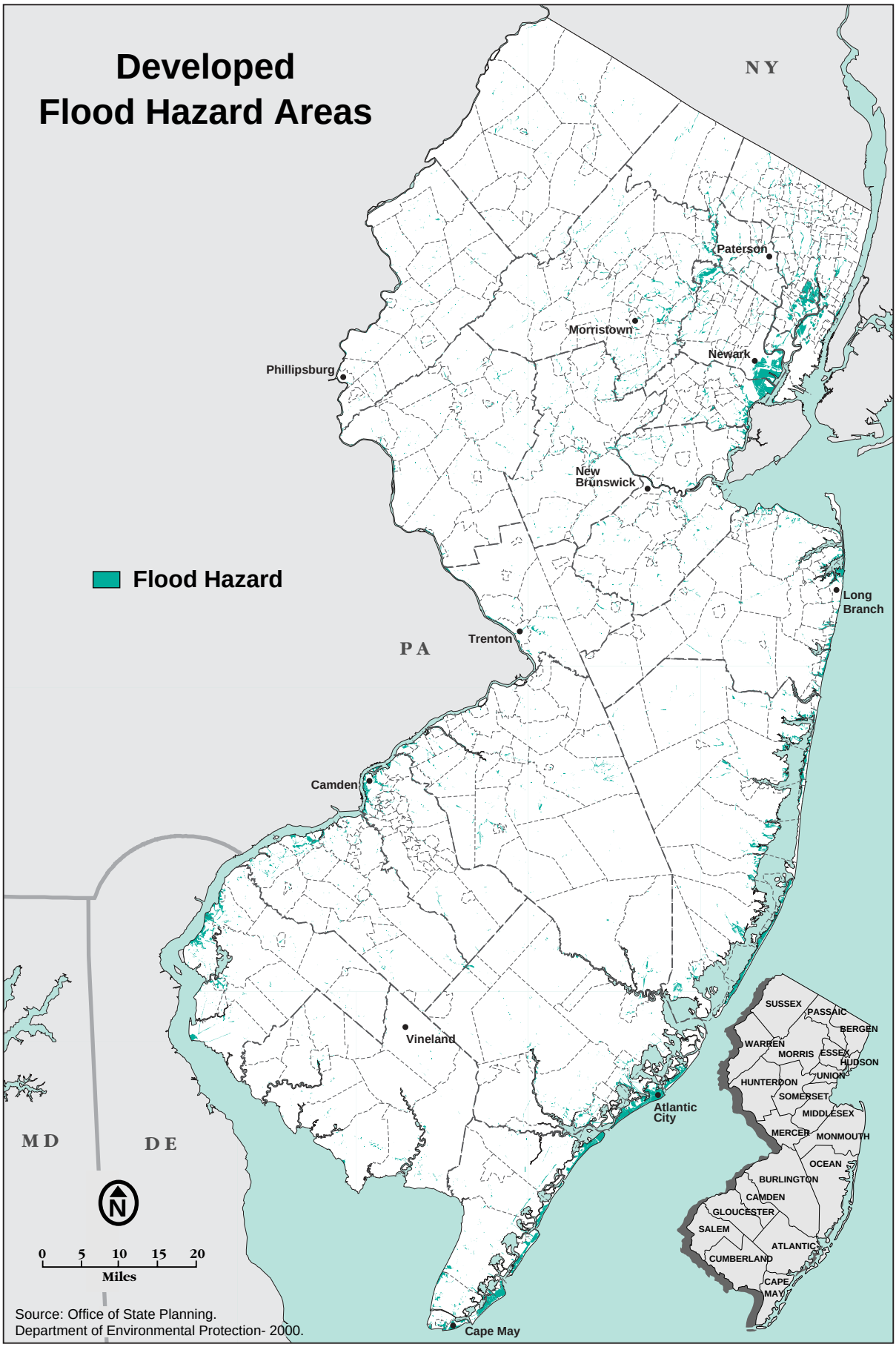
Source: Department of Environmental Protection.

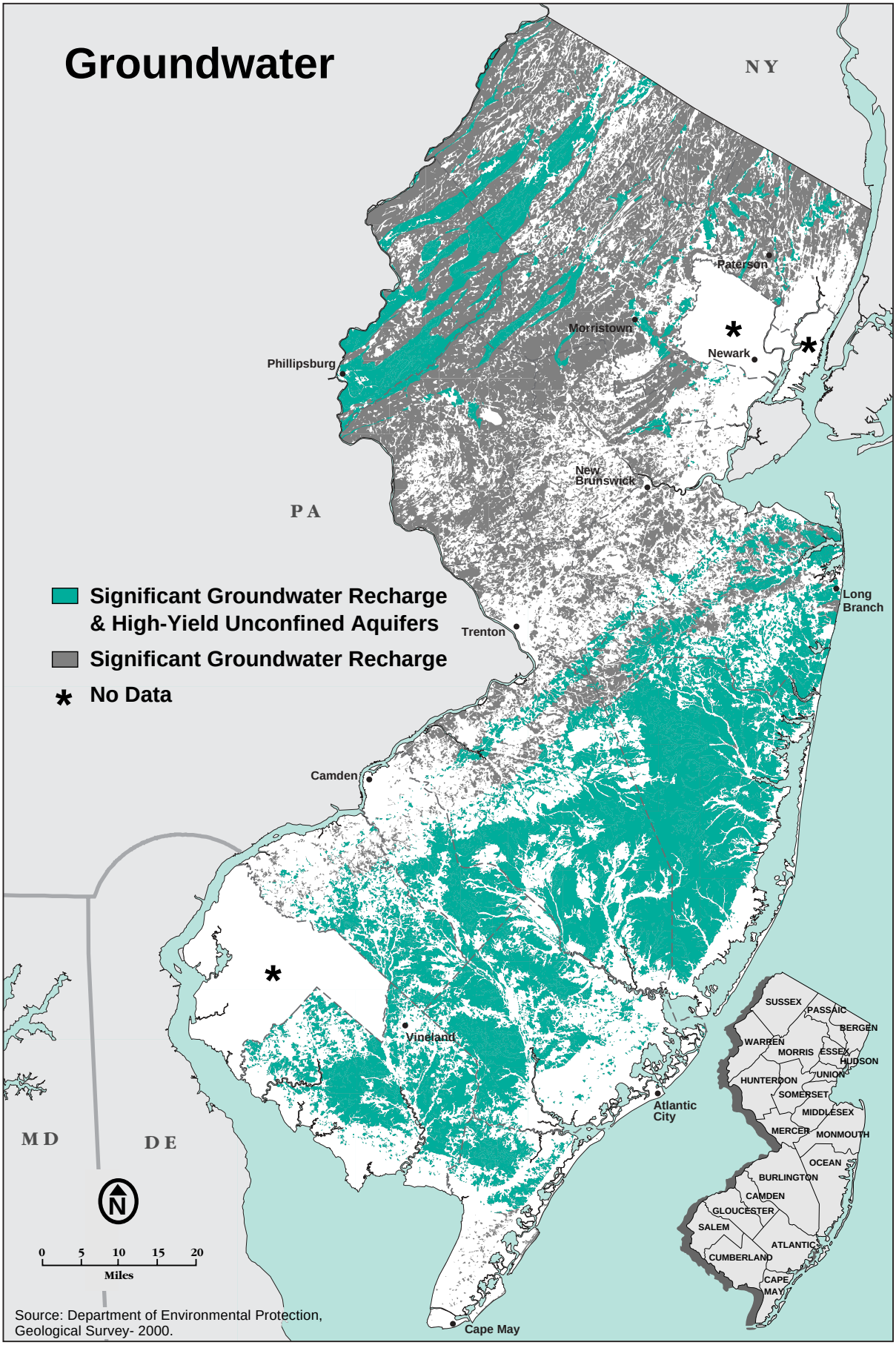


Source: Department of Environmental Protection, 2000.

Source: Department of Environmental Protection- 2000.



Source: Office of State Planning.
Department of Environmental Protection- 2000.



Source: Department of Environmental Protection, Geological Survey- 2000.

Case Study: Monmouth Environmental Council

- Established to address environmental issues by watershed and provide a forum for municipal interaction.
- Developed a comprehensive countywide map detailing drainage beds, watersheds, soil, geography, climate and vegetation for nine watersheds.
- Established nine Regional Environmental Councils.
- Created an environmental permit monitoring program to track the cumulative effects of permit activities throughout Monmouth County.
- Enabled county to analyze cumulative development impacts on natural resources on a regional basis.

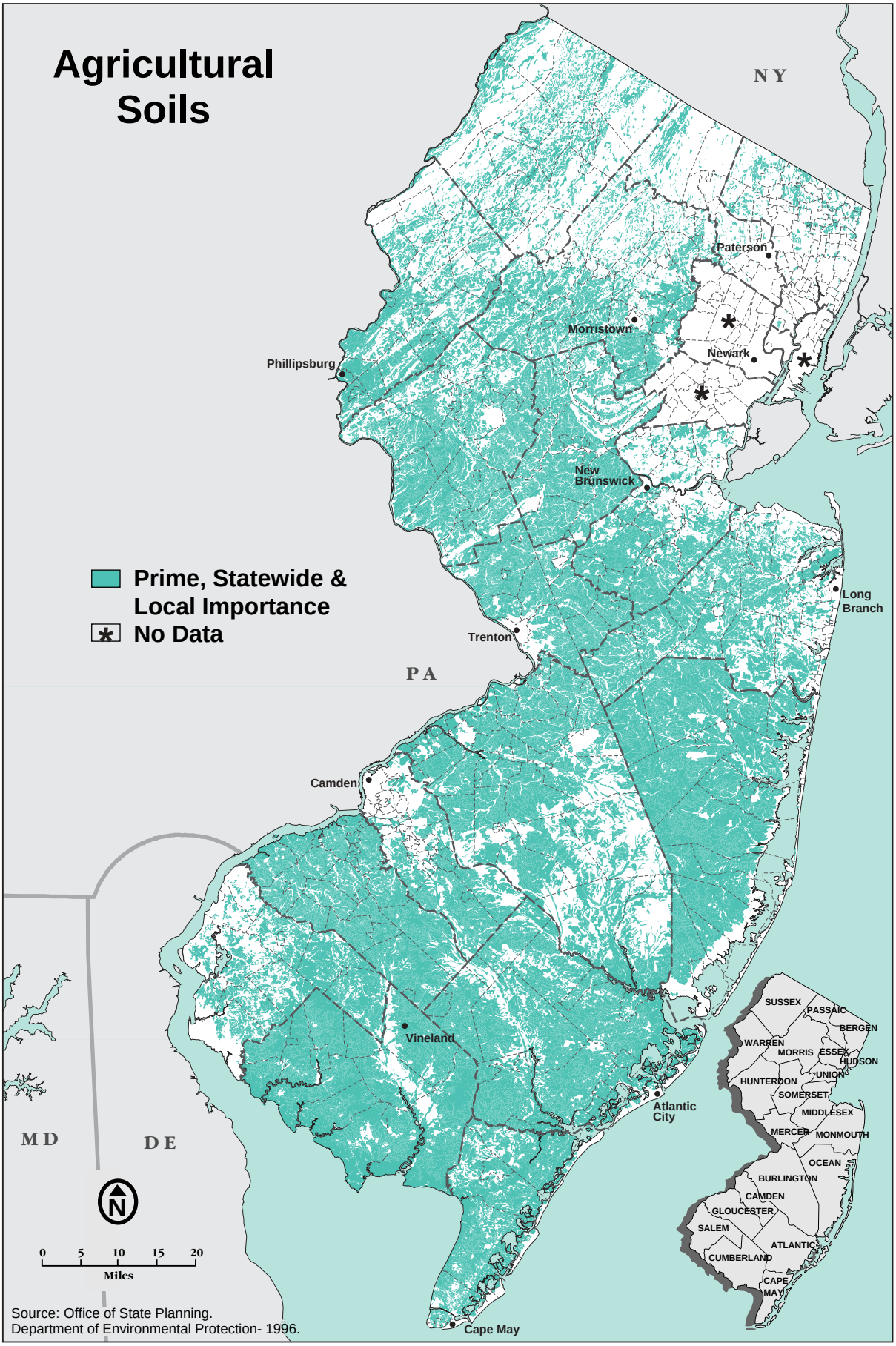
watershed. The other half of our potable supplies resides in unseen aquifer systems, below the surface of the watershed, but still vulnerable to inappropriate development and management practices that contribute pollutant or prohibit resource renewal by paving over recharge areas. However, unlike surface supplies, deep aquifer systems are also vulnerable to "mining" or overuse. When the use of a coastal aquifer exceeds the rate of recharge of new water to that system, the aquifer becomes susceptible to saltwater intrusion. When the water becomes too salty to drink, communities either abandon the wells for alternate supplies or invest in a highly specialized treatment system. Several of New Jersey's coastal municipalities have experienced the effects of saltwater intrusion.

The New Jersey Department of Environmental Protection is taking steps to shift many of its permitting and regulatory activities to a more integrated system based on watershed management. The state contains more than 100 individual stream systems that have been aggregated into 20 watersheds and grouped into five regions for permit and management plan development. Among the benefits of the watershed management approach will be more effective use of monitoring stations, improved coordination for permitting, and opportunities for regional-based planning for resource protection.

Soils are the foundation for the garden in the Garden State. Fertile soils grow the produce and cash crops that have made New Jersey famous and capture rainfall for slow release into streams, rivers and aquifers, replenishing potable supplies and diluting wastewater. Soils are also sinks for many contaminants. On critical slope areas, soils become highly erodable and, with improper development, can loosen and become a form of pollution itself—sedimentation that muddies trout streams and smothers shellfish beds. As we learn more, we understand that minimizing the disturbance of natural vegetation and underlying soils is a prudent practice for pollution prevention and natural system management.

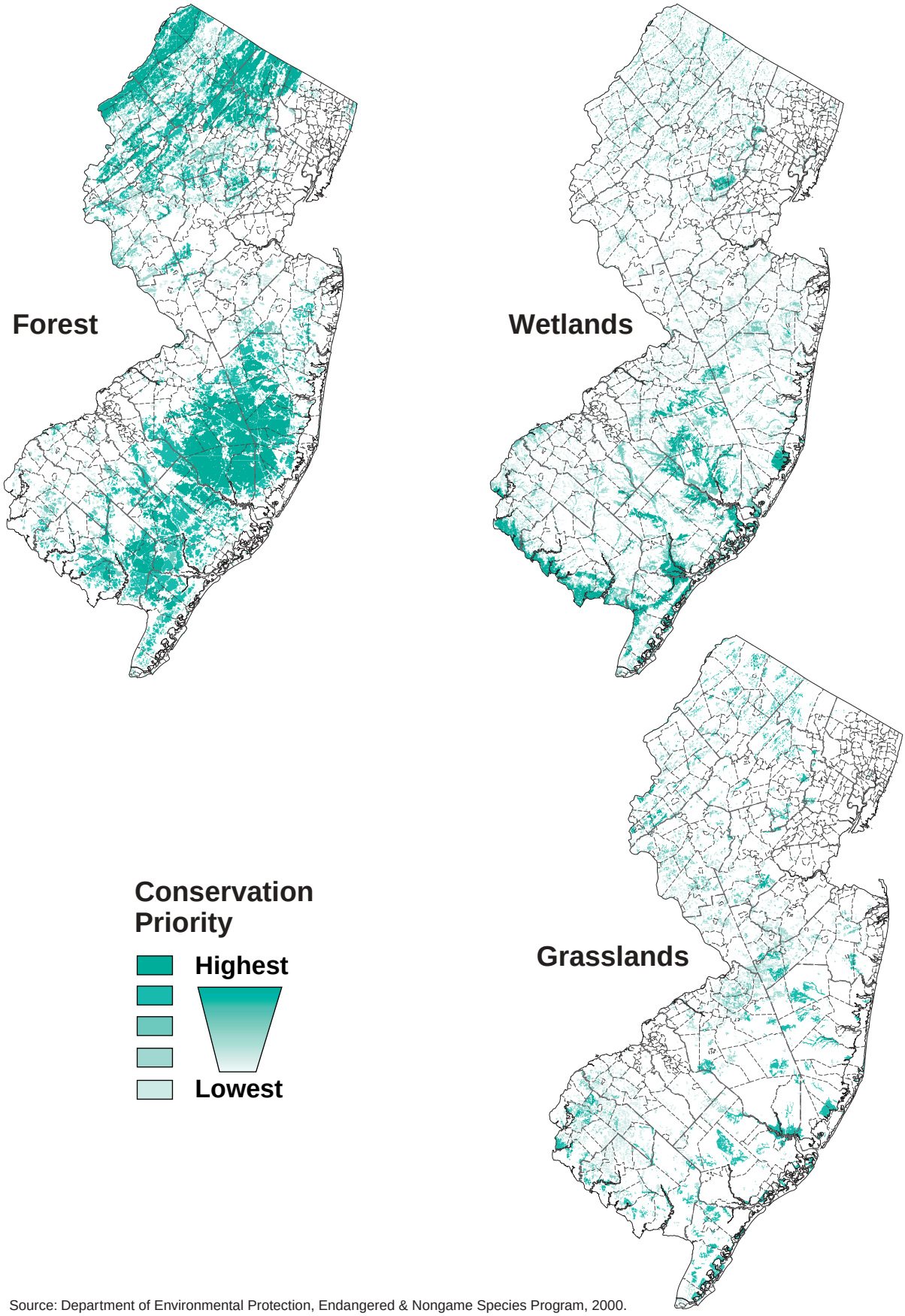
Plant and Animal Resources

Ecological integrity is a measure of the capacity of ecosystems to renew themselves. It is the degree to which all ecosystem elements—species habitats and natural processes—are intact and functioning well enough to ensure sustainability and long-term adaptation to changing environmental conditions and human uses. Loss of a species means a change to relationships within a system. It can also mean a loss of something with aesthetic and cultural values that are difficult to measure. Even though New Jersey is the most densely populated and one of the smallest states in



Source: Office of State Planning.
Department of Environmental Protection- 1996.

Habitats



Source: Department of Environmental Protection, Endangered & Nongame Species Program, 2000.

the nation, it is ecologically unique. Within its boundaries, very different southern and northern plant and animal communities overlap in exceptional diversity.

New Jersey has 2,215 known native plant species; 15 percent are currently endangered and 20 percent are categorized as species of conservation concern. The state is also home to 90 mammal species, 79 reptile and amphibian species, more than 400 fish species and approximately 325 species of birds. In addition, about 1.5 million shore birds and 80,000 raptors make migratory stopovers in New Jersey each year. Sixty-three of the approximately 900 known vertebrate animal species are classified as threatened or endangered. One of the principal reasons for this is the destruction of habitat. Most wildlife needs a significant contiguous area to survive and thrive. For instance, some bird species cannot sustain breeding populations in forests smaller than 250 acres. Even low-density suburban development tends to fragment open space. The Cape May Peninsula, an important stopover for migratory birds, has experienced an estimated 40 percent habitat loss in the past 20 years, even through a significant amount of open space is already protected. The cumulative impacts of development alter the ability of forest and wetland systems to filter air and water and to provide critical habitat. In addition, development often creates chronic disturbance and toxic contamination, both of which seriously threaten species breeding capability.

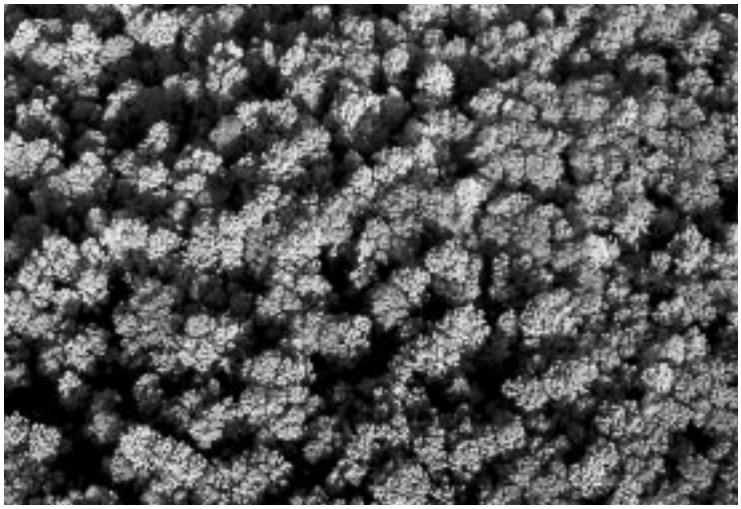
New Jersey directly protects rare species and manages for biodiversity 31,284 acres in 42 Natural Areas. Ranging in size from 11 to 3,800 acres, these sites contain some of the rarest ecological communities on the east coast, including pristine coastal sand dunes, lush Atlantic white cedar swamps, and protective flood plain forests. Many of the species in these reserves serve as indicators of the environmental health of the state.

New Jersey's efforts to preserve its large mammals and birds, including the black bear, bald eagle, peregrine falcons and osprey, have met with some success over the last 25 years. The number of

breeding pairs of bald eagles has continued to increase; the statewide total increased to 23 pairs by 2000. However, their recovery continues to be threatened: 14 of 23 nests are threatened by toxic contamination, habitat disturbance or chronic human disturbance. On the other hand, there is an increased need for effective management of plant and animal species, such as deer, and for broad public education campaigns on this issue.

More than 100 species of fish and shellfish are harvested commercially in New Jersey, for an annual dockside value of over $100 million. Populations of several species, such as striped bass, weakfish and summer flounder, are making significant recoveries. Other species, unfortunately, remain at low levels.

The state's 226,175 acres of State Forests and 192,299 acres in Fish and Wildlife Management Areas, plus State Parks, Natural Areas and Recreation Areas, as well as private forests, serve several important functions. Some of them form contiguous areas large enough to provide habitat for the state's native plants and animals. They also allow for the continued development of a biologically diverse environment which is vital to New Jersey's environmental health as a whole. Areas characterized by singular biological makeup are limited in the opportunities they offer to plant and animal species. But taken together, a bog, hardwood forest, grassland and wetlands provide a wealth of habitats for a wide variety of plants and animals, allowing them the space and opportunity to carve out special niches. All of these factors affect how natural systems operate and how we are impacted by them. This is why it is so important to preserve each of New Jersey's many different ecosystems, to ensure all of us a richer environment and more spectacular natural resources.



In aerial photographs, approximately half of New Jersey is covered by trees and much of that tree cover is in fully developed areas. Trees in urban areas are also vital parts of New Jersey's environmental capital, filtering particles out of the air, abating street-level turbulence, and reducing heat buildup in paved surfaces. In 1996, the Department of Environmental Protection (DEP) completed a three-year long assessment of street trees in New Jersey which found a dangerous lack of species diversity in street trees; a high rate of poor health; a low rate of maintenance; and no trees at all in many of the sites intended for street trees. This study is expected to become a useful tool in the future management of trees in the urban environment.

Related Plans

Other plans, programs and reports related to conservation of natural resources include:

- New Jersey Statewide Water Supply Plan (New Jersey Department of Environmental Protection, August 1996). Water for the 21st Century: A Vital Resource. This is a complete revision of the Water Supply Master Plan as adopted in 1982 in response to the Water Supply Management Act. It is a functional plan covering the state's water supply availability and demand as well as setting forth statewide water supply initiatives.

- New Jersey Statewide Flood Control Master Plan (New Jersey Department of Environmental Protection, 1985). Adopted per the Emergency Flood Control Bond Act of 1978, this plan compiles data on flood histories, flood control efforts and areas with flood potential.
- Rules on Coastal Zone Management (New Jersey Department of Environmental Protection, 2000). The Coastal Area Facility Review Act, as amended in 1993, is a comprehensive management strategy for use in reviewing and approving certain types of development activity in the coastal zone.
- New Jersey Statewide Water Quality Management Plan (New Jersey Department of Environmental Protection, 1985). The Statewide Water Quality Management Plan was adopted in 1985 in response to the federal Clean Water Act which requires states to prepare water quality plans for all surface waters and to have a "continuous planning process." The plan provides a standard for limiting the impacts of various projects and activities upon water quality.
- National Environmental Performance Partnership System (NEPPS) (New Jersey Department of Environmental Protection, 1995). NEPPS was established by the U.S. Environmental Protection Agency (USEPA) and the Environmental Council of States as a system providing states greater flexibility in addressing environmental problems and reducing federal oversight by setting a series of environmental goals and indicators. A formal agreement (known as the Performance Partnership Agreement) is developed between the states and USEPA outlining the activities that each will undertake to incorporate the results of the self-assessment and indicators into environmental management.
- New Jersey's Environment 1998 (New Jersey Department of Environmental Protection). This is the first year of an annual State of the Environment report from the New Jersey Department of Environmental Protection, presenting a host of environmental indicators assessing the quality of New Jersey's environment. Meant to serve as a base line for measuring progress, the report provides the foundation for improving our understanding of the goals and challenges facing our efforts to improve the state of New Jersey's environment. Along with the Strategic Plan and NEPPS, it is meant to encourage greater and more informed participation in environmental decision making. This document was used in the development of the Background text for several goals in the State Plan.
- County and Municipal Master Plans (in addition to the Land Use element)
  - Conservation Plan Element: An optional master plan element under the Municipal Land Use Law (*N.J.S.A.* 40:55D–28b(8)) for municipal master plans that provides "for the preservation, conservation and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species… and other resources, and which systematically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources."

Related Policies

Statewide Policies most closely related to the conservation of resources are found under:

- Energy Resources
- Agriculture
- Coastal Resources
- Water Resources
- Open Lands and Natural Systems
- Planning Regions Established by Statute
- Special Resource Areas

Goal #3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey

Strategy

Promote socially and ecologically beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents, particularly the poor and minorities, through partnerships and collaborative planning with the private sector. Capitalize on the state's strengths—its entrepreneurship, skilled labor, cultural diversity, diversified economy and environment, strategic location and logistical excellence—and make the state more competitive through infrastructure and public services cost savings and regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new, environmentally sustainable businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the food and agricultural industry throughout New Jersey through coordinated planning, regulations, investments and incentive programs—both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.

Vision of New Jersey in the Year 2020

In the Year 2020, New Jersey enjoys a strong and vigorous economy, achieving the highest per capita income in the United States, while at the same time reducing its cost of living. This new prosperity extends throughout the state, impacting residents regardless of whether they live in northern, southern or central New Jersey. Geographic location no longer serves as an economic indicator. Once distressed rural and urban communities experience improving income and employment opportunities. The disparity between these communities and traditionally wealthier suburbs is rapidly diminishing.

Regional cooperation, between cities and suburbs, counties and regions, in addition to New York, Pennsylvania and Delaware, provides enhanced market opportunities and improves our competitive status in the global marketplace. Purchasing power that was formerly expended out of state for food, entertainment, arts and culture, energy and retail goods, is now being exercised in New Jersey, increasing jobs and income for our residents.

The state has taken a strong leadership role in supporting sustainable economic development by promoting clean industries that produce environmentally beneficial goods and services and fostering a close and constant collaboration with the private and nonprofit sectors. Regulatory processes are transformed by cooperative efforts at goal setting and by maximum flexibility for attaining standards. The creative use of markets reduces public and private costs and helps achieve State Plan Goals. Pollution prevention strategies reduce the need for costly regulation and remediation activities, while encouraging investments in production processes which actually lower costs. New "green businesses" use raw materials from renewable sources, generate few emissions and produce a product or service that is either environmentally benign or mitigates an environmental problem. Conservation incentives and regulatory strategies to increase competition reduce energy costs while emissions trading, on land and air, reduces the cost of restoring and maintaining air and water quality. New

measures of economic performance and well being, taking into account quality of life, the depletion of natural resources and other factors formerly considered externalities, have been created and are used to guide decisions.

The New Jersey EcoComplex in Burlington County is the nation's first environmental experiment station for research, research demonstration, education and outreach.

Real estate costs are restrained or reduced by the provision of ample land zoned for moderate- and high-density development, through vigorous programs for the maintenance of the existing housing stock, and through the redevelopment of obsolete or underutilized facilities on sites with available infrastructure. Costs are also restrained by a planning and regulatory system which ensures that development occurs in cost-effective locations and that projects are built in reasonable periods of time.

State and local governments have also dramatically cut their own costs while increasing productivity. This has been achieved by sharing services and capital facilities, overhauling management practices, reinventing personnel policies, implementing conservation policies, and adopting new technologies, while still expanding services, such as timely and accurate information for existing and prospective businesses. Enlightened planning results in growth that is well managed and fiscally balanced.

State transportation policies have consistently taken a strategic approach to economic development. New Jersey has effectively become the logistics center for the northeast region, taking full advantage of its geographic location and continually expanding and improving the performance of its intermodal transportation system. Increasing volumes of both freight and passengers are moved by rail. The success of the Secaucus, Montclair and Midtown Direct connections spurred a new era of reinvestment in transit system upgrade and expansion, and the new and extended rail and bus lines continue to increase mobility to jobs and reduce pressure for investments in highway construction. At the same time, greater flexibility in local zoning allows home occupations to flourish.

Growth in the post-industrial, knowledge-based economy is spurred by a public education system that provides equal educational opportunities for all children. New Jersey understands that creative, productive individuals can only grow up in a society which emphasizes learning. Municipalities have joined with local

school districts to leverage the state's investment in school facilities to serve as a catalyst for community development, by creating schools that serve as community learning centers. Institutions of higher education and business organizations are partners in this effort to create networks of learning—interconnected situations, places and people. New educational facilities extend and enrich this network.

New Jersey's high technology industries and research institutions provide an increasing number of high-skill jobs. In partnerships with government and academic institutions, industry-driven technology parks and incubators continue to spur the revitalization of our cities. The innovations and inventions created in New Jersey in industries such as telecommunications, pharmaceuticals, biotechnology and others unknown just a few years ago are capitalized upon in New Jersey. Small and micro business thrives as financing, technical assistance and fiscal and regulatory policies support entrepreneurial efforts, particularly in cities and towns. The "Main Street" economy has been revitalized, with housing and offices increasingly occupying upper level spaces, due in part to vigorous efforts by Business Improvement Districts and other public/private ventures.

While traditional tourism-oriented regions, such as the Highlands and the shore, continue to attract visitors on a year-round basis, the revitalization of urban areas and rural centers, and the vigorous expansion of eco-tourism, agri-tourism, arts and cultural tourism, and heritage corridors provide additional tourism-related employment throughout the state. Economically viable and environmentally sustainable natural resource-based industries and activities, along with marinas and fisheries are also flourishing.

As a major industry that uses land not just as a platform for economic activities, but as a "raw material" for production, the food and agricultural industry has a special place in New Jersey's economy, and it has been enhanced and sustained. New Jersey agriculture has been known for its expertise in placing exports, as well as for its intensive, value-added and niche farming and marketing, which other agricultural areas have copied and followed. Young farmers enter the industry in greater numbers. The productivity of our farmland, good soil, ample rainfall, its

proximity to markets, the good linkages to the food processing and packaging industries, the technical support given by the state through regulatory reforms, tax policies and policies to encourage investments and protective ordinances adopted by rural communities offset the lower costs and larger land areas available to New Jersey's competitors throughout the country. Farmland loss has slowed dramatically, with development occurring in existing Centers and in carefully planned new Centers. Large contiguous areas of productive farmland have been preserved, ensuring the sufficient land base necessary for a viable industry.

The early transformation of New Jersey's agriculture to low-impact farming methods which minimize pesticide use and contribute to natural resource protection, the conversion to high-value and bio-based products, and the successful diversification of income sources offers a much studied and emulated model of 21st century agriculture. Additionally, the recognition of the important role which farms can play in the education of our children, the successful adaptation to the realities of global warming and climate change, and the seamless integration of farming into the surrounding communities are being emulated regionally and nationally. Public education efforts focusing on the benefits of farmland to communities, and the widespread adoption by municipalities of a variety of land use techniques for agricultural protection enhance agriculture's relationship with surrounding land uses. The small town and rural life-style associated with agricultural areas remains an attractive feature of New Jersey life.

People and businesses want to come to New Jersey, as our enviable quality of life, superior educational systems, record in the protection of open space in country and town alike, and cost-effective public services create the conditions that maintain and attract businesses and workers.

Background

New Jersey's economy provides over 3.6 million jobs. Business services and health services, each with over 322,000 jobs, are the largest employers in the state, according to the Bureau of Labor Statistics and New Jersey Department of Labor (NJDOL). The pharmaceutical industry, which leads the nation in employment and output, is another important

The Strategic Importance of New Jersey's Ports

As expansion of the global economy increases the importance of import and export activity, the ports of Newark and Elizabeth as well as the Delaware River ports will become critical to New Jersey's economic future. Businesses such as custom freight brokering, international banking, motor and rail freight, warehousing and distribution will benefit from this globalization.

The maritime industry alone is estimated to contribute more than $50 billion per year of the global economy into New Jersey's economy. Waterborne freight operates through 76 ports and terminals throughout the state. Handling 17.6 million tons of freight per year, the Port of Newark-Elizabeth is the third largest in the United States and the largest container port on the eastern seaboard, directly and indirectly employing approximately 166,000 people. The South Jersey Port Corporation in Camden captures about one third of the Philadelphia port traffic.

employer. Travel and tourism are also becoming increasingly tied to the existence and development of historical, environmental and cultural resources.

New Jersey's economy, like that in much of the Northeast, has been transitioning from manufacturing to services. The NJDOL reports that from 1980 to 2000, New Jersey gained 957,600 service-producing jobs while shedding 286,700 goods-producing jobs. Goods-producing industries' share of total non-farm employment dropped from 29 percent in 1980 to 16 percent in 2000, while the share of service-producing industries grew from 53 percent in 1980 to 68 percent in 2000. Although continuing to contract, manufacturing in New Jersey is now much more productive than elsewhere in the nation, with a gross state manufacturing product per worker in 2000 of $86,776, compared to $73,024 nationally. The state's manufacturing sector has successfully transitioned from a low-skill, low value-added, labor-intensive sector to a highly skilled, capital-intensive, high value-added one.

The Garden State has also become home to a wide variety of sustainable businesses. Born from the state's strict environmental laws, New Jersey sustainable business sector has developed new technologies and goods that have vastly reduced or eliminated many environmental impacts. The renewable energy, recycling, remanufacturing, organic or other low input farming, bio based products, remediation and nontoxic chemicals industries are becoming well established, encompassing, as of 1999, over 1,500 businesses.

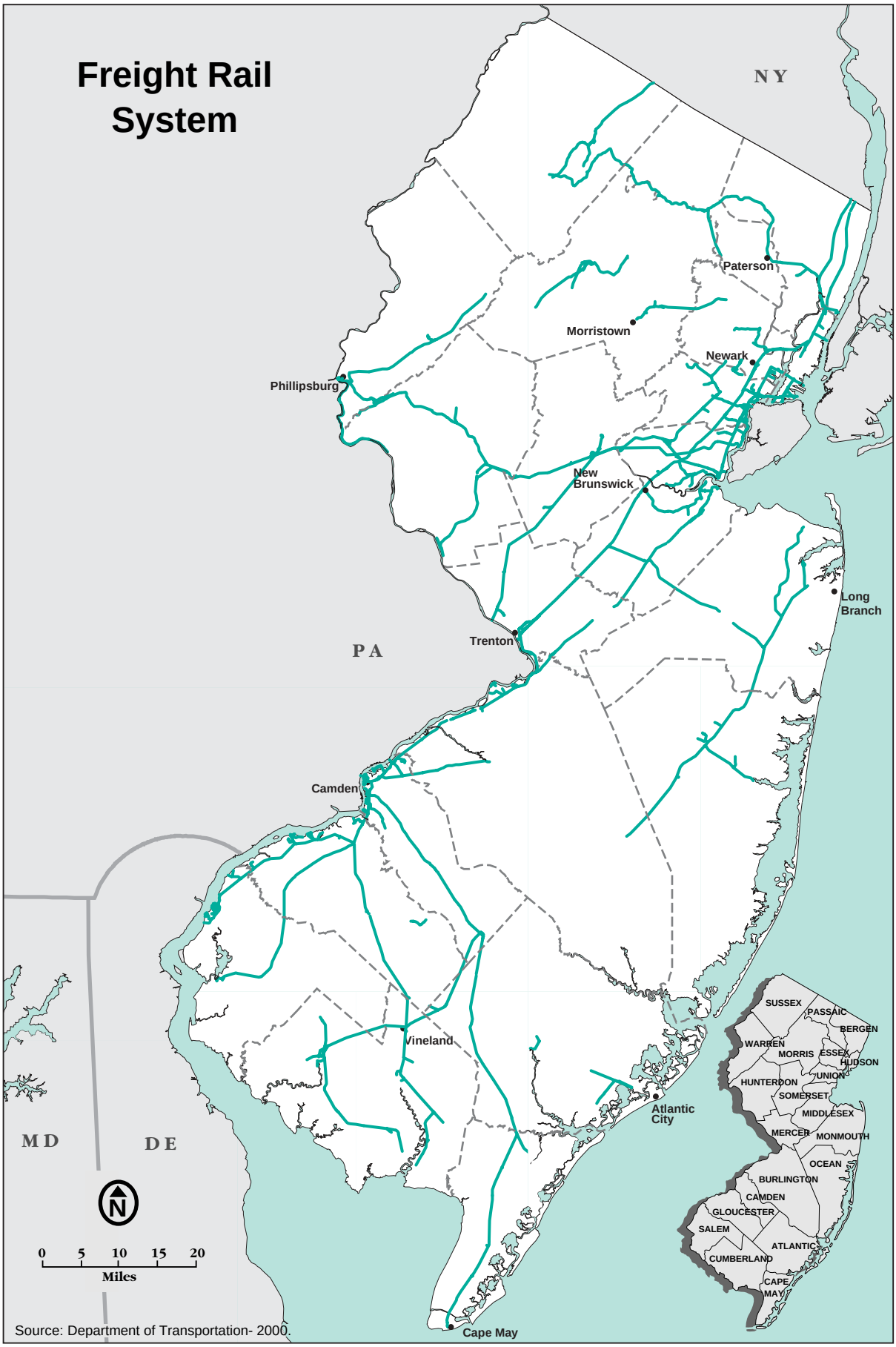
New Jersey is a high-cost/high income-state, particularly in the northern and central areas—it has one of the highest housing costs in the nation (43 percent above the national average), and the highest household income. From 1980 to 2000, New Jersey's per capita income grew from $11,778 to $27,311, maintaining its rank as second only to Connecticut. However, this robust growth in the statewide average masks significant income disparities, which are reflected in financial hardship for those state residents not sharing in this prosperity.

According to the 2000 Census, 8.2 percent of the state's population and 6.0 percent of families were below the federally defined poverty level, and over 430,000 households were considered "very low income" (earnings of 50 percent or less of median family income). As a result of income disparities and high housing costs, nearly one third of New Jersey households are cost-burdened, and/or live in overcrowded and substandard housing. High housing costs are considered a major constraint to attracting and retaining an educated, high-skilled labor force in New Jersey.

New Jersey's income disparities have a compelling geographic dimension. Economic restructuring has been characterized by a massive outward migration from cities and inner suburbs to newly developing suburban growth corridors, "edge cities" and rural areas. This outward growth has been haphazard and unbalanced, with municipalities competing for ratables without a strategic vision for sustainable growth and fiscal balance.

Another constraint to economic development in New Jersey is the often costly, time-consuming and complex regulatory process required to obtain approvals to build and operate new businesses. Employers seeking to locate new facilities are hindered by development policies which vary from town to town and often change over time. The sometimes arduous and costly process of identifying sites, negotiating the provision and financing of sewer or water facilities, and seeking single-function permits from municipal, county, regional and state agencies can screen out all but the most motivated developers and employers.

New Jersey's pivotal location and extensive transportation system provide essential support to the state's economy. Three major deep water ports, an expansive highway system, an aging but extensive rail system, and airports, heliports and other aeronautical facilities, allow the easy movement of people and goods not only within the state, but also to the outside world, enhancing our export opportunities. Opportunities for international trade are increasing dramatically, and


Freight Rail System
NY
PA
MD
DE
Paterson
Morristown
Newark
Phillipsburg
New Brunswick
Long Branch
Trenton
Camden
Vineland
Atlantic City
Cape May
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
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MONMOUTH
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BURLINGTON
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GLOUCESTER
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0 5 10 15 20
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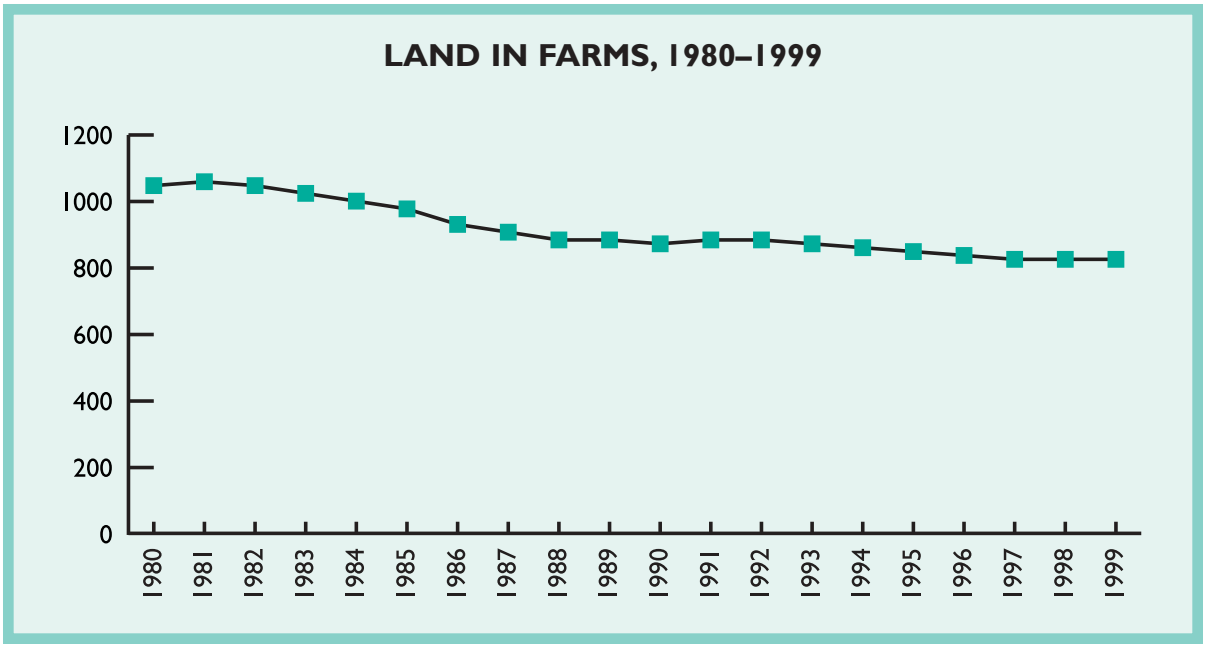
Source: Department of Transportation- 2000.

New Jersey's annual exports exceed $18 billion. The chemical/pharmaceutical industry is the leading exporter, followed by electronic equipment and industrial machinery. Further growth in exports will depend on our ability to maintain the accessibility of our sea and airports, as well as on the creation of new partnerships to provide technical support to small- and medium-sized businesses.

New Jersey is responding to its economic development challenges with a variety of initiatives, which invariably involve partnerships between the public and private sectors. The Commerce and Economic Growth Commission is the state agency with the primary mission of enhancing New Jersey's economic growth and renewal. The New Jersey Economic Development Authority provides a variety of loan and technical assistance programs for business. Prosperity New Jersey, a public/private partnership, was formed in 1995 to develop joint initiatives to strengthen New Jersey's economy. Improvements in the regulatory process have been spearheaded by state agencies, with coordination through the Secretary of State and the Commerce and Economic Growth Commission. Labor force training and recruitment is facilitated through promising partnerships between our colleges, secondary schools, and business organizations. The State Employment and Training Commission's "Workforce Readiness System" represents one such initiative.

New Jersey's pivotal location and extensive transportation system provide essential support to the state's economy. …Opportunities for international trade are increasing dramatically, and New Jersey's annual exports exceed $18 billion.

Other initiatives include regional public/private partnerships to support economic development, such as the Greater Newark Regional Partnership, the Southern New Jersey Development Council and the Monmouth/Ocean Development Council. Some counties and municipalities have economic development offices and/or coordinators. The Municipal Land Use Law authorizes local master plans to include economic development elements; however, a review by the Office of State Planning of master plans on record shows that less than 10 percent of municipalities have such elements, indicating the need for more effective education and training support.



Agriculture

New Jersey has 830,000 acres of farmland in production, according to the 1999 Annual Report of the New Jersey Department of Agriculture. A FARMS Commission report indicates that agriculture employs 20,000 workers and accounts for 16,000 other jobs. Production agriculture and associated support industries contribute over $1.2 billion a year to the economy. In 1998, New Jersey's 9,600 farms had $777 million in cash receipts. New Jersey exports $200 million in agricultural goods annually, and exports are increasingly important to our agricultural industry. Exports are mostly processed foods and kindred products, which link agriculture with New Jersey's extensive manufacturing sector.

While New Jersey's agricultural industry is quite diverse, in 1999 the state had only half the farmland (from 1.77 million acres in 1950 to 830,000 acres in 1998) and one third of the farmers that it had in 1950. While losses averaged around 40,000 acres a year through the 1950s and 1960s, farmland loss has slowed in recent decades. Since the late 1960s, farmland loss has averaged around 10,000 acres a year.

According to the New Jersey Department of Agriculture, New Jersey has the second most expensive farmland in the nation, but also the highest income per acre. High costs, conflicts with other land uses and the contraction of a rural network of services and institutions, has turned farming into a high-risk business in many parts of the state. Business volume has also declined. The constant encroachment of new residential and other land uses on farmland and the lack of protective measures in many communities create further uncertainty and risk. In addition, New Jersey's agriculture today must compete globally. Improved transportation has made our markets accessible to farmers beyond our borders. To both compete and take advantage of this world economy, New Jersey farmers need public policy support from state government. Such support would enhance agricultural access to foreign markets, modern technology, public facilities and services, education and skills training, and finance capital.

An effective agricultural strategy must create a climate that supports agriculture statewide, and plan for future economic growth and development in rural areas in ways that promote the

continuation of agricultural land use, without unduly undermining property values in those areas. Government can set the stage for meeting these challenges by developing and implementing policies that enhance the economic viability of farming.

In response, the state, some counties and several municipalities have led an aggressive campaign to preserve farmland. The purchase of development rights has many advantages, including retention of the land on tax roles, leaving management in private hands and lower cost than outright purchase. The adoption of farmland preservation programs beginning in 1983 and State Agricultural Development Committee expenditures have resulted in the permanent protection of 96,839 acres by January 1, 2001. The adoption of the governor's open space/farmland initiative by the voters in 1998 set a target of 500,000 acres of farmland to be permanently protected.

Recent grant, loan and marketing programs, the adoption of right-to-farm ordinances in many municipalities and the active participation of County Agricultural Development Boards, the Farm Bureau and the State Agricultural Development Committee have brought new energy to the task of creating and maintaining agriculture as a viable industry. Farmers' markets have been successful in opening new channels for marketing local products; while urban gardens have been successfully used as stabilizing elements in urban neighborhoods. On the other hand, existing tools for farmland protection, such as clustering, have been used effectively by only a few municipalities.

The State Plan provides a two-pronged approach to agriculture. First, Statewide Policies are designed to provide an effective agricultural strategy throughout the state. Second, the Planning Areas guide development toward Centers, protecting outlying agricultural areas from development pressures and from suburban residents' concerns about necessary farming operations that are perceived as nuisances. The State Plan supports future economic growth in rural areas in ways that promote the continuation of agricultural land use, without unduly undermining property values in those areas.

Related Plans

Other plans, programs and reports related to economic growth, development and renewal include:

- New Jersey Economic Master Plan, Short and Long Term Recommendations for Economic Improvement (New Jersey Economic Master Plan Commission, 1994). Strategic recommendations to enhance the state's economic growth and prosperity, both in the short term and the long term.
- Strategic Five-Year Unified State Plan for New Jersey's Workforce Investment System (July 1999 to June 2004). Updates the policies and recommendations of the State Employment and Training Commission.
- Into the 21st Century, Ensuring a Fertile Future for New Jersey Agriculture (FARMS [Future for Agriculture, Resources, Missions, Strategies] Commission, November 1994). A comprehensive, strategic plan addressing immediate and long-term challenges and opportunities.
- Aquaculture Plan (Department of Agriculture, 1995). Provides recommendations for the fish and seafood industry development within the state.
- County Economic Development Plans. A number of counties have economic development commissions or offices, and some have plans or programs.
- Municipal Master Plans (in addition to the Land Use Element):
  - Economic Plan Element: An optional master plan element under the Municipal Land Use Law (*N.J.S.A.* 40:55D–28b(9)) which considers "all aspects of economic development and sustained economic vitality, including (a) comparison of the types of employment expected to be

provided by the economic development to be promoted with characteristics of the labor pool resident in the municipality and nearby areas and (b) an analysis of the stability and diversity of the economic development to be promoted."

- Farmland Preservation Plan Element: An optional master plan element under the Municipal Land Use Law (*N.J.S.A.* 40:55D–28b(13)) which includes "an inventory of farm properties and a map illustrating significant areas of agricultural land, a statement showing that municipal ordinances support and promote agriculture as a business, and a plan for preserving…farmland."

Related Policies

Statewide Policies most closely related to economic growth are found under:

- Economic Development
- Urban Revitalization
- Agriculture

Goal #4: Protect the Environment, Prevent and Clean Up Pollution

Strategy

Develop standards of performance and create incentives to prevent and reduce pollution and toxic emissions at the source, in order to conserve resources and protect public health. Promote the development of businesses that provide goods and services that eliminate pollution and toxic emissions or reduce resource depletion. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another; from one geographic location to another; or from one generation to another. Promote ecologically designed development and redevelopment in the Metropolitan and Suburban Planning Areas and accommodate ecologically designed development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, to reduce automobile usage; land, water and energy consumption; and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle materials through demanufacturing and remanufacturing.

Vision of New Jersey in the Year 2020

In the Year 2020, decades of progressive environmental initiatives have made New Jersey a cleaner and healthier place to live and work. The economics and environmental advantages of sustainable development and pollution prevention have turned out to be productive common ground for business and environmentalists. Well-planned mixed-use communities have reduced land consumption, habitat loss, vehicle miles traveled, toxic emissions and demand for energy and other resources.

The quality of the air we breathe is better. Emissions of toxins, including heavy metals such as mercury, have been dramatically reduced. In 2005, the state met its commitment to reduce greenhouse gas emissions to 3.5 percent below those of 1990 and has achieved even greater reductions in the following 15 years. The incidence of respiratory conditions and other diseases caused by diesel particulates, aerosols and smog has declined dramatically. There are fewer carbon monoxide "hot spots" as a result of better land use planning, reliance on mass transit and new transportation technologies. Traffic congestion and ozone production has been reduced. In our cities, the planting of street trees and use of other heat-reducing materials on rooftops and street surfaces has proven successful in reducing the "heat island" effect, saving energy and improving comfort. Due to improved mass transit systems and advancements in engineering, automobile trips and mileage are down, reducing the overall consumption of fossil fuels. Vehicles, buildings and industrial processes are more energy-efficient, and alternative local energy sources are used in many areas. Energy consumption per capita has steadily declined as energy-efficient community design, construction techniques, appliances and weatherization of existing buildings have become commonplace.

The quality of the air we breathe is better. …In 2005, the state met its commitment to reduce greenhouse gas emissions to 3.5 percent below those of 1990 and has achieved even greater reductions in the following 15 years.

Vision of New Jersey in the Year 2020 (continued)

Improvements in air quality have reduced the deposition of pollutants to the state's waters and, consequently, the number of water bodies experiencing eutrophication. Watershed based planning, increased inter-municipal cooperation, and improved site disturbance measures have reduced nonpoint source pollution, especially sedimentation in streams, lakes and reservoirs, and improved the protection of well fields and aquifer recharge areas. The public is appreciative of the pollution threat posed by nonpoint source pollution—now known as "pointless pollution"—and has worked to modify behavior patterns of businesses and residents. For example, integrated pest management has become a general practice and the over-fertilization of lawns is now a rare occurrence. As a result, there has been a corresponding reduction in organic matter, heavy metals, nutrients and synthetic organics in stormwater runoff. Local efforts to minimize site disturbance and soil compaction have reduced runoff, preserved larger areas of vegetative cover, and enhanced aquifer recharge. Changes in landscaping practices also reflect an increased use of native species, in recognition of their lower maintenance needs and sustainability.

Changes in the regulatory system support and encourage wastewater treatment systems that are innovatively designed, adequately funded and properly operated to ensure high effluent quality and prevent degradation of the ground or surface waters to which they discharge. New, alternative wastewater technologies are being approved and used in smaller Centers to encourage and enable compact forms of development. Technological improvements and increased demand have resulted in lower costs for installation and operation of these systems. Septic management programs have been developed to assure that septic tanks are pumped out on a regular basis. The reduction in septic system failures and the increase in water quality in local streams and water bodies has been dramatic wherever such measures have been implemented. Today, the state's river miles support healthy, sustainable biological communities. The goal of "fishable and swimmable" state waters has been met.

Along New Jersey's coast, beach closings are a dim memory, and annual beach cleanups collect less trash each year. Spotting dolphins in back bays and tidal rivers, and migrating whales just off the beach, is no longer a novelty. Local governments have ensured infrastructure integrity and separated stormwater and wastewater systems, preventing untreated wastes from polluting the coast. Subsequently, more shellfish beds are open now than in the past 50 years. Baymen are comparing blueclaw crab catches with those of the early 20th century, and fisherman have no trouble catching their limit. This has also yielded economic benefits to marine-related industries from boat builders and commercial fishing to bait and tackle shops

Herons and swans are now nesting in the lower reaches of the Hackensack and Passaic rivers, where before they were only visitors on their way to more hospitable nesting sites.

Vision of New Jersey in the Year 2020 (continued)

Statewide, the loss of identified critical resources, including critical slope areas and wetlands, has slowed dramatically since their contribution to scenic character, water quality, erosion control and species habitat has become widely appreciated. Cleanup and restoration of previously degraded wetland systems as part of a variety of incentive programs, including brownfields, has been very successful in restoring natural functions and ecosystem integrity.

The recycling effort that began in the 1970s eventually led to wider application of the principle to "reduce, reuse and recycle." Industries, businesses and residents have modified their processes and behavior to conserve and reduce their use of water, energy and other resources.

Source reduction has become the byword in New Jersey's business community as well as at the checkout counter. The state's recycling goal was surpassed some years ago as New Jersey's chemical industry pioneered innovative solutions to plastics recycling, and manufacturers reduced packaging materials or redesigned their products for reuse and recyclability. Responding to public interest, government agencies reinforced this effort by requiring reduced packaging, recycled materials and source reduction as conditions of all governmental contracts. There are now several regional facilities that remanufacture recycled materials and dispose of the residue from recycling. Spin-off companies have developed around reprocessing plastics for insulation, and for the construction and textile industries. The idea of sustainability is becoming the reality of economic progress. Paper and metal recycling remain high as the recycling loop continues to close with increased use of recycled materials in manufacturing processes. Industrial demand for waste stream separation has made the isolation of composting material more cost-effective and much of our household waste now naturally fertilizes gardens and community landscaping, helping to keep unwanted synthetic organic compounds out of our waterways. The need for toxic and hazardous waste disposal has declined, due in part to the chemical industry's efforts to reduce toxic components in products, along with improved recovery and recycling techniques.

But the legacy of past methods of waste disposal still requires significant resources to protect public health and restore degraded landscapes. Old landfills are still being closed out and tested to see if they are safe for new uses. New Jersey leads the nation in the cleanup and reuse of former brownfields and Superfund sites. In addition to legislation limiting liability following state-approved site remediation, technological improvements in site cleanup and the integration of cleanup activities with area-wide planning for redevelopment have greatly aided the return of land with existing infrastructure to viable commercial and industrial uses.

Background

Air Quality and Energy

Over the past 30 years, as sources of air pollution have been identified and solutions implemented, air quality in New Jersey has improved. However, widespread exposure to high ozone levels in the summer and toxic air pollutants in localized areas are still serious concerns because of their potential effects on human health. Children, the aged, and health-compromised individuals are especially susceptible to the effects of air pollution. Because air pollution can damage the

respiratory system and other organs, air quality health standards have been set nationally for six of the most common pollutants: ground-level ozone, particulates, carbon monoxide, sulfur dioxide, nitrogen dioxide and lead.

New Jersey is part of four major airsheds, each of which is associated with a metropolitan area (New York, Philadelphia, Atlantic City and Allentown-Bethlehem). Within each airshed, air quality is affected by both local emissions and by pollution that is transported into the area by the prevailing winds. Within New Jersey, there are many pollution sources which can generally be categorized as mobile sources (vehicles), stationary sources (factories, power plants, etc.), and area sources (such as consumer products, gasoline stations, and home heating systems). In addition to affecting air quality and human respiratory health, the contaminants emitted by these sources can harm water quality and ecosystem health.

Climate Change

New Jersey's role in contributing to global climate change is being examined in the state's first ever inventory of greenhouse gas emissions. Of these emissions, about 87 percent are from fossil fuel burning, with more than half generated by transportation, and nearly 9 percent came from methane mostly emitted by landfills. New Jersey is heavily dependent on fossil-fuel derived energy, an expensive fuel source whose availability is vulnerable to conditions in oil-producing nations. For these reasons, we need to promote every possible means to conserve energy by using energy-efficient technologies, renewable energy resources, and passive solar energy including the use of trees and other landscaping for shade.

Overall, air quality in New Jersey has been improving as a result of new, low emission advanced technology vehicles, reformulated fuels, higher car emission standards, more efficient manufacturing processes and cleaner industrial emissions. Ongoing vigilance, supported by the national Clean Air Act and its amendments and many state regulations, is responsible for much of the improvement. Transportation accounts for nearly a third of all energy consumed in New Jersey and all of that energy is derived from fossil fuels. Residential and commercial buildings account for over 40 percent of all energy consumed in New Jersey and an estimated 75 percent of that is from fossil fuels. The use of fossil fuels for energy is a key part of what makes the land use—transportation—air quality connection so explicit and so important in New Jersey. And although New Jersey residents use less energy per capita than residents of other northeastern states, the opportunities for energy conservation (and reduced use of imported fossil fuels as a result) are still substantial.

The role of trees in all areas of the state in managing air quality cannot be under-estimated. Locally, small forest plots and rows of street trees have important functions—intercepting rainfall, sweeping

dust and other particulates from the air, sequestering carbon from the atmosphere and mitigating "heat island" effects by shading hard pavements.

Water and Soil Resources

Approximately one half of New Jersey's population drinks water from streams, rivers and reservoirs and the rest rely on water from wells and ground water sources. Since 1972, in excess of $5 billion has been spent to improve sewage treatment, and additional funds have been spent on advanced pretreatment of industrial waste flows to ensure that point discharges to stream and rivers, and ground water, meet appropriate standards. The quality of New Jersey's drinking water has improved substantially as a result. In 1995, 97 percent of all the community water systems met all of the microbial standards and 89 percent met all of the chemical standards. Since 1985 when New Jersey began a volatile organic chemical (VOC) monitoring program, the number of community water systems with no detection of VOCs above the respective standards has increased from 80 percent to about 93 percent. Such tests measure over 25 percent of the contaminants that are currently regulated in New Jersey's drinking water, including five that are not regulated nationally, and 12 that are regulated at levels more stringent than national standards. Ground water quality across the state is generally very good. However, at some locations ground water is contaminated by nonpoint sources—including, but not limited to, excess fertilizers and pesticides, poorly functioning septic systems and animal wastes—and by naturally occurring contaminants such as radon and radium. Elevated levels of mercury have been found in numerous private drinking water wells and saltwater threatens some freshwater wells.

Nonpoint source pollution, including atmospheric deposition to water and soil, is currently recognized as being a very large contributor to water quality problems.

Land use, the way land is developed and managed, is the most potent tool in addressing this issue. For example, much of the water-borne nonpoint source pollution reaching New Jersey's streams is sediment which eventually reaches the state's major rivers and ports and accelerates the

Watershed-based Planning

New Jersey has over 100 small watersheds which have been grouped into 20 management areas. The Department of Environmental Protection has initiated a watershed planning process in each of these management areas to encourage and guide public advisory groups through a watershed management process. The objective of the program is to characterize each area and develop appropriate management plans for land use and water quality protection based on local conditions and local participation. The goal is to achieve clean and plentiful, fishable and swimmable water across the state.

need to dredge. Thus, land development practices that permit removal of natural stream buffers and building in flood plains, exacerbate the siltation of rivers, ports and harbors, and ultimately impact the economy of the state. Atmospheric deposition from vehicles is directly related to vehicle miles traveled (VMT), which is a function of the amount of driving required for work trips and goods delivery. Advanced technology vehicles which do not use fossil fuel as an energy source and shorter travel distances and more alternatives to single-rider vehicular transportation can reduce air pollution. Travel distances can be reduced by optimal siting of larger residential, commercial and industrial developments and by compact development forms.

Stormwater management plans and local ordinances for landscaping and pet waste reduction can minimize the amount of pollutants that storm events carry to receiving waters.

In addition to land development practices, management practices can also have a positive effect on reducing nonpoint pollution. Stormwater management plans and local ordinances for landscaping and pet waste reduction, for example, can minimize the amount of pollutants that storm events carry to receiving waters. Similarly, efforts to promote proper maintenance of private septic systems can greatly reduce threats of bacterial contamination to wells and streams.

Waste Management, Recycling and Brownfields

The location and off-site impacts of waste management activities intersect with State Plan concerns for urban revitalization, beneficial economic growth, truck traffic and congestion, air quality and water quality.

In 1976, the Legislature placed primary responsibility for planning and implementing solid waste programs with each of the 21 counties. The designation of counties as planning units, or "wastesheds" enabled regional planning to take place. The state, in turn, adopted "waste flow" regulations which directed each municipality to a specific disposal facility. These regulations served as the "glue" which held the county plans together and enabled counties to move away from reliance on open dumps and to finance the construction of modern landfills and energy recovery incinerators based on a guaranteed flow of solid waste. Ultimately, our counties constructed 30 new, long-term solid waste facilities consisting of 13 modern landfills, 5 energy recovery facilities, and 12 transfer stations.

In 1994, the U. S. Supreme Court ruled that a local flow control ordinance in New York was unconstitutional. New Jersey's own waste flow case, *Atlantic Coast Demolition and Recycling*, was heard in federal court. Ultimately, the court found state waste flow laws unconstitutional insofar as they discriminate against out-of-state solid waste facilities. Administrative or legislative action is needed to deal with the future of solid waste planning in New Jersey as a result of the ruling.

New Jersey continues to be a national leader in recycling. As of the end of 1995, New Jersey had met its target of recycling 60 percent of the total municipal solid waste stream but reduced to 55 percent by 1999. Some 13,500 private sector jobs and $1.3 billion in value added to New Jersey's economy are directly attributable to recycling. However, the key to long-term solid waste management is reducing the household and commercial waste stream. Composting, on both a community and household basis, is being used in several communities in the state to reduce the need for landfills or incineration.

There were over 13,500 sites on the New Jersey Department of Environmental Protection's list of Known Contaminated Sites by March 2001. Many more sites remain underutilized because of

perceived contamination. Without minimizing the importance of removing risks to the public's health, we should also note that perceptions play a big part in how contaminated sites, ranging from a leaking household heating oil tank to a 150-year-old industrial site, are treated. A concerted effort is under way to sort out which sites pose a serious and immediate threat to public health and which can be remediated quickly and without extensive further investigation. Further, we should look at community and neighborhood risks and opportunities.

The former site of the Ward Baking Company has been converted into an apartment complex that offers afforable and spacious housing units. This brownfield site on the East Orange-Newark border had remained idle for 13 years before its rehabilitation gave it new life and a place back on the local tax rolls.

Brownfields constitute a distinct group of sites which are, or are perceived to be, contaminated. They are industrial or commercial sites, most of them in cities or older suburban or rural municipalities. Most were served by a full complement of infrastructure systems at one time, although some of those systems may no longer be in operation. Because brownfields sites are either vacant or underutilized, their full economic potential is not being realized. The New Jersey Brownfields Redevelopment Task Force, an 11-member commission staffed by the Office of State Planning, is leading concerted efforts currently under way to capitalize on this potential.

Related Plans

Other plans, programs and reports related to protecting the environment and preventing and cleaning up pollution include:

- New Jersey Energy Master Plan (New Jersey Board of Public Utilities, 1995). Pursuant to *N.J.S.A.* 52:27F-14, the Energy Master Plan Committee is responsible for the preparation, adoption and revision of the master plans for the production, distribution and conservation of energy in New Jersey.
- State Implementation Plan (SIP) for the Attainment and Maintenance of National Ambient Air Quality Standards (Submitted annually by the New Jersey Department of Environmental Protection pursuant to the federal Clean Air Act Amendments of 1990). Non-attainment states, such as New Jersey, are required to obtain approval from the U.S. Environmental Protection Agency for a plan addressing a schedule of actions the state will take to become compliant with the standards for ozone, carbon monoxide and particulate matter. The Department of Transportation shares responsibility for the SIP by developing transportation control measures as part of the submission.

- New Jersey Statewide Water Quality Management Plan (New Jersey Department of Environmental Protection, 1985). The Statewide Water Quality Management Plan was adopted in 1985 in response to the federal Clean Water Act which requires states to prepare water quality plans for all surface waters and to have a "continuous planning process." The plan provides a standard for limiting the impacts of various projects and activities upon water quality.
- District Solid Waste Management Plans (various). Pursuant to *N.J.S.A.* 13:1E-21 each county and the Hackensack Meadowlands Development Commission (HMDC) are required to develop and maintain a plan for the inventory of sources of waste, projections of waste for a period of 10 years, an inventory of disposal facilities, an analysis of collection and routing systems, identification of an implementation agent within the district, a statement of the solid waste strategy to be utilized within the district to manage solid waste generated in said district and a site plan including all existing and projected disposal sites within the district (county or HMDC).
- Source Water Assessment Program Plan (New Jersey Department of Environmental Protection, 1999). This plan for assessing the susceptibility of source water intakes to impairment was submitted to the U.S. Environmental Protection Agency in 1999 as the first step towards developing a protection plan. The assessment will provide information on the potential hazards and dangers to the existing water supply structure so that county and municipal governments and water suppliers, working together in a watershed management framework, can implement appropriate land use and management practices for source water protection.
- County and Municipal Master Plans (in addition to the Land Use Element):
  - Utility Service Plan Element: An optional master plan element under the Municipal Land Use Law (*N.J.S.A.* 40:55D–28b(5)) for municipal master plans "analyzing the need for and showing the future general location of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal and provision for other related utilities, and including any stormwater management plan required pursuant to the provisions of …*N.J.S.A.* 40:55D–93 et seq."
  - Recycling Plan Element: A mandatory master plan element under the Municipal Land Use Law (*N.J.S.A.* 40:55D–28b(12)) for municipal master plans "which incorporates the State Recycling Plan goals, including provisions for the collection, disposition and recycling of recyclable materials…within any development proposal for the construction of 50 or more units of single-family housing or 25 or more units of multi-family residential housing and any commercial or industrial development proposal for the utilization of 1,000 square feet or more of land."

Related Policies

Statewide Policies most closely related to protect the environment are found under:

- Water Resources
- Waste Management, Recycling and Brownfields
- Air Resources
- Energy

Goal #5: Provide Adequate Public Facilities and Services at a Reasonable Cost

Strategy

Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life-cycle costing. Reduce demands for infrastructure investment by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.

Vision of New Jersey in the Year 2020

In the Year 2020, New Jersey is a powerful competitive force regionally, nationally and globally. We have outpaced other states in improving our infrastructure and quality of life. The costs of transportation, sewerage and other public services are now lower in the 21st century. These services have increased in quality and availability while their cost is more reasonable and fairly shared. Roads and bridges are well maintained and safe, and rail services are convenient and comfortable. With improved pedestrian safety, there is a significant reduction in pedestrian deaths by vehicles. Residents throughout New Jersey have access to high-quality water supplies and state-of-the-art wastewater disposal systems. New public buildings and facades are designed to combine efficiency and aesthetics, and are environmentally friendly. Older buildings have benefited greatly from concerted efforts to resolve our backlog of maintenance, rehabilitation and other repairs.

These changes are the result of our strategic investments in planning and in re-engineering a new, more flexible system that provides the services demanded by the public at more reasonable costs. Having maximized their own operating efficiencies on an individual basis, government agencies are now working closely together to plan and invest in shared services and capital resources in a cooperative way. When redundant services and facilities arising from independent decisions and agencies became too costly, there is movement towards creating shared services and multiple-use facilities under joint, cooperative and even private management. Public agencies have also helped develop creative ways to use markets to reduce expensive peak demands for transport, utility and other public services.

Technology

Widespread availability and reduced costs of higher technologies, for example, high-speed, high-bandwidth telecommunications, have enabled more workers to "telecommute" and "teleconference" as viable and productive alternatives to repetitive trips. Sensors report the condition and intensity of use of facilities, enabling traffic, transit and bridge openings to be routed and scheduled in ways that maximize the capacity of our transportation system to move people and goods, reducing traffic congestion. Monitoring sensors also alert agencies of potential breakdowns in our infrastructure, enabling repairs to be made before expensive

reconstructions or replacements are required. School buses and on-demand vans provide more service at lower cost through computer-based dispatching.

Continually evolving telecommunications technologies and wide-ranging demands for their use require flexibility to be designed into even the newest "smart" buildings. By improved design, public buildings save energy while providing pleasing and healthy interior environments that enhance productivity.

A better understanding of the relationships between natural systems and manmade ones has helped planners and developers to efficiently combine the attributes of both through "green" technologies. In many cases, using natural elements already in place eliminates the need to construct artificial structures that do the same thing, such as where parks, playing fields and bikeways surround natural stream corridors reducing the need for elaborate, costly, and high-maintenance drainage and flood-control facilities. It has become well understood that green infrastructure appreciates in value compared to gray infrastructure, which depreciates. Existing parking lots and structures have set aside prime space for high-occupancy vehicles and for facilities for storing bicycles, instead of single-occupant automobiles. Old rail stations, rail lines and rights of way have been reused, revitalized and expanded. New approaches are in place for parking, including shuttles from home to departure and arrival stations to final destinations.

Land Use

In striving to reduce the costs of public services, we have changed the ways in which we think about and use our land. Municipal, county and regional plans are based on analyses of regional needs and opportunities, on impacts of alternative plan scenarios and on long range, life-cycle assessments of needs and costs for infrastructure to support and maintain the planned development pattern. Communities more efficiently use existing capacities of roads, wastewater treatment facilities, schools and other public services. Transportation systems which are affordable and convenient, allow people to travel more easily to jobs and services in cities and in suburban and rural centers, and increase the overall mobility and accessibility of people and goods. Where development has been concentrated, power and new telecommunications infrastructure are provided more efficiently, more resistant to storms and high demands, and at lower cost. Attention to community design in master plans has both reduced noise pollution and the need for expensive noise barriers.

Public facilities—schools, city halls, libraries, service centers and parks—are focal points in communities. Housing and mixed-use developments cluster around these civic facilities in architecturally harmonious ways.

With more comprehensive and detailed planning now preceding land use decisions, state and local regulatory processes are streamlined and consolidated. This reduces time delays and financial costs in building public facilities that are consistent with these plans, while promoting forms of development and redevelopment that are less costly to all taxpayers in the long run.

Background

The State Plan, through its Infrastructure Needs Assessment, documents that our infrastructure condition is in need of significant improvement, particularly in the areas of transportation, wastewater,

water supply, shore protection, drainage and public education. To meet the State Plan goal of providing adequate public facilities and services at a reasonable cost, we must meet three challenges:

- **Maintain and rehabilitate extremely highly developed and expensive infrastructure networks.** The most urbanized state in the United States requires a higher level of public facilities and services to serve its population and visitors. Our road networks are among the most heavily used in the country, our public transit agency is the third largest in the nation, and our public water and sewer systems cover a higher proportion of our population and our residential and nonresidential facilities and buildings than in most other states. Our location as a corridor state puts additional strain on our road, rail, sea and airport facilities.
- **Coordinate the delivery of public facilities and services among a diverse set of agencies, both public and private.** The challenge of providing and maintaining our high level of public facilities and services is magnified by the problems of coordinating the small scale and large number of general and special purpose government agencies that are responsible for them. In addition to the Department of Transportation, independent authorities construct and manage many of our more important highway facilities. Each county has an extensive road network as do all 566 of our municipalities. Wastewater systems are run by units as small as individual homeowners associations, and as large as the Passaic Valley Sewerage Commission that serves more than one million people, 30 municipalities and 87 square miles. In some counties, a countywide agency is responsible for overall collection and treatment, and in others it is done solely or partly by municipalities or by groups of municipalities. Water supply is equally fragmented, with the state maintaining major reservoirs and facilities such as the Delaware and Raritan Canal, and the delivery of water service in the hands of a broad array of municipal, county and private authorities, departments and companies. Our school capital facilities are largely developed and managed by more than 600 independent school districts with varying degrees of cooperation between districts, municipalities and larger regions. Drainage and flood control facilities are built and managed by a variety of public entities, as well as private organizations such as homeowners' associations.

Understanding the important role educational facilities can have in providing community services, districts such as Newark, Plainfield and Union City have created multi-use school facilities that serve as consolidated neighborhood centers, linking education and human services, health and employment systems. Colleges and schools, such as the Middle Township School District, have designed, built, used and promoted their auditoriums as community performing arts and lecture centers, encouraging the public to attend and get involved.

Involving community members is key to the planning and creation of community schools. These stakeholders shown here are taking part in a planning session for the new Belmont Runyon School in Newark, generating ideas on how to include community facilities with educational facilities.

- **Link planning and investment decisions in our land use system with those in our public investment system.** The decisions made by these general governments, public authorities, and private and nonprofit providers need to be coordinated not only with each other, but also with land use decisions. Many public facilities have a significant influence over where and how land is developed and redeveloped. In turn, master plans, zoning ordinances, and the entire apparatus of federal, state and county land use regulatory activities affect the location, timing and magnitude of growth. Land use regulations often require the entities responsible for public facilities to respond to public decisions as well as private development initiatives in ways that are not always within their financial or technical means, and often without adequate planning.

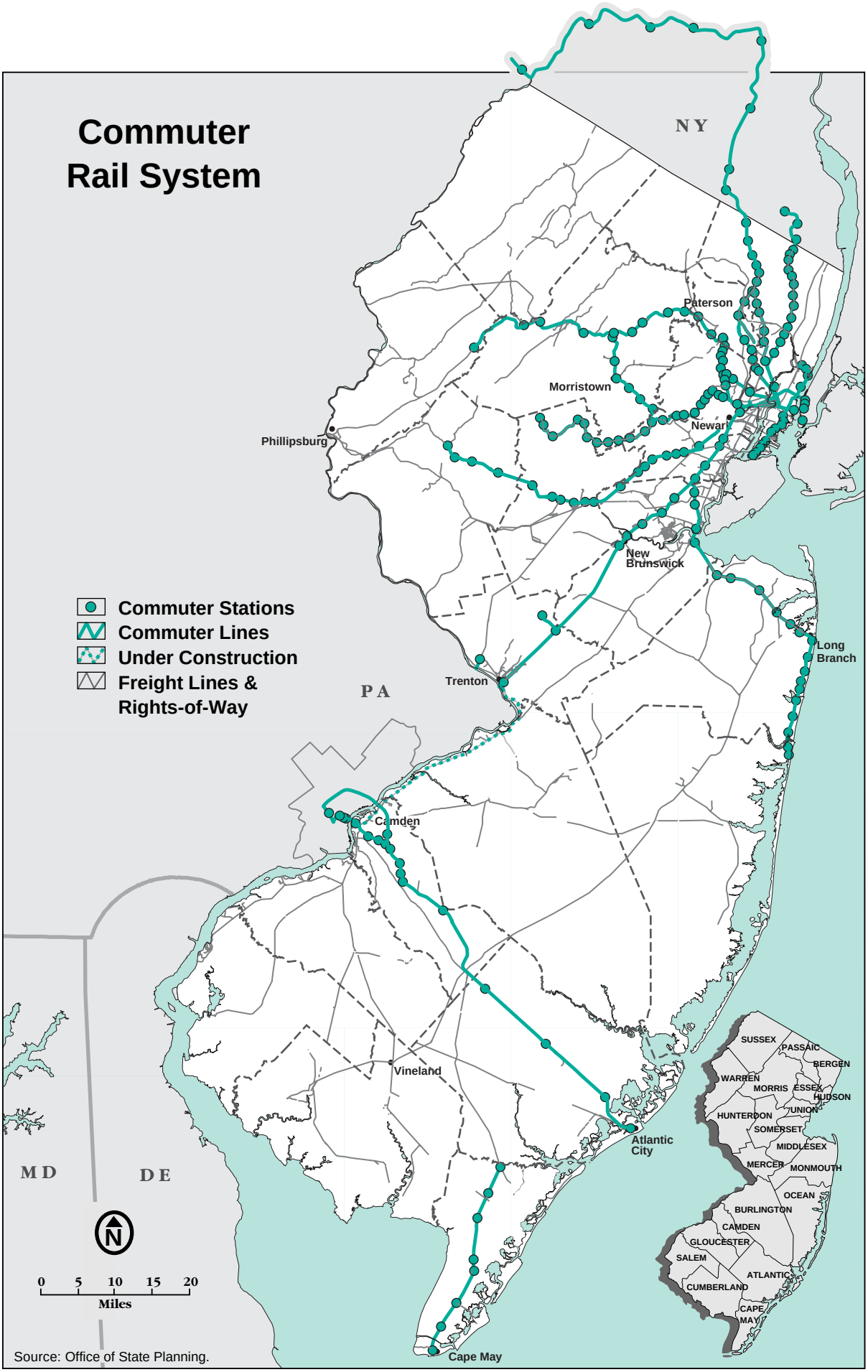
The State Plan responds to these three challenges with a three-part strategy:

- **Provide financial incentives for jurisdictions to cooperate in providing public infrastructure.** Strategic capital planning can get the most efficiency out of every dollar while providing demanded public services if public agencies are no longer competing individual establishments. Instead, public agencies should become participants in a network of public and private service providers. The variety of techniques currently available, such as interlocal service agreements, may be more widely used and other approaches developed.
- **Support investment decisions that are associated with comprehensive master planning processes at all levels of government.** While the types, capacity and management of infrastructure may be different between urban, suburban and rural areas, the availability of infrastructure should be used to shape patterns of development within each of these contexts. Redevelopment should be located and designed in ways that better utilize and enhance the capacities of available infrastructure. The provision of, and access to, public facilities and services should be controlled through master plans, official maps, capital plans and development regulations.
- **Encourage the use of an infrastructure needs assessment process by all levels of government.** Infrastructure needs assessments in local master plans and state and regional functional plans should analyze opportunities for alternatives to infrastructure investment including using public and private markets to manage peak demands, alternative management

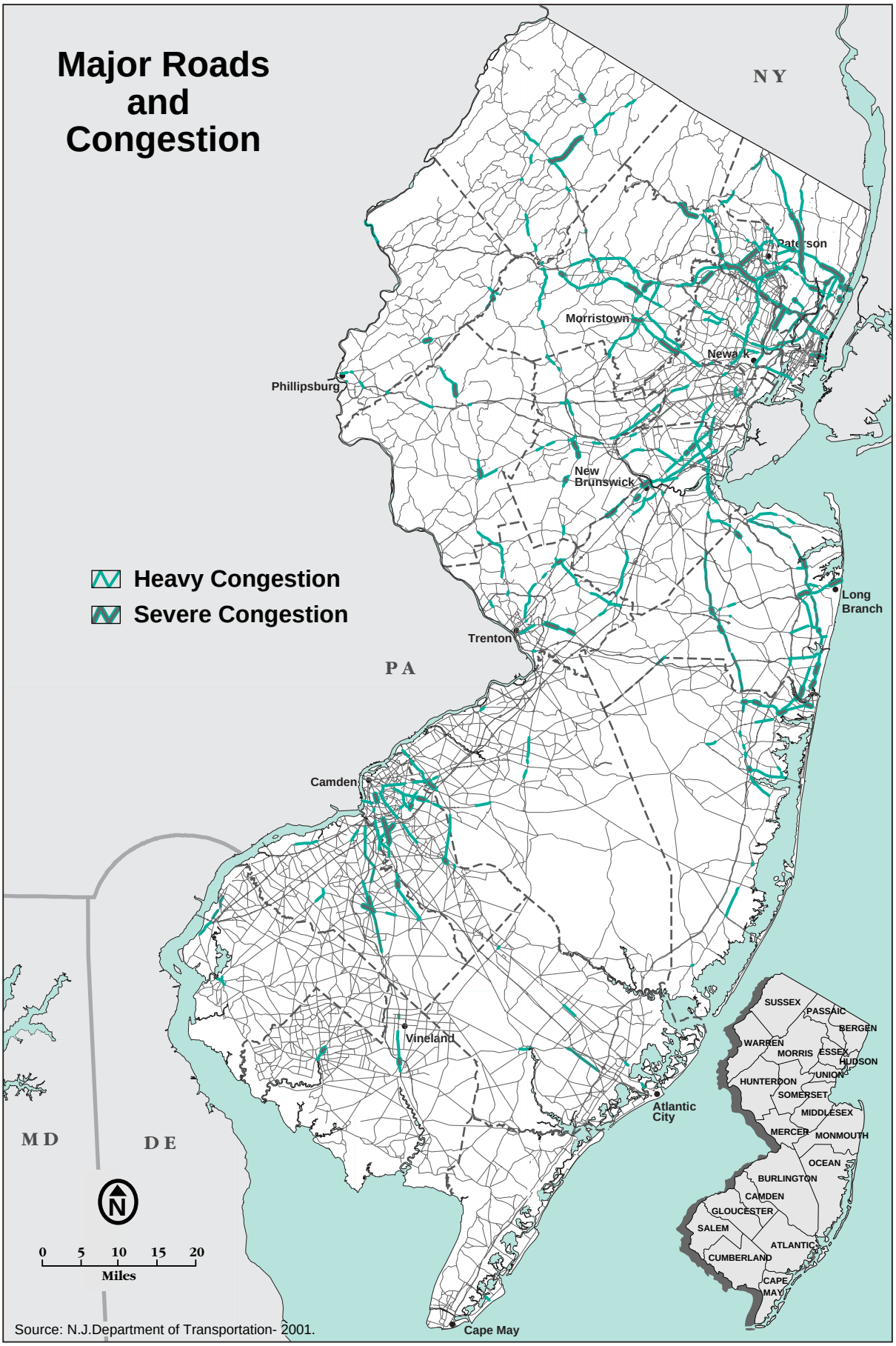
Examples of Public Facilities and Services Shaping Growth

COMPONENT

- **Transportation and Commerce**
  - ***Roads***
    - Interstates/Limited Access
      - Interchanges
    - Arterials
    - Collectors
    - Local
  - ***Transit***
    - Rail
    - Buses
  - ***Airports***
  - ***Marine Terminals***
  - ***Energy***
    - Generation facilities
    - Distribution lines
    - Transmission lines
  - ***Telecommunications***
    - Switching/signaling facilities
    - Network transport lines
    - Local loop transport lines
  - ***Farmland Retention***
- **Health and Environment**
  - ***Wastewater Treatment Systems***
    - Treatment plants
    - Interceptors
    - Collectors
    - Service areas
    - Local connections
  - ***Water Supply***
    - Reservoirs
    - Watershed protection
    - Treatment plants
    - Distribution mains
    - Service areas
  - ***Open Space and Recreation***
  - ***Solid Waste***
    - Landfill
    - Collection
    - Hazardous waste management
  - ***Public Health***
- **Public Safety and Welfare**
  - ***Public Education***
    - Elementary
    - Middle
    - Secondary
    - Vocational/Technical
  - ***Higher Education***
  - ***Libraries***
  - ***Police***
  - ***Corrections***
  - ***Cultural, Arts Facilities***



Source: Office of State Planning.


Major Roads and Congestion
NY
PA
MD
DE
Heavy Congestion
Severe Congestion
Paterson
Morristown
Newark
Phillipsburg
New Brunswick
Long Branch
Trenton
Camden
Vineland
Atlantic City
Cape May
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
MERCER
MONMOUTH
OCEAN
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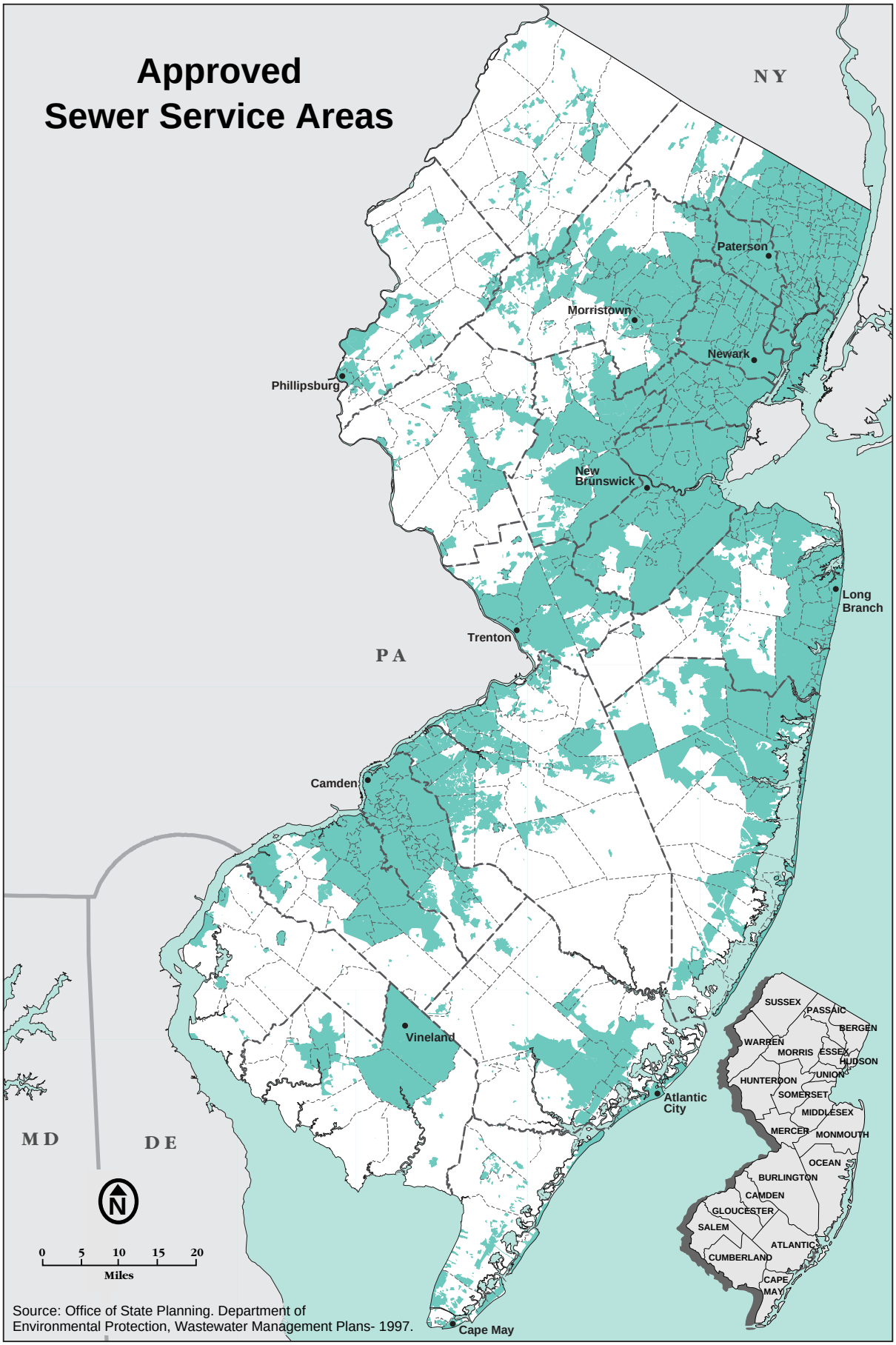
Source: N.J.Department of Transportation- 2001.



Source: Office of State Planning. Department of Environmental Protection, Wastewater Management Plans- 1997.

strategies and financing approaches, and using the most advanced technologies and information systems. The analysis should recognize the interchangeability (and competition) of using funds for purchasing land for purposes of preservation, recreation or agricultural use with using funds for roads, wastewater treatment facilities and other facilities serving new development. The assessment should analyze indirect and cumulative costs, and should use a life-cycle approach that analyzes total capital and maintenance costs over the projected service life of the public facility.

The State Plan can, and will, make a difference in how and where public facilities are provided and in their cost. In, September 2000, the Center for Urban Policy Research at Rutgers University projected that total infrastructure capital savings would be $2.28 billion and operating costs savings would be $160 million annually by the Year 2020.

Related Plans

A direct link exists by law between the State Plan and its Infrastructure Needs Assessment to the state capital budget:

The Commission on Capital Budgeting and Planning shall each year prepare a State Capital Improvement Plan containing its proposals for state spending for capital projects, which shall be consistent with the Goals and provisions of the State Development and Redevelopment Plan adopted by the State Planning Commission. (N.J.S.A. 52:9S-3.a.)

Certain capital plans must also be directly related to functional plans prepared by state agencies in response to federal and state laws such as the New Jersey Water Supply Bond Act (State Water Supply Plan), the New Jersey Solid Waste Management Act (County Solid Waste Management Plans) and the federal Clean Air Act (State Implementation Plan). Transportation Improvement Programs—the capital plans of regional Metropolitan Planning Organizations—must be consistent with their regional plans prepared and adopted with public and interagency participation in accordance with the Transportation Equity Act for the 21st Century. There are also functional plans that evolve from good planning practices which provide capital plans. Municipalities have the authority to review capital projects of state, county, municipal and other public agencies in relation to their municipal master plans through the Municipal Land Use Law.

Review of Capital Projects

Whenever the planning board shall have adopted any portion of the master plan, the governing body or other public agency…shall refer the action…to the planning board for review and recommendation in conjunction with such master plan and shall not act thereon, without such recommendation or until 45 days have elapsed…without receiving such recommendation. This requirement shall apply to action by a housing, parking, highway, special district, or other authority, redevelopment agency, school board or other similar public agency, State, county or municipal.

(*N.J.S.A.* 40:55D-31)

Master plans for additional components of infrastructure, including water supply, flood control, agriculture, energy, solid waste, public housing, open space, historic preservation and the arts are cited under other goals.

Other plans, programs and reports related to the provision of public facilities include:

- New Jersey First: A Transportation Vision for the 21st Century (New Jersey Department of Transportation and New Jersey Transit, May 1998). Future Investments and Reinvestments in Transportation. Established six objectives and 175 associated actions for improving New Jersey's transportation systems.

- Capital Investment Strategy (New Jersey Department of Transportation, annually). Established objectives for transportation capital projects based on the 1992 State Plan, Transportation Choices 2020, New Jersey FIRST and other operating policies.
- Transportation Choices 2025 (New Jersey Department of Transportation 2001). The NJDOT Statewide Long-Range Transportation Plan. Incorporated provisions of the 1992 State Plan.
- Access and Mobility: The 2025 Regional Transportation Plan for Northern New Jersey (North Jersey Transportation Planning Authority, January 2001). Metropolitan Planning Organization regional transportation plan required under the federal Intermodal Surface Transportation Efficiency Act/Transportation Equity Act for the 21st Century. A plan update was published in January 1998 that identified six planning goals and $7.6 billion in proposed projects through 2003.
- Horizons 2025 (Delaware Valley Regional Planning Commission, 2001). Strategic plan including a regional Policy Agenda, Land Use and Development Plan, and a comprehensive Regional Transportation Plan (to meet federal Intermodal Surface Transportation Efficiency Act/Transportation Equity Act for the 21st Century requirements for DVRPC as a metropolitan planning organization).
- 2020 Regional Airport System Plan for the Delaware Valley (Delaware Valley Regional Planning Commission, August 1995). The airport planning element of the DVRPC Year 2020 Plan.
- Shore Protection Master Plan (New Jersey Department of Environmental Protection, 1981). The most recent published comprehensive needs assessment for shore protection infrastructure.
- Long Range Schools Facilities Master Plans (various, 2000). Each school district must prepare and submit to the Commissioner of Education a long-range facilities plan that details the district's school facilities needs and the district's plan to address those needs for the ensuing five years.
- County and Municipal Master Plans (in addition to the Land Use Element):
  - Circulation Plan Element: An optional master plan element in the Municipal Land Use Law (*N.J.S.A.* 40:55D 28b(4)) "showing the location and types of facilities for all modes of transportation required for the efficient movement of people and goods into, about, and through the municipality, taking into account the functional highway classification system of the Federal Highway Administration and the types, locations, conditions and availability of existing and proposed transportation facilities, including air, water, road and rail."
  - Utility Service Plan Element: An optional master plan element in the Municipal Land Use Law (*N.J.S.A.* 40:55D-28b(5)) "analyzing the need for and showing the future general location of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal and provision for other related utilities, and including any storm water management plan required pursuant to the provisions of P.L. 1981, c. 32 (*N.J.S.A.* 40:55D-93 et seq.)."
  - Community Facilities Plan Element: An optional master plan element in the Municipal Land Use Law (*N.J.S.A.* 40-55D-28b(6)) "showing the existing and proposed location and type of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations and other related facilities, including their relation to the surrounding areas."

Related Policies

Statewide Policies most closely related to providing public facilities and services are found under:

- Public Investment Priorities
- Infrastructure Investments
- Transportation

Goal #6: Provide Adequate Housing at a Reasonable Cost

Strategy

Provide adequate housing at a reasonable cost through public/private partnerships that create and maintain a broad choice of attractive, affordable, ecologically designed housing, particularly for those most in need. Create and maintain housing in the Metropolitan and Suburban Planning Areas and in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, at densities which support transit and reduce commuting time and costs, and at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support regional and community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.

Vision of New Jersey in the Year 2020

In the Year 2020, New Jersey residents have a choice of housing which is affordable, structurally sound, well-maintained and located in neighborhoods that are attractive, safe and easily accessible to employment and services. Additionally, plentiful housing options are available, particularly for those who are elderly or disabled, or with low and very low incomes. There are also many choices of living environments available for those who want the vibrancy of city life, a place that expresses their unique cultural values, the conviviality of town life, the stability of suburban living or the privacy of rural landscapes.

The state's leadership in addressing critical housing issues and in seeking creative partnerships with private and nonprofit housing providers is credited with a number of accomplishments. These include an improved labor force, better business retention, increased new business creation and, generally, a significantly more positive business climate. These achievements have contributed to a higher quality of life for New Jersey residents. The trend toward collaborative efforts has enhanced job creation—a needed prerequisite to adequate housing provision—and considerably simplified the regulatory framework governing housing delivery. For example, once municipalities realized the benefits of providing opportunities for all income groups and began using affordable housing as a catalyst for revitalization efforts, the state-mandated affordable housing allocation system was redirected—the Council on Affordable Housing now provides technical assistance. Similarly, community reinvestment requirements became less necessary, once lending institutions realized the market potential for inner-city investments.

Vision of New Jersey in the Year 2020 (continued)

Housing and lending discrimination of any kind are largely a thing of the past. The once prevalent patterns of minority concentration and segregation have attenuated considerably, and in many communities successful multiracial and multicultural integration is reflected by the thriving restaurants, groceries, bakeries and other Main Street ethnically oriented retail and service initiatives.

Housing is increasingly affordable for many income, ethnic and age groups and available in several housing types. Both ownership and rentals are widely available in cities, towns, suburbs and, in rural areas, primarily in Centers. The choices of housing types are many, offering varying densities, interior features and architectural character. A broad range of public and private financing options are available for interested buyers. In addition, the financial markets are increasingly more flexible, efficient and responsive to individual needs and circumstances. Government and the civic sector provide programs and services to anticipate and minimize homelessness and displacement.

Advanced neighborhood design understands and appreciates the natural features of the land, minimizing environmental impacts and incorporating site design and landscaping features to provide secure, aesthetically pleasing environments. New developments in site layout, along with more flexible construction standards minimize energy costs and the need for non-renewable or toxic building materials. The recycling of former commercial, industrial and civic buildings into housing is encouraged through both the building and tax codes, granting older, underutilized buildings and landmarks a new life. The use of universal design features is widespread, allowing new residents to more easily adapt housing units to their particular needs. The spatial needs of children, the elderly and the disabled are accommodated in site and housing plans and location decisions.

Housing is located primarily in mixed-income neighborhoods, which are fully integrated into the community fabric. Most housing is built within walking and biking distance to neighborhood shopping, recreational, civic and educational functions. In the Core of Centers and in other higher density areas, mixed-use buildings serve to integrate housing with commercial, office and other uses. Public transportation is nearby and easily accessible to pedestrians, and neighborhood form and housing densities support increased transit use. Streets are designed for safety and livability and are pedestrian-friendly. Residents of all ages congregate easily in centrally located neighborhood public spaces.

Vision of New Jersey in the Year 2020 (continued)

Municipalities, homeowner associations and civic groups support housing and neighborhood maintenance programs; all work closely to address neighborhood planning issues. The "not-in-my-back-yard" (NIMBY) attitude with which so many affordable housing and other projects were confronted in the past, has been replaced by a new spirit of cooperative problem-solving and decision making in community land use. It took a decade-long public education effort directed particularly at the younger generations to effect this positive change. Subsequently, gated communities, popular in some parts of the country, have not found a responsive market in New Jersey. The state's residents live in livable communities which are open, inviting and friendly to all.

Background

Housing Cost

Housing in New Jersey is as varied in character, cost and locational environment as anywhere in the nation. However, the housing market contains considerable disparities, and providing equal and adequate housing opportunities poses a significant challenge to the state. While the average value of housing in our 10 wealthiest towns is $489,000, according to the 1990 U.S. Census, in our 10 poorest, it was only $44,970. Nearly one third of New Jersey households are cost-burdened and/or live in overcrowded and substandard housing. Housing prices are on average 45 percent above the national average, though comparable to costs in some counties of neighboring New York and Pennsylvania. (Conversely, recognizing the diversity of housing markets within the state, a recent study gauging housing costs nationwide placed the Vineland area second in affordability.) Housing costs have increased dramatically—between 1980 and 1989, the median sales price increased 164 percent and the median rent increased 129 percent, while the median income increased only 108 percent as reported in the NJDCA 1996 Fair Housing Plan. New Jersey is the most expensive state for two-bedroom rental housing, according to the 1999 National Low Income Housing Coalition report *Out of Reach*. In 1990, the New Jersey General Assembly Task Force on Homelessness estimated the state's homeless population at between 28,000 and 50,000.

Universal Design

By providing maximum flexibility in spatial layout and systems location, universal design seeks to facilitate a building's adaptability to changing uses and users over time. Such things as making all hallways and doorways wide enough to accommodate a standard wheelchair and including grab bars in all bathrooms provide not only for the elderly and those with permanent handicaps, but also for those with temporary disabilities, along with a variety of tenants and owners over time.

One in five New Jersey homeowners pays over 35 percent of their household income for housing; one in four renters pays over 40 percent of their income on rent; and one in 10 households pays over 50 percent of their income for housing. The number of cost-burdened homeowners increased by 50 percent between 1980 and 1990, from 264,771 in 1980 to 398,221 in 1990. Over 430,000 households are considered "very low income" (earnings of 50 percent or less of median family income). New 2000 Census data for these characteristics was not yet available at press time.

Housing Location

High housing costs reflect proximity to the employment centers of Philadelphia and New York, low-density zoning, and a complex regulatory system. Disparities in our public schools and the safety of many of our communities further bids up housing prices in towns with quality schools and reputations for safe environments.

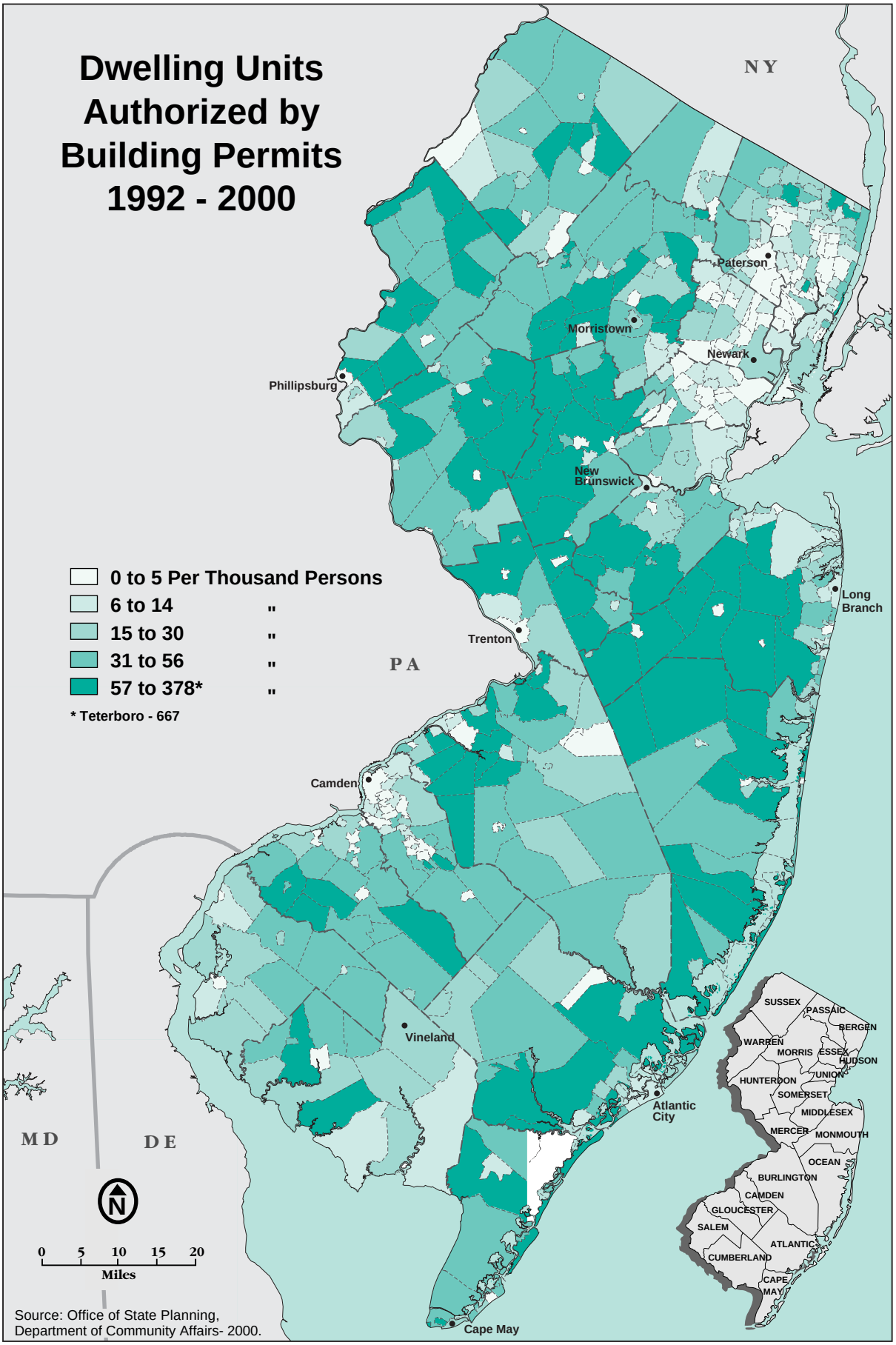
Most new subdivisions provide few opportunities to meet the special needs of the young, the elderly and the handicapped. They also tend to be largely inaccessible, except by automobile, and are often located in towns with little infrastructure and few public services. A combination of fiscal pressures and the ratables chase, perceived market demand, inflexibility in financing and underwriting criteria, restrictive zoning ordinances, and public expenditures focusing on highway capacity expansion combine to reinforce this development pattern. Another important factor includes the continued decentralization of employment, in the form of single-use office, industrial and retail centers.

Housing Stock

In 2000, there were 3.1 million occupied housing units in New Jersey. Although over one million households rent their homes, the production of new rental units has dropped from 1990 to 2000, the number of dwelling units increased by over 230,000 units but the percentage of units rented dropped from 35.1 to 34.4. Rental units are heavily concentrated—half of the state's rental stock is located in 35 urban communities according to the NJDCA H-EASY report. Multi-family housing, which accounts for 25 percent of the overall housing stock, is also heavily concentrated, and approximately 25 communities host half of the state's multi-family housing stock.

Housing in cities continues to deteriorate due to deferred maintenance, housing abandonment, employment declines, illegal conversions and functional obsolescence. Of the 18,706 dwelling units demolished statewide between 1980 and 1994, 43 percent were located in our 25 most distressed municipalities. Similarly, 56 percent of the state's 1989 "vacant, boarded-up" units were located in the same 25 municipalities. New Jersey has 47,028 public housing units, according to the 1995 NJDCA Guide to Affordable Housing Survey. These units are located at 349 sites, and many are in need of maintenance and rehabilitation. Efforts to replace high-rise public housing with more community-oriented, scattered and low-rise units, are currently under way.

Low-income Housing Tax Credits made this attractive development possible. Ninety-three families rent in Winding Ridge in Neptune, a townhouse-style community where children including this roller-skater can play on safe streets.


Dwelling Units Authorized by Building Permits 1992 - 2000
NY
PA
MD
DE
Paterson
Morristown
Newark
Phillipsburg
New Brunswick
Long Branch
Trenton
Camden
Vineland
Atlantic City
Cape May
0 to 5 Per Thousand Persons
6 to 14 "
15 to 30 "
31 to 56 "
57 to 378* "
* Teterboro - 667
N
0 5 10 15 20
Miles
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
MERCER
MONMOUTH
OCEAN
BURLINGTON
CAMDEN
GLOUCESTER
SALEM
ATLANTIC
CUMBERLAND
CAPE MAY
Source: Office of State Planning, Department of Community Affairs- 2000.

Affordable Housing

The New Jersey Council on Affordable Housing (COAH) estimated the pre-credited need for low- and moderate-income housing units in the state at 118,000 for the period 1987 to 1999. After reductions for units built, zoned, transferred and eligible bonus credits, these estimates became 86,000 for the period 1993 to 1999. Of the units built or rehabilitated under COAH jurisdiction since the Fair Housing Act, 6,770 are located in urban areas as a result of Regional Contribution Agreements, 10,446 are rehabilitated units within the certified municipality and the remaining units are meeting a new construction obligation. The number of municipalities under COAH's jurisdiction has grown continually.

Affordable Housing Under COAH

As of June 30, 2000 approximately, 46 percent (262) of all municipalities were under COAH's jurisdiction. These plans have produced 25,938 units of housing so far and could produce an additional 14,275 units if zoning is fully implemented.

The Council on Affordable Housing and the State Planning Commission share a statutory link and have signed a Memorandum of Agreement. The COAH methodology for allocating affordable housing obligations at the municipal level weighs Planning Area designation. COAH also encourages municipalities to satisfy their affordable housing obligations in designated Centers, although Center designation does not affect a municipality's COAH obligation.

The economic boom of the late 1990's has fueled the production of market housing in New Jersey. About 32,000 residential building permits were issued in 1999, almost double the levels of the early part of the decade. However, housing affordability has not benefited from this expansion. While high personal income and high land costs help explain this, affordable housing advocates believe that we should be able to better address housing affordability issues at a time of such unprecedented prosperity. The low-density zoning prevalent in many New Jersey communities is increasingly singled out as the most important barrier to greater provision of affordable housing in the state.

Housing by Population Groups

"Special-needs" groups refers to persons and families with housing needs which are not satisfied through the private housing market because of price, absence of special design features or lack of supportive services. The special-needs population requiring housing assistance includes the physically, mentally and developmentally handicapped, AIDS/HIV positive, recovering alcoholics and substance abusers, children under the custody of the state, abused spouses and the homeless. Another special-needs group is the frail elderly. Estimates are that 4 percent of the state's residents are currently 80 or over, and this is expected to increase substantially by 2020.

New Jersey continues to exhibit a segregated housing pattern. Two out of three African/American and Hispanic households live in only 25 municipalities, and 60 percent of all African/American and Hispanic households live in cities where they constitute a majority of the population. In contrast, there are over 300 municipalities with virtually no minority population.

Progress has been made through legal mandates. Fair-lending practices encourage the financing of housing for a broader range of income groups and special needs groups; and, along with community-lending requirements, have made financial institutions more responsive to local needs. Non-discrimination statutes require access to housing opportunities for all people regardless of

race, religious beliefs, color, national origin, ancestry, age, physical abilities, marital status or gender. However, even as these barriers have been attenuated, others have developed. Municipal fiscal zoning is increasingly skewing the market towards age-restricted housing and limiting the opportunities for construction of new middle-income family housing.

State Housing Policy

New Jersey's current housing policy relies increasingly on a bottom-up, neighborhood-based approach, which focuses state support for local neighborhood-based initiatives, and seeks to leverage private capital through state investments. With the retreat of the federal government from the housing arena, the state recognizes that it must step in and take a leadership responsibility in this area. The state acknowledges "a moral and legal obligation to provide all its citizens with the opportunity to meet their housing needs at prices they can afford," and recognizes that a comprehensive housing policy emphasizing the need to lower housing costs and increase opportunities for all income and ethnic groups is critical to the state's economy. However, these objectives can only be accomplished through a vigorous partnership approach between government, industry and community-based organizations.

As a result, a new integrated approach to housing policy has been embraced, which targets cities and neighborhoods, and seeks to create jobs, revitalize distressed communities, rebuild neighborhoods and facilitate affordable housing. Major aspects of this policy include initiatives to promote urban homeownership, suburban rental housing, sweat equity programs, lease/purchase, and rental-housing financing. Other important elements are increased subsidies; neighborhood revitalization and strategic planning; regulatory reform and permit streamlining. Attention is also given to housing for special-needs and the elderly, to further develop affirmative marketing, and to coordinate for the first time the three state agencies with a housing mission (Department of Community Affairs, HMFA and COAH). In a complementary move, local and regional partnerships and corporations have formed around the state to provide technical support and develop housing initiatives.

> ***With the retreat of the federal government from the housing arena, the state recognizes that it must step in and take a leadership responsibility in this area.***

Related Plans

Other plans, programs and reports related to providing adequate housing include:

- Council on Affordable Housing (COAH) Substantive Rules (1994). Regulations regarding the provision of affordable housing (N.J.A.C. 5:91 et. seq.).
- Fair Housing Plan (Department of Community Affairs, 1996). Identifies impediments to fair housing in New Jersey and outlines activities that the state will pursue to alleviate those barriers.
- Consolidated Plan (Department of Community Affairs, 1998). Identifies New Jersey's needs for affordable housing and supportive services. The plan consolidates into a single submission the planning and application requirements of federal HOME, Housing Opportunities for People with AIDS (HOPWA), Emergency Shelter Grant (ESG) and Community Development Block Grant programs. This plan replaced the Comprehensive Housing Affordability Strategy (CHAS) and is updated annually.

- County and Municipal Master Plans (in addition to the Land Use Element):
  - Municipal Fair Share Plans/Housing Elements: Most municipalities have Housing Elements and Fair Share Plans as part of their Master Plans, as required by the Municipal Land Use Law (*N.J.S.A.* 40:55D-28b(2)). A housing plan element pursuant to section 10 of PL 1985, c. 222 (C.52:27D–310 "Addendum") "includes, but is not limited to, residential standards and proposals for the construction and improvement of housing."
  - Municipal and County Consolidated Plans: A number of municipalities and counties have developed consolidated plans.

Related Policies

Statewide Policies most closely related to providing housing are found under:

- Urban Revitalization
- Housing
- Design

Goal #7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value

Strategy

Enhance, preserve and use historic, cultural, scenic, open space and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.

Vision of New Jersey in the Year 2020

In the Year 2020, residents, workers and visitors alike recognize the central role that New Jersey's history, arts, architecture, culture, recreational opportunities and scenic beauty plays in our quality of life, and also its significant impact on our economic prosperity and environmental quality.

Historic Preservation

In 2020, historic sites and districts are given special recognition in their communities and are integrated into local zoning and development strategies. Seeking to maximize the unique character of their communities, nearly all municipalities in New Jersey have enacted ordinances recognizing the value of local history and providing limited protection of historic resources. In addition, these communities have conducted surveys to identify and map the location of sites, landmarks and districts as part of the master plan process. Utilizing the state's building code that enables economically viable rehabilitation of historic properties, builders and developers embrace the ideals of conserving resources by revitalizing existing neighborhoods. Creative use of building codes now encourages the retention of the historic fabric of our communities. Development projects around the state provide for archeological investigations and on-site public observation, enhancing the understanding of our past and increasing the awareness of the current cultural diversity of the state.

Arts and Cultural Institutions

New Jersey has come to be known as a place of great opportunity for artists. Arts and cultural institutions are well-supported in all cities, towns and regions. They are seen as important participants in community development plans, as resources regularly employed by the entire educational system and as a major underpinning to New Jersey's travel and tourism industry. New Jersey arts groups are financially healthy and stable with broad, diversified funding bases.

Greenways, Trails and Walkways

Greenways are corridors of protected open space managed for conservation and recreation purposes. They often follow natural land and water features and link nature reserves, parks, cultural features and historic sites with each other and with populated areas. They are

composed of permanently preserved farmland, public parks and reserves, and privately owned land with preservation easements. Parts of the greenways system are set up for recreation, but much of it is set aside for farming, habitat and wildlife preservation and other conservation uses. In the Year 2020, the New Jersey trail system, a statewide network of trails and walkways (including stretches along city streets) laces together national, state, county and municipal parks, educational facilities, museums and historic areas throughout the state. It coincides with the greenways in many places, but whereas parts of greenways also serve as farmland or other protected purposes, the trail system is used for commuting and recreation, as scenic and historic corridors, and as networks of learning. It also serves as a focus for redevelopment efforts in the state's river towns, including restoring existing parks and acquiring additional land along the waterways. Each municipality has what it considers "its" portion of the network and ensures that it is a safe and respected community resource.

Scenic, Open Space and Recreational Resources

Children in all the state's cities and older towns can walk to playgrounds in their neighborhoods. The goal, established by Governor Whitman and the Legislature and affirmed by the voters in 1998, has been achieved. Nearly two million acres of open space and farmland have been preserved. State, local and private funding has helped build a multi-purpose regional system of facilities integrating recreation and open space planning with land use and other infrastructure planning. Like the trail system, development of new open space and recreation facilities is planned to reinforce other goals, especially urban revitalization and beneficial economic growth.

The value that New Jersey places on everyday vistas can be seen from roads and sidewalks all over the state. Billboards have been controlled, wildflowers have replaced grass, and the jumble of signs, entrances and parking lots along the state's highways have been redesigned to become more attractive, as well as safer, for motorists and businesses.

Background

The topographic features of New Jersey's geologic past, along with its many historic and cultural landmarks, including urban skylines, provide a scenic and cultural diversity that enhances the quality of New Jersey life. The vistas provided by these natural and historic features also contribute to the state's economic health by attracting many visitors each year.

Historic Preservation

New Jersey was one of the first regions in the United States to be fully settled. Consequently, many of the older structures in the state serve as outstanding examples of styles of architecture, design, and craftsmanship—valuable historical resources. Beginning in 1985, the Municipal Land Use Law specifically enabled municipalities to include a master plan element to address historic preservation, as well as local ordinances to implement this part of the master plan. Many municipalities have established historic preservation commissions and historic preservation ordinances since then, though some were already moving in that direction on their own. A number of municipalities even employ full-time preservation professionals. Although there has been substantial growth in the

number of municipalities that have historic preservation elements in their master plans, or historic preservation ordinances, most do not.

In order to better protect and preserve our historic resources, it is vital to catalog and inventory what resources exist, why it is important and how to best utilize its historic value. One way to do this is to list the resource with the state and national registers of historic places. Doing this protects it from government action or intervention on any level. Several state programs, including Farmland Preservation, Green Acres, the New Jersey Pinelands Protection Act and Coastal Area Facility Review Act regulations, and all federal programs now require careful attention to historical significance. But more still needs to be done to integrate historic preservation with infrastructure and economic development activities.

Arts and Cultural Institutions

New Jersey's role in the arts has grown immensely over the last 30 years. Today it is home to more than 47,000 professional artists and more than 500 organizations devoted to museums, orchestras, theater, dance, opera, concert halls, galleries, festivals and arts education programs. The arts constitute one of the Core Subject Areas in the state's Goals for Education, and evidence that arts education is essential to a total education and teaches critical skills, mounts daily.

Greenways, Trails and Walkways

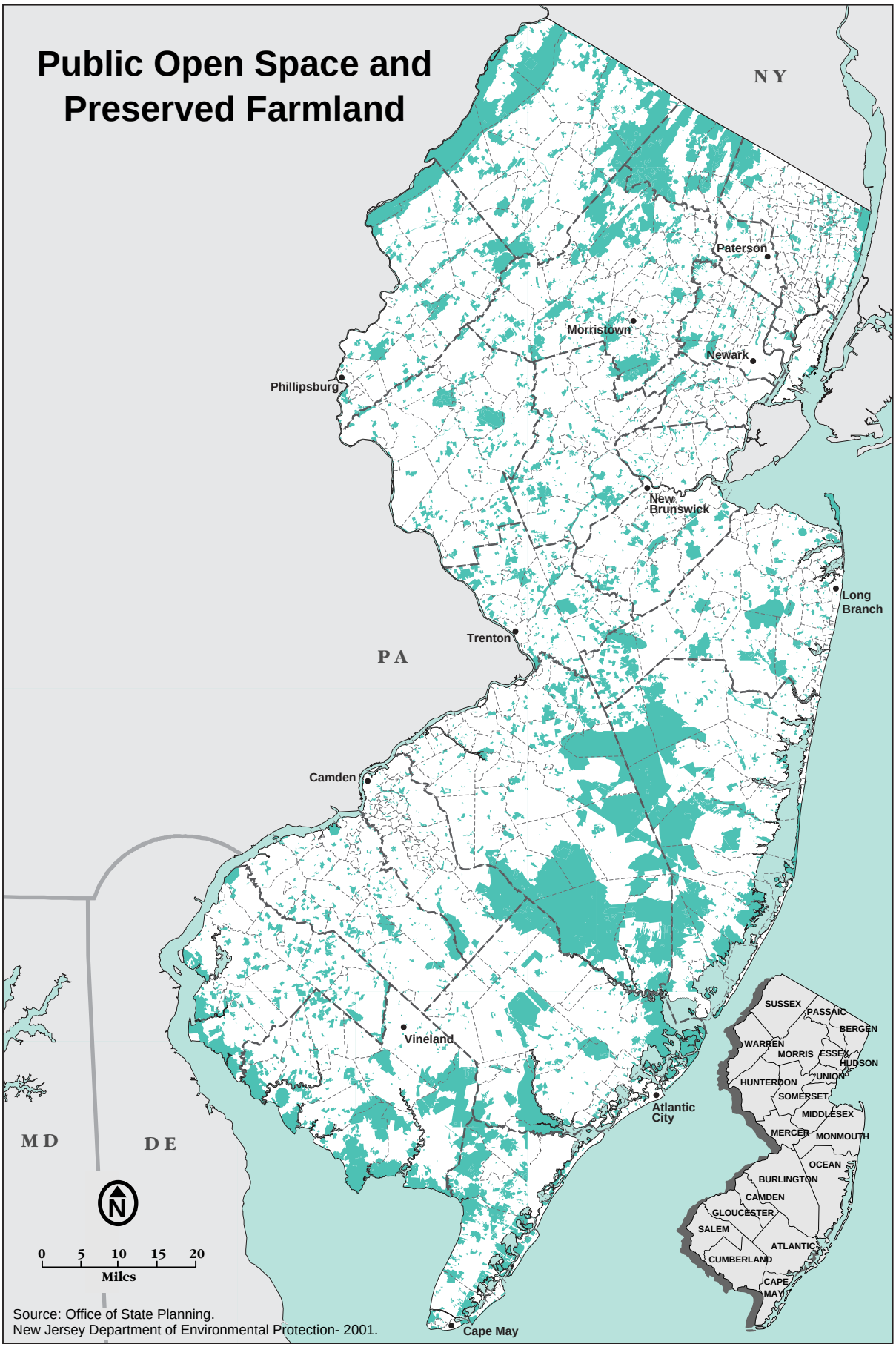
Greenways are truly representative of one essential component of the State Plan's concept of open space in that they are regional by definition, requiring the cooperation of all levels of government, as well as private and nonprofit property owners, in their

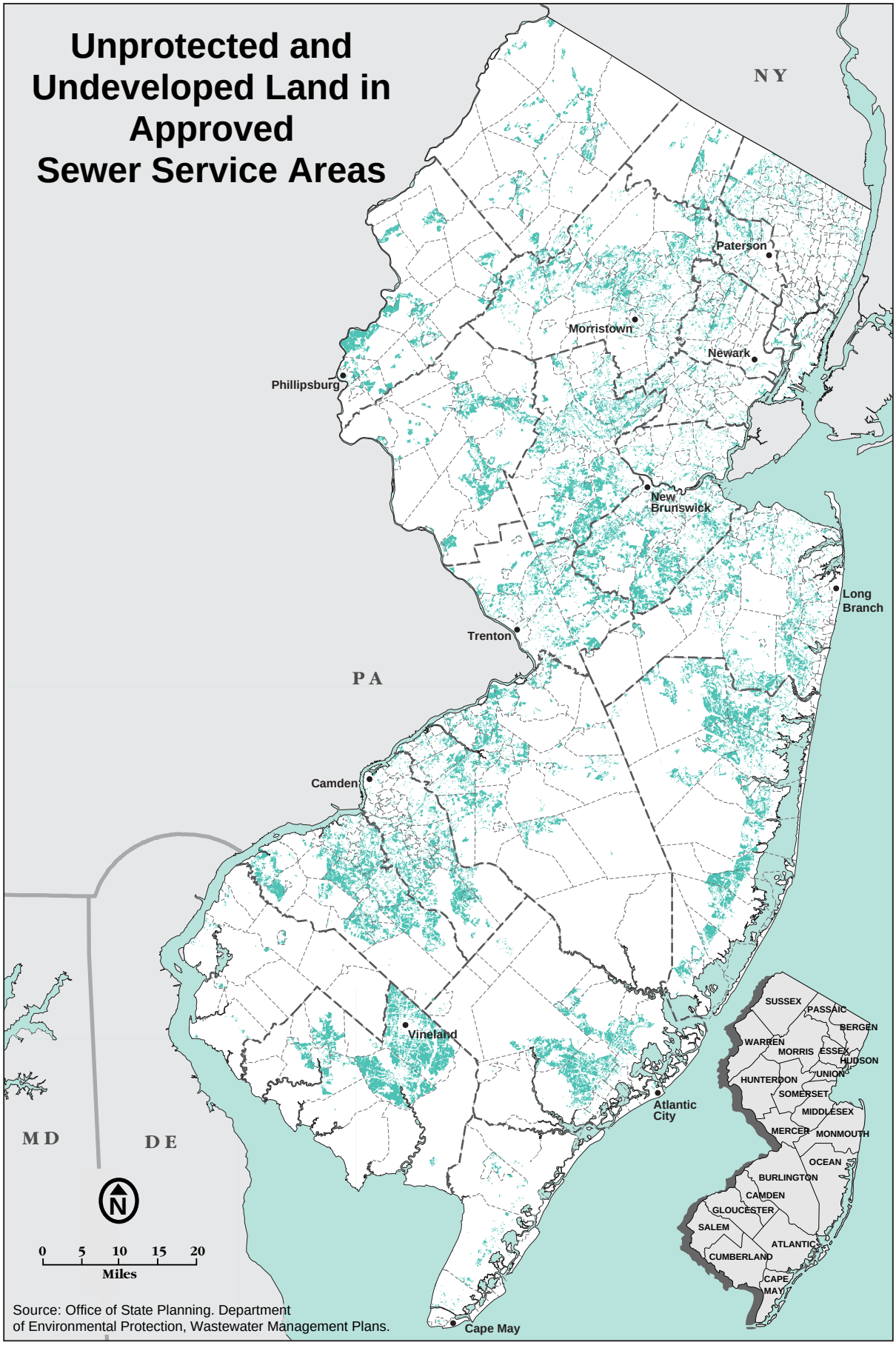
Trenton's Roebling Complex

Through creative financing by a private/public partnership, this outmoded but historic factory located in Trenton was rehabilitated to serve as a mixed-use complex. Currently it houses offices and retail shops, and housing and a theater are planned. It now serves as a vital cultural and economic resource in the area.

Patriot's Path

The result of a multi-county collaboration, this valuable and popular resource is composed of both public and private land. Patriot's Path is a multi-use trail that runs through several towns and three counties, Morris, Warren and Essex. It connects lakes, fields, municipal, county, state and national parks, and has many uses including hiking, cross-country skiing, mountain biking and horseback riding.


Public Open Space and Preserved Farmland
NY
PA
MD
DE
Paterson
Morristown
Newark
Phillipsburg
New Brunswick
Long Branch
Trenton
Camden
Vineland
Atlantic City
Cape May
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
MERCER
MONMOUTH
OCEAN
BURLINGTON
CAMDEN
GLOUCESTER
SALEM
ATLANTIC
CUMBERLAND
CAPE MAY
N
0 5 10 15 20
Miles
Source: Office of State Planning.
New Jersey Department of Environmental Protection- 2001.


Unprotected and Undeveloped Land in Approved Sewer Service Areas
NY
Paterson
Morristown
Newark
Phillipsburg
New Brunswick
Long Branch
Trenton
PA
Camden
Vineland
Atlantic City
Cape May
MD
DE
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
MERCER
MONMOUTH
OCEAN
BURLINGTON
CAMDEN
GLOUCESTER
SALEM
ATLANTIC
CUMBERLAND
CAPE MAY
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0 5 10 15 20
Miles
Source: Office of State Planning. Department of Environmental Protection, Wastewater Management Plans.

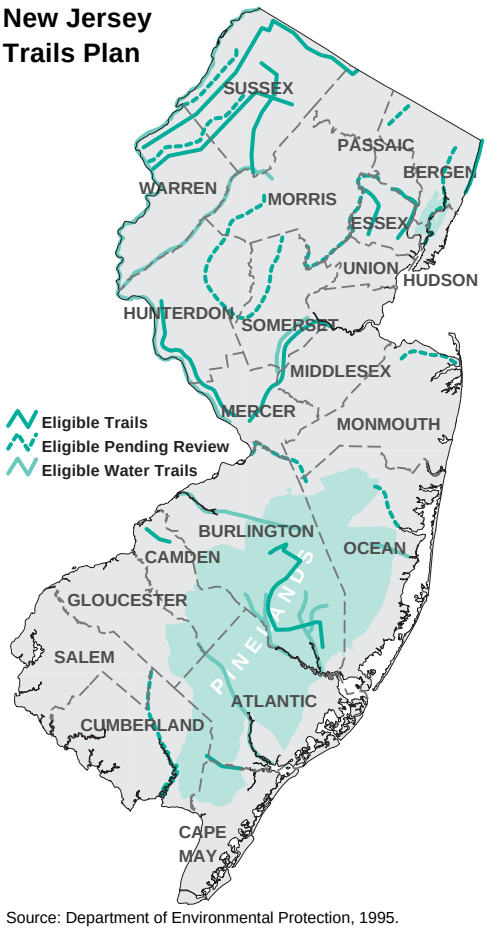
planning, execution and operation. Parts of a statewide greenways system have already been started in several areas of the state. The New Jersey Conservation Foundation, in partnership with the Green Acres program, is developing an open space vision for New Jersey called Garden State Greenways. Garden State Greenways will serve as a tool for acquisition planning and will help create a statewide system of interconnected, preserved open spaces or green infrastructure.

Arthur Kill Park

The Arthur Kill Park is located in Elizabeth and consists of an intricate network of waterways, wetlands and vegetated lands. Through a joint effort involving private, public and governmental resources, the Arthur Kill is now a multi-use park that offers visitors the chance to visit a number of habitats and environments as well as to take advantage of the many trails and walkways and numerous public and recreational facilities.

Some of New Jersey's existing trails go back to Native American times. Development has fragmented many of them. Others now lie under city streets. The New Jersey state trails system is a means for incorporating existing trails and unused railroad rights of way, in combination with newly acquired or dedicated trails, into a single statewide system. The system will also include portions of trails that are now in city streets, along with reconnecting trails that have been fragmented. The New Jersey Trails Plan adopted in 1996 identified several key issues regarding these projects, including access for people with disabilities, and use of trails by off-road vehicles. Other issues include multiple use and compatibility of different uses on a single trail; methods to protect the land adjacent to trails; and funding sources for trail acquisition, development and maintenance.

When one thinks of trails, recreational activities usually spring to mind, but in developed areas trails can function as avenues



Source: Department of Environmental Protection, 1995.

of transportation as well. For this purpose, it is critical that trails be connected to each other, and to walkways that penetrate into cities and towns, and across rivers and streams and highways. Currently, acquisition and development costs for trails are funded by a combination of sources including private individuals and foundations, as well as grants to municipalities for transportation enhancements under the Transportation Equity Act for the 21st Century, Green Acres and county and municipal capital funds.

The 275-mile long New Jersey Coastal Heritage Trail is now being developed cooperatively by the National Park Service, the state of New Jersey, and private and nonprofit organizations. It is a good example of merging goals for the conservation of natural and cultural resources.

Scenic, Open Space and Recreation Resources

The vast majority of dedicated open space and recreational resources in New Jersey are publicly owned. Since 1961, when Green Acres was established, more than 964,000 acres of public open space has been acquired. The number of acres in municipally owned open space and recreation facilities has grown faster than county or state acquisitions. Recently, the goals of the Green Acres Program were broadened to encourage the participation of nonprofit organizations in the acquisition, funding and management of open lands. However, the largest area by far is owned by the state. Much of this land serves more than one purpose, providing habitat, flood protection, and buffering to prevent pollution and siltation of streams and reservoirs.

The Governor's Commission on New Jersey Outdoors was given a new mandate in 1996 to reassess the amount of open space needed for New Jerseyans and to investigate the potential for a stable source of funding for open space. The Commission's report indicated a need of two million acres of open space, one million more acres of open space than had previously been estimated, and recommended that public acquisition is the only way to truly protect such lands. This resulted in the Governor and the Legislature placing a successful ballot question before the voters dedicating from the use tax (sales) approximately $98 million annually to acquisition of open space, the purchase of farmland easements and the rehabilitation of historic structures.

Dedication of Public Funds for Open Space Preservation

As of March 2001, 19 counties and 146 municipalities in New Jersey collected a tax for open space and recreation purposes. In 1999, counties and municipalities reported collecting $67.7 million in open space taxes and spending $83.6 million to preserve 7,569 acres of open space and farmland. A total of 35,263 acres of open space and farmland have been preserved statewide by local governments using open space taxes.

Another resource is the New Jersey State Forest Service, which continues to provide assistance to municipalities through its community forestry program. The program is funded by a variety of public, private and nonprofit sources and supports urban revitalization and other environmental efforts.

New Jersey's scenic resources include the views from our highway and transit corridors. A pilot scenic byways program developed by the New Jersey Department of Transportation has led to the designation of Route 29 in Mercer and Hunterdon counties as the first official scenic highway in New Jersey. This process is expected to lead to scenic highway planning efforts throughout the state in coming years.

Off-setting this progress, civic landscapes in many areas have deteriorated in the wake of cost cutting. Where there were flowers, now there is just grass or, worse yet, pavement. Old trees or unhealthy trees are often cut down and not replaced. This results in less attractive communities and greater potential for blight and decay.

Related Plans

Other plans, programs and reports related to preserving and enhancing areas with historic, cultural, scenic, open space and recreational value include:

- New Jersey Common Ground: 1994–1999 New Jersey Open Space and Outdoor Recreation Plan (New Jersey Department of Environmental Protection, Green Acres Bureau of Recreation and Open Space Planning, 1995). This plan fulfills the federal requirement (eligibility for Land and Water Conservation Funds) for a Statewide Comprehensive Outdoor Recreation Plan (SCORP) as well as to provide guidance to the various levels of government in acquiring, developing, maintaining and protecting outdoor recreation resources throughout the state.
- Final Report: Summary of Findings (Governor's Council on New Jersey Outdoors, February 1998). Defines a vision for New Jersey's open space needs and recommends preservation of an additional one million acres of open space.
- New Jersey Trails Plan (New Jersey Department of Environmental Protection, Division of Parks and Forestry, Office of Natural Lands Management, 1996). Pursuant to *N.J.S.A.* 13:8-30 et seq., the plan provides a vision of what a state trails system should be in the future; identifies trails and trail systems eligible for the state trails system or routes that can be developed into trails to expand the system; identifies new issues affecting trails and plans for these issues in the use, development and management of trails; and sets goals for implementation.

- New Jersey Historic Preservation Plan (New Jersey Department of Environmental Protection, Division of Parks and Forestry, Historic Preservation Office, 1997). The purpose of the NJHPP is twofold:
  a. To provide information about the historic properties and preservation programs in New Jersey; and
  b. To establish policy for the Historic Preservation Office (HPO) within the Division of Parks and Forestry, New Jersey Department of Environmental Protection.
- Arts Plan for New Jersey: Towards a Thriving New Jersey, A Statewide Plan for the Arts (1997). Assesses the state of New Jersey's arts community. The report contains recommendations on how best to deploy the resources available to foster the role of the arts in travel and tourism, in elementary and secondary education, and in community life in general.
- County Park, Recreational and Open Space Plans (various). Pursuant to *N.J.S.A.* 40:12–16, these plans are required by counties desiring to expend funds from a county open space preservation trust fund to acquire land. Currently 19 counties have such funds.
- HMDC Open Space Plan. Designates specific locations and methodologies for the preservation, restoration and protection of over 8,000 acres of open space in the District.
- County and Municipal Master Plans (in addition to the Land Use Element):
  - Historic Preservation Plan Element: An optional element in the Municipal Land Use Law (*N.J.S.A.* 40:55D-28b(10)) "indicating the location and significance of historic sites and historic districts; identifying the standards used to assess worthiness for historic site or district identification; and analyzing the impact of each component and element of the master plan on the preservation of historic sites and districts."
  - Recreation Plan Element: An optional element under the Municipal Land Use Law "showing a comprehensive system of areas and public sites for recreation."
  - Conservation Plan Element: An optional element under the Municipal Land Use Law (*N.J.S.A.* 40:55D-28b(7)) for municipal master plans that provides "for the preservation, conservation and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species… and other resources, and which systematically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources."

Related Policies

Statewide Policies most closely related to provide for historic, cultural, scenic, recreational and open space resources are found under:

- Historic, Cultural and Scenic Resources
- Open Lands and Natural Systems

Goal #8: Ensure Sound and Integrated Planning and Implementation Statewide

Strategy

Use the State Plan and the Plan Endorsement process as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation; and to integrate planning with investment, program and regulatory land-use decisions at all levels of government and the private sector, in an efficient, effective and equitable manner. Ensure that all development, redevelopment, revitalization or conservation efforts support State Planning Goals and are consistent with the Statewide Policies and State Plan Policy Map of the State Plan.

Vision of New Jersey in the Year 2020

In the Year 2020, the land-use governance system begins with comprehensive planning, and proceeds with consistent and coordinated regulation and investment programs. Every county and municipality in the state has a plan that has been endorsed by the State Planning Commission as consistent with the State Plan. These measures result in revitalized cities and towns, development and redevelopment in mixed-use Centers and other areas with infrastructure capacity, along with protecting our Environs. Development proposals that conform with local, regional and state plans are acted upon quickly and predictably. Regulatory costs are minimized. Public participation—through a collaborative master planning process that includes land owners, residents, merchants and other interested people—improves the design and functionality of each project. Sprawl has been largely contained. The equity of all New Jersey citizens is maintained through the fair distribution of the benefits and burdens of implementing plans, regulations and programs.

Comprehensive Planning

Comprehensive planning on all levels of government promotes beneficial economic growth, development and renewal, affordable housing, natural and cultural resource conservation, and revitalization of our cities and towns. Planning within municipalities is neighborhood- or Center-based. Planning beyond municipal boundaries is based on economic regions, watersheds, corridors and other natural and cultural units. It is strategic, building consortiums with the private sector. The opportunities and incentives available encourage municipalities to work together and also with their counties—first by consulting, then coordinating and cooperating with each other.

Whether it concerns urban, suburban or rural areas, there is a recognition that the fortunes of each community rest in part on the decisions of adjacent areas. Just as air and waterways do not respect governmental boundaries, so too the economy, jobs and the need for decent, safe and livable communities, are all affected by both direct and indirect decisions, large and small.

Cooperative planning with neighboring states, particularly regarding air, water, habitat, open space, transportation and economic development is routine. Federal programs reinforce and support the State Plan.

Municipal, county and regional plans are created and updated through a collaborative process with neighboring communities and counties. These comprehensive plans recognize the linkages among land use, transportation, and environmental protection by analyzing the capacities of natural, economic, fiscal, social and infrastructure resources. Local zoning and other development ordinances are drafted and adopted as a result of and consistent with comprehensive plans. These plans and regulations enhance the equity of all segments of the community.

Capital planning and budgeting efforts on all levels of government also result from comprehensive plans. State investments and regulations regarding transportation, open space, wastewater and water supply, farmland preservation, education infrastructure and other public facilities are based on agency plans that are consistent with municipal, county and regional plans and the State Plan, as well as other state agency plans.

Planning Partnerships

Public-private and other collaborative partnerships are promoted so that residential and commercial developments have adequate infrastructure (such as transportation, potable water, wastewater, stormwater drainage, schools, public safety, recreation and open space) and natural resources are protected. Developments of significant regional impact are anticipated through an inclusive, participatory planning process. Decisions concerning these developments result from a predictable, integrated regulatory process. Open space or farmland preservation investments, coordinated among public, nonprofit and private entities, follow adopted plans and programs that promote large contiguous areas.

The private sector benefits from an established and consistent methodology that starts with comprehensive master plans (including specific, detailed elements and design guidelines), and advances through processes that encourage pre-application reviews by all relevant local, regional and state agencies. These development decisions are then well accepted by the community, in part, because infrastructure is provided prior to or concurrent with development. Additionally, this is being achieved without duplicating efforts, resources or reviews.

Planning Tools

New technologies and techniques such as home computers and Internet connections facilitate community-wide acceptance of well-planned conservation and development projects. Planners, developers and residents utilize computers, geographic information systems, visual simulation

technologies and other tools and techniques to agree on the size, location, design and character of new growth. Educators use school-based computers to teach students the fundamentals of planning using local development plans as an invaluable resource. Plans and regulations (including zoning and other development ordinances) are prepared using standardized formats and are routinely available electronically. Convenient and comprehensive educational and training opportunities enable these boards, their staff and the public to make well-informed decisions.

A diverse range of citizens works with land owners, developers, public officials and others to prepare comprehensive master plans that project future growth based on available infrastructure capacities, current trends and commonly accepted demographic projections.

A common vision for the future is strengthened with the inclusion of indicators to track progress in meeting the goals of the master plan and realistic targets to be achieved. Implementation strategies and timetables accompany the master plan, enabling decision makers in the public and private sectors to implement agreed upon goals. Periodic self-evaluations are conducted by each planning entity and publicly issued to enable citizens to measure the effectiveness of each plan, regulation, program or investment.

The results of sound and integrated planning and implementation are livable communities. Centers have vibrant Cores where people live and work, with carefully managed Environs. Neighborhoods in our urban, suburban and rural municipalities provide clean, safe, affordable and comfortable places to live. The State Plan promotes Center-based development and redevelopment and protection of our Environs that is the culmination of comprehensive and coordinated planning, regulation and infrastructure investment.

Background

New Jersey has long been a national leader in planning legislation and practice. In fact, state planning itself has been undertaken in some form since the 1930s.

Planning in New Jersey

The 1934 New Jersey State Plan featured a map of "Future Land Utilization," where four areas were designated: present urban, most probable urban expansion, lands generally suitable for continued farming, and lands of low agricultural value—best devoted to forest production, recreation, protection of public water supply and incidental uses. A "Development Plan for New Jersey" map was included in the 1951 New Jersey State Plan, delineating existing and proposed major highways and airports, as well as public and semi-public

Planning Support Systems

With mapping software and spreadsheets, planners can use desktop and notebook computers to produce detailed estimates of impacts for several alternative growth patterns and rates during the course of a single meeting. Planning support systems (such as the OSP Growth Simulation Model) that enable experimentation and feedback complement comprehensive, citizen-based collaborative planning processes by helping planning and land use decision making:

- be better informed,
- anticipate and avoid unintended consequences of a master plan, zoning or development proposal, and
- be faster and less expensive.

Washington Township, Mercer County

Washington Township has used a continuing, cooperative and comprehensive planning process in developing a Town Center for its Robbinsville section.

Continuing

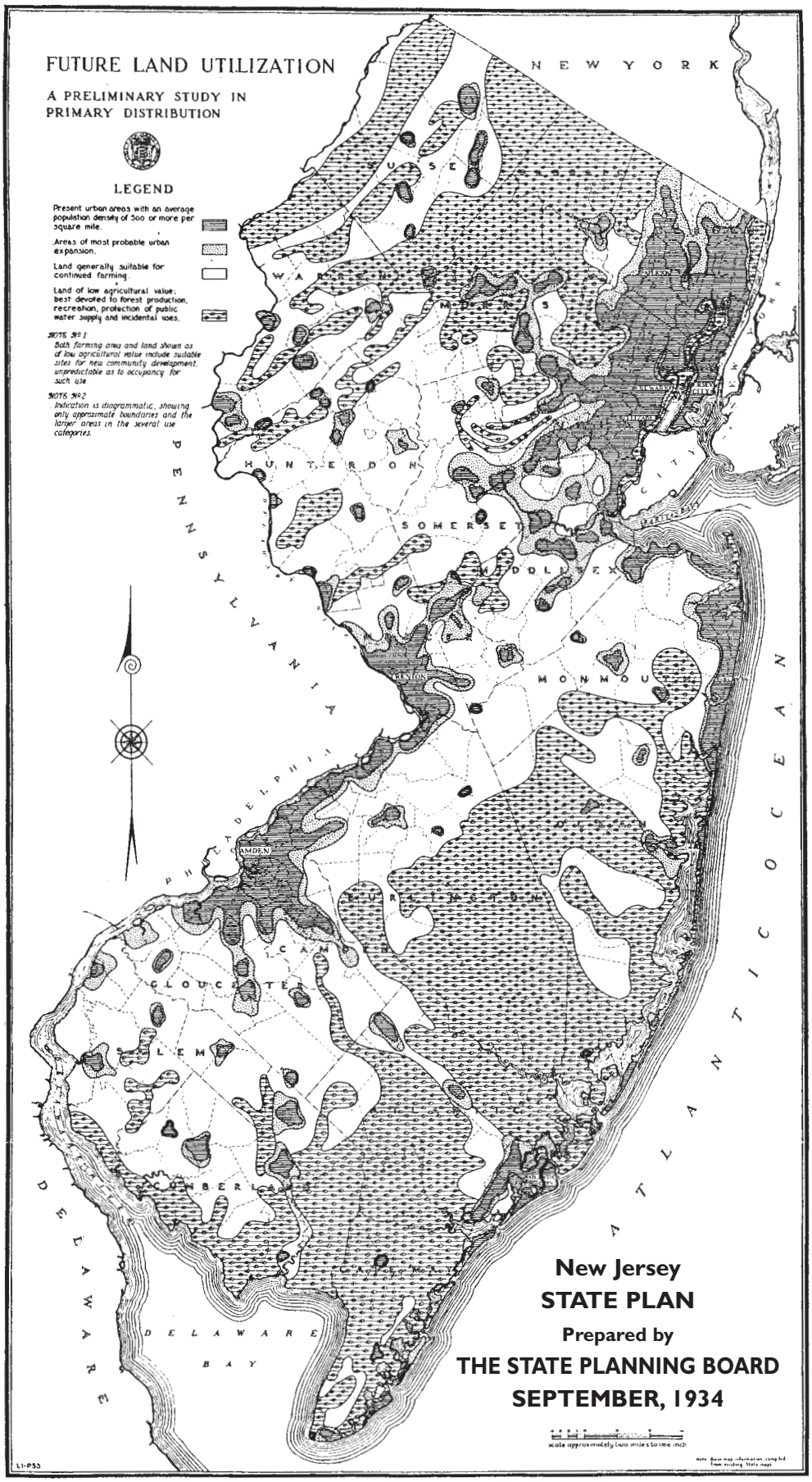
- Town Center idea was first conceived in 1985 as a goal of the Washington Township Master Plan.
- Concept reiterated in the 1990 Master Plan update.
- Town Center Development Plan was developed and incorporated into the Township Master Plan in 1992.
- Township ordinances were amended in 1997 to incorporate the Town Center.
- Ground was broken for the Town Center in 2000 and initial sales have been brisk.

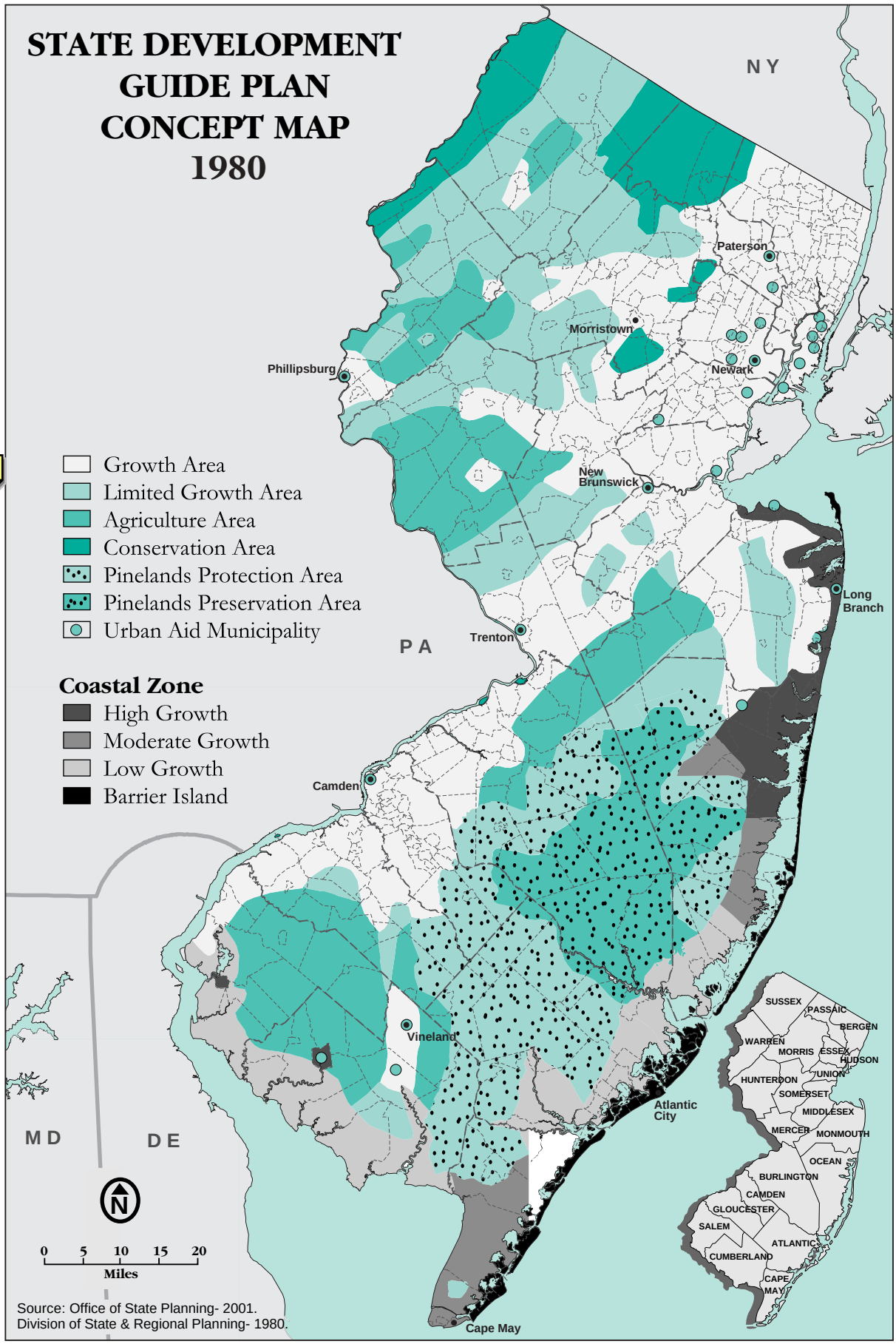
Cooperative

- The Town Center plan was the subject of numerous meetings of the township planning board and governing body, as well as many public hearings.
- Land owners and developers were involved in the planning process and have indicated support for the Town Center concept.
- Visioning workshops were held to develop a community consensus of what the Town Center should be and what it should look like.
- State agencies were also involved in the planning process. NJDOT and NJDEP partnered with Washington Township, particularly with regard to roadway proposals.
- The Town Center concept was discussed with, and endorsed by the neighboring community of Hamilton Township and the Mercer County Division of Planning.
- Office of State Planning staff provided technical assistance and interagency coordination to promote the Town Center.
- The State Planning Commission designated the Town Center in 1998.

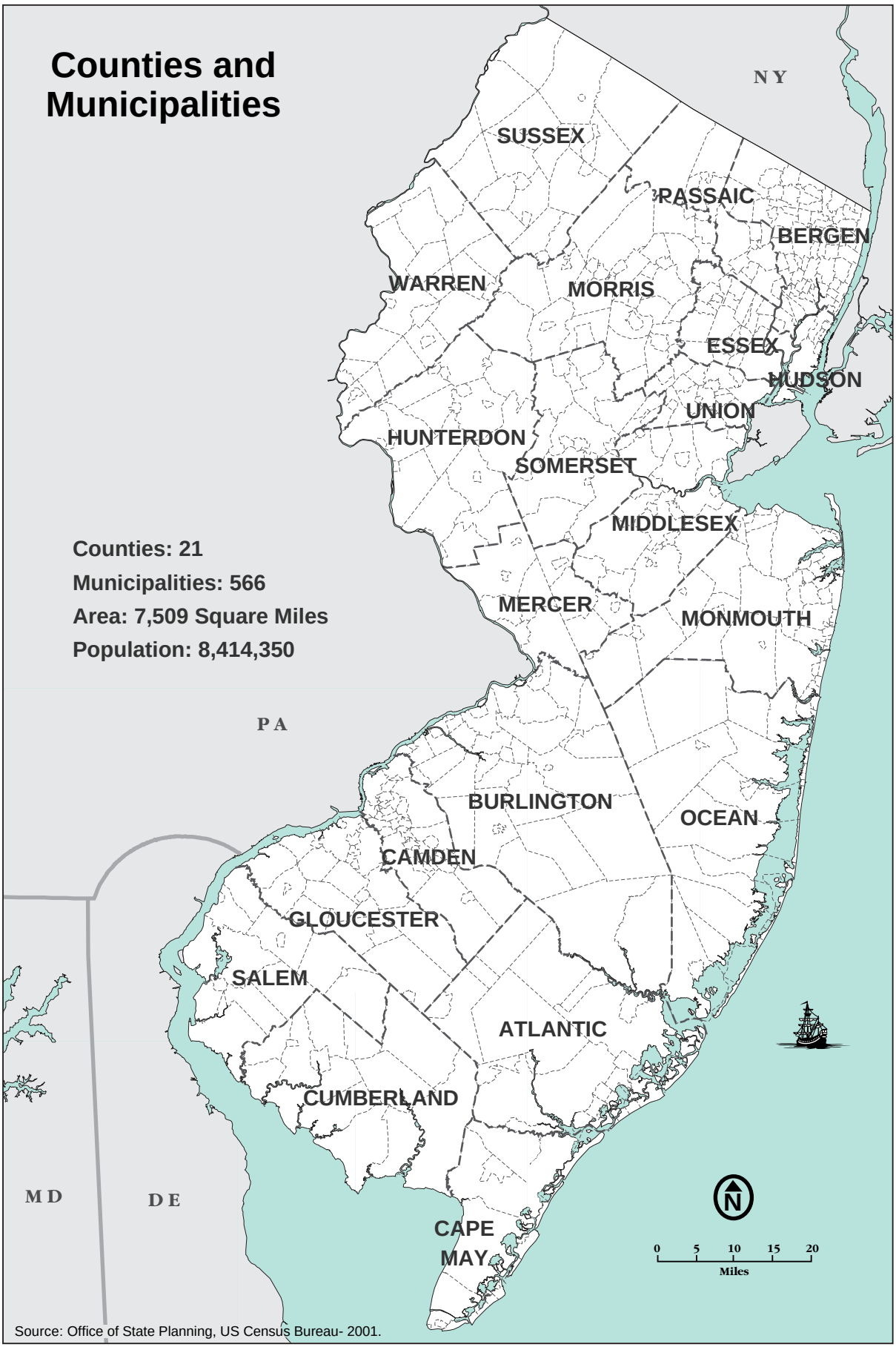
Comprehensive

- The master plan was amended to incorporate the Town Center concept.
- The zoning ordinance was amended to incorporate a Town Center zone.
- The location of development in the Town Center will be guided by a street regulating plan.
- Compact, mixed-use design guidelines specific to the Town Center were developed.
- Traffic impacts were addressed through a study funded by NJDOT.
- Growth management mechanisms, such as density transfers into the Town Center, are being established.


FUTURE LAND UTILIZATION
A PRELIMINARY STUDY IN PRIMARY DISTRIBUTION
LEGEND
Present urban areas with an average population density of 500 or more per square mile.
Areas of most probable urban expansion.
Land generally suitable for continued farming.
Land of low agricultural value; best devoted to forest production, recreation, protection of public water supply and incidental uses.
NOTE, No 1
Both farming area and land shown as of low agricultural value include suitable sites for new community development, unpredictable as to occupancy for such use.
NOTE, No 2
Indication is diagrammatic, showing only approximate boundaries and the larger areas in the several use categories.
NEW YORK
SUSSEX
WARREN
MORRIS
HUNTERDON
SOMERSET
MIDDLESEX
MONMOUTH
OCEAN
BURLINGTON
CAMDEN
GLOUCESTER
SALEM
CUMBERLAND
PENNSYLVANIA
DELAWARE
PHILADELPHIA
ATLANTIC OCEAN
DELAWARE BAY
New Jersey
STATE PLAN
Prepared by
THE STATE PLANNING BOARD
SEPTEMBER, 1934
scale approximately two miles to one inch
LI-P53



Source: Office of State Planning- 2001.
Division of State & Regional Planning- 1980.


Counties and Municipalities
NY
SUSSEX
PASSAIC
BERGEN
WARREN
MORRIS
ESSEX
HUDSON
UNION
HUNTERDON
SOMERSET
MIDDLESEX
Counties: 21
Municipalities: 566
Area: 7,509 Square Miles
Population: 8,414,350
MERCER
MONMOUTH
PA
BURLINGTON
OCEAN
CAMDEN
GLOUCESTER
SALEM
ATLANTIC
CUMBERLAND
MD
DE
CAPE MAY
N
0 5 10 15 20
Miles
Source: Office of State Planning, US Census Bureau- 2001.

lands. The 1980 *State Development Guide Plan* utilized a Concept Map to identify areas of growth, limited growth, agriculture, conservation, Pinelands protection and preservation, and urban aid municipalities. The 1992 and 2001 *State Development and Redevelopment Plans* built on this proud history of statewide planning, and then took it further by using advanced technologies, and involving the public in the development and decision making process through Cross-acceptance.

The Municipal Land Use Law, landmark local planning legislation adopted in 1976, contains many progressive features still absent in many states. The requirements for master plans as a prerequisite to zoning ordinances, the preparation of housing and recycling elements and the linking of capital budgeting to planning are among its many outstanding features. Others include the institution of defined time limits for the review of applications, the recognition of the value of Planned Unit Developments and General Development Plans and the provisions for the creation of Regional Planning Boards.

Counties have been entrusted since 1935 with the opportunity to prepare and adopt a master plan with recommendations for the physical development of the county. The County Planning Enabling Act also allows the planning board to adopt an official county map, review subdivisions or site plans affecting county road or drainage facilities, and provide advice to the freeholder board when formulating or developing programs and budgets for capital expenditures. Many counties have developed open space and farmland preservation plans, and have established funding for easement or fee-simple purchases.

At the state level, the Pinelands Commission and the Hackensack Meadowlands Development Commission (HMDC) are nationally and internationally recognized models of integrated regional planning and development review. Features such as transfer of development rights in the Pinelands and tax sharing in the Meadowlands are creative and established approaches being implemented here in New Jersey to achieve local and regional goals.

Highway access planning, transportation development districts, coastal planning and regulatory programs, and special protection for the Delaware and Raritan Canal are other significant actions that New Jersey has instituted in recent years. Metropolitan

Planning Entities in N.J.

- Five hundred and sixty-six municipalities have independent planning and zoning authority.
- Twenty-one counties review developments for impacts on county road and drainage facilities, and many prepare non-binding county master plans.
- State agencies plan for and provide road, rail, water, airports and heliports, wastewater, open space, farmland preservation, housing and public facilities infrastructure.
- The Department of Environmental Protection has designated 20 watershed management planning areas throughout the state.
- Three Metropolitan Planning Organizations prepare regional transportation plans and approve federally funded and certain other transportation projects.
- Interstate agencies such as the Port Authority of New York and New Jersey, the Delaware River Port Authority and the Delaware River Basin Commission exercise limited purpose planning and regulatory authority over vast portions of the region.
- The Palisades Interstate Park Commission promotes the conservation of large areas of open space in the most urbanized part of our state.

In addition, over 600 school boards, and hundreds of utility, housing, transportation and parking authorities make public facilities decisions that shape development patterns.

Planning Organizations and interstate authorities provide additional venues for addressing critical transportation, economic and land use issues. Promising initiatives in watershed-based environmental planning and neighborhood-based revitalization planning are currently under development.

Yet these efforts have not been enough. The passage of the State Planning Act in 1986 was in response to the widespread belief that coordinated state planning, to ensure consistency among state agencies and between state and local jurisdictions and the private sector, was lacking. Given New Jersey's complex governmental, planning and regulatory structure, a state plan was seen as the essential means to achieve planning goals within the system described in the sidebar Planning Entities in N.J. (see page 103).

Complexities and Conflicts

There are neither fiscal nor institutional incentives for these entities to work together. In fact, in many cases fiscal and other pressures result in communities making decisions that may be beneficial locally, but harmful to the region and state. State infrastructure expenditures are often necessary responses to needs created by local decisions regarding the location, intensity and timing of development. Many local communities in turn feel that home rule is seriously compromised by development and public facilities decisions made by neighboring communities or state or county agencies without adequate regard for the impacts on their community.

Fundamental conflicts arise as specialized agencies focus largely (and sometimes exclusively) on a single function or resource—be it housing, highway capacity, wetlands, or stream quality—without taking into account how different manmade or natural systems are intricately interconnected. In response to many of the subsequently emerging problems, a number of regulatory programs have been created. These programs, in many instances, were not carefully integrated into the state's land use governance process and may not, by their very nature, be compatible. General purpose entities (for example, municipalities or counties) attempt to strike a balance in master plans, development decisions and capital investments, among these often competing goals.

These conflicts are often played out in the complex process of development review, having remained unresolved while in the planning process. The process is often contentious, leading to expensive and prolonged disputes, often between neighbors and developers, local and state agencies, the initiating town and its neighboring communities. Outcomes of private development proposals and public infrastructure initiatives are often uncertain, given conflicting standards and unclear criteria for decision making.

Contributing to these difficulties is the nature of many master plans. An Office of State Planning review of a sample of municipal master plans shows a need for both widespread citizen participation in the development of local plans, and strategic

Intermunicipal Policy Agreements

The Somerset County Planning Board is working with its municipal planning boards to implement a memorandum of understanding regarding projects of regional significance. This effort provides a framework for: enhanced notification and public participation; a detailed analysis of how master plans and zoning ordinances are consistent with county and adjacent municipal master plans; and cooperative strategies with major state permitting agencies related to the planning and infrastructure needs of large-scale housing or commercial developments.

recommendations that can make these plans effective blueprints for the future. A capacity analysis comparing the demands likely to be generated by projected growth with the actual capacity of the affected natural and manmade systems is not often performed in full. When it is undertaken, it is not often linked to the recommended land use locations and categories. Few plans discuss in detail their consistency with plans of neighboring communities, nor county or state plans. Assumptions underlying demographic projections vary, and indicators and targets to measure progress in achieving community goals are rare. Implementation strategies and timetables are not described. Few plans have all or even most of the optional elements described in the Municipal Land Use Law.

It should be no surprise that these limitations exist. Master plans are time consuming and expensive to prepare. Most important, perhaps, is the belief held by some that master plans do not much matter. While often assisted by consultants or staff, they are adopted by volunteers on the Planning or Land Use Board, and not the governing body. Often development ordinances, capital plans and expenditures do not conform to the goals and objectives of the master plan. Although zoning ordinances are required to conform to the master plan, they may deviate from the plan with a simple resolution justifying the action of the governing body.

County planning offices and boards are logical entities to provide technical support and regional coordination. Yet despite sustained efforts by many counties to fulfill this role, they are severely limited by statutory authority and resource constraints. As a result, New Jersey lacks effective statewide inter-municipal and regional planning. An enhanced county or multi-county regional planning role, developed in cooperation with municipal and state agencies, would promote comprehensive planning.

The accuracy of long-term projections tends to be less precise as the geographic area for which the projection is made becomes smaller. Nevertheless, the State Planning Act (*N.J.S.A.* 52:18A-201.b.(5)) calls for the Office of State Planning to compile long term projections of population, employment, households and land needs, which are necessary for both the public and private sectors to plan and invest today with some reasonable consideration of what the future might hold. For the purposes of the state planning process, for example, a reasonable set of population, household and employment projections is required to anticipate the distribution of growth among Planning Areas and between Centers and Environs, and to estimate future developable land needs. Projections are also required to assess infrastructure needs and other impacts associated with alternative development scenarios. Appendix A presents a range of projections of population and employment which the Commission believes are reasonable guides through 2020. During each review of the State Plan, the Commission will consider revising Plan projections to reflect changing trends in the state's population and employment growth.

Capacity-based Planning

New planning tools and data, such as that used in geographic information systems, make it easier for planners to analyze the capacities of the natural and built environments and use them as a basis for planning. This approach to planning, sometimes known as Capacity-based Planning, is a matter of balancing policy and investments so that the generated demand is balanced with, and does not exceed, attainable and sustainable capacities of natural, infrastructure, social and fiscal

systems. The approach incorporates economic, environmental and social considerations to make the full costs and other implications of piecemeal decisions explicit by accounting for off-site, cumulative and regional impacts of growth. These impacts should be understood and are best assessed through a build-out analysis.

The State Plan strongly endorses an approach to capacity-based planning that incorporates an array of planning, program, regulatory and market-based tools to minimize the demand for the resource or infrastructure system as well as managing the supply.

Capacity-based planning recognizes both limits and opportunities for growth. It provides a foundation for exploring alternative growth scenarios, including timing development and redevelopment with infrastructure capacity. Managing growth to maintain a balance among natural, infrastructure, social and fiscal capacities ultimately depends upon the sound judgment of appointed and elected public officials who consider local and regional capacity analyses when they make policy. The ability of the state and its citizens to generate revenue for infrastructure is not unlimited, and public funds should be used to maximize capacity per unit of investment. In other words, if $1 of public investment in a Center can support two units of development while the same $1 can only support one unit of development of sprawl, then the fiscal capacity of the state is undermined with continuation of the sprawl development pattern.

In some situations, understanding system capacities may require technical assistance to ensure that all important community values are protected, but understanding the capacity of the natural and built environment does not necessarily require a sophisticated planning capability. Nor does it necessarily require that all systems be extensively analyzed to maintain alignment between demand and capacity. In many areas, the factors most critical to sustainability may be easily identified and understood and may even pre-empt the need for extensive analysis of other systems. For example, in some areas, potable water may be a critical factor for management, in which case planning for development and redevelopment will be limited by the availability of water, rather than by the transportation system or available sewer capacity.

The State Plan strongly endorses an approach to capacity-based planning that incorporates an array of planning, program, regulatory and market-based tools to minimize the demand for the resource or infrastructure system as well as managing the supply.

The elements of demand-capacity management are:

1. Establish level-of-service standards for capital facilities and quality standards for natural resources and other systems that define desired conditions in the future;
2. Analyze existing and planned system capacities;
3. Compare existing and planned system capacities to anticipated demand;
4. If anticipated demand exceeds existing and planned system capacity, analyze the environmental and fiscal costs, and other impacts of expanding system capacity, comparing these impacts to the impacts of alternatives, such as the use of growth management and demand management measures; and
5. Prepare municipal, county, regional and state plans that manage growth and public investment so that:
   a) a balance between demand and system capacity is maintained and actively monitored on a short- and long-term basis using appropriate indicators and targets; and

b) development and redevelopment and attendant public investment are concentrated in compact, mixed-use forms where economies of scale can be achieved.

Consensus-based Planning

The strong support of many local planning boards for New Jersey's State Planning Act is a testament to the fact that local comprehensive planning is more effective when it can be reinforced by consensus-based regional plans. Using labor market analysis, impact assessment and needs assessment techniques, regional plans can define the economic sectors and infrastructure with which the region will be competitive with other regions, while supporting its own internal needs for housing, the environment, intergovernmental coordination, and quality of community life. Geographically specialized plans for watersheds, corridors and other areas, along with plans that affect multiple municipalities, counties or even other states, can be used to strengthen local planning efforts by ensuring a collaborative process and a mutual understanding of the proper role of each entity. Attracting citizens to participate in a planning process requires diligence. While organizations such as the New Jersey Planning Officials provide statewide training, there is still a growing need for planning education and training sessions on developing a master plan, promoting responsible public participation in the planning and regulatory review processes, and linking zoning, other development ordinances, and capital plans with the master plan. In some cases, state agencies have taken a lead in involving the public in developing plans, programs and regulations affecting critical resources. However, there are other regulations that do not advance a comprehensive approach, due to their outdated nature or lack of corresponding functional plans. State agencies need to work with municipalities, counties and the general public to develop effective functional plans, programs and regulations.

Implementation

Attracting citizens to participate in a planning process requires diligence.

The State Plan response relies on strategies, policies and actions that lead to better education of public officials and citizens, greater use of available tools and technology, the creation of alternative mechanisms for conflict resolution, the identification of ongoing funding for planning, and the reengineering and streamlining of regulatory processes through more effective up front planning at all levels of government. Linked to these ideas are approaches to strengthen the role of regional planning, and better integrate investments and public facility provision with agreed upon plans.

The State Plan advocates the creation and coordination of strategic plans at regional, county, municipal and neighborhood levels. In particular, Regional Strategic Plans should define opportunities for economic integration and associated regional infrastructure improvements necessary for developing or revitalizing communities within the region. These plans should be prepared using market analysis, impact assessment and needs assessment techniques through collaborative efforts of governmental agencies, the private sector and the public. While each of these entities may currently prepare such assessments and plans, they are not coordinated in terms of base assumptions, time frames, analytical techniques or policy development.

A major goal of the State Planning Act is to coordinate and integrate planning at all levels of government to increase efficiency, predictability and the optimization of public investments. Sound

and integrated planning and implementation is a necessary condition for the achievement of all of the State Planning Goals. The *State Development and Redevelopment Plan*, the Cross-acceptance process and the Plan Endorsement process provide forums for moving this ambitious and essential agenda forward.

The purpose of Plan Endorsement is to increase the degree of consistency among municipal, county, regional and state agency plans, and the State Plan, and to facilitate the implementation of these plans. The State Plan outlines six objectives that derive from this purpose:

Sound and integrated planning and implementation is a necessary condition for the achievement of all of the State Planning Goals.

- To encourage municipal, county, regional and state agency plans to be coordinated and support each other to achieve the Goals of the State Plan;
- To encourage counties and municipalities to plan on a regional basis while recognizing the fundamental role of the municipal master plan and development regulations;
- To consider the entire municipality, including Centers, Cores, Nodes and Environs, within the context of regional systems;
- To provide an opportunity for all government entities and the public to discuss and resolve common planning issues;
- To provide a framework to guide and support state investment programs and permitting assistance in the implementation of municipal, county and regional plans that meet statewide objectives; and
- To learn new planning approaches and techniques from municipal, county and regional governments for dissemination throughout the state and possible incorporation into the State Plan.

Plan Endorsement will ensure that municipal, county and regional plans are recognized in the activities of state agencies and neighboring jurisdictions. The designation of Centers is part of Plan Endorsement.

Entities that receive Plan Endorsement will be entitled to a variety of benefits, including but not limited to:

- priority for funding;
- coordination of planning with other agencies in meeting unique needs of the entity seeking endorsement; and
- expedited permit review.

Any municipal or county governing body, regional agency or state agency may petition the State Planning Commission for Plan Endorsement of its plan. Plans eligible for endorsement are:

- Master plans of municipalities and counties;
- Municipal Strategic Revitalization plans;
- Urban Complex Strategic Revitalization plans;
- Regional Strategic plans; and
- State agency functional plans.

Related Plans

Other plans, programs and reports related to ensuring sound and integrated planning and implementation include:

- Hackensack Meadowlands Master Plan (Hackensack Meadowlands Development Commission, 1972 with amendments). This plan has a mandate to promote economic development, protect open spaces and manage solid waste.
- Pinelands Comprehensive Management Plan (Pinelands Commission, 1981 with amendments). This plan manages and conserves the resources of the Pinelands biosphere according to federal (Section 502 of the Omnibus Park Act of 1978) and state laws (Pinelands Protection Act, *N.J.S.A.* 13:18A-1 et seq.).
- Regional Transportation and Land Use Plans (various). For example, Horizons 2025 from the Delaware Valley Regional Planning Commission combines regional transportation and land use policies. Also, there are regional transportation plans prepared and adopted by the North Jersey Transportation Planning Authority and the South Jersey Transportation Planning Organization.
- County and Municipal Master Plans (various):
  - County Plans (various). Most counties have plans that show recommendations for the development of the territory covered by the plan, according to the County Planning Enabling Act (*N.J.S.A.* 40:27-1 et seq.).
  - Municipal Master Plans (various). A Land Use element is mandatory under the Municipal Land Use Law (*N.J.S.A.* 40:55D-1 et seq.).

Related Policies

Statewide Policies most closely related to planning are found under:

- Equity
- Comprehensive Planning
- Planning Regions Established by Statute
- Special Resource Areas
- Design