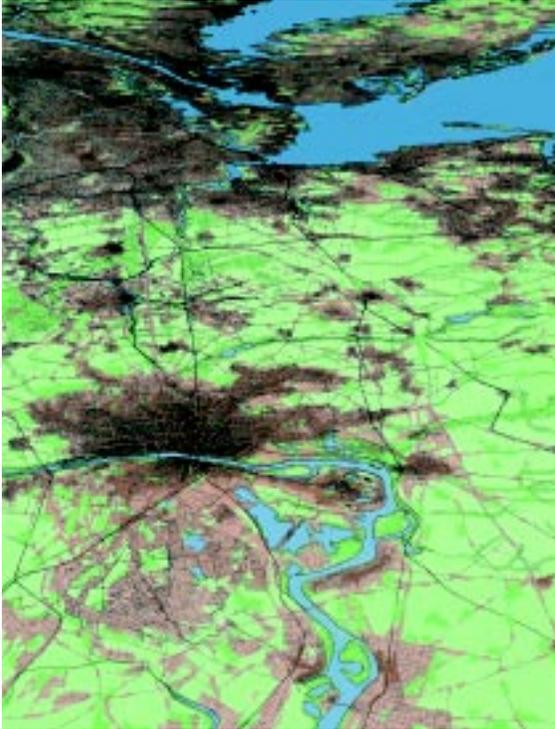
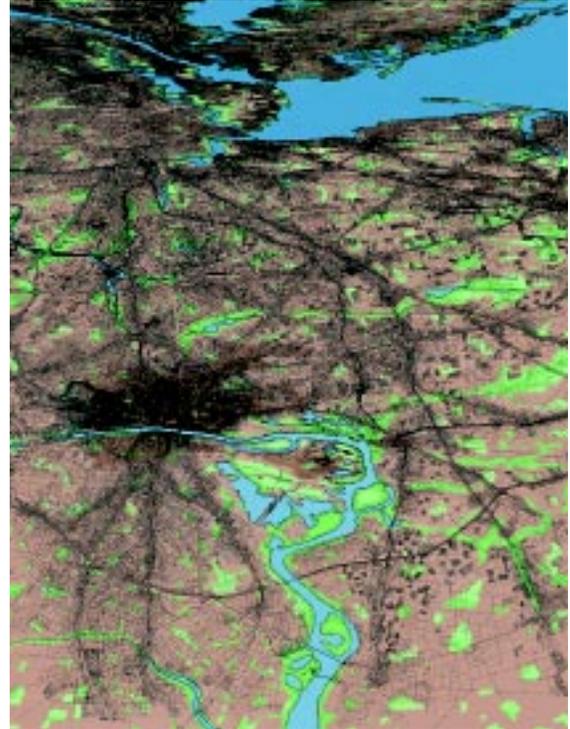


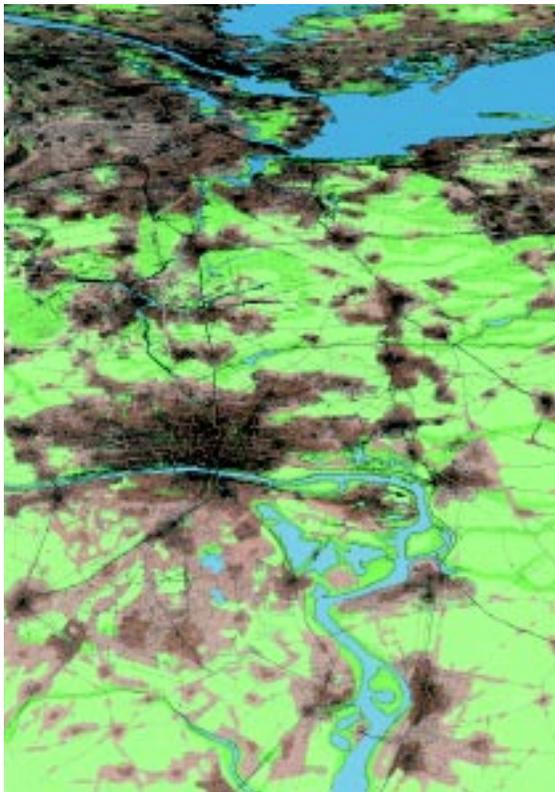
Central New Jersey Region, Looking Northeast



Existing Conditions: A view of the region, stretching from Burlington County, New Jersey, and Bucks County, Pennsylvania, to Hartford and New Haven, Connecticut, with the Delaware River in the foreground left and the Long Island Sound in the upper right.



Trend Development: New development continues to sprawl. Older cities and towns decline further as a result of disinvestment. Farmland, open lands and natural features are lost. The character of existing communities is eroded. The region experiences expansion of low-density, automobile-dependent, single-use development.



Plan Development: The region reinvests in its existing centers and creates new centers with distinct identities and a balance of housing, employment and open space. Farmland, large contiguous areas of open lands, and important natural features, are protected. Waterfronts are revitalized and accessible to the public. Transit systems are upgraded and extended, increasing ridership and providing a framework for further regional development. The region continues to grow in a healthy and more sustainable pattern while its places retain their character.

Rural Village



Existing Conditions: Parts of New Jersey still exhibit a predominantly rural landscape, with compact towns and village centers surrounded by farms, woodland and rural hamlets. Farmland and open space forms a continuous, productive landscape, with a mosaic of woodlands, hedgerows and small fields providing important wildlife habitat. Buildings are clustered in villages, hamlets and farmsteads with traditional architecture that harmonizes with the natural setting. The character of this rural landscape is an important asset for New Jersey, yet much is currently zoned for large-lot suburban sprawl.



Trend Development: Suburban development destroys farmland, open space and natural features. Rigid zoning codes create homogenous tracts of single-family homes on large lots, overwhelming the original village. Individual septic systems are more likely to pollute the groundwater and conflict with wells. Local roads become congested. The traditional, locally based economy withers. The area has lost its rural character.

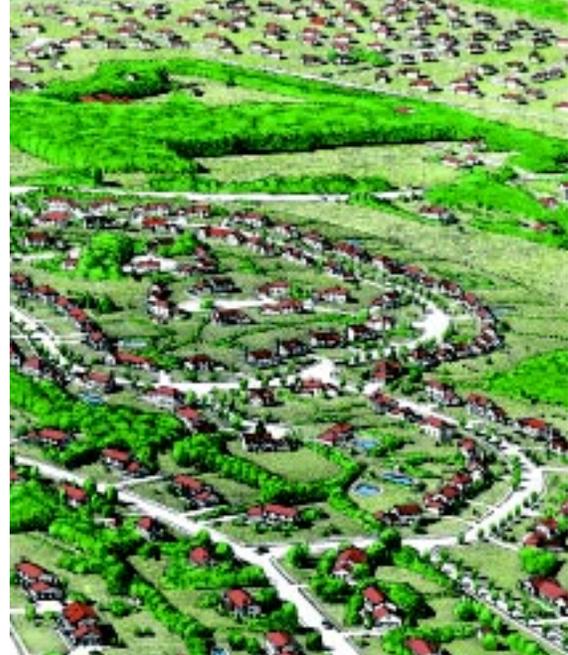


Plan Development: The rural village has grown and prospered, with new mixed-use development occurring in or adjacent to the center. New buildings share or complement the character and appearance of existing structures. New development outside the village occurs in hamlets or in carefully sited estate lots. Extensive areas of farmland and woodlands are maintained. Headwaters and groundwater recharge areas are protected. Natural systems handle wastewater and stormwater. Greenway corridors link communities, providing public access to the countryside. The scenic qualities of a rural community are protected and enhanced, while the local economy is preserved.

Rapidly Developing Suburban Fringe



Existing Conditions: The Garden State of New Jersey has some of the nation's best farmland, yet much of this irreplaceable resource is currently zoned for low-density development. The farmland and open space forms a continuous, productive landscape. Woodlands and hedgerows provide important wildlife habitat. Buildings are clustered in farmsteads and hamlets. The local roads are designed for low levels of rural, farm traffic. The beauty of the rural landscape is an important asset for New Jersey.



Trend Development: Suburban development overwhelms the farmland, open lands and natural landscape. Rigid zoning codes create homogenous tracts of single-family homes, shopping centers and office parks. Individual septic systems increase chances to pollute the groundwater and conflict with wells. Local roads become congested and require widening, destroying the rural character. Conventional development creates visual monotony and clutter that replaces the once-scenic landscape.



Plan Development: New development occurs, but inspired by garden city ideals. Higher-density uses occur in a new village center, with larger lots on the outskirts. Compact growth preserves working farms, which are separated from the new community by green buffers that reduce conflicts. Natural systems handle wastewater and stormwater. Traffic congestion is limited, due to reduced automobile use. Sensitive design creates attractive new buildings and public spaces.

Beltway Interchange



Existing Conditions: A historic town is located on a rail line providing passenger service to other nearby towns and to a metropolitan center. The surrounding woodlands provide wildlife habitat and recharge for a regional water supply system. Groundwater and surface water quality are high, as a result of the extensive open space. The local road system is designed for low levels of use. A recently built freeway has not yet triggered new development. However, the highway frontage is zoned for strip commercial development, and local zoning regulations encourage development outside the town center.



Trend Development: A regional shopping mall and big box retail locate adjacent to the new interchange. An office park replaces the woodlands, with smaller strip commercial businesses located along the local highway. The existing historic center begins to decline. Peak-hour traffic congestion becomes the norm, while rail ridership declines. Air quality deteriorates due to vast expansion of automobile use, as do ground and surface water, due to increased runoff. Open land, wildlife habitat and rural, small-town character are lost to suburban sprawl.

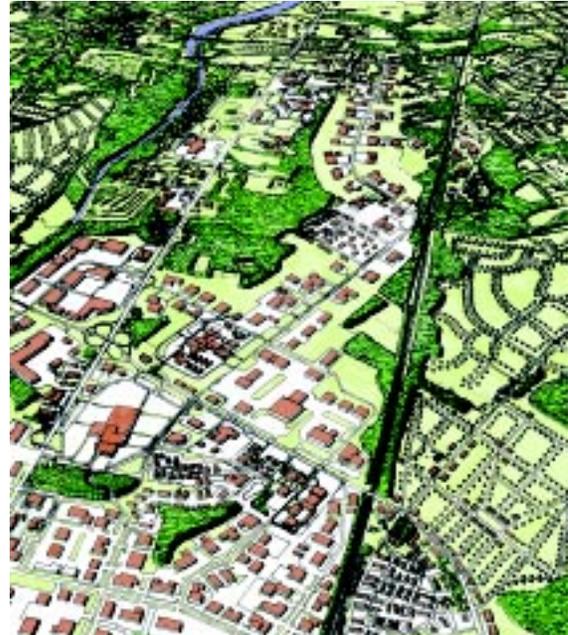


Plan Development: A new mixed-use town center is developed adjacent to the renovated rail station, and incorporating a commuter parking garage and a regional mall. Apartments are located above ground-floor commercial space, accommodating affordable housing, and new residential neighborhoods that are within a short walking distance. The existing center is revitalized with new uses and infill development. All structures are within a 15-minute walk of the train station. A successful density transfer program shifts development into the town center, preserving outlying open land. There is a clear separation between the town center and the surrounding countryside. Rail service is expanded. Traffic congestion is limited by the revival of rail and the walkable, transit-oriented town center. Protected woodlands surround the landscaped freeway corridor.

Suburban Highway and Rail Corridor



Existing Conditions: A historic town center, containing a mix of office, retail, institutional and residential uses, is still surrounded by large areas of rural countryside. The regional commuter rail is experiencing dramatic increases in ridership at the small congested stations. Office parks and commercial development are beginning to appear along a state highway. Residential subdivisions are replacing farms and forests. Formerly rural roads are increasingly congested with traffic from strip commercial development. Some of the region's best agricultural soils are under imminent threat of development.

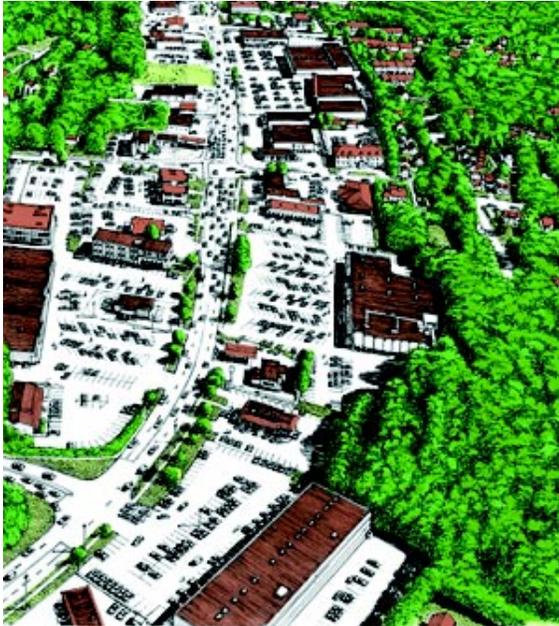


Trend Development: The historic town center loses its role as the commercial and social hub for the surrounding area. The state highway is widened, but becomes even more congested. Increased non-point source pollution leads to a decline in the quality of the river's water. Prime agricultural soils are paved over. Development and housing fragment green corridors while trails and aquifer recharge areas are lost. The open countryside defining the historic town center is overwhelmed by development. Air quality declines. Residential subdivisions consume the remainder of the region's rural forests and farmlands.

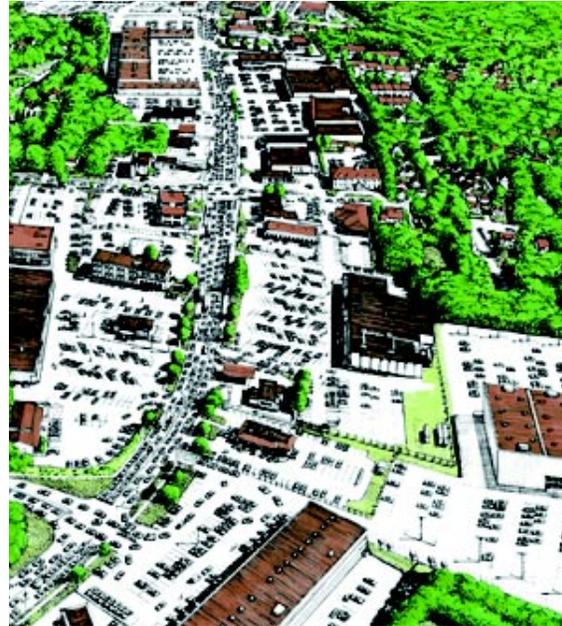


Plan Development: Balanced in-fill growth in the town center reinforces the traditional mix of uses, drawing from and enhancing the historic context. The historic center is still surrounded by rural countryside. The river is protected by open space buffers and preservation of water recharge areas. Service on the commuter rail line is expanded. Improved station area facilities include a shared parking deck, and become the focus for new transit-oriented town centers. Access to the state highway is limited and road expansions are unnecessary. Air quality is protected. Residential growth is redirected to existing centers and to new, walkable centers served by transit.

Suburban Commercial Strip



Existing Conditions: A generic suburban commercial strip, where roads and surface parking lots dominate the landscape. Single use, low-density zoning has led to dependence on the automobile, which in turn has resulted in severe peak-hour congestion. While the strip is mostly prosperous, some older shopping centers have closed, unable to compete with big box retail. Stormwater runoff from parking and roads is degrading the water quality of a nearby stream. Undeveloped areas along the highway are zoned for additional strip commercial development. While some open space, woodlands, and farmland still remain, wildlife habitat is fragmented.

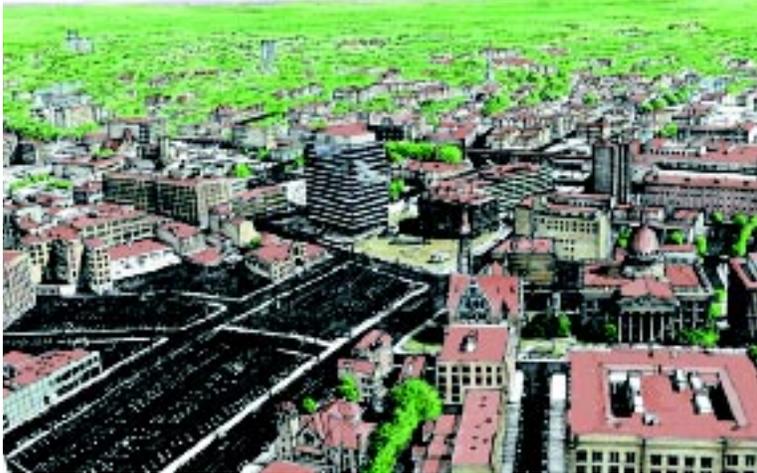


Trend Development: Strip development along the highway has continued, resulting in many miles of highway-oriented uses and a cluttered, unappealing environment. A parallel road network has not been created, requiring every trip—even short local trips—to enter the highway. As a result, extreme traffic congestion, safety concerns and conflicts between regional mobility and local access have led to several highway widenings. Older shopping centers have continued to decline due to competition from big box retail. Air quality has declined, and stormwater runoff has seriously degraded the water quality of a nearby stream. Most open space has been consumed, with a concomitant loss of wildlife habitat.



Plan Development: A smart growth approach to the corridor focuses growth in a series of compact centers along the highway, connected by express bus. Infrastructure improvements and other incentives encourage redevelopment of the failed shopping centers with attractive, higher-density, mixed-use structures convenient to adjacent structured parking. Well-designed offices and higher-density housing are added to the retail and service uses. As part of the redevelopment, a new internal street network creates real places and helps disperse traffic. Congestion has decreased due to reduced automobile use and availability of alternate routes. Another mixed-use area straddling the highway is developed further down, separated from the existing area by preserved open space. Air quality has improved. The surrounding dispersed residential areas, along with the woodlands and farmland, are preserved.

Urban Center



Existing Conditions: An urban center suffers from disinvestment and inappropriate development. Historic buildings have been compromised. Cars and surface parking have made it difficult and unpleasant to walk and worse to drive within the city. Although the traditional scale remains intact in many areas, as does much of the original fabric of buildings and squares, the traditional diversity of urban functions is disappearing slowly. Transit service links the city with the surrounding region and other cities.

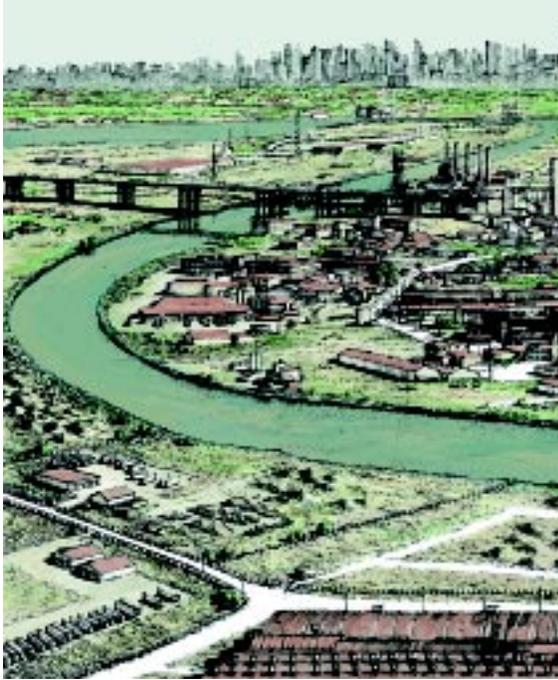


Trend Development: In need of ratables, the urban center accepts suburban-style development. Random placement of high-rise office towers destroys the historic scale. Building location and design have little relationship to local traditions. Single-story fast-food franchises and chain stores surrounded by parking further compromise the urban fabric. Historic buildings are demolished for parking and cars become the central focus of urban life. The city loses its diverse mix of uses and becomes an automobile-oriented urban office park that does not benefit from transit service.

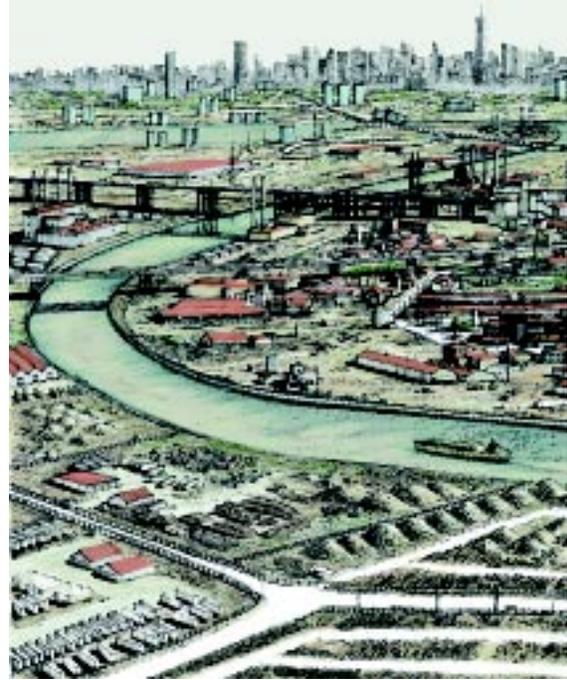
Plan Development: A diverse blend of new buildings—many incorporating green features—are designed to fit within the traditional urban pattern. The location and design of new buildings reflect the traditional character of the city. A public square flanked by a high-rise tower act as focal points for redevelopment. The preservation and restoration of historic buildings, squares and streets is a local priority. Careful design review keeps the visual impacts of the automobile to a minimum. Smaller scale in-fill development occurs on side streets. Transit-oriented housing and new offices locate around the refurbished train station. New activities draw people and create lively streets.



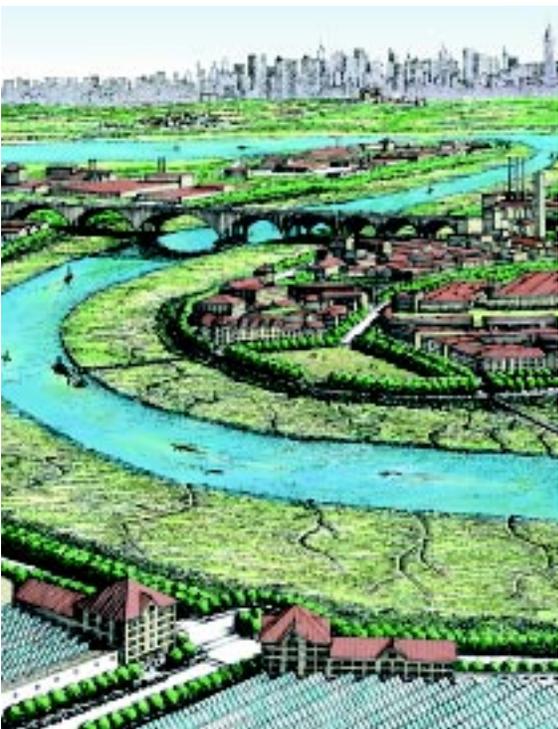
Urban Industrial Riverfront



Existing Conditions: An old industrial waterfront with many abandoned industrial operations. Some of the core industries remain and still are viable. However, the industrial pollution and urban runoff have degraded water quality over the years, and the estuarine ecosystem has almost been eliminated. There is no public access to the waterfront. Urban highways mar the landscape and air quality is low due to automobile use and industrial pollution.

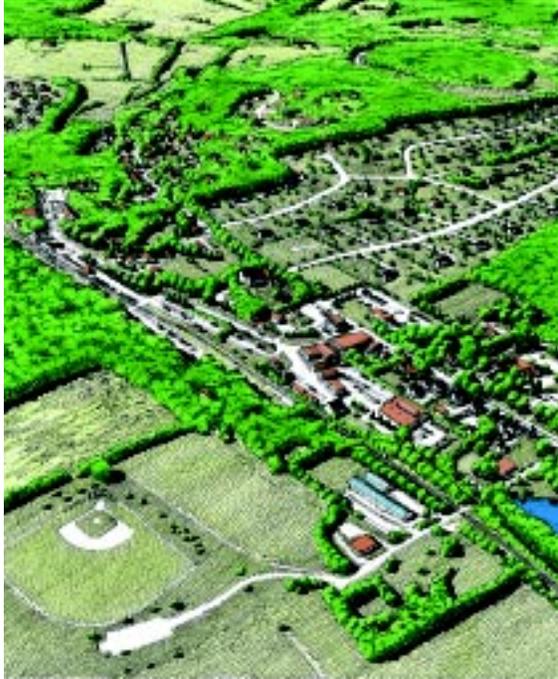


Trend Development: The manufacturing base continues to decline. Without redevelopment, public access to the water remains unfulfilled. Dumping and industrial runoff continue unabated, leading to further declines in water quality. Traditional mixed-use manufacturing neighborhoods continue to decline. New highways and bridge crossings further fracture the area. Air quality deteriorates due to rapid growth in automobile use. The poor quality of life drives away business, industry and residents.

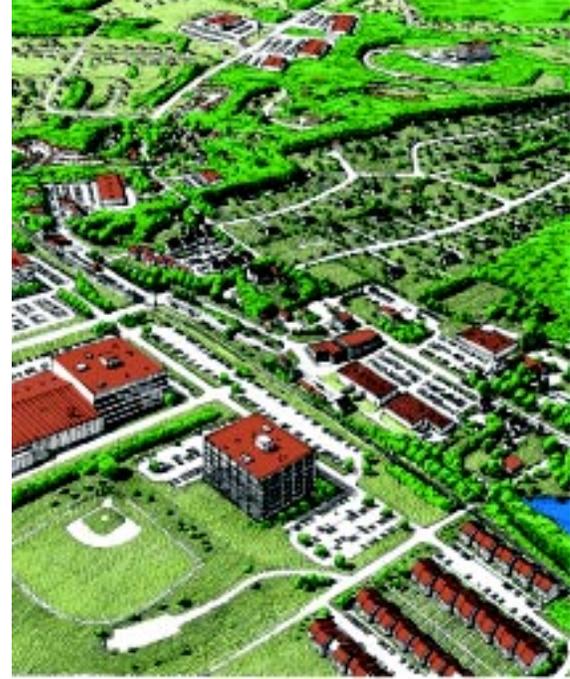


Plan Development: Smart growth incentives attract new green industries to the area. New growth also occurs around the train station and faces internal streets. The stronger local economy spurs demand for additional commercial and residential uses. The estuarine marsh environment and coastline are reclaimed and restored, creating a shoreline greenbelt accessible to the public. Air quality improves due to reduced vehicle use.

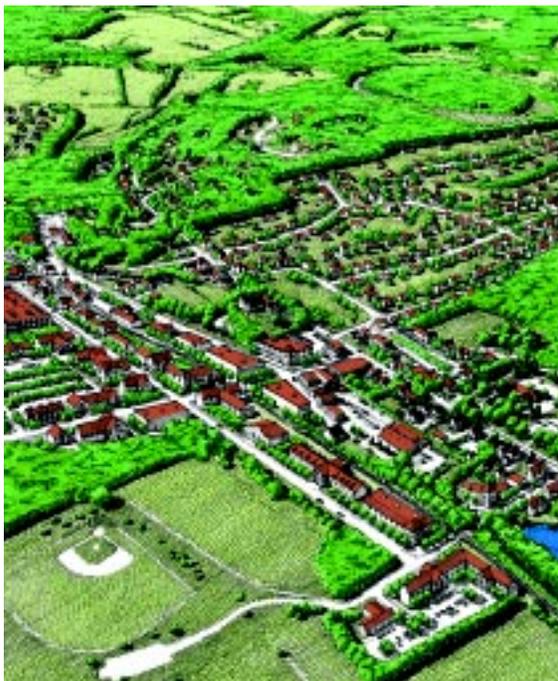
Rail Suburb



Existing Conditions: A traditional, late 19th-century rail suburb with a small commercial core and diverse housing options within walking distance of the train station, surrounded by forest and farmland. But development pressures have reached the suburban fringe. Already, a large-lot subdivision complying with the local zoning code has been built to the north of town.



Trend Development: The trend continues towards large-lot subdivisions, consuming farmland and woodland on the edge of town. Single-use, auto-oriented commercial development locates along Main Street, which is widened and straightened to improve circulation. The compact character of the rail suburb is lost, while the rail line becomes increasingly irrelevant to the life of the community.

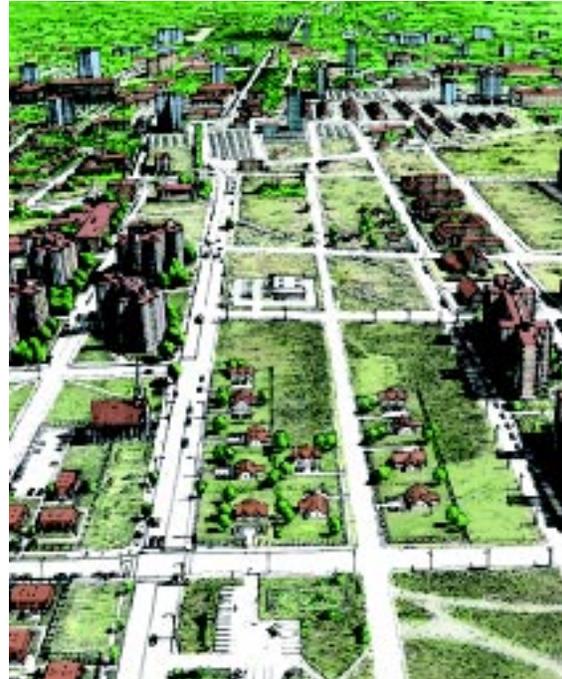


Plan Development: The town chooses to grow in ways that reinforce its historic character. Municipal planning and zoning regulations are radically revised to encourage mixed-use, compact development and to reinforce the character of this small town. Property owners in the first large-lot subdivision embrace in-fill in their neighborhood, benefiting from new zoning provisions encouraging small-lot single-family and accessory apartments that provide affordable housing. The town also grows through small-scale redevelopment in the core. Potential development in the surrounding area is transferred to the core and the countryside is largely protected.

Urban Neighborhood



Existing Conditions: A distressed urban neighborhood struggles with the consequences of sprawl, disinvestment and segregation. Large-scale land clearance, driven by misguided urban renewal policies, has left considerable vacant land in the heart of the neighborhood, which was never redeveloped. Civic institutions still anchor the community, but they are struggling. The original urban-grid, street pattern remains intact, but the urban fabric alternates between subsidized high-rises, 19th-century buildings and low-rise apartments and duplexes.



Trend Development: The neighborhood continues to decline. Abandoned buildings are torn down and converted to surface parking or vacant lots. Public housing tenants are trapped in their high rise buildings, which foster isolation instead of community. Residential development in the center of the community takes place at suburban densities that do not support transit, commercial activities or the community's vision for itself. Sprawl development and high-rise towers in the distance mark the continued flight of residents and jobs from the declining urban core.



Plan Development: A partnership among the public housing authority, private developers, a major corporation and local civic groups has sparked a remarkable turnaround in this area. Once-vacant land now hosts new mixed-use development. A two-block high-tech employment center has brought new jobs and residents to the neighborhood. Three- and four-story buildings define blocks with interior, green courtyards. These blocks accommodate a mix of market-rate and affordable housing, retail, services and civic uses. Smart, clean manufacturing has located in smaller buildings elsewhere in the neighborhood. Extensive tree planting and landscaping soften the urban landscape and help clean the air and cool hot summer days. New buildings exhibit green features, such as natural lighting and passive air-circulation systems.

Rural Valley



Existing Conditions: A rural valley comprises about 1,000 acres of open and wooded land, farms, ponds and streams. While there are several vibrant traditional hamlets and villages nearby, and the community enjoys the valley's scenic vistas, the entire area is zoned for residential development, with an inflexible two-acre minimum lot size. There is considerable pressure to develop the valley with large, expensive homes, given its proximity to several major corporate employment centers.



Trend Development: Conventional zoning formulas result in about 300 residential lots. The entire valley is carved up into land holdings, too small to protect farmland or provide open space and too large to provide for affordable housing, while completely destroying its scenic character. Much of the original vegetation is removed. New roads intersect the valley, and residents must drive to almost any activity. The valley's special character has been lost, replaced by an anonymous suburban landscape.



Plan Development: The community replaces its conventional zoning and adopts a flexible, design intensive code. This allows development of the same 300 houses, but clustered in a village, leaving scenic vistas intact and 85 percent of the valley as open space. Helping to provide affordable housing, residential lot sizes in the village can reach 7,500 square feet—a traditional village lot. Design techniques such as shared driveways and rear alleys—borrowed from historic hamlets and villages in the region—allow for improvements in density and quality of life. The new village has a small mixed-use center,

with a community building, recreation facilities, a few shops and office space for local professionals. The surrounding open countryside is preserved, through land acquisition or easements. Negative environmental impacts of development have been minimized. The valley provides an enduring place for human habitation in proximity to natural landscapes.

Community Revitalization

Abandoned, boarded-up buildings scar neighborhoods and drain municipal finances. Yet these are often significant structures with great potential. Finding new tenants and uses for these buildings can be a challenge to neighborhood revitalization. Fortunately, New Jersey's building rehabilitation subcode facilitates adaptive reuse of these buildings.



Neighborhood Traffic Calming

Even modest traffic calming measures—such as allowing curb-side parking and installing bump-outs and textured crosswalks at intersections—slow vehicular speed on neighborhood streets and create a more pleasant environment. This, in turn, can support local businesses such as restaurants and grocery stores and lead to private investment, helping to create a stronger and healthier mixed-use neighborhood.



Urban Adaptive Reuse

Abandoned industrial buildings often have great character and a strong, enduring image. As such, they offer unique opportunities, through sensitive adaptive reuse, to create new spaces with distinct character.



Warehouse Area Redevelopment

Warehouses and other industrial buildings were often located along former rail lines. Rails-to-trails projects establishing valuable pedestrian and bicycle links between communities create a new market for this real estate. Sensitively rehabilitated, these buildings can become visitor centers, cafés, bicycle-repair shops and flexible office space overlooking the bustling greenway.



Urban Infill, corner situation

Vacant corners—because of their higher visibility—are particularly important in neighborhood revitalization. They anchor a block and provide opportunities for carefully designed in-fill buildings that re-establish the integrity of the building fabric. They can also offer appropriate locations for small neighborhood parks in neighborhood with open space deficits.



Urban Redevelopment

Surface parking lots are a blight to urban areas and a poor use of a scarce resource. Redevelopment of these sites with mixed-use buildings of an appropriate scale and structured parking brings additional life to the city, recreating an urban fabric that will support pedestrian activity as well as transit.



Suburban Road Conversion

Unnecessarily wide suburban arterial roads invite speeding and divide the community. However, these roads can be retrofitted, over time, to become a community asset while still fulfilling their transportation function. As a first step, a landscaped median narrows the cartway and slows traffic. Burying the utility lines underground and installing pedestrian-scale lighting will reduce clutter and build character. Ultimately, a true pedestrian atmosphere is created when buildings are brought up to the street and curbside parking is allowed.



Transit Village Redevelopment



Surface parking lots near active train stations offer significant opportunities for the type of redevelopment that creates quality places while increasing transit ridership. Mixed-use buildings supported by shared parking structures and fronting on quality public spaces help integrate the transit facility into the community fabric and make access to transit a pleasant, seamless experience.



Shopping Center Redevelopment

Abandoned or under-performing shopping centers offer opportunities to retrofit our suburbs into more humane and efficient environments. A vacant retail strip facing a vast parking lot has become a brownfield site. In a phased approach responsive to market realities, the site is returned to the tax rolls and transformed into a vibrant, mixed-use environment through the addition of second- and third-story housing over the original building, with retail and services remaining on the ground floor. Later, the construction of a second mixed-use building front on part of the former parking lot creates a traditional streetscape and lively community. Parking is provided along the new street, in the back, or in a parking deck.



Underutilized urban or suburban shopping center sites also provide opportunities for new school construction. These sites are often located adjacent to older residential neighborhoods and are large enough to easily accommodate new schools and other civic uses. Sensitive redevelopment can create a new civic focus for the neighborhood. Environmentally friendly school buildings—with solar panels, green roofs, and other "green" features—and associated multi-purpose public open space will anchor revitalized neighborhoods and spur new infill housing.



Neighborhood Revitalization

An urban street is transformed with the addition of traffic calming devices, a bicycle lane, a bus shelter and other measures, creating a more functional and congenial environment for pedestrians, cyclists and transit users. The planting of additional street trees and ground-level vegetation helps soften the urban environment. New infill housing on vacant lots is the result of community reinvestment.



State Plan Policy Map

INTRODUCTION

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.)

Statewide Policies are designed to improve intergovernmental coordination of planning in a complex, highly diverse state. They will not, in and of themselves, lead to the patterns of development necessary to achieve the goals of the act. They need to be applied to public and private decisions through the State Plan Policy Map that accounts for the geographic diversity of the state and the unique opportunities and constraints that this diversity presents in terms of achieving the goals of the act.

State Plan Policy Map

The State Plan Policy Map integrates the two critical spatial concepts of the State Plan—Planning Areas, and Centers and Environs—and provides the framework for implementing the Goals and Statewide Policies. Each Planning Area is a large mass of land with tracts that share certain characteristics and strategic intentions. Centers are central places within Planning Areas where growth should either be attracted or contained, depending on the unique characteristics and growth opportunities of each Center and the characteristics of the surrounding Planning Area in which it is located. These Centers are delineated by Center Boundaries and provide services for both the Center and the surrounding region. Areas outside Center Boundaries are Environs and should be protected from the growth that occurs in Centers.

The Plan's provisions for Planning Areas, Centers and Environs work together. Planning Area provisions describe the opportunities and limitations for both development and conservation. Within different Planning Areas, different development patterns are prescribed.

Each Planning Area has specific intentions and Policy Objectives that guide the application of the Statewide Policies. The Policy Objectives ensure that the Planning Areas guide the development and location of Centers and protect the Environs. Where a municipality or county has more than one Planning Area within its jurisdiction, growth should be guided in the following order: Metropolitan, Suburban, Fringe, then Rural or Environmentally Sensitive.

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.

POLICY MAP of the New Jersey State Development and Redevelopment Plan

DESIGNATED CENTERS

- ★ Urban Centers
- ☆ Regional Centers
- Towns
- Villages
- Hamlets

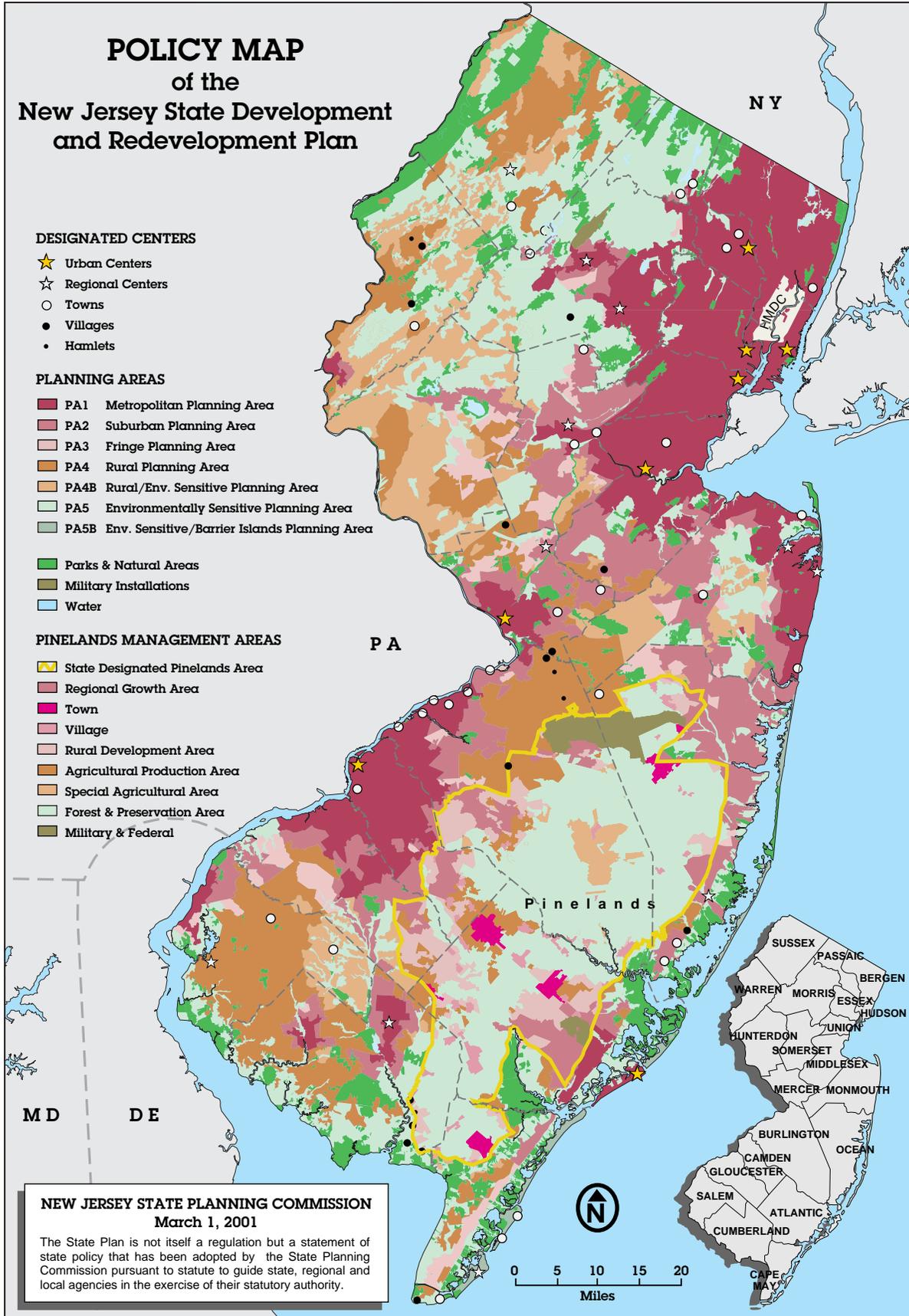
PLANNING AREAS

- PA1 Metropolitan Planning Area
- PA2 Suburban Planning Area
- PA3 Fringe Planning Area
- PA4 Rural Planning Area
- PA4B Rural/Env. Sensitive Planning Area
- PA5 Environmentally Sensitive Planning Area
- PA5B Env. Sensitive/Barrier Islands Planning Area

- Parks & Natural Areas
- Military Installations
- Water

PINELANDS MANAGEMENT AREAS

- State Designated Pinelands Area
- Regional Growth Area
- Town
- Village
- Rural Development Area
- Agricultural Production Area
- Special Agricultural Area
- Forest & Preservation Area
- Military & Federal



NEW JERSEY STATE PLANNING COMMISSION
March 1, 2001

The State Plan is not itself a regulation but a statement of state policy that has been adopted by the State Planning Commission pursuant to statute to guide state, regional and local agencies in the exercise of their statutory authority.

ACRES IN PLANNING AREAS

PLANNING AREA	TOTAL	DEVELOPED	UNPROTECTED & UNDEVELOPED	PRESERVED	UNSUITABLE
Metropolitan (PA1)	840,276	611,539	104,861	46,254	77,622
Suburban (PA2)	543,126	227,271	205,920	23,214	86,721
Fringe (PA3)	128,442	39,429	62,227	6,886	19,900
Rural (PA4)	634,250	82,176	391,092	73,345	87,637
Rural/Env. Sensitive (PA4B)	395,400	57,721	255,887	39,141	42,651
Env. Sensitive (PA5)	833,282	129,730	338,923	140,366	224,263
Coastal/Env. Sensitive (PA5B)	20,127	12,751	180	2,934	4,262
Parks	437,519	0	0	437,519	0
Pinelands/HMDC	953,893	63,535	133,716	706,247	50,395
STATE TOTALS	47,786,315	1,224,152	1,492,806	1,475,906	593,451

NOTES: All data in acres.

Analysis prepared by the New Jersey Office of State Planning using the March 2001 State Plan Policy Map and detailed land use and land cover mapping by the New Jersey Department of Environmental Protection which interpreted aerial photographs taken in 1995 through 1997, the most recent available statewide data of this precision.

“Developed” land refers to land classified as “urban” in this mapping series, which includes all residential, commercial, industrial and similar developed areas. Portions of these areas are available for redevelopment.

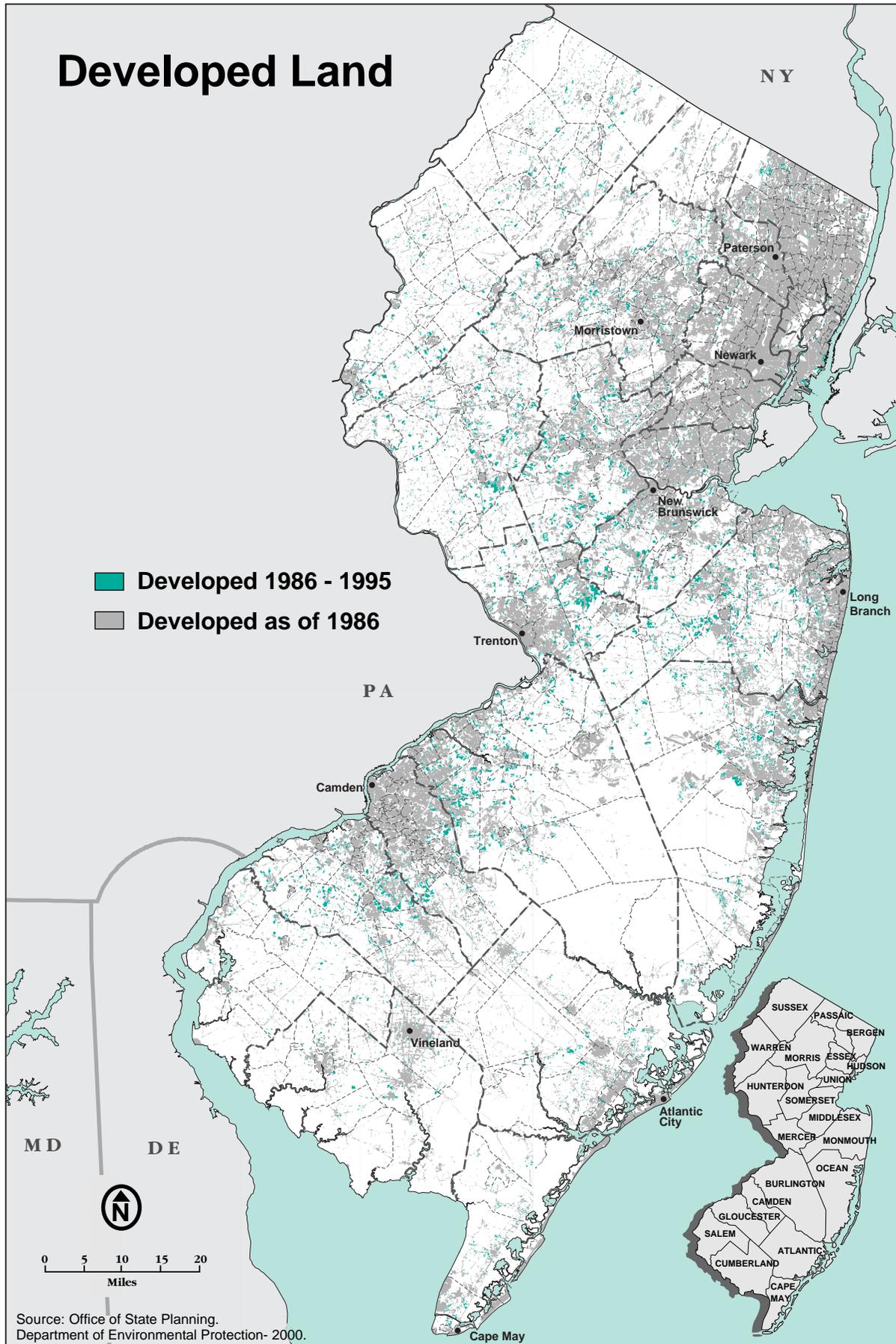
“Unprotected and Undeveloped” land includes land classified as agricultural, forest, bare exposed rock and transitional areas in this mapping series that is not otherwise classified as “Preserved” or “Unsuitable.” This area is considered to be generally available for development, although not necessarily recommended for development in the State Development and Redevelopment Plan, the Pinelands Comprehensive Management Plan, or the Hackensack Meadowlands Development Commission Master Plan. This estimate does not take into account land that is prevented by easements or other deed restrictions from development, or land that may have been developed since 1995.

“Preserved” land includes federal and state parks, wildlife preserves, state owned conservation easements, watershed management areas, utility land (e.g. water supply watershed protection areas), and tax exempt open space mapped by the Department of Environmental Protection; preserved farmland mapped by the Department of Agriculture, New Jersey Conservation Foundation land, and county and municipal parks and open space mapped through State Plan Cross-acceptance.

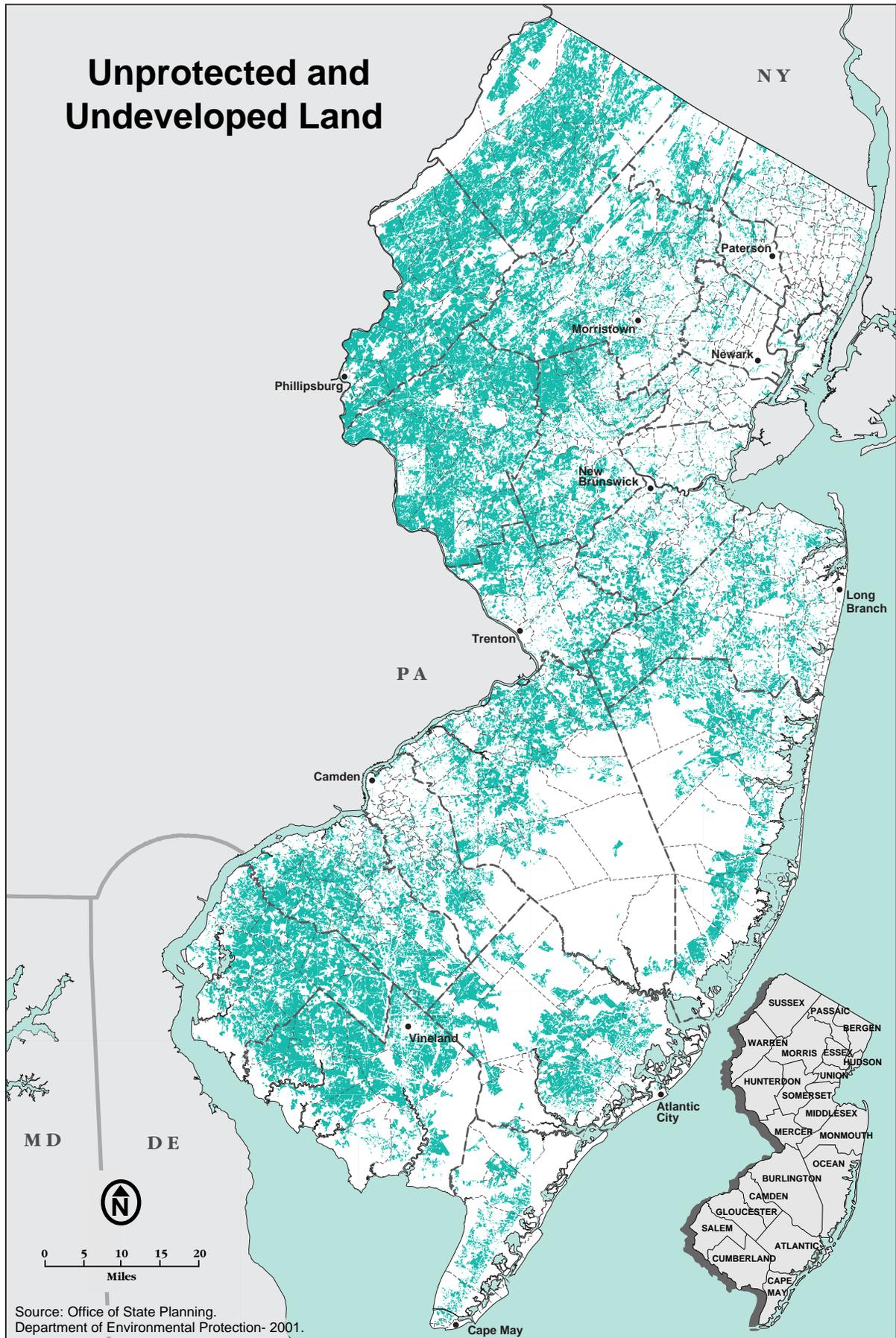
“Unsuitable” land includes wetlands, beaches, water and other areas considered not generally suitable for development.

The State Plan Policy Map applies to all lands except mapped military installations, open water, and land under the jurisdiction of the Pinelands Commission and of the Hackensack Meadowlands Development Commission. Current designations of the Pinelands Comprehensive Management Plan are identified in the State Plan Policy Map, in accordance with the Memorandum of Agreement between the Pinelands Commission and the State Planning Commission.

Developed Land



Unprotected and Undeveloped Land



Source: Office of State Planning.
Department of Environmental Protection- 2001.

The State Plan Policy Map has been mapped according to national map accuracy standards. Lines mapped at a scale of 1:24,000, the scale of the official maps of the State Plan, are accurate to within 45 feet. These lines are not explicitly correlated with or based on property lines, zoning lines or political boundaries.

Applying the Statewide Policies through the State Plan Policy Map will achieve the goals of the State Planning Act.

PLANNING AREAS

Geographic Framework for Livable Communities

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

Planning Areas do not necessarily coincide with municipal or county boundaries, but define geographic areas that are suitable for common application of public policy.

The State Plan anticipates continued growth throughout New Jersey in all Planning Areas. The character, location and magnitude of this growth vary among Planning Areas according to the specific character of the area.

The State Plan Policy Map uses the Environmentally Sensitive Planning Area as the primary means of protecting and managing the larger areas of natural resources of New Jersey. Because it recognizes that there are

Planning Areas

- **Metropolitan Planning Area: PA1**
Provide for much of the state's future redevelopment; revitalize cities and towns; promote growth in compact forms; stabilize older suburbs; redesign areas of sprawl; and protect the character of existing stable communities.
- **Suburban Planning Area: PA2**
Provide for much of the state's future development; promote growth in Centers and other compact forms; protect the character of existing stable communities; protect natural resources; redesign areas of sprawl; reverse the current trend toward further sprawl; and revitalize cities and towns.
- **Fringe Planning Area: PA3**
Accommodate growth in Centers; protect the Environs primarily as open lands; revitalize cities and towns; protect the character of existing stable communities; protect natural resources; provide a buffer between more developed Metropolitan and Suburban Planning Areas and less developed Rural and Environmentally Sensitive Planning Areas; and confine programmed sewers and public water services to Centers.
- **Rural Planning Area: PA4, and the Rural/Environmentally Sensitive Planning Area: PA4B**
Maintain the Environs as large contiguous areas of farmland and other lands; revitalize cities and towns; accommodate growth in Centers; promote a viable agricultural industry; protect the character of existing stable communities; and confine programmed sewers and public water services to Centers.
- **Environmentally Sensitive Planning Area: PA5, and the Environmentally Sensitive/Barrier Islands Planning Area: PA5B**
Protect environmental resources through the protection of large contiguous areas of land; accommodate growth in Centers; protect the character of existing stable communities; confine programmed sewers and public water services to Centers; and revitalize cities and towns.

important natural resources found in other Planning Areas, the State Plan recommends the designation of particular resources as Critical Environmental Sites or Historic and Cultural Sites through the Cross-acceptance and municipal and county master planning processes. Designation as a Critical Environmental Site, in addition to appropriate Statewide Policies, applies the Intent and applicable Policy Objectives of the Environmentally Sensitive Planning Area to these resources. Designation as a Historic and Cultural Site applies appropriate applicable Statewide Policies to these resources.

Each Planning Area has Policy Objectives that guide growth in the context of its unique qualities and conditions. These Policy Objectives are intended to guide state, county and municipal planning in general and, specifically, to establish a regional system of Centers (with Cores and Neighborhoods) and Nodes to promote growth in Metropolitan and Suburban Planning Areas; guide the location and size of Centers to accommodate growth in Fringe, Rural and Environmentally Sensitive Planning Areas; and provide management for the Environs. The Policy Objectives also shape and define the application of the Statewide Policies in each Planning Area.

Many infrastructure systems in Metropolitan Planning Areas have already been extended into Suburban Planning Areas, and where they have not been extended, localized infrastructure systems have been developed. Infrastructure systems should be extended into Fringe Planning Areas when they are cost-efficient to serve a Center-based pattern of growth.

In the Fringe, Rural and Environmentally Sensitive Planning Areas, the Center is the area within which infrastructure services are planned and provided to contain the level of projected growth. The Center Boundaries define the limits of the Center's growth based on a planning horizon of the Year 2020. Communities are also encouraged to develop strategies, including land banking, to provide a reserve for growth that will occur after the Year 2020.

Metropolitan Planning Area (PA I)

General Description

This Planning Area includes a variety of communities that range from large Urban Centers such as Newark, to 19th century towns shaped by commuter rail and post-war suburbs, such as Englewood and Cherry Hill. As the name implies, the communities in this Planning Area often have strong ties to, or are influenced by, major metropolitan centers—the New York/Newark/Jersey City metropolitan region in the northeastern counties (roughly within the I-287 beltway); the Philadelphia/Camden/Trenton metropolitan region along the lower Delaware River (roughly within the I-295 beltway); and on a smaller scale, the Easton/Phillipsburg metropolitan region along I-78. This Planning Area can also be found among the older shore towns of Monmouth County, Atlantic County, along the Delaware River in Salem County, and in the Bridgeton and Vineland-Millville areas in Cumberland County.

Over the years, both the public and private sectors have made enormous investments in building and maintaining a wide range of facilities and services to support these communities. The massive public investment is reflected in thousands of

The investment in passenger rail service in the Metropolitan Planning Area is represented by over 130 stations on:

- 11 heavy rail lines
- two rapid transit lines
- two light rail lines
- one subway line

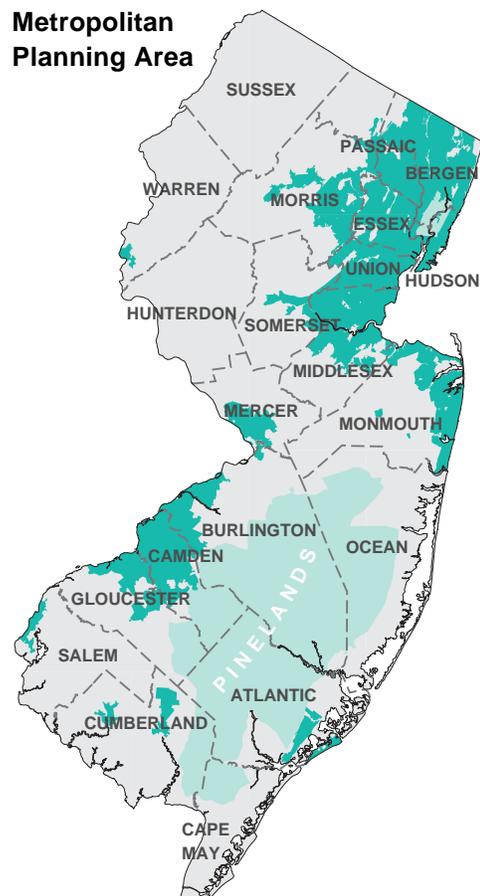
miles of streets, trade schools and colleges, libraries, theaters, office buildings, parks and plazas, transit terminals and airports. Most of these communities are fully developed, or almost fully developed, with little vacant land available for new development. Much of the change in land uses, therefore, will take the form of redevelopment.

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

These communities have many things in common: mature settlement patterns resulting in a diminished supply of vacant land; infrastructure systems that generally are beyond or approaching their reasonable life expectancy; the need to rehabilitate housing to meet ever changing market standards; the recognition that redevelopment is, or will be in the not-too-distant future, the predominant form of growth; and a growing realization of the need to regionalize an increasing number of services and systems in light of growing fiscal constraints. In addition, the wide and often affordable choice of housing in proximity to New York and Philadelphia has attracted significant immigration, resulting in noticeable changes in demographic characteristics over time.

The Metropolitan Planning Area includes many communities that could be categorized as cities, towns or villages in the classical sense. However, over time the Metropolitan Planning Area has evolved into a close-knit, compact settlement pattern where communities stand shoulder to shoulder. The most distinctive Center forms in the Metropolitan Planning Area are Urban and Regional Centers and Towns. Urban Centers are the larger cities that historically, and to some degree still, provide a focus for the region's economy, transportation system and governmental functions. The State Planning Commission designated the following municipalities as Urban Centers in 1992: Atlantic City, Camden, Elizabeth, Jersey City, New Brunswick, Newark, Paterson and Trenton. Many communities in this Planning Area contain a mixed-use Core that provides regional commercial, institutional, cultural and transportation opportunities. Examples include Westfield, Montclair, Haddonfield, Red Bank and

The proximity of municipal boundaries in this Planning Area is illustrated by Bloomfield Avenue (Essex County Route 506) which runs 11 miles from Newark to Fairfield. Over the course of those 11 miles, the traveler passes through 10 separate municipalities.



Hackensack. The Metropolitan Planning Area also contains numerous distinctive neighborhoods, main streets and downtowns that supply a range of housing opportunities and everyday commercial needs.

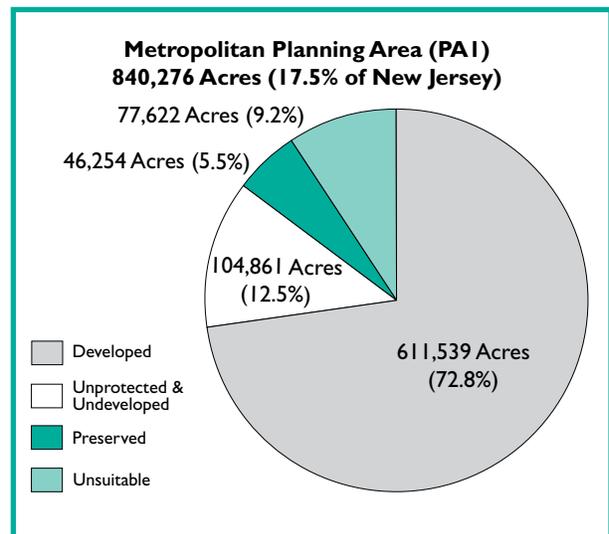
Areas such as Routes 4 and 17 in Paramus, the Raritan Center in Edison, or the Cherry Hill Mall

area along Route 38, constitute a very different development pattern than that found in Urban and Regional Centers and Towns, yet contain concentrations—or Nodes—of employment and economic activity. These conglomerations of office and warehouse parks, manufacturing districts, regional malls and power centers, retail strips, and medical and institutional complexes are often economically successful, market-driven, dynamic and capable of evolving into new forms, as exemplified by current trends in “big box” retail and entertainment. They are often suburban in intensity, layout and automobile orientation; are located apart from the traditional town Cores and city downtowns; and tend to be located in larger municipalities such as Woodbridge, Wayne, Cherry Hill, Parsippany-Troy Hills and other Metropolitan Planning Area communities that have largely developed since World War II.

The Metropolitan Planning Area contains large tracts of open space, often in the form of county and state parks and preserves, significant natural areas, and extensive waterfronts. However, this Planning Area does not generally have Environs in the form of open land separating communities and protecting natural and agricultural resources. In most instances, the large tracts of contiguous farmland, forest and environmentally sensitive lands in Fringe, Rural and Environmentally Sensitive Planning Areas function as the Environs of the Metropolitan Planning Area, as do the Pinelands, the Highlands areas of New Jersey and New York, and other open space throughout the tri-state area.



Liberty Harbor North is a new urbanist project in Jersey City. Good design can accommodate high-density development with amenities that people want—parks, plazas, stores, convenient parking, schools and such—all within easy walking distance.



Delineation Criteria

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

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

Intent

In the Metropolitan Planning Area, the State Plan's intention is to:

- provide for much of the state's future redevelopment;
- revitalize cities and towns;
- promote growth in compact forms;
- stabilize older suburbs;
- redesign areas of sprawl; and
- protect the character of existing stable communities.

These goals will be met by strategies to upgrade or replace aging infrastructure; retain and expand employment opportunities; upgrade and expand housing to attract a balanced residential population; restore or stabilize a threatened environmental base through brownfields redevelopment and metropolitan park and greenway enhancement; and manage traffic effectively and create greater opportunities for public transportation connections within the Metropolitan Planning Area and between the Metropolitan Planning Area, suburban employment centers, and the Philadelphia and New York areas.

The Metropolitan Planning Areas of New Jersey are envisioned as cooperative, sustainable regions comprised of a cohesive system of vibrant Urban Centers that serve as employment, governmental, cultural and transportation anchors; distinctive Regional Centers, and redesigned Nodes that provide a mixture of well defined functions and services; classic "Main Street" towns for local and regional commerce; and safe, quality residential neighborhoods throughout. The entire system is linked by transportation services (which include such new additions as light rail lines, public shuttle services and bicycle/pedestrian paths) and greenways that provide easy access to employment, recreation, schools, cultural activities, commerce, and social and governmental services.

In order to create, support and maintain this system, development and redevelopment activities will need to be consistent with the traditional urban fabric—intensities sufficient to support transit, a range of uses broad enough to encourage activity beyond the traditional workday, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile. These principles are most easily applied in traditional town or city centers but are also applicable to redesigning areas of sprawl as opportunities for redevelopment occur.

The relatively unbroken pattern of development in the Metropolitan Planning Area makes Center Boundaries, as a tool for delineating growth areas or protecting resources or neighborhoods, less useful than creating comprehensive and strategic local, corridor or regional plans. Municipalities should work with each other and their counties to delineate specific areas for redevelopment, retrofitting, rehabilitation or revitalization where growth is expected or desired. Center Boundaries may be drawn when they can be shown to serve a clear purpose.

Policy Objectives

The following set of Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Metropolitan Planning Area; the criteria for designation of any existing or new Centers appropriate in this Planning Area; the optional delineation of Center Boundaries around Centers; and local and state agency planning.

1. **Land Use:** Promote redevelopment and development in Cores and neighborhoods of Centers and in Nodes that have been identified through cooperative regional planning efforts. Promote diversification of land uses, including housing where appropriate, in single-use developments and enhance their linkages to the rest of the community. Ensure efficient and beneficial utilization of scarce land resources throughout the Planning Area to strengthen its existing diversified and compact nature.
2. **Housing:** Provide a full range of housing choices through redevelopment, new construction, rehabilitation, adaptive reuse of nonresidential buildings, and the introduction of new housing into appropriate nonresidential settings. Preserve the existing housing stock through maintenance, rehabilitation and flexible regulation.
3. **Economic Development:** Promote economic development by encouraging strategic land assembly, site preparation and infill development, public/private partnerships and infrastructure improvements that support an identified role for the community within the regional marketplace. Encourage job training and other incentives to retain and attract businesses. Encourage private sector investment through supportive government regulations, policies and programs, including tax policies and expedited review of proposals that support appropriate redevelopment.
4. **Transportation:** Maintain and enhance a transportation system that capitalizes on high-density settlement patterns by encouraging the use of public transit systems, walking and alternative modes of transportation to reduce automobile dependency, link Centers and Nodes, and create opportunities for transit oriented redevelopment. Facilitate efficient goods movement through strategic investments and intermodal linkages. Preserve and stabilize general aviation airports and, where appropriate, encourage community economic development and promote complementary uses for airport property such as business centers.
5. **Natural Resource Conservation:** Reclaim environmentally damaged sites and mitigate future negative impacts, particularly to waterfronts, scenic vistas, wildlife habitats and to Critical Environmental Sites, and Historic and Cultural Sites. Give special emphasis to improving air quality. Use open space to reinforce neighborhood and community identity, and protect natural linear systems, including regional systems that link to other Planning Areas.
6. **Agriculture:** Use development and redevelopment opportunities wherever appropriate and economically feasible, to meet the needs of the agricultural industry for intensive agricultural production, packaging and processing, value-added operations, marketing, exporting and other shipping. Provide opportunities for farms, greenhouses, farmers markets and community gardens.

7. **Recreation:** Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local and regional levels by concentrating on the maintenance and rehabilitation of existing parks and open space while expanding and linking the system through redevelopment and reclamation projects.
8. **Redevelopment:** Encourage redevelopment at intensities sufficient to support transit, a broad range of uses and efficient use of infrastructure. Promote design that enhances public safety, encourages pedestrian activity and reduces dependency on the automobile.
9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to redevelop. Coordinate historic preservation with tourism efforts.
10. **Public Facilities and Services:** Complete, repair or replace existing infrastructure systems to eliminate deficiencies and provide capacity for sustainable development and redevelopment in the region. Encourage the concentration of public facilities and services in Centers and Cores.
11. **Intergovernmental Coordination:** Regionalize as many public services as feasible and economical to enhance the cost-effective delivery of those services. Establish multi-jurisdictional policy and planning entities to guide the efforts of state, county and municipal governments to ensure compatible and coordinated redevelopment.

Implementation Strategy

The Challenge

The Metropolitan Planning Area should be managed in a way that recognizes both the distinctive character and cultural diversity of communities as well as their interrelationships. Effective public policy in the Metropolitan Planning Areas will broaden the focus to the multi-jurisdictional level to plan and manage the interdependent and integrated systems found throughout the region. Creating or maintaining a high quality of life in the Metropolitan Planning Area will depend upon our ability to govern in these areas effectively. This can occur when cities and suburbs recognize their mutual inter-dependence and embrace the need to think, plan and invest with the larger region in mind. Municipalities should work with each other and their counties to delineate specific areas for infill, redevelopment, retrofitting, rehabilitation or revitalization through comprehensive and strategic local, corridor and regional plans.

Regional Strategic Plans, Urban Complex Strategic Revitalization Plans and regional planning commissions are examples of ways to promote coordinated planning, decision making and implementation.

Of particular concern in the Metropolitan Planning Area is the condition of the infrastructure necessary to support a region that constitutes approximately two-thirds of New Jersey's population and jobs. While some components have been regularly upgraded and maintained, much of the system is at best post-World War II vintage, and in some cases turn-of-the century. Not only are the bricks and mortar aging, but the design and orientation of the system is also often outdated. For the most part, Metropolitan Planning Areas grew up around industrial-based central cities and in the northeastern and southwestern parts of the state, with strong linkages to New York City and Philadelphia. Although the central cities have lost some of their predominance over time, the infrastructure systems, particularly transportation, have not always kept pace with the resulting

dispersal of the economy throughout the Planning Area. Nor has the system always kept pace with the demands brought about by the shift to a service and technology-based economy.

We are presented then, with the task of efficiently maintaining, rehabilitating, modernizing, and, at times, redirecting infrastructure to ensure the quality of life and economic health of the Planning Area into the 21st century. This will require strategic capital planning and a commitment to maintenance and rehabilitation at all levels of government, and, where appropriate, in partnership with the private sector.

The State Plan recognizes that Nodes play a crucial role in the spatial economy of Metropolitan Planning Area municipalities and that this is likely to continue. Although less than optimum from a land use and transportation perspective, the way these areas function can be improved incrementally over time through careful planning at the local and regional level. The long-term goals for these places are to progressively reduce automobile dependency, to diversify land uses wherever possible, and in general to enhance linkages to the rest of the community.

The Response

To achieve consistency with State Plan Goals, municipal, county, regional and state agencies should implement Statewide Policies by undertaking the following activities, where appropriate:

- Strengthen or establish regional planning consortiums.
- Perform a community build-out analysis to determine opportunities for and impacts of future development under existing zoning.
- Identify regional focal points for public and private investment.
- Inventory the condition and capacity of infrastructure components such as roads, wastewater treatment facilities, water supply, and public buildings and parks, and prioritize maintenance and rehabilitation projects.
- Develop strategic capital plans and budgets to reduce infrastructure backlogs and adequately address ongoing maintenance and modernization.
- Integrate planning and implementation at all appropriate scales—the neighborhood, municipality, county, corridor and region (including interstate linkages).
- Coordinate permitting and land use approval requirements that recognize the regional and statewide interest in encouraging private investment in the Metropolitan Planning Area.
- Identify strategies for linking the region internally and externally.
- Identify opportunities and prepare guidelines for retrofitting concentrations of commercial, industrial and institutional land uses.
- Support needed improvements for downtown business communities by establishing programs such as “Special Improvement Districts” in Centers.

Expanding Rail Service in the Metropolitan Planning Area

Opportunities for expanded rail service and linkages in the Metropolitan Planning Area include:

- the restoration of service on the West Shore, Northern Branch, N.Y. Susquehanna and Western, and West Trenton lines;
- light rail service between Newark and Elizabeth;
- an extension of the Newark Airport monorail to the Northeast Corridor;
- construction of the Montclair Connection;
- the Hudson-Bergen Waterfront light rail;
- the Secaucus Transfer;
- the Camden—Trenton Light Rail Line; and
- the Kearny Connection (Midtown Direct).

- Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfields redevelopment programs. Provide zoning for a diversity of uses and residential densities consistent with the urban fabric to promote development and redevelopment. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.
- Develop a strategic acquisition plan for open space and farmland to support appropriate design of development and redevelopment.
- Prepare and maintain Environmental Resource Inventories (ERIs) and incorporate ERI information into master plans.
- Map and protect Critical Environmental Sites and Historic and Cultural Sites.

Suburban Planning Area (PA2)

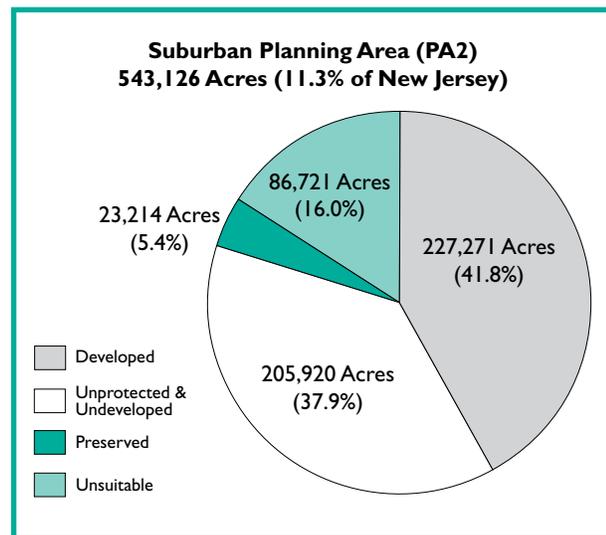
General Description

The Suburban Planning Area is generally located adjacent to the more densely developed Metropolitan Planning Area, but can be distinguished from it by a lack of high intensity Centers, by the availability of developable land, and by a more dispersed and fragmented pattern of predominantly low-density development. Suburban Planning Areas are or will be served by regional infrastructure, except that, outside of Centers and major transportation corridors, there is limited, if any, availability of alternative modes of transportation to the automobile.

These areas have generally been designated for growth in municipal master plans. As development expands, these services will become increasingly available if planned properly.

The Suburban Planning Area has about 11 percent of the state's population and employment. Nine active passenger rail stations—of the state's total of 156 active stations—serve it. Current development

patterns, outside of Centers, lack the compact settlement pattern of the older suburbs in the Metropolitan Planning Area and are almost entirely dependent on the private automobile for transportation. The pattern of scattered subdivisions and employment centers offers few if any focal points for community interaction—the traditional “Main Streets” and town greens where



The Suburban Planning Area is generally found in suburban growth corridors located along state highways: portions of Route 80 in Morris County, portions of Route 78 in Hunterdon and Somerset, portions of Route 287 in Somerset, suburban Route 1 (the Princeton corridor), the New Jersey Turnpike in Middlesex and Mercer, the Garden State Parkway in Monmouth and Ocean, I-295 in Burlington and Gloucester, and the Atlantic City Expressway in Camden and Gloucester counties.

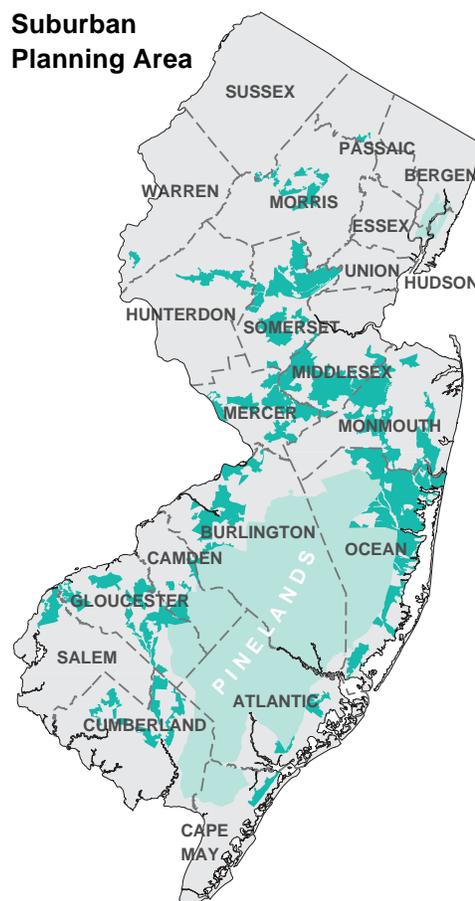
community identity and civic life were fostered through parades, outdoor concerts and the informal social interaction of the Saturday morning errands.

In the low-density, automobile dependent pattern of single-use enclaves prevalent in the Suburban Planning Area, there are few links connecting residential subdivisions, office and industrial parks, distribution centers, big box retail, and multi-family developments. While some of these individual pieces may be attractive in themselves, with pleasant landscaping and interesting architectural features, their lack of integration does not create community.

The effect of local planning efforts has been to isolate land uses from each other. Zoning requirements, such as large setbacks or extensive buffers, the location of stormwater detention facilities and unnecessarily wide roads, create physical barriers between land uses and activities. Current trends continue to extend sprawl, focusing primarily on the same single-use or limited use development products, in response to developer and market demand and local zoning requirements.

Although Suburban Planning Areas may, as they build out, achieve densities characteristic of Metropolitan Planning Areas, if these trends continue they will remain fragmented. Because this pattern of development is inefficient in terms of the cost of facilities and services, it pressures property taxes up to pay for services that are more expensive than they should be. This pattern also results in traffic congestion, since virtually every destination requires a vehicular trip, and in the unavailability of affordable housing, limited open space and absence of community character and sense of place.

Suburban Planning Area



Delineation Criteria

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

1. Population density of less than 1,000 people per square mile.
2. Natural systems and infrastructure systems reasonably anticipated to be in place by 2020 that have the capacity to support development that meets the Policy Objectives of this Planning Area. These systems include public water supply, sewage collection and treatment facilities, stormwater, transportation, public schools and parks.
3. A land area contiguous to the Metropolitan Planning Area.
4. Land area greater than one square mile.

Intent

In the Suburban Planning Area, the State Plan's intention is to:

- provide for much of the state's future development;
- promote growth in Centers and other compact forms;
- protect the character of existing stable communities;
- protect natural resources;
- redesign areas of sprawl;
- reverse the current trend toward further sprawl; and
- revitalize cities and towns.

The existing inventory of undeveloped and underdeveloped land in the Suburban Planning Area provides sufficient land area to absorb much of the market demand for development in the state. While the less developed Fringe, Rural and Environmentally Sensitive Planning Areas can provide for modest levels of additional

development, the Suburban Planning Area is a key area for accommodating market forces and demand for development. In the 1990s, most of these areas have indeed been performing this function, without however adhering to the desired development pattern. The intent of the State Plan regarding the Suburban Planning Area is to reverse the current trend towards further sprawl and to guide both redevelopment and new development into more efficient and serviceable patterns. Many of the developed portions of the Suburban Planning Area resemble Metropolitan Planning Areas developed since World War II, where it is difficult to “get from here to there,” whereas the pre-World War II metropolitan areas—the compact, transit-supportive railroad suburbs and small towns—constitute more desirable physical models.

The Suburban Planning Area is unique in that the availability of public infrastructure offers the opportunity to create a development pattern with reasonable densities and physical continuity—with functional transportation linkages throughout and existing and approved planned sewer systems while protecting the integrity of the area's natural systems. While much of the growth pattern may already be influenced by the placement of major transportation facilities, sewer alignments, existing development and preliminary development approvals, this Planning Area offers opportunities to expand infrastructure efficiently from neighboring Metropolitan Planning Areas. Extending public services can, in turn, help create compact Centers that support public transportation systems. Better integration between existing, dispersed single-use activities and both existing and new Centers could vastly improve both the image and the performance of this Planning Area.

“Retrofitting,” or redeveloping existing sprawl, admittedly a complex task, nevertheless provides additional long-term opportunities to accommodate growth in more efficient and balanced ways. Municipalities should carefully consider effective long-term strategies and incentives capable of

Centers in the Suburban Planning Area

The Suburban Planning Area contains a wide variety of viable, traditional settlements which have been identified as Centers: Hamlets, such as Conoverstown, Beasleys Point, Holmansville and North Branch; Villages, such as Englishtown and Rocky Hill; Towns, such as Clayton, Swedesboro, Pine Hill and Clinton; and Regional Centers such as Mount Holly and Lakewood. In addition, the State Planning Commission has designated a Village (Cranbury), a Town (Hightstown), and the Princeton Regional Center, among others.

facilitating the progressive conversion of these low-density, automobile-oriented areas to more pedestrian-oriented and, where possible, mixed-use environments.

New development in the Suburban Planning Area should not promote additional sprawl. It should focus on existing Centers before moving to greenfield sites. Internally oriented, mixed-use Centers will ensure a higher quality of life and heightened community identity, while promoting fiscal responsibility, efficient and effective infrastructure, reasonable-cost housing, reduced congestion and balanced economic development.

Municipalities should work with each other and their counties to delineate specific areas for redevelopment, retrofitting, rehabilitation or revitalization where growth is expected or desired. The relatively unbroken pattern of development in the Suburban Planning Area makes Center Boundaries, as a tool for delineating growth areas or protecting resources or neighborhoods, less useful than creating comprehensive and strategic local, corridor or regional plans. Center Boundaries are encouraged to be drawn where Centers can be delineated with distinct Environs.

Although all Suburban Planning Areas are in, or will be in, sewer service areas, Environs should be established to separate Centers. When possible, Environs provide an edge and identity to communities, either by parkland or farmland, or by being partially developed with appropriate low-density uses. The scale and location of the Environs should not compromise the Planning Area's capacity to absorb projected growth.

Where conditions do not favor new Centers, the physical layout of new single- or limited-use development should nevertheless follow Center-like design principles, such as pedestrian scale, interconnected street systems, and absence of physical barriers between uses and destinations (see Statewide Design Policies). Better designed single- or limited-use areas will not bring to the community the benefits derived from mixed-use areas, but they perform significantly better than the area's current standard and provide a physical framework which will make it easier, in the future, to add complementary uses and activities and move closer to the mixed-use model.

Public policy should also focus on making public transportation a reality in suburban areas. Several proposals have been made to provide new service, or to reactivate passenger rail service in them. If coordinated appropriately with transit-supportive local land-use planning and design policies, cost-effective transit service can provide the foundation necessary to revitalize existing Cores or create new Cores for future Centers.

Passenger Rail Service in the Suburban Planning Area

Although only nine active passenger rail stations serve the Suburban Planning Area, new passenger rail service is being developed along the Trenton-Camden line and studied on the West Trenton line. If implemented properly, passenger rail could play a major role in bringing coherence and structure to the Suburban Planning Area.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Suburban Planning Area, the criteria for designation of any existing or new Centers appropriate to this Planning Area, the encouraged delineation of Center Boundaries around Centers, and local and state agency planning.

1. **Land Use:** Guide development and redevelopment into more compact forms—Centers and former single-use developments that have been retrofitted or restructured to accommodate mixed-use development, redevelopment, services and cultural amenities. Plan and zone for a wide range of land uses and users, in order to achieve more balanced communities. Seek to better integrate different land uses, and remove or mitigate physical barriers between them. Encourage densities capable of supporting transit. Preserve the Environs as park land, farmland, or partially developed low-density uses without compromising the Planning Area’s capacity to accommodate future growth.
2. **Housing:** Provide a full range of housing choices primarily in Centers at appropriate densities to accommodate the area’s projected growth. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with maximum access to a full range of commercial, cultural, educational, recreational, health and transportation services and facilities. Focus multi-family and higher-density, single-family housing in Centers. Any housing in the Environs should be planned and located to maintain the existing character.
3. **Economic Development:** Guide opportunities for economic development into Centers or existing pedestrian- and transit-supportive single-use areas and target new jobs to these locations.
4. **Transportation:** Maintain and enhance a transportation system that links Centers and existing large single-use areas to each other, to Metropolitan Planning Areas and to major highway and transit corridors. Emphasize the use of public transportation systems and alternative modes of transportation where appropriate and feasible, and maximize circulation and mobility options (including pedestrian and bicycle connections between developments) throughout. Encourage significant redevelopment and intensification around existing and planned rail stations along transit corridors and ferry stations along waterfronts. Promote flexible (variable route) transit and support employer-operated shuttle services. Preserve and stabilize general aviation airports and, where appropriate, encourage community economic development, transportation intermodal hubs, and complementary uses for airport property such as business centers.
5. **Natural Resource Conservation:** Conserve continuous natural systems, strategically locate open space, and buffer Critical Environmental Sites. Use open space to reinforce neighborhood and community identity, and protect natural linear systems, including regional systems that link into other Planning Areas.
6. **Agriculture:** Guide development to ensure the continued viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.
7. **Recreation:** Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local and regional levels, by concentrating on the maintenance and rehabilitation of existing parks and open space, while expanding and linking the system through redevelopment and reclamation projects. In the undeveloped portions of this Planning Area, acquire and improve neighborhood and municipal parkland within Centers, and regional park land and open space either in or within easy access of Centers.
8. **Redevelopment:** Encourage redevelopment efforts in existing Centers and single-use areas which can be redeveloped into mixed-use areas, and areas within walking distance of train stations or other major public transit facilities. Redevelop at transit-supportive densities, while creating pedestrian-oriented environments. Take full advantage of the opportunities available under the state’s redevelopment statutes to promote new Centers and retrofit existing areas with mixed-uses and higher densities.

9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to develop or redevelop. Coordinate historic preservation with tourism efforts.
10. **Public Facilities and Services:** Phase and program the extension of public facilities and services to support development in Centers and ensure adequate levels of public and private services. Encourage jurisdictions to locate all public and private community facilities—schools, libraries, municipal buildings, government offices, post offices, civic, cultural and religious facilities, fire stations, etc.—in Centers or in proximity to (within walking distance of) Centers. Central facilities serving a wide population should be located in or near Cores.
11. **Intergovernmental Coordination:** Establish regional approaches to the planning and provision of facilities and services. Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

Implementation Strategy

The Challenge

The Suburban Planning Area, as the most rapidly developing part of New Jersey, should be managed actively by its municipalities, counties, regional agencies, community groups and the state to avoid additional haphazard development—and a continuation of the current trend towards sprawl—without deterring growth. Such a proactive approach cannot be implemented without a considerable investment in advance planning, both at the local and regional levels—such as watershed planning or corridor planning—and a working consensus among diverse constituencies.

The Environs—which in Suburban Planning Areas are predominantly protected natural systems and their buffers (such as riparian corridors and wetlands), selected prime farmland and regional recreational areas to be preserved—require planning at the regional or sub-regional level with assistance from the state. This involves coordinated action between various levels of government, nonprofits and the private sector.

New growth should be promoted in Centers. Centers require active planning at the local level, carried out by a variety of partnerships under municipal leadership. A Center-based approach is a complex strategy which requires a full range of planning and design tools, used with consistency and determination. Pro-active local planning, along with an engaged, innovative and entrepreneurial private sector will be crucial to establishing a development pattern that achieves the Intent and Policy Objectives for this Planning Area.

The Response

The first step to be taken at the local level should be a thorough and rigorous reassessment of the municipal master plan and development regulations, to ascertain whether they promote, or even allow, Center-based development, and to make any necessary modifications to these documents.

Another important step is to perform a community build-out analysis, not just to determine how many housing units or how many square feet of commercial uses the community has ultimately zoned for, but rather to take a realistic look at what the community will look like at build out, how it will work, and whether this corresponds to the community's vision. Communities

wishing to implement Center-based growth strategies are encouraged to be pro-active in determining the “look and feel” of future development, through the use of visioning techniques, design guidelines, detailed regulating plans and a host of other tools and techniques.

To achieve consistency with State Plan Goals, municipal, county, regional and state agencies should implement Statewide Policies by undertaking the following activities:

- Identify on a regional basis a number of Centers sufficient to absorb a significant share of the area’s growth.
- Perform a community build-out analysis to determine opportunities for and impacts of future development under existing zoning.
- Zone those Centers for the densities needed to absorb growth.
- Protect the Environs through open space/farmland preservation and sewer service restrictions.
- Use phasing to coordinate supply and demand for infrastructure and services.
- Expedite appropriately designed development in Centers.
- Support needed improvements for downtown business communities by establishing programs such as “Special Improvement Districts” in Centers.
- Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfields redevelopment programs. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.
- Prepare and maintain Environmental Resource Inventories (ERIs) and incorporate ERI information into master plans.
- Map and protect Critical Environmental Sites and Historic and Cultural Sites.

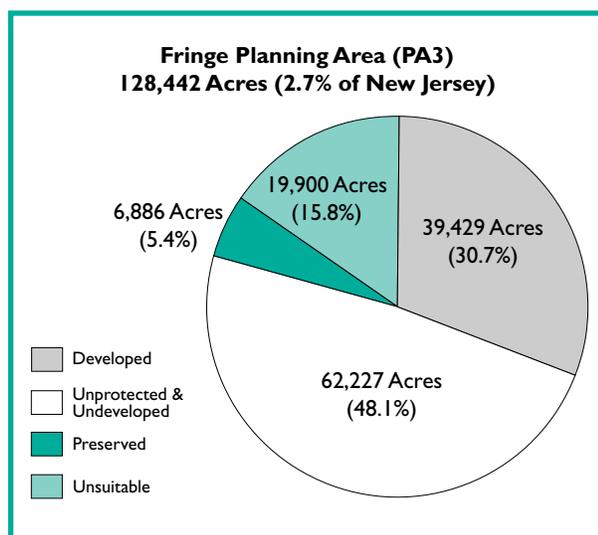
In addition to standard zoning and capital budgeting approaches, local jurisdictions should consider other planning tools such as capital plans, public land banking, density transfer mechanisms, official maps, the circulation element of the municipal master plan, detailed regulating plans, redevelopment statutes, acquisition of targeted open space and/or farmland and public/private and public/public partnerships.

Fringe Planning Area (PA3)

General Description

The Fringe Planning Area is a predominantly rural landscape that is not prime agricultural or environmentally sensitive land, with scattered small communities and free-standing residential, commercial and industrial development. Throughout the Fringe Planning Area are older communities, such as Mullica Hill in Gloucester County and Millstone in Somerset County. Some of these places have become magnets for specialty shops, like Mullica Hill. Other communities such as Flemington serve as the seat of county government.

There are few areas where large blocks of the Fringe Planning Area exist. They are mostly found in Hunterdon County (Clinton, Raritan and Readington townships), Ocean County (Jackson



and Lakewood townships), Cape May County (Dennis, Middle and Lower townships), Gloucester County (Elk, Harrison, Logan and Woolwich townships) and Mercer County (Hopewell, Lawrence and Princeton townships). In most cases, Fringe Planning Areas serve as a transition between suburban and rural landscapes.

In the Fringe Planning Area large investments in water and sewer and local road networks have not taken place. Circulation is primarily provided by a state and county maintained system of highways supplemented by locally maintained roads. Investments in water and sewer are mainly in existing or proposed Centers, such as Pennington in Mercer County.



Flemington

Delineation Criteria

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

1. Population density of less than 1,000 people per square mile.
2. Generally lacking in major infrastructure investments:
 - a. The circulation system is mainly provided by state and county roadways with a major emphasis on moving traffic through the area.
 - b. Some Centers are served by public water and sewer.
3. Land area greater than one square mile.
4. Does not include land that meets the criteria of Rural or Environmentally Sensitive Planning Areas.
5. Area is adjacent to Metropolitan or Suburban Planning Areas.

Intent

In the Fringe Planning Area, the State Plan's intention is to:

- accommodate growth in Centers;
- protect the Environs primarily as open lands;
- revitalize cities and towns;
- protect the character of existing stable communities;
- protect natural resources;
- provide a buffer between more developed Metropolitan and Suburban Planning Areas and less developed Rural and Environmentally Sensitive Planning Areas; and
- confine programmed sewers and public water services to Centers.

Development within the Fringe Planning Area should be concentrated in or adjacent to existing Centers or in planned new Centers. The character, location and magnitude of new development should be based on the capacities of the natural and built systems within the Center and its Environs. Centers should serve as receiving areas for density transfers. In Centers, water and wastewater systems may be extensions of systems from Metropolitan or Suburban Planning Areas. If not they should be designed and planned to connect to those systems in the future or should be small treatment systems managed by qualified public or private entities. Infrastructure should be provided in Centers by the private sector, except where joint public/private investment would benefit the public interest.

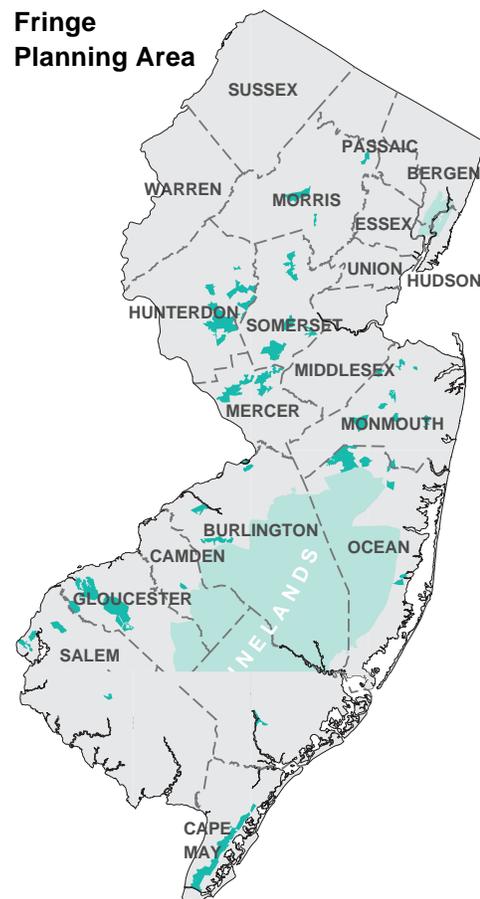
In the Environs, the landscape should contain limited free-standing residential, commercial and industrial development, including activities that may be required to meet the needs of the region and which cannot meet acceptable performance standards for Centers. All such development should be designed to enhance the character of the area by preserving open land, retaining scenic vistas and maintaining natural systems. The Environs should be protected from unchecked and piecemeal residential and commercial development.

Without an affirmative effort to manage growth carefully in the Fringe Planning Area, development will most likely continue in a dispersed and inefficient pattern, making the future provision of public facilities and services very expensive. In addition, uncontrolled development in these areas will exacerbate conflicts with agricultural and environmental resources. More compact, deliberately designed community patterns can reduce land conflicts and encourage the preservation of rural character. A well-planned and managed Fringe Planning Area may be an effective buffer between more intensely developed urban and suburban areas and the agricultural and environmentally sensitive lands. As a transition area, it is likely to accommodate a greater intensity of development than the Rural and Environmentally Sensitive Planning Areas and less than the Metropolitan and Suburban Planning Areas.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Fringe Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Center Boundaries, and local and state agency planning.

- I. **Land Use:** Focus development and redevelopment in appropriately located and designed Centers to accommodate growth that would otherwise occur in the Environs. Protect the Environs primarily as open lands. Development and redevelopment in the Environs should not exceed the carrying capacity of the area and should maintain or enhance the character of the Environs.



2. **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher-density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the character of the Environs.
3. **Economic Development:** Guide opportunities for economic development into Centers. In the Environs, locate resource-based economic development activities, such as resource extraction, recreation and agriculture; as well as activities which meet a regional need and cannot meet acceptable performance standards for Centers.
4. **Transportation:** Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas, encouraging alternatives to the single-occupancy vehicle whenever feasible. In Centers, emphasize the use of public transportation systems and other alternatives to private cars where appropriate and feasible, and maximize circulation and mobility options. Preserve and stabilize general aviation airports, and, where appropriate, encourage community economic development and promote complementary uses for airport property, such as business centers.
5. **Natural Resource Conservation:** Strategically acquire open space to define Centers and to maintain contiguous open space corridors that link to other Planning Areas and Centers.
6. **Agriculture:** Guide development to ensure the viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas. Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of the agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.
7. **Recreation:** Provide maximum active and passive recreational opportunities and facilities at neighborhood and local levels by targeting the acquisition and development of neighborhood and municipal park land within Centers. Provide regional recreation opportunities by targeting park land acquisitions and improvements that enhance large contiguous open space systems.
8. **Redevelopment:** Encourage appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers, or in ways that support Center-based development, to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a broad range of uses, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile.
9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with open space and farmland preservation efforts. Coordinate historic preservation with tourism efforts.
10. **Public Facilities and Services:** Phase and program for construction as part of a dedicated capital improvement budget or as a part of a public/private development agreement the extension or establishment of public services, particularly wastewater systems, to support development and redevelopment in existing and new Centers, primarily in cooperation with the private sector, while minimizing conflicts between Centers and the surrounding Environs.

11. **Intergovernmental Coordination:** Coordinate efforts of various state agencies, county and municipal governments to establish regional approaches to the planning and provision of facilities and services. Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

Implementation Strategy

The Challenge

The Fringe Planning Area should be managed in a way that recognizes the interrelationship of existing Centers, new Centers and the Environs. It requires a proactive program of land-use management to channel growth into Centers in ways that protect the Environs.

It also requires municipal planners to work in concert with county, regional and state agencies. Planning at the municipal level places greater demands on local officials to have a broader vision of their community's needs. They must recognize the context of the region by acknowledging that other governmental entities may maintain, control and deliver important infrastructure and resources.

Finally, an important issue is the acknowledgment that the Fringe Planning Area, in most cases, will cover only part of a municipality. Most municipalities will be faced with meeting the Policy Objectives of one or more Planning Areas along with those of the Fringe Planning Area. Therefore, a municipality could be confronted with meeting diverse objectives. Management actions and planning techniques will need to be selected to complement one another.

The Response

To achieve consistency with State Plan Goals, municipal, county, regional and state agencies should implement Statewide Policies by undertaking the following activities:

- Conduct a visioning process that achieves consensus on the scale, location and form of future growth and redevelopment in ways that keep the Environs primarily as open lands while channeling growth to existing and new Centers.
- Perform a community build-out analysis to determine opportunities for and impacts of future development under existing zoning.
- Design and offer to property owners a density transfer system.
- Prepare a targeted open space and/or farmland preservation program in cooperation with the county and/or county agricultural development board and the State Agricultural Development Committee and/or Green Acres.
- Facilitate the development of wastewater treatment systems in Centers.
- Conduct a capacity analysis to ensure that Centers can accommodate density transfers.
- Implement a phased approach for capital improvements through the development of appropriate ordinances linking growth with adequate infrastructure capacity.
- Coordinate strategy with the county, the Metropolitan Planning Organization and the state to ensure that the infrastructure decisions for the area meet the Policy Objectives.
- Develop a process to facilitate the participation of land owners and developers to plan and locate development in ways that meet the Policy Objectives.
- Support needed improvements for downtown business communities by establishing programs such as "Special Improvement Districts" in Centers.

- Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfields redevelopment programs. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.
- Prepare and maintain Environmental Resource Inventories (ERIs) and incorporate ERI information into master plans.
- Map and protect Critical Environmental Sites and Historic and Cultural Sites.

Rural Planning Area (PA4)

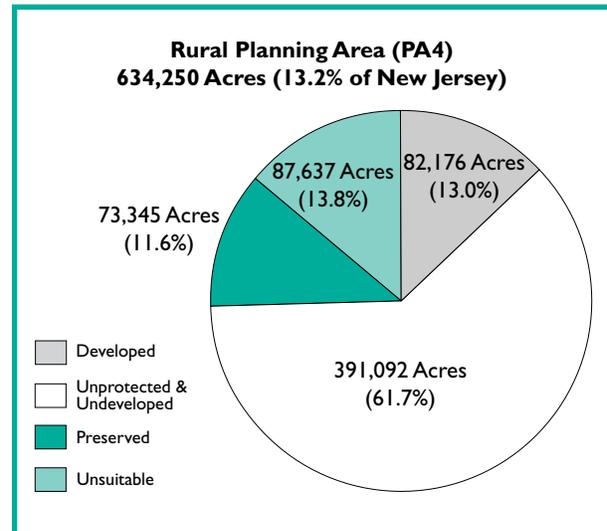
General Description

The Rural Planning Area—including its sub-area, the Rural/Environmentally Sensitive Planning Area—comprises much of the countryside of New Jersey, where large masses of cultivated or open land surround rural Regional, Town, Village and Hamlet Centers, and distinguish other sparse residential, commercial and industrial sites from typical suburban development. Four major regions of the state where the Rural Planning Area can be found include portions of: Sussex and Warren counties; Hunterdon, northern Mercer and southern Somerset counties; eastern Burlington and western Monmouth counties; and southern Gloucester, Salem and northwestern Cumberland counties.

While there may be some disagreement about what is “rural” in this heavily urbanized state, it is clear that the large contiguous areas of farmland and other open lands interspersed by traditional Centers and carefully planned new Centers provide a quality of life that many New Jerseyans desire. These areas, along with the Environmentally Sensitive Planning Area, serve as the greensward for the larger region and are not currently nor are they intended to be urban or suburban in nature.

Some lands may have one or more environmentally sensitive features (qualifying for Planning Area 4B: Rural/Environmentally Sensitive). Rural Planning Areas are supportive of agriculture and other related economic development efforts that ensure a diversity within New Jersey.

The open lands of the Rural Planning Area include most of New Jersey’s prime farmland, which has the greatest potential of sustaining continued agricultural activities in the future. They



Centers in the Rural Planning Area

As an example, municipalities in the Rural Planning Area include Sussex Borough and Wantage Township in Sussex County; Chesterfield, Mansfield and Springfield townships in Burlington County; and Shiloh Borough and Stowe Creek, Hopewell and Greenwich townships in Cumberland County. Examples of Designated Centers include Andover Borough (Sussex County), Hopewell Borough (Mercer County), New Egypt (Plumsted Township, Ocean County) and Woodstown (Salem County).

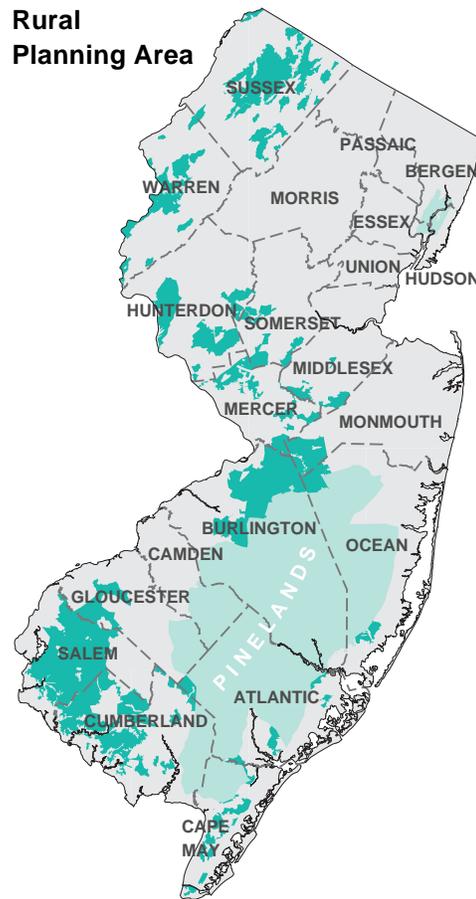
also include wooded tracts, lands with one or more environmentally sensitive features, and rural towns and villages.

In the major farming regions of New Jersey, adequate water resources and large, contiguous tracts of land with minimal land-use conflicts are essential to sustaining successful farming operations and farmland productivity. Acceptable agricultural management practices are utilized to protect prime, fertile soils, water and other natural resources. More intensive farming operations and the growing encroachment of housing into what were once considered the domain of crops and livestock have produced the need for “right-to-farm” and other agriculturally supportive ordinances necessary to ensure a future for the agricultural industry. Other tools that provide incentives to farmers to maintain and expand their operations are also needed.

Prudent land development practices are required to protect these resources and retain large contiguous areas of agricultural land. If a viable agricultural industry is to be sustained in the future, the conversion of some of these lands to non-farm uses must be sensitive to the area’s predominant rural character and agricultural land base. Throughout New Jersey, some Rural Planning Areas are subject to greater development pressure than other areas. Without a greater attention to maintaining and enhancing our rural areas, these economic activities are at risk. Tools and techniques need to be tailored to address the distinctive situation. In particular, new development may require additional attention in areas with environmentally sensitive features.

The Rural Planning Area also includes economic activities such as resource extraction, hunting and fishing, support and service businesses, and scattered commercial, industrial and low-density residential uses. These activities continue to provide important services to area residents and workers. The recreation and tourism sector, a growing portion of New Jersey’s economy, is heavily

Rural Planning Area



dependent on careful management of these lands and the services rural towns and villages can provide for visitors. A number of municipalities in rural areas are high on the list of New Jersey's distressed communities and look for land uses that contribute jobs and revenue to their economies. "Main Street" businesses in our traditional downtowns, in the face of increasing competition, continue to provide important services to area residents and workers. Without a greater attention to maintaining and enhancing our rural areas, these economic activities are at risk.

But the Rural Planning Area is more than just farmland. People have consistently chosen to live or work in these rural areas not just because of the beauty of farmland and other open lands, but also the community character of the existing Centers where development is compact, rural and often historic. The Cores of these Centers have and may still provide local or regional opportunities for employment, shopping and other personal services. Neighborhoods in the Centers provide opportunities for reasonably priced housing and social interaction. Public infrastructure that supports development is often found in these Centers, as are public and private facilities and services that make these places so desirable. Public transportation services may connect these Centers to others throughout New Jersey, while roads, bridges and rails are designed to move people and goods in a manner that respects the rural and often historic character of the area. Many rural Centers are surrounded by greenbelts that are cultivated or maintained in a natural state.

With increasing development pressure, the lifestyle and environment that many have known for years in Rural Planning Areas are threatened. The costs associated with new development and the provision of infrastructure and services are borne by both new and existing residents and businesses. National and local studies indicate that preserved farmland requires less public dollars to service than developed lands. Other studies support the demand for rural tourism opportunities by suburban or urban residents. Fiscal responsibility mandates that serious attention be paid to planning the future of these rural areas.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Rural Planning Area. Land satisfying the delineation criteria listed below that also meets the delineation criteria for the Environmentally Sensitive Planning Area is designated as Planning Area 4B: Rural/Environmentally Sensitive Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

1. Population density of less than 1,000 people per square mile.
2. Area greater than one square mile.
3. Land currently in agricultural or natural resource production or having a strong potential for production:
 - a. soils of local importance as determined by the County Agriculture Development Board;
 - b. prime and unique soils as determined by the U.S. Department of Agriculture Natural Resources Conservation Service; or
 - c. soils of statewide importance as determined by the New Jersey Department of Agriculture State Soil Conservation Committee.
4. Undeveloped wooded tracts; vacant lands; large, contiguous tracts of agricultural lands; and other areas outside Centers predominantly served by rural two-lane roads and individual wells and septic systems, with some Centers served by sewers and public water.

Intent

In the Rural Planning Area, the State Plan's intention is to:

- maintain the Environs as large contiguous areas of farmland and other lands;
- revitalize cities and towns;
- accommodate growth in Centers;
- promote a viable agricultural industry;
- protect the character of existing, stable communities; and
- confine programmed sewers and public water services to Centers.

The State Plan recommends protecting the rural character of the area by encouraging a pattern of development that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents, and by identifying and preserving farmland and other open lands. The Plan also promotes policies that can protect and enhance the rural economy and agricultural industry, thereby maintaining a rural environment.

To accommodate an appropriate level of growth, Rural Planning Areas need strong Centers. These Centers should attract private investment that otherwise might not occur. Second, the Plan recognizes the growing need to retain, expand or locate certain farm services and businesses (for example, farm suppliers, processors and marketing services) in Rural Planning Areas to promote a viable agricultural industry in New Jersey. The Plan encourages and promotes their concentration within Centers supported by the necessary infrastructure and investment. Accordingly, the Plan recommends strengthening the economic capacities of existing Centers and strategically locating new Centers to minimize the negative impacts of growth on present and future farming operations. Such a pattern of development will strengthen non-farm economies at the same time that it assures maintenance of a strong, viable agricultural industry. These policies also recognize that farm families and workers have become increasingly reliant on off-the-farm income.

Encouraging appropriate patterns of development in rural areas would be considerably enhanced by a number of planning and equity mitigation tools. (See Implementation Strategy and Glossary.) Such tools include clustering, capacity-based planning, development phasing, privately coordinated multi-tract development, sliding-scale zoning, density-transfer programs, public land banking, purchase of development rights programs, use assessment and "right-to-farm" laws. Such planning and regulatory tools help to encourage land-use patterns that ensure appropriate development and economic growth, while maintaining ongoing agricultural operations, land values and the rural character of these areas.

The Rural Planning Area in New Jersey contributes substantially to the state's quality of life and will play an increasing role in its economic growth. New Jersey's rural areas should contain both strong economic Centers and an ambiance and character that make living and working in Rural Planning Areas attractive. Centers and their Environs should complement each other.

Development and redevelopment in the Rural Planning Area should be encouraged in well-defined Centers located and designed to achieve the area's Policy Objectives. Development should be guided to Centers with capacity to absorb growth in cost-effective ways that minimize impacts

The State Plan recommends ...encouraging a pattern of development that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents, and by identifying and preserving farmland and other open lands.

on rural features. Public water, wastewater, and other capital-intensive infrastructure should be provided only in Centers, except to mitigate life threatening and emergent threats to public health and safety. Private sector investment should provide the infrastructure for new Centers, except where public/private partnerships in Centers would benefit the public interest.

The Environs should be protected from the impacts of Center development and should be maintained as open land, either in cultivation or a natural state. Greenbelts and other conservation techniques are recommended to serve as buffers between or to mark the edge of Centers, which are delineated by Center Boundaries. Rural Centers should serve as receiving areas for density transfers. Existing and new Centers should absorb the growth otherwise projected for the Environs.

Centers and Environs in Rural Planning Areas should follow the Policy Objectives presented in this section.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Rural Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Center Boundaries, and local and state agency planning.

1. **Land Use:** Enhance economic and agricultural viability and rural character by guiding development and redevelopment into Centers. In the Environs, maintain and enhance agricultural uses, and preserve agricultural and other lands to form large contiguous areas and greenbelts around Centers. Development and redevelopment should use creative land use and design techniques to ensure that it does not conflict with agricultural operations, does not exceed the capacity of natural and built systems and protects areas where public investments in farmland preservation have been made. Development and redevelopment in the Environs should maintain or enhance the character of the area.
2. **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth, recognizing the special locational needs of agricultural employees and minimizing conflicts with agricultural operations. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher-density, single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on agricultural resources.
3. **Economic Development:** Promote economic activities within Centers that complement and support the rural and agricultural communities and that provide diversity in the rural economy and opportunities for off-farm income and employment. Encourage tourism related to agriculture and the environment, as well as the historic and rural character of the area. Support appropriate recreational and natural resource-based activities in the Environs. Any economic development in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on agricultural resources.
4. **Transportation:** Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas. Provide appropriate access of agricultural products to markets, accommodating the size and weight of modern agricultural equipment. In Centers, emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible, and maximize circulation and mobility options throughout. Support the preservation of general aviation airports as integral parts of the state's transportation system.

5. **Natural Resource Conservation:** Minimize potential conflicts between development, agricultural practices and sensitive environmental resources. Promote agricultural management practices and other agricultural conservation techniques to protect soil and water resources. Protect and preserve large, contiguous tracts and corridors of recreation, forest or other open space land that protect natural systems and natural resources.
6. **Agriculture and Farmland Preservation:** Guide development to ensure the viability of agriculture and the retention of farmland in agricultural areas. Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers. Ensure the availability of adequate water resources and large, contiguous tracts of land with minimal land-use conflicts. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of the agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.
7. **Recreation:** Provide maximum active and passive recreational and tourism opportunities at the neighborhood and local levels by targeting the acquisition and development of neighborhood and municipal parkland within Centers. Provide regional recreation and tourism opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems and by facilitating alternative recreational and tourism uses of farmland.
8. **Redevelopment:** Encourage appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers, or in ways that support Center-based development to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a broad range of uses, efficient use of infrastructure, and design that enhance public safety, encourage pedestrian activity, reduce dependency on the automobile and maintain the rural character of Centers.
9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with farmland preservation efforts. Coordinate historic preservation with tourism efforts.
10. **Public Facilities and Services:** Phase and program for construction as part of a dedicated capital improvement budget or as part of a public/private development agreement the extension or establishment of public facilities and services, particularly wastewater systems, to establish adequate levels of capital facilities and services to support Centers; to protect large contiguous areas of productive farmlands and other open spaces; to protect public investments in farmland preservation programs; and to minimize conflicts between Centers and surrounding farms. Encourage private investments and facilitate public/private partnerships to provide adequate facilities and services, particularly wastewater systems, in Centers. Make community wastewater treatment a feasible and cost-effective alternative.
11. **Intergovernmental Coordination:** Coordinate efforts of various state agencies, county and municipal governments to ensure that state and local policies and programs support rural economic development, agriculture, and the rural character of the area by examining the effects of financial institution lending, government regulation, taxation and other governmental policies and programs.

Implementation Strategy

The Challenge

Maintaining and enhancing the rural character of the Rural Planning Area will require considerable attention by all levels of government, as well as the private and nonprofit sectors. With significant market pressures, the Rural Planning Area is often viewed as prime real estate for new development. However, in some traditional rural Centers where development once located, there is evidence of disinvestment: diminishing funds for capital improvements; local businesses moving out of the downtown area or closing; or new development that is incompatible with the surrounding environment. Even in the greenfield areas, limited infrastructure capacity is quickly used up by poorly planned development, leading to additional problems of congestion, pollution and rising taxes. New development continues to be suburban, automobile oriented and antithetical to the form and function of the rural areas in which it is located. Land owners and the public have long known that if we do not sensitively accommodate growth in Centers, retrofit areas of sprawl into viable Centers, and protect the Environs, we will lose our rural areas forever.

Planning initiatives throughout the Rural Planning Area over the last few decades have not always promoted the rural character. Master plans with goals to preserve agriculture or maintain a rural community may have policies that encourage the provision or extension of wastewater treatment facilities, water lines or roads that induce sprawl. Regulations and capital plans can also create more problems if not consistent with comprehensive master plans. Even techniques like larger lot zoning and lot-size averaging, while beneficial in some aspects, have the effect of destroying the large contiguous areas of farmland and habitat that are so vital to the sustainability of rural areas and may consume land at a faster rate.

The planning challenge is to rethink how we accommodate growth in rural areas and what tools we need on all levels of government and in the private and nonprofit sectors to achieve a common vision. New initiatives may include capacity and build-out analyses and broad-based visioning processes that create master plans, development regulations and capital budgets. It is also important to consider a variety of tools and strategies based on a number of factors, including development pressure, the nature and profitability of farming, and fiscal considerations. Because rural areas are found in many parts of New Jersey, there may be different solutions tailored for different municipalities.

Historic towns, villages and hamlets in Rural Planning Areas warrant special attention. Capital improvements (for example, water, sewer, road, public buildings, etc.) for existing and potential development need to occur in a manner that enhances rather than ignores or destroys the rural or historic nature of these Centers. Typical municipal ordinances requiring one-to-three acre lots, large setbacks, and uniformity and separation of uses are contrary to the small lots and mixed-use developments of these existing places. Also, new development surrounding these Centers negatively impacts them by increasing traffic through the historic areas and introducing new development that is incompatible in design and scale. Some municipalities shared these concerns during Cross-acceptance; however, it continues to be a problem and needs to be addressed through

Maintaining and enhancing the rural character of the Rural Planning Area will require considerable attention by all levels of government, as well as the private and nonprofit sectors...the Rural Planning Area is often viewed as prime real estate for new development.

new and creative planning and design guidelines. In addition, state and county regulations and infrastructure investments must be sensitive to local desires, the need for tourism and facilities to serve the agricultural industry, and the rural character.

In areas where development over the last 40 years has followed market forces and infrastructure investments along highways, the challenge is to expand opportunities for economic development, jobs and housing, while maintaining the capacities of natural and manmade infrastructure. Strip malls and other single-use areas that are or may become economically, architecturally or functionally obsolete should be retrofitted into Centers that enhance the rural character. Single-story developments surrounded by parking lots could be redeveloped into multi-level buildings containing shops, housing units and offices, mirroring the traditional downtowns that attract people to rural areas. Using technology to accommodate and anticipate demographic trends and market forces, these places become prime opportunities for new housing, jobs and entertainment for the young, elderly, less affluent, and others often left out of conventional subdivisions. Just as the regional malls of the '80s became the magnet for people and jobs, so these places could become attractions for rural residents and visitors by 2020.

Where development cannot be accommodated in existing Centers or retrofitted single-use areas, new Centers should be planned for and developed in a manner compatible with the rural character of the area. Wastewater and potable water should be planned to serve these Centers. Development should follow established guidelines, and be compatible with the rural character of the area. These Centers should absorb the growth that would otherwise sprawl into the countryside, through clustering, density transfers and other tools. Wherever possible, a greenbelt should be established around Centers. Greenways should connect these greenbelts and other open lands. Any development in the Environs should follow carefully developed guidelines established in plans and regulations that conform to the capacities of natural systems, using techniques such as open space ratios, models of soil capacity, including nitrate dilution, availability of on-site potable water supplies from a sustainable yield source, performance levels for rural roads, sliding scale zoning, etc.

Another challenge is the maintenance of large contiguous areas and support services for farming. Significant adaptations in the agricultural industry over the last few years (for example, better marketing, greater intensification and diversity of uses, agricultural management practices, etc.) will be lost if New Jersey does not preserve sufficient land for the industry. Land is the most important infrastructure item for both agriculture and the rural character of a community. Land not farmed may quickly revert to brush and forest, compromising the pastoral landscape character valued by so many. Other infrastructure needs include access to water, processing facilities, machinery and markets—all of which may be in competition with new development. And, land-intensive operations may also have residual impacts found to be undesired by residential neighbors. More effective implementation of the State Plan will require a greater sensitivity to the unique needs and circumstances of the agricultural industry by all levels of government, non-agricultural

The planning process has enabled the creation of new partnerships among government, academia and the agricultural industry, as well as other business and nonprofit entities to advance agriculture's well-being, to conserve our farmlands and provide an array of environmental amenities to New Jersey.

businesses and the public. In addition, it will require the tools and techniques listed in the State Plan as well as others in practice throughout the country to ensure that all affected—be they farmers, land owners, neighbors, businesses, taxpayers, etc.—share equitably in the burdens and benefits.

The planning process has enabled the creation of new partnerships among government, academia and the agricultural industry, as well as other business and nonprofit entities to advance agriculture’s well-being, to conserve our farmlands and provide an array of environmental amenities to New Jersey. The continuing challenge is to foster these partnerships and promote results that meet the expectations of all residents.

The Response

To achieve consistency with State Plan Goals, municipal, county, regional and state agencies should implement Statewide Policies by undertaking the following activities:

- Strengthen master plans to maintain and enhance the rural area by using capacity and build-out analyses, and a comprehensive, citizen-based “visioning” process to create or update various elements, including those related to land use, housing, circulation, utility, economic development and conservation. Make sure these plans and subsequent regulations and investments accommodate growth in Centers while identifying and protecting large contiguous areas of farmland and other open space, including greenbelts around Centers.
- Perform a community build-out analysis to determine opportunities for and impacts of future development under existing zoning.
- Promote collaborative efforts through new public or public/private partnerships (for example, by establishing an Agricultural Advisory Committee to the governing body and planning board; by forming a Centers task force; by organizing a regional open space or greenbelt committee or land trust, etc.).
- Incorporate a rural Center-based development plan into the local master plan and related ordinances.
- Identify opportunities to accommodate growth and development in Centers through provision of infrastructure, particularly small-scale, on-site wastewater systems.
- Adopt local ordinances promoting clustering of development between contiguous or non-contiguous parcels, the phasing of infrastructure, sliding-scale zoning, the provision of affordable housing in Centers, the creation of higher density housing and commercial development in Center Cores to support transit, development compacts, rural redevelopment, rural access plans that only permit access to arterial roads from public streets, and scenic buffer or easement ordinances.
- Use investment tools, such as: a long-term capital plan; density transfer strategies including transfer of development rights where appropriate; public land banking to acquire sites for future growth and density transfers; acquisition of targeted farmland and other open spaces; agricultural enterprise districts, use assessment and inheritance and transfer tax relief; purchase of development rights programs; permanent and stable source of funding for land and capital assets on the municipal, county and state levels; privately coordinated multi-tract development; development rights bank; impact fees; rehabilitation or revitalization grants or loans; special improvement district; community wastewater utility and pre-approved designs for localized stand alone wastewater treatment systems to bring down the cost and ensure a limited number of new hookups compatible with maintaining the rural character; and expanded, reactivated or new public transportation systems within and between Centers.
- Encourage efforts to maintain a hospitable business environment for rural economic activities such as agricultural production, tourism, recreation, resource extraction and “Main

Street” businesses. These efforts may include public/private partnerships, incentive and marketing programs, access to new markets, skills training and finance capital.

- Support needed improvements for downtown business communities by establishing programs such as “Special Improvement Districts” in Centers.
- Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfields redevelopment programs. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.
- Prepare and maintain Environmental Resource Inventories (ERI) and incorporate ERI information into master plans.
- Map and protect Critical Environmental Sites and Historic and Cultural Sites.

Rural/Environmentally Sensitive Planning Area (PA4B)

General Description

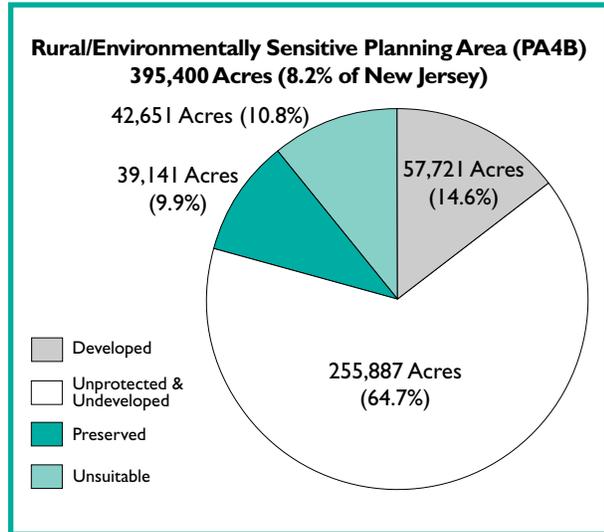
Some lands in the Rural Planning Area (PA4) have one or more environmentally sensitive features qualifying for delineation as Rural/Environmentally Sensitive (PA4B). This sub-area contains valuable ecosystems or wildlife habitats. Rural/Environmentally Sensitive Planning Areas are supportive of agriculture and other related economic development efforts that ensure a diversity within New Jersey. Any development or redevelopment planned in the Rural/Environmentally Sensitive Area should respect the natural resources and environmentally sensitive features of the area.

Intent

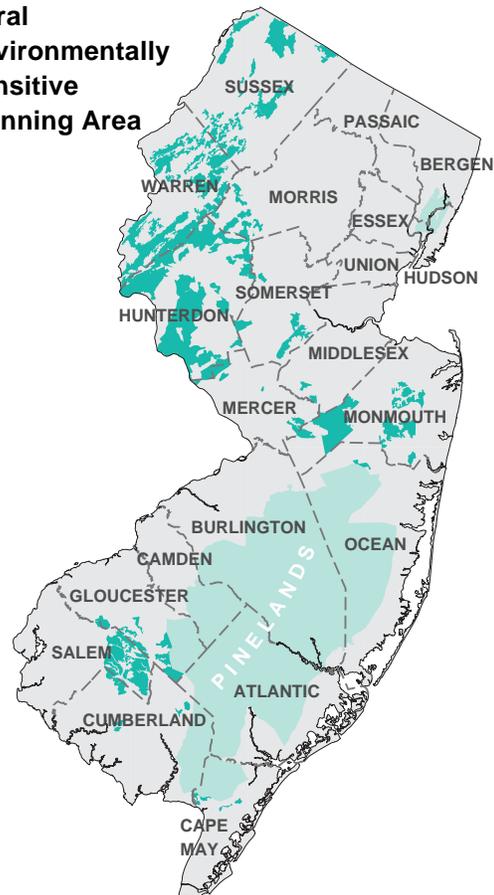
The Intent of the Rural/Environmentally Sensitive Planning Area (PA4B) is the same as its underlying Planning Area, Rural Planning Area (PA4) for existing uses of the land.

Policy Objectives

Development and redevelopment in the Rural/Environmentally Sensitive Planning Area should follow the Policy Objectives presented in



Rural Environmentally Sensitive Planning Area



the next section for the Environmentally Sensitive Planning Area (PA5). This includes promoting agricultural practices that prevent or minimize conflicts with sensitive environmental features.

Delination Criteria

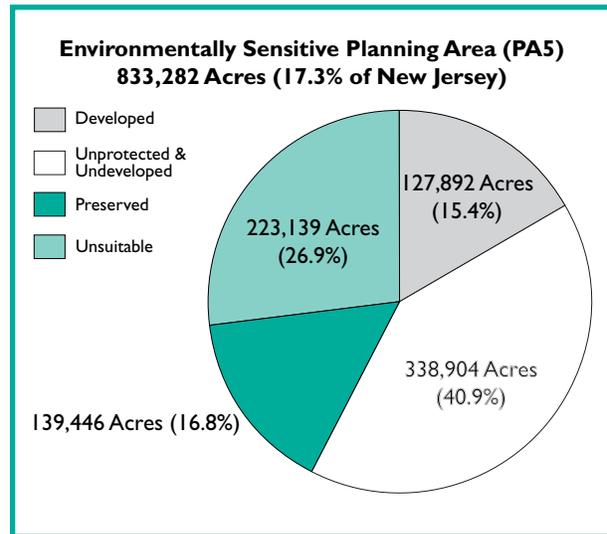
Land satisfying the delineation criteria for Rural Planning Area (PA4) that also meets the delineation criteria for the Environmentally Sensitive Planning Area (PA5) is designated as Rural/Environmentally Sensitive (PA4B).

Environmentally Sensitive Planning Area (PA5)

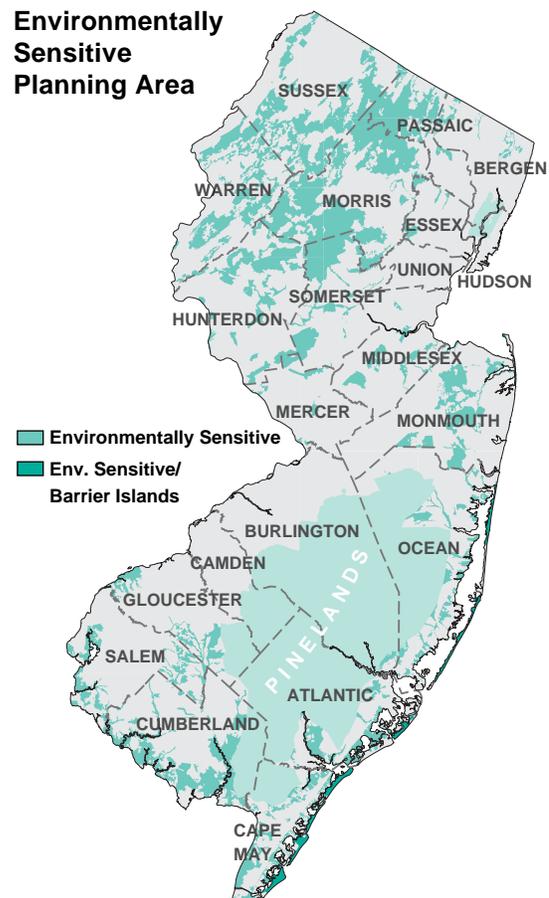
General Description

The Environmentally Sensitive Planning Area contains large contiguous land areas with valuable ecosystems, geological features and wildlife habitats particularly in the Delaware Bay and other estuary areas, the Highlands Region, and coastal area. The future environmental and economic integrity of the state rests in the protection of these irreplaceable resources. Some of these lands have remained somewhat undeveloped or rural in character. Other areas, particularly New Jersey's coastal barrier islands, have experienced advanced levels of development, but remain highly vulnerable to natural forces. Environmentally Sensitive Planning Areas are characterized by watersheds of pristine waters, trout streams and drinking water supply reservoirs; recharge areas for potable water aquifers; habitats of endangered and threatened plant and animal species; coastal and freshwater wetlands; prime forested areas; scenic vistas; and other significant topographical, geological or ecological features, particularly coastal barrier spits and islands. These resources are critically important not only for the residents of these areas, but for all New Jersey citizens.

Existing Centers within the Environmentally Sensitive Planning Area have been, and often remain, the focus of residential and commercial growth and public facilities and services for their region, as well as supporting the recreation and



Environmentally Sensitive Planning Area



tourism industries. The wide diversity of natural and built systems has resulted in small rural Towns such as High Bridge, Ogdensburg and Hopatcong, and Villages such as Cape May Point, Far Hills, Bedminster, Mauricetown, Fortescue, Fairton, Leesburg, Stone Harbor, Seaside Heights and Surf City. Environmentally Sensitive Planning Areas also have Regional Centers including Newton in the northwest and Wildwood on a barrier island. These Centers generally are linked to each other by rural roads and separated from other development by open spaces or linked to the mainland by state highways crossing coastal wetlands and waterways. Centers on the barrier islands are almost all sewered whereas Centers in other environmentally sensitive areas are often not sewered. Thus, the state has a major investment in infrastructure on the barrier islands. Recreational facilities often have associated residential or commercial development. Mining, forestry and other resource-based industrial development also is found in these areas. In addition, over 60,000 acres of agricultural land is found in this area. A significant amount of this land is in farmland preservation and is where other major agricultural investments have been made.

The Environmentally Sensitive Planning Area is highly vulnerable to damage of many sorts from new development in the Environs...irreplaceable resources which are vital for the preservation of the ecological integrity of New Jersey's natural resources.

The Environmentally Sensitive Planning Area is highly vulnerable to damage of many sorts from new development in the Environs, including fragmentation of landscapes, degradation of aquifers and potable water, habitat destruction, extinction of plant and animal species and destruction of other irreplaceable resources which are vital for the preservation of the ecological integrity of New Jersey's natural resources. Perhaps most important, because the Environs in Environmentally Sensitive Planning Areas (and Rural/Environmentally Sensitive Planning Areas) are by definition more sensitive to disturbance than the Environs in other Planning Areas, new development in these Environs has the potential to destroy the very characteristics that define the area.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Environmentally Sensitive Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

1. Population density of less than 1,000 people per square mile.
2. Land area greater than one square mile.
3. One or more of the following features outside Centers:
 - a. trout production waters and trout maintenance waters and their watersheds;
 - b. pristine non-tidal Category I waters and their watersheds upstream of the lowest Category I stream segment;
 - c. watersheds of existing or planned potable water supply sources;
 - d. prime aquifer recharge areas of potable water supply sources and carbonate formations associated with recharge areas or aquifers;
 - e. habitats of populations of endangered or threatened plant or animal species;
 - f. coastal wetlands;
 - g. contiguous freshwater wetlands systems;

- h. significant natural features or landscapes such as beaches, coastal spits, barrier islands, critical slope areas, ridge lines, gorges and ravines, and important geological features (including those associated with karst topography) or unique ecosystems; and/or
- i. prime forested areas, including mature stands of native species.

Intent

In the Environmentally Sensitive Planning Area, the State Plan's intention is to:

- protect environmental resources through the protection of large contiguous areas of land;
- accommodate growth in Centers;
- protect the character of existing stable communities;
- confine programmed sewers and public water services to Centers; and
- revitalize cities and towns.

The State Plan provides for the protection of critical natural resources and for the maintenance of the balance between ecological systems and beneficial growth. The ecological systems of the Environmentally Sensitive Planning Area should be protected by carefully linking the location, character and magnitude of development to the capacity of the natural and built environment to support new growth and development on a long-term, sustainable resource basis. Large contiguous areas of undisturbed habitat should be maintained to protect sensitive natural resources and systems. Any new development that takes place in the Environmentally Sensitive Planning Area should capitalize on the inherent efficiencies of compact development patterns found in existing Centers.

New development should be guided into Centers to preserve open space, farmland and natural resources and to preserve or improve community character, increase opportunities for reasonably priced housing and strengthen beneficial economic development opportunities.

New development should be guided into Centers to preserve open space, farmland and natural resources and to preserve or improve community character, increase opportunities for reasonably priced housing and strengthen beneficial economic development opportunities. Directing development from the Environs to Centers will ensure that the Environs remain in recreational, cultural or resource-extraction uses or left undisturbed. The appropriate provision and scaling of public facilities and services should maintain the integrity and function of the ecological systems in this area. Strategic planning and investing also can accommodate beneficial development and redevelopment in Centers, both efficiently and equitably.

New development in the Environmentally Sensitive Planning Area should be consistent with Statewide Policies and should be in Centers. Centers should absorb the growth otherwise projected for the Environs. Development and redevelopment should be guided to Centers with capacity to absorb growth in cost-effective ways that minimize impacts on environmentally sensitive features. Wastewater treatment facilities should be provided only in Centers, except to mitigate life threatening and emergent threats to public health and safety. Private sector investment should provide this infrastructure for new Centers, except where a public/private partnership would benefit the public interest. The Environs should be protected from the effects of Center development and should be maintained as open land. Centers should serve as receiving areas for density transfers.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Environmentally Sensitive Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Center Boundaries, and local and state agency planning.

1. **Land Use:** Protect natural systems and environmentally sensitive features by guiding development and redevelopment into Centers and establishing Center Boundaries and buffers and greenbelts around these boundaries. Maintain open space networks, critical habitat and large contiguous tracts of land in the Environs by a variety of land use techniques. Development and redevelopment should use creative land use and design techniques to ensure that it does not exceed the capacity of natural and infrastructure systems and protects areas where public investments in open space preservation have been made. Development and redevelopment in the Environs should maintain and enhance the natural resources and character of the area.
2. **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with access to a range of commercial, cultural, educational, recreational, health and transportation services and facilities. Focus multi-family and higher-density, single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on environmental resources.
3. **Economic Development:** Support appropriate recreational and natural resource-based activities in the Environs and locate economic development opportunities that are responsive to the needs of the surrounding region and the travel and tourism industry in Centers. Any economic development in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on environmental resources.
4. **Transportation:** Maintain and enhance a transportation system that protects the Environs from scattered and piecemeal development and links Centers to each other within and between Planning Areas. Encourage alternatives to the single-occupancy vehicle whenever feasible. Accommodate the seasonal demands of travel and tourism that support recreational and natural resource-based activities. In Centers, emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible and maximize circulation and mobility options throughout.
5. **Natural Resource Conservation:** Protect and preserve large, contiguous tracts and corridors of recreation, forest or other open space land that protects natural systems and sensitive natural resources, including endangered species, ground and surface water resources, wetland systems, natural landscapes of exceptional value, critical slope areas, scenic vistas and other significant environmentally sensitive features.
6. **Agriculture:** Promote agricultural practices that prevent or minimize conflicts with sensitive environmental resources. Guide development to ensure the viability of agriculture and the retention of farmland in agricultural areas. Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers. Ensure the availability of adequate water resources and large, contiguous tracts of land with minimal land use conflicts. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of the agricultural industry for intensive packaging, processing, value-added operations, marketing, exporting and other shipping through development and redevelopment.

7. **Recreation:** Provide maximum active and passive recreational and tourism opportunities at the neighborhood and local levels by targeting the acquisitions and development of neighborhood and municipal parkland within Centers. Provide regional recreation and tourism opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems. Ensure meaningful access to public lands.
8. **Redevelopment:** Encourage environmentally appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers or in ways that support Center-based development to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a range of uses broad enough to encourage activity beyond the traditional workday, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile to attract growth otherwise planned for the Environs.
9. **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with open space preservation efforts. Coordinate historic preservation with tourism efforts.
10. **Public Facilities and Services:** Phase and program for construction as part of a dedicated capital improvement budget or as part of a public/private development agreement the extension or establishment of public facilities and services, particularly wastewater systems, to establish adequate levels of capital facilities and services to support Centers; to protect large contiguous areas of environmentally sensitive features and other open spaces; to protect public investments in open space preservation programs; and to minimize conflicts between Centers and the Environs. Encourage private investments and facilitate public/private partnerships to provide adequate facilities and services, particularly wastewater systems, in Centers. Make community wastewater treatment a feasible and cost-effective alternative.
11. **Intergovernmental Coordination:** Coordinate efforts of state agencies, county and municipal governments to ensure that state and local policies and programs support environmental protection by examining the effects of financial institution lending practices, government regulation, taxation and other governmental policies and programs.

Implementation Strategy

The Challenge

The Environmentally Sensitive Planning Area must be managed so that critical and irreplaceable natural resources, which support growth in other parts of New Jersey, are protected. Public policy in the Environmentally Sensitive Planning Area must recognize and promote the protection of natural systems that support beneficial economic growth in Centers. The State Plan acknowledges that growth and economic development will occur in environmentally sensitive areas. Its policies state that growth be guided into well-planned Centers with appropriately scaled public facilities and services. These Centers should serve as the focus and location for affordable housing and economic development. It is imperative that municipal, county and state governments reach consensus on environmental factors and critical areas that must be protected and preserved. When all levels of government agree on those environmental factors that must be protected, they can develop, amend and implement plans to achieve that balance between preservation and growth. The challenge in coastal municipalities is to safeguard those resources such as wetlands, bays and dunes that make

the shore so appealing to visitors and residents alike. In the Highlands, communities and regions must protect the integrity of contiguous forested areas and scenic natural landscapes and features in equitable ways. And so for other environmentally sensitive areas of the state, each political unit must determine how they want to relate to natural systems that reach far beyond their boundaries as well as how to protect specific features within their developed areas.

Having agreed on the resources, sites and systems that are critical to preserve, it is up to each community and region to determine exactly how to accommodate growth while preserving those features. Guiding growth to Centers will ensure that the Environs remain in low-density uses and be compatible with recreation and resource-based uses. Centers can be carefully planned for appropriate scale and magnitude of public facilities and services and to protect special features or parts of larger regional systems within their boundaries. For instance, the City of Avalon has an aggressive dune maintenance and restoration program within its boundaries. Stafford Township, also along the coast, has implemented an innovative stormwater management system that protects Barnegat Bay and the Cohansey Aquifer. Clinton Township in Hunterdon County has an ordinance to protect areas of carbonate and several municipalities are considering passing ordinances to help them implement the principles of watershed-based management within their boundaries.

Outside of Centers, large contiguous tracts of land should be linked to each other to provide buffers and greenbelts and protection for critical habitats. By promoting and supporting strong Centers, the State Plan can help maintain and protect natural resources and systems in the Environs.

The Response

To achieve consistency with State Plan Goals, municipal, county, regional and state agencies should implement Statewide Policies by undertaking the following activities:

- Prepare and maintain Environmental Resource Inventories (ERIs) and incorporate ERI information into master plans.
- Perform a community build-out analysis to determine opportunities for and impacts of future development under existing zoning.
- Map and protect Critical Environmental Sites and Historic and Cultural Sites.
- Identify strategies for linking Centers with the region and accommodating seasonal travel and tourism demands.
- Coordinate permitting and land-use approval requirements that encourage development and investment in Centers.
- Identify strategies to protect natural systems and their functions.
- Identify strategies to enhance tourism and recreation-based activities.
- Identify opportunities to assemble and connect open space networks and large contiguous areas of undisturbed habitat.
- Ensure that areas critical to water supply and quality are protected.
- Identify opportunities to accommodate growth and development in Centers through provision of infrastructure, particularly wastewater systems in Centers.
- Recognize and facilitate the participation of the private sector in achieving the objectives of the State Plan in the Environmentally Sensitive Planning Area.
- Support needed improvements for downtown business communities by establishing programs such as Special Improvement Districts in Centers.

- Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfields redevelopment programs. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.
- Identify areas of active agriculture and develop strategies to enhance the viability and preservation of these farms.

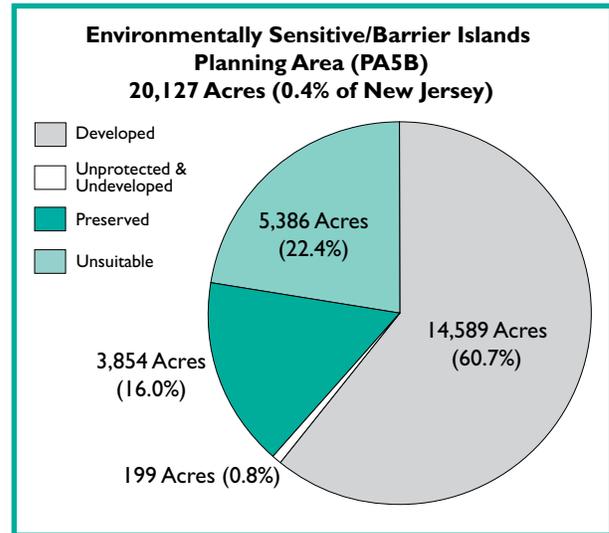
Environmentally Sensitive/Barrier Islands Planning Area (PA5B)

General Description

Barrier islands and spits are coastal land forms caused by the periodic deposition and movement of sediment by ocean currents and wind. During storms they function as the mainland's barriers, a first line of natural defense, protecting offshore communities and sensitive bay habitats from the destructive forces of coastal storms. They have played a large part in the unfolding of the state's maritime history as well as being the focus of recreation and tourism for generations.

For discussion and planning purposes, the State Plan classifies these geologic features as barrier islands since they share many common elements, most notable of which are a separation from the mainland by water and an infrastructure connection to the mainland, primarily for access, but occasionally for other services. New Jersey's coastal barrier chain extends from Monmouth to Cape May County and is home to a varied range of community types from the single-family communities of Long Beach Island to the intense urban development of Atlantic City. Use of the barrier islands began hundreds of years ago but, until the 20th century, life on a barrier island lacked many of the comforts and amenities of mainland life. The railroads opened up these isolated areas to seasonal visitors from mainland cities who came to the islands for health and recreation during the warm summer months. Private automobiles further increased the accessibility of the barrier beach communities.

With the exception of Pullen Island in the Brigantine National Wildlife refuge, all of New



Jersey's barrier islands and spits are developed to varying degrees. While mature dunes and unbulkheaded bayfront can still be found in many communities, Island Beach State Park alone remains as a whole, undeveloped barrier beach and bay system.

Today, a robust economy, telecommuting, flextime and retirement have contributed to more people residing in these communities on a permanent basis. The seasonal fluctuation is still an important part of the nature of barrier island communities. For example, summer populations in Wildwood are estimated to be more than 16 times the winter population, and summer visitors to Stone Harbor outnumber year-round residents by a ratio of nearly 20-to-1. These fluctuations present a challenge to planning and development for sustainability at both peak and off-peak seasons.

In addressing development and redevelopment a number of barrier island communities have addressed this issue through Center designation. Examples are: Avalon, Stone Harbor and the Wildwoods Regional Center of North Wildwood, Wildwood City, West Wildwood and Wildwood Crest.

The barrier island communities offer an array of challenges. The natural island geography which underlies these communities and endows them with much of their unique character also presents extraordinary conditions that affect planning for:

- disaster preparedness and long-term coastal changes, such as sea level rise and beach erosion;
- extended tourist seasons to maintain year-round economic vitality;
- protection of sensitive areas exposed to high public use; and
- expansion of public access along beaches and bayfronts.

Intent

In the Environmentally Sensitive/Barrier Islands Planning Area, the State Plan's intention is to:

- accommodate growth in Centers;
- protect and enhance the existing character of barrier island communities;
- minimize the risks from natural hazards;
- provide access to coastal resources for public use and enjoyment;
- maintain and improve coastal resource quality; and
- revitalize cities and towns.

The State Plan promotes barrier island communities with sustainable economies which are compatible with the natural environment, minimize the risks from natural hazards, and maximize public access to and enjoyment of coastal resources. Planning for growth should acknowledge the unique character and history of each barrier island community and the ecosystem which molds it. Public access to the rich variety of experiences which the barrier system offers should be protected and expanded. Redevelopment opportunities should maintain and enhance community character.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Environmentally Sensitive Planning/Barrier Islands Area, the criteria for designation of Centers, the policies for delineating Center Boundaries, and local and state agency planning.

1. **Land Use:** Guide development and redevelopment into more compact forms—Centers and former single-use developments that have been retrofitted or restructured, to accommodate mixed-use development and redevelopment, services and cultural amenities. Promote redevelopment, and development in areas with existing infrastructure, that maintains the character, density and function of existing communities. Ensure efficient and beneficial use of scarce land and resources to strengthen the unique character and compact nature of barrier island communities.
2. **Housing:** Provide for housing choices through redevelopment, new construction, rehabilitation, and adaptive reuse. Preserve the existing housing stock through maintenance, rehabilitation and flexible regulation.
3. **Economic Development:** Support historically important coastal industries, recreation, and natural resource-based and associated activities, recognizing the dual (year-round and seasonal) nature of barrier community economies and locating economic development opportunities within areas of existing infrastructure and avoiding adverse impacts to natural resources.
4. **Transportation:** Maintain and enhance a transportation system that links coastal barrier communities to the mainland and to each other, without compromising the integrity of natural resources. Accommodate the seasonal demands of travel and tourism that support recreational and natural resource-based activities. Emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible and maximize circulation and mobility options.
5. **Coastal Resource Conservation:** Conserve water resources in the coastal area, particularly barrier islands dependent on ground water, reducing water demand and withdrawal to prevent saltwater intrusion that could degrade or destroy ground water resources. Protect vital ecological areas and coastal high hazard areas to prevent significant adverse long-term impacts to the natural and scenic functions of these sensitive areas. Restrict or limit development and redevelopment adjacent to these sensitive areas to water-dependent and compatible uses.
6. **Recreation:** Promote local and regional recreational opportunities, encourage tourism, and create meaningful public access along the oceanfront, bay front and rivers of all barrier island communities.
7. **Redevelopment:** Support redevelopment activity compatible with existing barrier island community character. Use redevelopment opportunities to maintain, expand and link parks and open space and to increase public access.
8. **Historic Preservation:** Coordinate the identification of historic areas, historic sites, archaeological sites, landscapes and scenic features unique to the coast for inclusion in the state and national registers of historic places and in county and municipal master plans.
9. **Public Facilities and Services:** Ensure adequate public facilities and services to coastal barrier communities to accommodate seasonal demands. Barrier island communities are encouraged to participate in interlocal public service delivery. Coordinate growth management programs and policies with response planning and mitigation for natural disasters, including major storm events that can result in loss of life, extensive flooding, shorefront erosion and infrastructure replacement decisions.
11. **Intergovernmental Coordination:** Municipalities sharing the same island are encouraged to establish multi-jurisdictional policy and planning entities to guide and coordinate the efforts of state, county and municipal governments and to develop and implement master and functional plans.

Critical Environmental Sites (CES) and Historic and Cultural Sites (HCS)

General Description

To protect and manage the state's large areas of natural and environmentally significant resources, the Policy Map relies on the Environmentally Sensitive/Rural Planning Area and the Environmentally Sensitive Planning Area to direct development into Centers. But there are many environmentally sensitive features and landscapes of historic or aesthetic significance that are less than one square mile in extent or whose configuration does not readily permit application of the Policy Objectives of these Planning Areas. Additionally, many sites of historic, cultural, scenic or environmental sensitivity lie within developed areas or within Metropolitan, Suburban or Fringe Planning Areas.

The Critical Environmental Sites (CES) and Historic and Cultural Sites (HCS) designations are used to help organize planning for new development or redevelopment by singling out the elements of natural systems, small areas of habitat, historic sites, and other features that should continue to be expressed in the future landscape through protection and restoration. Riparian corridors are excellent examples of eligible features for mapping, as are remnants of forest and small wetlands. The presence of CES and HCS gives land owners and developers important advance information on how to shape their proposals for development of the land around them, focusing on including them within the design and function of the development whenever possible, while at the same time protecting them from adverse impacts.

Designating a site as a CES or an HCS means that the site is of local, regional or statewide significance and that its protection and enhancement is of primary importance. It also should highlight the need to preserve, wherever possible, the connection to the natural systems or cultural fabric of which the site is a part.

Features for Critical Environmental Site (CES) Delineation

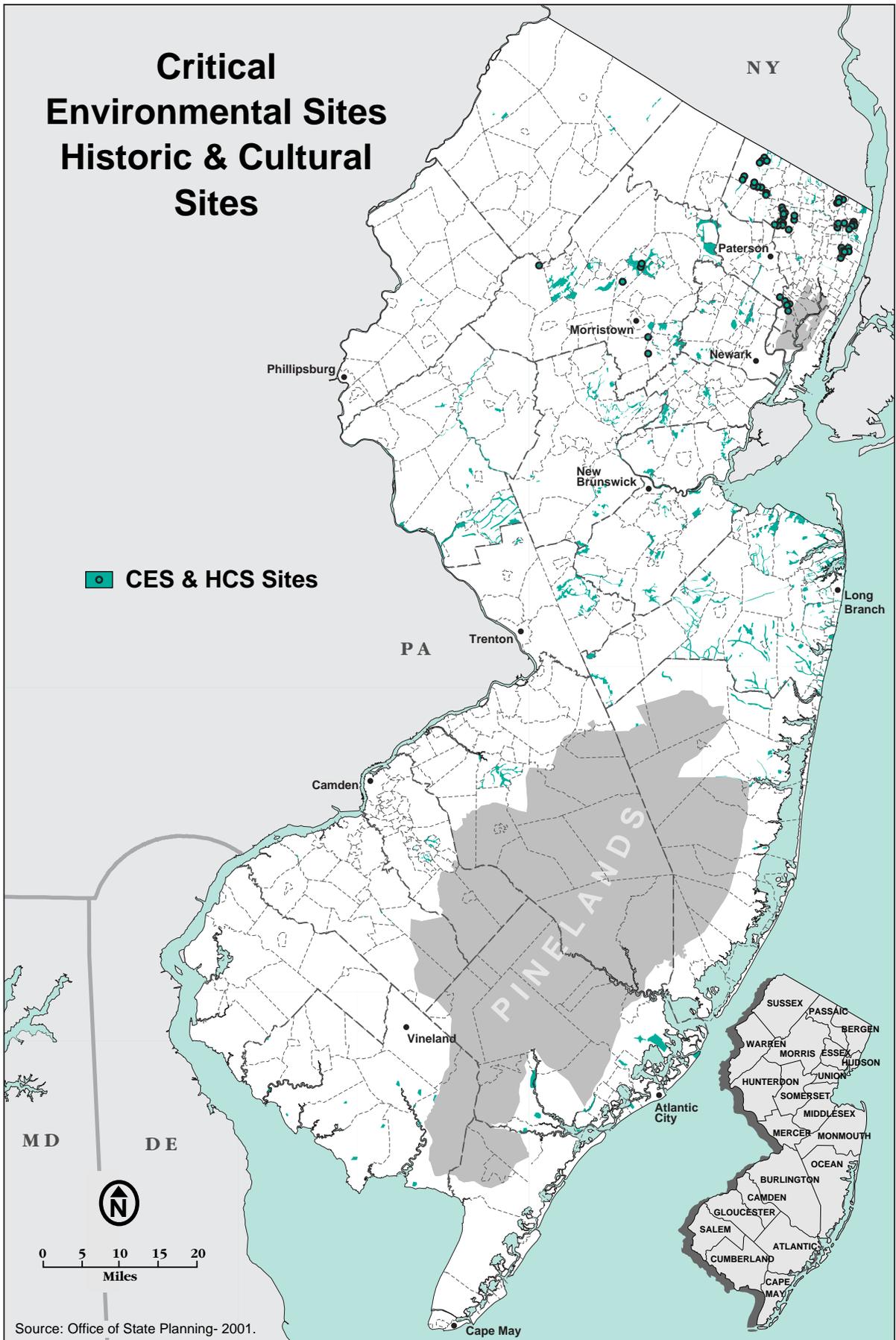
- Prime or locally important aquifer recharge areas
- Wellfields and wellhead protection areas
- Public water supply reservoirs
- Coastal dunes, beaches, and shorelines
- Critical slope areas
- Habitats of endangered or threatened plant or animal species or unique ecosystems
- Habitats with a wide diversity of resident species or significant resident populations
- Coastal wetlands and freshwater wetlands and ponds
- Staging areas for migratory species
- Stream corridors
- Wildlife corridors
- Significant natural features such as ridge lines, gorges and ravines, or unique geological features (including limestone outcrops)
- Prime forested areas, including mature stands of native species

Features for Historic and Cultural Site (HCS) Designation

- Greenways and trails
- Dedicated open space
- Historic sites and districts
- Archeological sites
- Scenic vistas and corridors
- Natural landscapes of exceptional aesthetic or cultural value

Critical Environmental Sites Historic & Cultural Sites

 CES & HCS Sites



Source: Office of State Planning- 2001.

Delineation Criteria

The State Plan Policy Map provides for the designation and mapping of Critical Environmental Sites and Historic and Cultural Sites specifically to provide policy direction for resource protection and enhancement. Sites may be submitted in Cross-acceptance or through the map amendment process established by the Commission under its rule-making authority. Sites that are forwarded to the Commission for inclusion in the State Plan Policy Map as CES or HCS:



1. contain one or more of the requisite features (see box on page 224);
2. are less than one square mile in extent or have a configuration (linear or highly irregular) not conducive to application of Planning Area Policy Objectives;
3. are identified in municipal or county master plans, state functional plans, environmental resource inventories, or other documentation; or
4. are protected by state regulations, local ordinance, public ownership or deed restriction, if applicable; and
5. are not currently under regulatory review at the time of submission of the petition for delineation.

Intent

It is the Intent of the State Plan to fulfill the goals of conserving natural resources and systems and of preserving and enhancing areas with historic, cultural, scenic, open space, and recreational values through:

- recognition of the need for strategic investment decisions designed to protect and enhance rather than adversely impact them;
- the application of Statewide Policies, including, but not limited to, those specifically relating to water resources, open lands and natural systems, coastal areas, and historic, cultural and scenic resources; and
- the application of relevant provisions of the Environmentally Sensitive Planning Area to these sites in all Planning Areas.

CES and HCS can be mapped in any Planning Area acting as an overlay within the Planning Area. For example, a community in the Metropolitan Planning Area might want to map a stream or river corridor as it passes through town as a CES in preparation for redevelopment that could contribute to restoration of the riparian corridor. A Center in the Environmentally Sensitive Planning Area might want to map an area of forested wetlands within its Center Boundary as a CES

so that its connection to the wetlands systems in the Environs will be maintained as the area around it is developed. A historic site or district within a community in any Planning Area may similarly be designated HCS to identify this area as having special significance in community plans.

While the CES and HCS can delineate isolated sites, the delineations can also be used effectively in tandem to create linkages of open spaces with both environmental and cultural significance. For example, a rails-to-trails system, delineated as an HCS, could be linked to stream corridors (CES) to form a greenway system that would fulfill both recreational and habitat preservation services along its length while also creating a corridor for wildlife movement throughout a community or region. In addition to specific site protection, both CES and HCS designations offer opportunities for inter-municipal and regional cooperative planning and protection efforts.

Environmentally sensitive features within a park, or those parks whose focus is the protection of environmentally sensitive features which meet the CES criteria, may be mapped as Critical Environmental Sites overlaying the Parks and Natural Areas designation.

Parks and Natural Areas

General Description

One of the Goals of the State Plan is to preserve and enhance areas with historic, cultural, scenic, open space and recreational value. The Policy Map uses the term Parks and Natural Areas to include an array of publicly dedicated land which contribute to the attainment of this goal. The Parks and Natural Areas (Parks) delineation differs from the Planning Area designations in its more focused purpose and use. Unlike Planning Areas, Parks are not areas where the objectives for land use, housing and economic development can be applied. Rather, these lands represent public investment specifically for resource preservation and the provision of recreational opportunities.

Parks and Natural Areas as mapped includes state and federally owned or managed tracts. It also includes county and local parks that have been identified through the Cross-acceptance and map amendment processes. Thus the park area consists of tracts of land that have been dedicated for public benefit.

Parks and Natural Areas fulfill a broad range of functions along a continuum from resource conservation to active recreation. For example, Wildlife Management Areas are established to protect habitat and may offer the visiting public a very limited, passive recreational experience with emphasis on interpretation and education. At the other end of the spectrum are Recreation Areas, such as Gateway National Recreation Area in Sandy Hook, at which visitors can enjoy a variety of active recreational activities in addition to viewing educational exhibits on habitat and history. Large parks usually present a mixture of both passive and active experiences for the public while preserving historic, cultural, and scenic features, protecting valuable habitat and conserving the biodiversity of the state's natural systems for future generations.

Intent

With the delineation of Parks and Natural Areas, the State Plan's intention is to:

- provide for the protection of critical natural resources;
- provide public recreational and educational opportunities;

- ensure the maintenance of associated facilities; and
- ensure the connection of these areas into a system of open lands.

The mapping and delineation of Parks and Natural Areas is not intended to adversely effect funding and acquisition strategies, existing management plans or regulatory programs.

Rather, the Statewide Policies should be applied within the context of the public purpose and management plans for these areas, to guide management and acquisition to accomplish the intents mentioned above: the protection of critical habitats and resources, the provision of recreational opportunities, and the creation of a connected system of open lands for posterity.

Military Installations

General Description

The only land mapped outside the Pinelands as a Military Installation in New Jersey is the Picatinny Arsenal in Morris County.

Intent

These are lands under federal jurisdiction and are not subject to the State Plan. If these areas are removed from federal jurisdiction, the Policy Map should be amended to identify the appropriate Planning Areas in which these lands should be included. (See Comprehensive Planning Policy 19 and Planning Area Policy 7.)

Policies for Planning Areas

The following policies apply to all Planning Areas. These policies are intended to coordinate decisions at all levels of government toward the achievement of a pattern of growth that will fulfill the goals of the State Planning Act.

Policy 1 Municipal, County, Regional and State Planning for Growth Among Planning Areas

Municipalities, counties, regional and state agencies should prepare master and functional plans that guide growth using the following steps:

1. Promote growth in Centers and other appropriate areas in the Metropolitan Planning Area.
2. Promote growth in Centers and other appropriate areas in the Suburban Planning Area.
3. Accommodate growth in Centers in the Fringe Planning Area.
4. Accommodate growth in Centers in Rural and Environmentally Sensitive Planning Areas.

Policy 2 Centers Located at Intersections of Planning Areas

In instances where municipalities and counties identify a Center at the intersection of two or more Planning Areas, plan the Center to meet the Policy Objectives of whichever Planning Area is determined to be appropriate based on capacity analysis.

Policy 3 Planning Areas and Municipal and County Boundaries

Delineate Planning Areas on the bases of population density, infrastructure and natural systems and such delineation need not correspond to lot lines or municipal or county boundaries.

Policy 4 Planning for Existing Nodes

Communities may identify and delineate existing Nodes—either Commercial-Manufacturing Nodes or Heavy Industry-Transportation-Utility Nodes—as part of their plans submitted to the State Planning Commission for Plan Endorsement. Existing Nodes are encouraged to be retrofitted over time to reduce automobile dependency, diversify land uses, and enhance linkages to communities, wherever possible.

Policy 5 Planning for New Nodes

Communities may identify new heavy industry, transportation or utility facilities and activities as part of their plans submitted to the State Planning Commission for Plan Endorsement. New concentrations of commercial, light manufacturing or warehousing and distribution facilities and activities should be organized in a compact form and located in Centers and other appropriate areas in Metropolitan or Suburban Planning Areas or Centers in Fringe, Rural or Environmentally Sensitive Planning Areas as part of plans submitted to the State Planning Commission for Plan Endorsement.

Policy 6 Critical Environmental Sites and Historic and Cultural Sites

Apply the intent and relevant provisions of historic, cultural and scenic and environmental Statewide Policies and the Environmentally Sensitive Planning Area to designated Critical Environmental Sites and Historic and Cultural Sites.

Policy 7 Planning for Public Lands

If public lands delineated on the State Plan Policy Map as Parks and Natural Areas or Military Installations are removed from public jurisdiction, the State Plan Policy Map should be amended to identify the appropriate Planning Areas in which these lands should be included.

POLICIES FOR NODES		
	EXISTING	NEW
Commercial-Manufacturing Nodes	May be identified in Endorsed Plans. Are encouraged to be retrofitted over time to reduce automobile dependency, diversify land uses and enhance linkages to communities.	Are not recognized in Endorsed Plans. New concentrations of commercial, light manufacturing or warehousing and distribution facilities and activities should be organized in a compact form and located in Centers and other appropriate areas in Metropolitan or Suburban Planning Areas or Centers in Fringe, Rural or Environmentally Sensitive Planning Areas.
Heavy Industry-Transportation-Utility Nodes	May be identified in Endorsed Plans.	May be identified in Endorsed Plans.

CENTERS

Urban

Generally the largest Centers, offering the most diverse mix of industry, commerce, services, residences and cultural facilities.

Regional

A compact mix of residential, commercial and public uses, serving a large surrounding area and developed at an intensity that makes public transportation feasible.

Town

Traditional Centers of commerce or government throughout New Jersey, with diverse residential neighborhoods served by a mixed-use Core offering locally oriented goods and services.

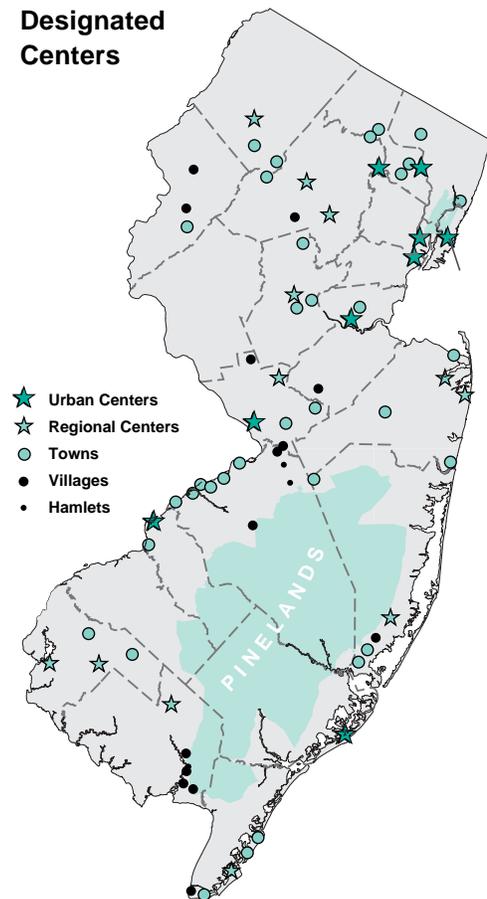
Village

Primarily residential places that offer a small Core with limited public facilities, consumer services and community activities.

Hamlet

Small-scale, compact residential settlements organized around a community focal point, such as a house of worship, luncheonette, small park or a civic building.

Designated Centers



Centers are the State Plan's preferred vehicle for accommodating growth. Center-based development patterns are superior to sprawl for a number of reasons (see sidebar on page 231). A Center's compact form is considerably more efficient than sprawl, providing opportunities for cost savings across a wide range of factors. Compact form also translates into significant land savings. A Center's development form and structure, designed to accommodate diversity, is also more flexible than single-use, single-purpose sprawl, allowing Centers to evolve and adapt over time, in response to changing conditions and markets. Centers promote community, protect the environment, provide enhanced cultural and aesthetic experiences, and offer residents a superior quality of life.

As Centers are planned to be the location for much of the growth in New Jersey, it is critical that they be located and designed with the capacity to accommodate desired growth. While specific Centers may not be appropriate for additional growth, in a regional context, Centers should be planned to accommodate growth projections. Centers that are targeted for growth should contain a sufficient amount of land to support this growth, including new or expanded capital facilities and affordable housing, without constraining the market or allowing monopoly land pricing.

Each Center has specific designation criteria (see Table, Criteria for Center Designation/Planning for the Year 2020), which establish certain basic thresholds of land area, population, employment and densities. These criteria are intended to be applied flexibly. For example, population fluctuations in seasonal communities should be taken into account, as should disparities between daytime and nighttime populations. Density criteria are relevant primarily to new Centers and to the growth areas of existing Centers, and are less relevant to the built-up portions of existing Centers, except when conditions influencing development change significantly (for example, central sewer is provided for the first time) and infill and redevelopment opportunities are viable and locally sought. Designation criteria refer to conditions in the Center's planning horizon year (for example, 2020 rather than current population), and while the State Plan's horizon year forms the primary basis for long range planning, municipalities and counties should be aware of the consequences of these planning decisions in the years beyond 2020.

Although Centers are the preferred growth vehicle, some existing Centers, namely Hamlets, Villages and some

Why Centers Instead of Sprawl?

- Save land
- Reduce number of vehicular trips
- Reduce vehicle miles traveled (VMT)
- Reduce commute times
- Reduce commuting costs
- Reduce postal distribution costs
- Reduce energy consumption
- Reduce water and gas consumption
- Support transit
- Support pedestrians and bicycles
- Improve air quality
- Improve water quality
- Reduce infrastructure costs
- Enhance sense of place
- Enhance civic engagement
- Enhance community

CRITERIA FOR CENTER DESIGNATION/PLANNING FOR THE YEAR 2020

	URBAN	REGIONAL CENTER PA1, 2	REGIONAL CENTER PA3, 4, 5	TOWN	VILLAGE	HAMLET
Area (in square miles)		1 to 10	1 to 10	<2	<1	10 to 50 acres without community wastewater; <100 acres with community wastewater
Population	>40,000	>10,000	>5,000	1,000 to 10,000	<4,500	25 to 250
Gross Population Density (people/square mile)	>7,500	>5,000	>5,000	>5,000	>5,000	3,000
Housing		4,000 to 15,000	2,000 to 15,000	500 to 4,000	100 to 2,000	10 to 100
Gross Housing Density (dwelling units/acre)	>4	>3	>3	>3	>3	>2
Employment	>40,000	>10,000	>5,000	>500 to 10,000	50 to 1,000	
Jobs: Housing Ratio	>1:1	2:1 to 5:1	2:1 to 5:1	1:1 to 4:1	.5:1 to 2:1	

Note: Criteria are intended to be applied flexibly. Density criteria are relevant primarily to new Centers and to the growth areas of existing Centers, and are less relevant to the built-up portions of existing Centers. Designation criteria refer to the Center's planning horizon year (for example, 2020 population rather than current population).

Towns, are currently unsewered. In order to grow, these Centers will need to find cost-effective and appropriately scaled solutions to the provision of wastewater treatment capacity.

While the State Plan establishes a hierarchy of five Center types, each with specific designation criteria and growth management strategies, these places are not expected to remain static, and areas are not precluded from growing—a Village may become a Town, or a Town may turn into a Regional Center. Both existing and new Centers may change over time and therefore should be carefully planned. New Centers should emerge from regional or subregional strategic planning initiatives developed cooperatively between the private sector and municipal and county government. State agencies, including the Office of State Planning, can provide technical assistance in carrying out strategic planning efforts.

The designation of Centers is part of the Plan Endorsement process.

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:

1. To encourage municipal, county, regional and state agency plans to be coordinated and support each other to achieve the Goals of the State Plan;
2. To encourage counties and municipalities to plan on a regional basis while recognizing the fundamental role of the municipal master plan and development regulations;
3. To consider the entire municipality, including Centers, Cores, Nodes and Environs, within the context of regional systems;
4. To provide an opportunity for all government entities and the public to discuss and resolve common planning issues;
5. 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
6. 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.

A municipal master plan, county plan or regional plan and accompanying development regulations will be reviewed for consistency with the guidelines for Plan Endorsement adopted by the State Planning Commission. If the Commission finds the plan consistent, it will be endorsed and therefore eligible for priority assistance and incentives that flow from such endorsement.

Planning for Centers

Centers are complex, richly textured living communities, where a physical framework of buildings, infrastructure and open spaces actively supports the economy and civil society. Traditional compact communities have evolved (and continue to evolve) over long periods of time, demonstrating a frequently overlooked capacity for adapting to changing—and sometimes adverse—circumstances. A community's ability to respond positively to changing conditions is in part attributable to the basic soundness of its physical framework, which—unlike the one-dimensional, single-purpose developments typical of suburban sprawl—is designed to support a wide diversity of uses and activities for a wide diversity of users. Such a flexible physical framework accommodates change with much greater ease than the automobile dependent, single-use and single-purpose products of sprawl development. A compact community's diversity and flexibility are in turn reinforced and reflected by the ingenuity of

Healthy, Active Communities

A century ago, the fields of public health and urban planning emerged from common concerns about the social and public health dangers associated with America's overcrowded, unsanitary and unsafe cities. At the time, infectious diseases resulting from poor sanitation and unhealthy living conditions threatened the well being of society. Since then, these conditions have been largely eliminated.

Today, New Jersey and the nation face a new set of urgent public health concerns. Chronic diseases have replaced infectious disease as the number one cause of death. The fastest-growing public health concern for New Jersey is obesity and its causes. It is becoming increasingly evident that these "lifestyle" diseases are a result of communities designed around automobiles. These places discourage an active lifestyle that includes walking or bicycling for recreation or transportation.

These trends have enormous social and economic costs. In the United States, inadequate physical activity has been linked to more than 250,000 deaths per year. It has been estimated that an annual savings of more than \$4.3 billion could be achieved if 10 percent of sedentary adults began a walking program. A recent study of actual health-care expenditures found that inactive people had 31 percent higher health-care costs than those who were active.

Inadequate physical activity has been linked to the alarming increase in obesity and diabetes.

In New Jersey, more than 50 percent of adults are overweight and diabetes has increased by more than 28 percent since 1995.

But how are these public health concerns related to the State Plan? We now know that the leading cause of obesity is lowered activity levels. Increasing evidence from public health and urban design researchers is confirming that poor community design is contributing to this problem. Sprawl and automobile dominated design has resulted in communities that are not conducive to walking, bicycling or other activities, as a form of recreation or transportation. The result is that we have too few opportunities for exercise and activity in our daily lives. The solution is to design and redesign communities to promote walking, bicycling and active recreation near home, school and work. Today, only 11 percent of children walk or ride their bike to school, and less than one-third who live within a mile of school walk to get there. Fifty-five percent go to school in a private car. In 1980, Americans made 9.3 percent of all trips by walking, in 1995 only 5.5 percent were walking trips.



Sources: Centers for Disease Control and Prevention, Regional Plan Association

The challenge in developing Center guidelines is to achieve a balance between the diverse and often competing interests of a Center's many users and stakeholders. Centers—and Center design—should strive to promote the interest of the community as a whole and optimize State Plan Goals, rather than seeking to maximize any of them. If any single interest (whether affordable housing, or wetlands protection or economic development), no matter how deserving on its own, achieves primacy at the expense of all the others, this most delicate balance is lost and the community as a whole stands to lose.

its leaders, the resourcefulness of its community groups, the skills of its businesses and the inventiveness of its school children.

The challenge in planning for new Centers is to create the physical frameworks which foster these qualities of flexibility and diversity in an increasingly specialized development environment geared to delivering single-purpose products. The task of managing existing compact communities—of coping with existing market realities and changing consumer demand—without damaging the physical framework and slowly losing these unique qualities, poses the same challenges.

The State Plan's concept of Centers is not the nostalgic, horse-and-buggy view of our traditional 18th and 19th century rural communities. Although some smaller New Jersey Centers still maintain a

picturesque Norman Rockwell atmosphere that harkens back to simpler times, the State Plan does not, in any way, promote this image throughout the state. On the contrary, the State Plan views Centers as dynamic, market-driven communities which embrace the challenges and are competitively poised for the 21st century. Center-like forms are being developed in New Jersey and across the nation with considerable market response and, in fact, have been recognized by the development industry as an important recent trend. The State Plan's growth management framework and its concept of Centers accommodate—although they do not promote—the automobile, as well as other late 20th century trends, such as large format retail; the trend towards larger homes; the desire for privacy and security; and others. These aspirations can be accommodated in Centers without compromising their fundamental principles of mixed-use and compactness, but only through careful design.

Planning and designing new Centers is not an easy task. Nevertheless, the potential rewards are considerable, while the downside of not developing in Centers is also significant. Yet, new Centers are unlikely to happen if municipalities take no proactive steps in that direction. This means involving the private sector (developers, land owners, residents) in visioning, in adopting detailed regulating plans that establish basic street alignments, reserve choice locations for major public uses and establish neighborhood character, and in implementing these plans consistently. Proactive municipal planning with the active participation of interested parties offers a much higher level of predictability to developers and other stakeholders than the current norm.

A list of Centers and endorsed plans is included in Appendix B on page 287. As of March 1, 2001 the State Planning Commission had designated 64 Centers—eight Urban, 11 Regional, 27 Town, 14 Villages and four Hamlets. Over 200 additional Centers were either proposed (includes a Center Boundary) or submitted as full petitions in the 1998 county and municipal Cross-acceptance reports and are presented as Proposed Centers. The State Planning Commission has also recognized Hudson County and its 12 municipalities as an Urban Complex and the 12 Route 130 municipalities in the Burlington County/Delaware River Corridor Strategic Plan. Designated Centers and plans endorsed by the State Planning Commission are eligible for priority assistance. Until designated and endorsed by the State Planning Commission, proposed and identified Centers are not eligible for priority assistance.

Components of Centers

Centers have three fundamental components: Center Boundaries, Cores, and Neighborhoods.

Center Boundaries

All Centers outside of Metropolitan, Suburban and Environmentally Sensitive/Barrier Islands Planning Areas must delineate Center Boundaries. Delineating Center Boundaries is critical for three reasons. First, these boundaries protect the Environs of these Centers—for instance, in Fringe, Rural and Environmentally Sensitive Planning Areas they protect the natural resources and rural landscape. Second, the extent of the Center’s development area informs the private sector about public investment intentions, thereby creating positive expectations for development opportunities and growth. Third, these boundaries provide advance knowledge to agencies at all levels of government about where development is expected in the future so they can plan for the provision of adequate infrastructure to support that development without a reduction in levels of service.

Center Boundaries are delineated to reflect, where possible, physical features such as streets, streams or critical slope areas, or changes in the character of development. Center Boundaries can be marked by greenbelts—large tracts of undeveloped or developed open space, including areas under cultivation, areas maintained in a natural state, parks or school playgrounds, and areas with low intensity, land intensive uses such as golf courses or cemeteries. In Suburban and Fringe Planning Areas, greenbelts control community expansion and serve as buffers between communities—a system encircling and separating communities. In Fringe, Rural and Environmentally Sensitive Planning Areas, greenbelts also contribute to the sense of rural landscape. Center Boundaries can also be marked by bluebelts, such as rivers, lakes or the ocean.

As a result of limited system capacity, locational limits or other factors, not all Centers have to plan for growth. In these cases, the Center Boundaries should be delineated tightly around these existing places, making them Centers with limited future growth potential.

Benefits of the Centers Strategy

Rutgers University’s Center for Urban Policy Research found the potential for the following benefits by the Year 2020 if New Jersey followed a Centers strategy:

- 144,000 more residents would locate in urban communities
- \$160 million in annual savings to municipalities, counties and school districts
- 122,000 acres of land will not be converted to development, including 68,000 acres of prime farmland and 45,000 acres of environmentally fragile land
- savings of \$870 million in road costs
- savings of \$1.45 billion in water supply and sewer infrastructure costs
- a 27,000 increase in work trip transit users
- reversal of a projected \$340 million loss in household income in urban communities, to a gain of \$3 billion
- improvements in the quantity and quality of intergovernmental contacts and relationships

Source: *The Costs and Benefits of Alternative Growth Patterns: Impact Assessment of the New Jersey State Plan*, Rutgers University Center for Urban Policy Research, September 2000

Still other places might benefit from additional growth, and the magnitude of growth of these places should be reflected either in larger Centers or in higher densities in a more limited service area. These determinations are made by municipalities and counties working with the State Planning Commission.

Cores

Cores are the downtowns and major neighborhood commercial concentrations of our traditional communities. They are generally characterized by their greater intensity and complexity. In most cases:

- buildings are multi-story and mixed-use;
- internal trips are on foot or by transit;
- parking is shared;
- surfaces are impervious;
- open space is public; and
- housing is multi-family.

The Core is the commercial, cultural and civic heart of the Center. It should be a bustling place which provides a dynamic setting for human interaction. Activities which generate the most pedestrian traffic, such as restaurants, retail and services, should be focused in the Core.

Cores can take a variety of physical forms, but two are most important. The traditional Core is linear—the “Main Street” model. It is organized along one or both sides of a commercial street, and may extend into sections of one or more cross streets. In smaller Centers, the Main Street should be limited in length to 1,500 feet, a comfortable walking distance. A second model is the concentrated core, comprising one or more square blocks. It is more compact and less linear, for example, organized around a green or public square. A pedestrian-oriented neighborhood or community shopping center can constitute a contemporary manifestation of this type of core. There are no fixed rules for Core design, and many hybrid forms exist, including combinations of linear and concentrated Cores. Village Cores are considerably smaller, and may be constituted by no more than a handful of civic and commercial buildings around a public space, and supported by higher density housing. Hamlet Cores are more in the nature of a community focal point, and are more likely to contain civic uses than commercial uses.

Center Cores: Typical Uses

Hotel, Single-room Occupancy/dormitory, high-density multi-family housing, office, retail, personal and professional services, restaurant and cafe, transit station, government building, library, post-office, place of worship, park, cultural facility, theater, cinema, concert hall, dance hall, club, hospital, health club, light industry, structured parking.

CENTER CORE PLANNING GUIDELINES

	REGIONAL CENTER PA1, 2	REGIONAL CENTER PA3, 4, 5	TOWN	VILLAGE
Area (in sq. miles)	.2 to 1	.2 to .5	.2 to .5	.1
Population	400 to 5,000	200 to 2,500	>100	>50
Housing	200 to 2,500	100 to 1,200	>50	>25
Housing Density (gross)	3 du/ac	3 du/ac	3 du/ac	3 du/ac
Employment	>2,500	1,000 to 5,000	>250	>25

Note: du/ac = dwelling units per acre

Neighborhoods

Distinct Neighborhoods are the fundamental building blocks of Centers. Neighborhoods are defined by walking distances, and contain a balanced mix of uses and activities or contribute towards such a balance within the overall Center. Neighborhoods exhibit a clear identity and personality, and this is most commonly achieved through the manipulation of the physical design features (dimensions of streets, building scale, building style, streetscape, palette); by capitalizing on the presence of dramatic natural features; by offering a unique facility or range of uses; or by displaying the uniqueness of the neighborhood residents or users. A neighborhood's identity may be defined by the presence of an important local institution, such as a hospital or a high school; by the period in which it was built and the character of its building stock; by a defining natural feature, such as a lake; or by a concentration of certain uses, for example, bookstores or restaurants; or by other means.

Distinct Neighborhoods have neighborhood centers and edges. The neighborhood center is the central place or focus for that neighborhood, reflecting its character and density. The neighborhood center provides a focus for transit service and may offer neighborhood-oriented retail and services, along with employment, civic uses and a neighborhood green. Neighborhood centers are within a 10-minute walking distance from the neighborhood edge. In general, there is a higher density at the neighborhood center, and there may be lower densities at the neighborhood edges. Schools and day-care located at or near neighborhood centers can reduce transportation costs and increase safety.

The neighborhood edge marks the transition between neighborhoods. Neighborhood edges are often defined by natural systems, such as stream corridors or wetlands; elements of the transportation infrastructure, such as major roads or rail lines; preserved open space, such as cemeteries or parks; or large uses, such as schools and associated playgrounds. Edges may also reflect changes in character or in uses. Larger lot single-family housing and other lower-density uses are often located at the edges of neighborhoods.

Neighborhoods may be predominantly residential, predominantly nonresidential or predominantly mixed-use. There are no clear rules on what uses can be combined and what uses should not be combined. In general, clear performance standards provide the best approach to combining uses.

Types of Centers

The State Plan provides for five types of Centers: Urban Centers, Regional Centers, Towns, Villages and Hamlets.



Trenton

Criteria for Designating Urban Centers

Eight Urban Centers have been identified by the State Planning Commission. They all meet the following criteria:

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



Urban Centers

Urban Centers are generally the largest of the Plan's five types of Centers. These Urban Centers offer the most diverse mix of industry, commerce, residences and cultural facilities of any central place. While all Urban Centers have suffered decline in some neighborhoods, many are growing overall and all still contain many jobs and households. They are repositories of large infrastructure systems, industrial jobs, corporate headquarters, medical and research services, universities, government offices, convention centers, museums and other valuable built assets. They are also home to a large pool of skilled and presently unskilled labor that could, with appropriate investment, become among the state's most valuable human resource assets. Historically, public

POPULATION AND EMPLOYMENT OF URBAN CENTERS

URBAN CENTER	LAND AREA (SQUARE MILES)	1980	2000	1980-2000 CHANGE
Atlantic City	11.3			
Population		40,199	40,517	318
Population Density		3,557	3,585	28
Employment		44,513	73,041	28,528
Employment Density		3,938	6,463	2,524
Camden	9.2			
Population		84,910	79,904	(5,006)
Population Density		9,253	8,707	(546)
Employment		38,093	35,644	(2,449)
Employment Density		4,151	3,884	(267)
Elizabeth	12.4			
Population		106,201	120,568	14,367
Population Density		8,537	9,692	1,155
Employment		54,301	47,380	(6,921)
Employment Density		4,365	3,809	(556)
Jersey City	14.8			
Population		—	—	16,523
Population Density		223,532	240,055	1,116
Employment		15,104	16,220	20,411
Employment Density		77,331	97,742	1,379
		5,225	6,604	
Newark	24.3			
Population		—	—	(55,702)
Population Density		329,248	273,546	(2,294)
Employment		13,559	11,265	(13,521)
Employment Density		162,705	149,184	(557)
		6,700	6,144	
New Brunswick	5.4			
Population		—	—	7,131
Population Density		41,442	48,573	1,325
Employment		7,703	9,029	2,794
Employment Density		28,856	31,650	519
		5,364	5,883	
Paterson	8.7			
Population		—	—	11,252
Population Density		137,970	149,222	1,298
Employment		15,917	17,215	(6,388)
Employment Density		51,277	44,889	(737)
		5,916	5,179	
Trenton	7.5			
Population		—	—	(6,721)
Population Density		92,124	85,403	(894)
Employment		12,249	11,355	(5,645)
Employment Density		35,574	29,929	(751)
		4,730	3,979	
TOTAL (Urban Centers)	93.6			
Population		—	—	(17,838)
Population Density		1,055,626	1,037,788	(191)
Employment		11,282	11,091	16,809
Employment Density		492,650	509,459	180
		5,265	5,445	
TOTAL (All New Jersey)	7,508.0			
Population		—	—	1,049,527
Population Density		7,364,823	8,414,350	140
Employment		981	1,121	982,180
Employment Density		2,875,073	3,857,253	131
		383	514	

Source: U.S. Census; N.J. Department of Labor; N.J. Department of Personnel; N.J. Department of Community Affairs, Office of State Planning.

Notes: Densities are per square mile of land area.

2000 employment is estimated based on 1999 employment data.

agencies at all levels have invested heavily in these Centers, building an intense service fabric that, with repair that must occur anyway, offers a solid foundation for new growth in the future. Given these attributes of New Jersey's Urban Centers, new employment that takes advantage of the workforce potential of the Urban Centers should be encouraged.

Urban Centers anchor growth in their metropolitan areas, and their influence extends throughout New Jersey, often across state lines and even internationally. They have a distinct central business district and many neighborhoods, many of which may have Cores of shopping and community services. They are compact compared to surrounding suburban communities and serve as the hub for communication and transportation networks in their regions.

Where an Urban Center shares a network of public services and facilities with surrounding municipalities, a county or other regional entity may, at the discretion of the county and municipalities, coordinate physical development and social services as an Urban Complex according to a strategic revitalization plan prepared and implemented by the county or regional entity in cooperation with participating municipalities and the private sector.



Regional Centers

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



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

Criteria for Designating Regional Centers

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

1. It functions (or is planned to function) as the focal point for the economic, social and cultural activities of its region, with a compact, mixed-use (for example, commercial, office, industrial, public) Core and neighborhoods offering a wide variety of housing types; and
2. It has access to existing or planned infrastructure sufficient to serve projected growth; and
3. It has, within the Center Boundary, an existing (or planned) population of more than 10,000 people in Metropolitan and Suburban Planning Areas and more than 5,000 people in Fringe, Rural and Environmentally Sensitive Planning Areas; and
4. It has (or is planned to have) a gross population density of approximately 5,000 persons per square mile excluding water bodies (or approximately three dwelling units per acre) or more within the Center Boundary; and
5. It has (or is planned to have) within the Center Boundary, an employment base of more than 10,000 jobs in Metropolitan and Suburban Planning Areas and more than 5,000 jobs in Fringe, Rural and Environmentally Sensitive Planning Areas; and
6. It is near a major public transportation terminal, arterial intersection or interstate interchange capable of serving as the hub for two or more modes of transportation; and
7. It has a land area of one to 10 square miles.

In addition, the following criteria apply specifically to new Regional Centers

- a. It is in a market area supporting high-intensity development and redevelopment and reflects characteristics similar to existing Regional Centers regarding employment and residential uses; or
- b. It is a single- or limited-purpose employment complex that can be retrofitted to form the Core of a full service, mixed-use community, as described above; and
- c. It has a jobs-to-housing ratio of 2:1 to 5:1; and
- It is identified as a result of a strategic planning effort conducted on a regional basis, which includes participation by the private sector, municipalities, counties and state agencies that represent the major actors in the development of the region and is identified in county and municipal master plans, and
- It is located, scaled and designed so as not to adversely affect the economic growth potential of Urban Centers.

Examples of Designated Regional Centers

Metropolitan Planning Area

Red Bank, Bridgewater-
Raritan-Somerville

Suburban Planning Area

Princeton

Rural Planning Area

Newton

New Regional Centers will be primarily employment concentrations of regional significance surrounded by or in proximity to a critical mass of housing and supported by institutional, civic, recreational and other such uses. New Regional Centers should offer a variety of goods and services for a regional market: large scale retail, sports, and entertainment facilities, along with specialized or niche retail; large-scale

commercial (corporate offices, industrial parks); mid-size educational facilities (community colleges), cultural facilities (regional theaters, music halls, etc.). The range of housing types available should be fairly broad, with an important multi-family component, a wide variety of attached and detached single-family configurations, a sizable rental component, and a significant special needs housing component. Given their size, cost and complexity, new Regional Centers in New Jersey are unlikely to be conceived as a single development proposal on raw land. Rather, new Regional Centers are likely to involve considerable redevelopment and retrofitting. Their planning is encouraged to recognize and build upon those uses and activities—existing residential subdivisions, office and industrial parks, schools, recreational facilities—which may already be in place, on the ground. The challenge for new Regional Centers is likely to involve primarily three aspects: the provision of one or more Cores which will focus the surrounding activities; the retrofitting of the transportation infrastructure in ways that increase connectivity between uses and activities; and a variety of infill/redevelopment/reuse interventions, including the dedication of new public open spaces, in ways that strengthen the Center's structure and cohesiveness.

New Regional Centers should have circulation systems that are comprehensive and functional; address the mobility needs of vehicular and non-vehicular modes; facilitate future transit and para-transit options; and effectively connect residential and nonresidential uses for all modes of transportation. They should be effectively linked to other Centers, by highway, rail, express bus, regional bikeway or other modes, and organized around (one or more) higher-intensity, mixed-use Cores which are the focus of public investments, the preferred location for transit investments and the heart of public life.



Newton



Towns

Towns are the traditional centers of commerce or government throughout the state. They are relatively freestanding in terms of their economic, social and cultural functions. Towns reflect a higher level of investment in public facilities and services than their surrounding Environs. They provide a core of commercial services to adjacent residents and provide employment in their regions.

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

New Towns should emulate, to the extent possible, the most cherished features of the traditional New Jersey towns, that is, the comfortable, human scale of blocks, streets and open spaces; the easy walking access to civic and community activities; and a collection of neighborhoods offering a remarkable diversity of housing choice.



Criteria for Designating Towns

The following criteria are intended as a general guide for designating Towns. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

1. While smaller than an Urban or Regional Center, it has a traditional, compact, mixed-use Core of development providing most of the commercial, industrial, office, cultural and governmental functions commonly needed on a daily basis by the residents of the Town and its economic region; it has neighborhoods providing a mix of residential housing types, with infrastructure serving both the Core and the neighborhoods; and
2. It has (or is planned to have) a population of more than 1,000 persons and less than 10,000 within the Center Boundary; and
3. It has (or is planned for) a gross population density of more than 5,000 persons per square mile excluding water bodies; and
4. It has (or is planned to have) a minimum gross housing density of three dwelling units per acre excluding water bodies; and
5. It has a land area of less than two square miles; and
6. It has (or is planned to have) a jobs-to-housing ratio of 1:1 to 4:1; and
7. It is served by an arterial highway and/or public transit.

In addition, new Towns should meet the following criteria:

- It has access to existing or planned infrastructure sufficient to serve projected growth throughout the Center; and
- It is identified through a strategic planning effort involving the private sector, municipalities, the county and relevant state agencies; and is identified in local master plans.

Examples of Designated Towns

Metropolitan Planning Area

Metuchen

Suburban Planning Area

Hightstown

Rural Planning Area

Woodstown

Environmentally Sensitive Planning Area

Hopatcong



Woodstown

Villages

Villages are compact, primarily residential communities that offer basic consumer services for their residents and nearby residents. Villages are not meant to be Centers providing major regional shopping or employment for their regions. This larger economic function belongs to Towns and Regional Centers.

New Villages will comprise a small Core and collection of neighborhoods. In the Suburban Planning Area, new Villages are likely to be distinguished from surrounding development only by a more cohesive and structured development form and by greater proximity between residential and nonresidential uses. In Fringe, Rural and Environmentally Sensitive Planning Areas, new Villages should, wherever possible, be surrounded by natural areas, farmland or open lands in the form of a greenbelt. New Villages should contain a commercial component in the Core capable of offering neighborhood-scale goods and services, such as are provided by a typical supermarket/shopping center. In addition, new Villages should offer certain public facilities (schools, branch library, post office), and small-scale commercial facilities (branch bank, professional offices). New Villages may offer a limited range of housing types,



Examples of Designated Villages

Suburban Planning Area

Cranbury

Rural Planning Area

Hopewell Borough

Environmentally Sensitive Planning Area

Cape May Point



Cranbury

Criteria for Designating Villages

The following criteria are intended as a general guide for designating Villages. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

1. It is (or is planned to be) primarily a mixed-residential community with a compact Core of mixed-uses (for example, commercial, resource-based industrial, office, cultural) offering employment, basic personal and shopping services and community activities for residents of the Village and its Environs; and
2. It has a land area of less than one square mile; and
3. It has (or is planned for) a minimum gross population density of 5,000 people per square mile (excluding water bodies) and a minimum gross housing density of three dwelling units per acre; and
4. The existing and 2020 population should not exceed 4,500 people; and
5. It has reasonable proximity to an arterial highway.

In addition, new Villages should meet the following criteria:

- It is identified in municipal and county master plans; and
- It is an area capable of being served by a wastewater treatment system to meet applicable standards; and
- It is identified as a result of a strategic planning effort with participation by the private sector, municipalities, the county and relevant state agencies and is identified in local master plans.

with an emphasis on a variety of small and medium lot single-family configurations, a small multi-family component, and an appropriate rental component. Accessory apartments are also desirable and appropriate.

While new Villages are likely to continue to be designed largely in response to the requirements of automobile access, they can be distinguished from the surrounding Environs in several important ways. They represent more closely integrated units from a circulation perspective—movements are not systematically restricted through cul-de-sacs or other devices or funneled through a regimented functional hierarchy of local and through streets. Complete, safe, attractive and functional circulation networks for pedestrians and bicycles are provided, as well as for cars. This means that nonresidential uses are truly accessible to non-motorized modes of transportation, as well as to transit or para-transit services.

Second, there is a community focal point, which is likely to be an important intersection, around which the commercial and civic components are organized, and which constitutes an appropriate pick-up/drop-off location for flexible- or fixed-route transit, and car/van pooling. This is the Village Core, the focus of public activities and investments.

Third, new Villages should be effectively linked to nearby Centers by way of regional bikeways, corridor transit or para-transit.

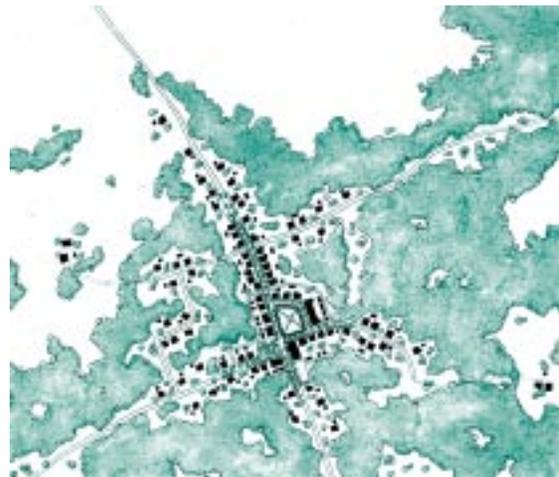
Hamlets

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

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

New Hamlets are expected to continue primarily as residential development forms, offering a limited range of housing choices, predominantly geared to various single-family configurations, and perhaps with some very small lot and some accessory units. New Hamlets are distinct from conventional subdivisions in a number of ways. They are designed with an integrated and interconnected circulation system, which facilitates internal movement, including pedestrians and bicycles, and does not preclude future transit service. They are structured around a community focal point, such as a small green or simply an important intersection, which may contain a convenience store, a local business or a church, and which constitutes an appropriate pick-up/drop-off for flexible- or fixed-route transit, car/van pooling, etc. This is the Core of the Hamlet, the center of the community. New Hamlets should be effectively linked to other Centers in the region by way of regional bikeways, corridor transit or para-transit.

New Hamlets in the Suburban Planning Area may not resemble the more self-contained Hamlets of Fringe, Rural and Environmentally Sensitive Planning Areas in that they are not likely to be surrounded by farmland or pristine open space but rather by Environs containing limited development.



Criteria for Designating Hamlets

The following criteria are intended as a general guide for designating Hamlets. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

1. It functions (or is planned to function) primarily as a small-scale, compact residential settlement with community functions (including, for example, a commons or community-activity building or place) that clearly distinguishes it from the standard, single-use, residential subdivision; and
2. It has (or is planned to have) a population of at least 25 people and not more than 250 people; and
3. It has (or is planned to have) a minimum gross housing density of two dwelling units per acre;
4. It has an area that encompasses, generally, 10 to 50 acres, unless wastewater systems are not reasonably feasible, in which case the boundary may encompass as much as 100 acres (wastewater systems are preferred and should be installed to assure compact development, unless there are mitigating environmental factors that make septic systems, and the resulting larger lot sizes, preferable);
5. It has (or is planned to have) up to 100 dwelling units and a range of housing types within the Center.

In addition, a new Hamlet should meet the following criteria:

- It is identified as a result of a municipal planning effort conducted with the participation of the county and reflected in municipal and county master plans; and
- It is a small, compact, primarily residential settlement. It should be planned to absorb the development that would otherwise occur on tracts of land in the Environs. A new Hamlet may require a small-scale public water, wastewater treatment, or potable water system. The total amount or level of development within both the Hamlet and the Environs should conform to the Policy Objectives of the Planning Area and to the capacities of natural resource and infrastructure systems that would exist in the Planning Area in the absence of the water and wastewater facilities; and
- It is planned to be integrated into a regional network of communities with appropriate transportation linkages; and
- It is planned and designed to preserve farmlands or environmentally sensitive areas.

Policies for Centers

Policy 1 Designation of Centers and Endorsed Plans

Centers are delineated in municipal, county or regional plans and receive designation status through State Planning Commission endorsement of those plans.

Policy 2 Priority Assistance for Designated Centers and Endorsed Plans

Designated Centers and plans endorsed by the State Planning Commission are eligible for priority assistance.

Policy 3 Using Capacity Information to Plan Centers

The identification and designation of Centers should be based upon capacity information and existing and desirable future development patterns. Counties and regional agencies should analyze the capacities of infrastructure, natural resources, social and economic/fiscal systems and use this information in working with their municipalities to identify the proper locations, number and sizes of Centers necessary to accommodate projected population and employment growth to the Year 2020.

Policy 4 Center Boundaries

Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas have Center Boundaries delineating the geographic focus of development and redevelopment activities, infrastructure and other investments. The delineation of a Center Boundary is optional for Centers in the Metropolitan and Environmentally Sensitive/Barrier Islands Planning Areas. The delineation of a Center Boundary is encouraged for Centers in the Suburban Planning Area.

Policy 5 Delineating Center Boundaries

Center Boundaries should be defined by roads; waterways; parks, greenways and greenbelts; or changes in housing patterns, densities or types. They need not be coterminous with county or municipal boundaries.

Policy 6 Providing Land for Growth in Centers

Centers should contain a sufficient amount of land to support their projected growth both in the short run and to the Year 2020. This should include an appropriate multiple of land area to serve growth projections, new or expanded capital facilities, and affordable housing allocations, without constraining the market or allowing monopoly land pricing.

Policy 7 Balancing Growth Between Centers and Regions

In the aggregate, Centers should be planned to accommodate regional growth projections, providing a reasonable multiple of land. However, within the region specific Centers may not necessarily require growth. Municipalities or counties with these places should identify sufficient amounts of available and developable land within other Centers to serve the market area while accommodating projected levels of growth.

Policy 8 Interjurisdictional Cooperation and Centers

Coordinated planning for Centers should be established through interlocal agreements between counties or other regional entities, especially for purposes of water quality, water supply, air quality and transportation.

Policy 9 Affordable Housing in Centers

Locate affordable housing within Center Boundaries in Fringe, Rural and Environmentally Sensitive Planning Areas. An absence of Centers identified to receive growth in a municipality will not absolve a municipality of its fair-share housing responsibility. Where Centers are not identified, the Council on Affordable Housing, working with the State Planning Commission and the municipality, may identify Centers or other appropriate ways for a municipality to accommodate its fair-share housing allocation and still meet the intent and purposes of the State Plan.

Policy 10 Identifying and Delineating Cores

Communities are encouraged to identify and delineate Cores as part of their plans submitted to the State Planning Commission for Plan Endorsement.

Policy 11 Land Banking for Future Growth

Consider land banking to ensure that growth within a Center beyond the planning horizon is not unnecessarily constrained. This land may be within or just outside of the Center Boundary.

Policy 12 Reconsideration of Center Boundaries

Reconsideration of Center Boundaries should occur as part of master plan reexaminations, based on regional and local planning considerations and the capacities of infrastructure, natural resource and other systems to sustain development.

Center Design Policies

Policy 13 Cores

Design Cores to be the commercial, cultural, and civic heart of a Center, with multi-story and mixed-use buildings, shared parking, higher intensities and a high proportion of internal trips on foot or by transit. Focus in Cores activities, such as restaurants, retail and services, which generate pedestrian traffic.

Policy 14 Neighborhoods

Design neighborhoods with a distinct identity as the fundamental building block of Centers, with a central focus (shopping, transit service, school or green) and an edge marking transitions. Neighborhoods are characterized by short walking distances from edge to center.

Policy 15 Streets and Blocks

Design streets and blocks to:

- maximize connectivity;
- establish a comfortable pedestrian environment;

- function as high-quality public spaces as well as means of circulation;
- balance the needs of different transportation modes, with an emphasis on pedestrian and bicycles;
- serve the needs of everyday users (pedestrians, cars), rather than of occasional users (fire trucks, snow plows);
- minimize cartway width and impervious coverage, while maximizing energy-efficient building sites;
- maximize the use of traffic calming and traditional traffic control devices (roundabouts, T-intersections);
- maximize the sense of enclosure, using continuity of building walls and appropriate building height-to-street-width ratios to reinforce street space in ways appropriate to the block and the neighborhood; and
- reflect adjacent land-use conditions as well as the volume of traffic which the street is expected to carry.

Policy 16 Public Spaces

Provide within each Center for at least one centrally located, easily accessible and well-designed public space that creates a focal point for the community, along with an appropriate variety of other, smaller public and semi-public spaces to address more limited or neighborhood needs.

Policy 17 Streetscapes

Encourage quality streetscape treatments that adequately reflect public commitment to the community and its built environment, with trees and other appropriate plant material, statuary, fountains and other features that animate the public and semi-public realm, along with appropriate street furniture.

Policy 18 Integrating Large and Small Buildings and Facilities

Encourage neighborhoods that integrate both large and small buildings and facilities. To achieve a seamless integration of larger facilities into the surrounding neighborhood:

- consider complementary uses to soften transitions from residential to nonresidential;
- design large facilities to resemble a series of smaller buildings;
- calm vehicular access and egress to avoid disruption to pedestrian circulation and to neighborhood activities;
- develop and enforce performance standards to maintain desirable quality of life features;
- provide incentives, where appropriate, for multi-story buildings with smaller footprints, instead of single-story buildings with vast floorplates;
- schedule activities to minimize disruptions to the surrounding neighborhood; and
- maintain a constant dialogue between the neighborhood and the large user and require public involvement in every step of decision making.

Policy 19 Building Orientation

Orient buildings and main building entrances to face streets or other important public spaces, and clearly mark and frame these entrances architecturally with columns, lintels, pediments, canopies or other architectural features. Avoid orienting buildings toward parking lots.

Policy 20 Building Height

Encourage taller buildings to acknowledge the height of neighboring buildings and to echo important horizontal lines by way of setbacks, recesses or other design devices.

Policy 21 Building Elevations

Create visual interest in facade design with rhythms, patterns and decorative elements and by using a variety of modular components. Avoid blank walls, particularly if visible from the public realm.

ENVIRONS

The State Plan defines the Environs as areas outside Center Boundaries. This generally includes the lands between designated Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas. Unlike Centers and Planning Areas, Environs are not designated in the State Plan, but they are included in Endorsed Plans. They are described to provide policy guidance for decisions regarding potential conservation or development.

The Environs encompass a diversity of conditions, and throughout New Jersey, it varies in form and function. Existing conditions in the Environs also vary among Planning Areas. The Environs may include greenbelts: predominantly open areas that mark the outer edge of Centers. The Environs may also include some existing Nodes, which are encouraged to be retrofitted over time to reduce automobile dependency, diversify land uses, and enhance linkages to communities, wherever possible.

In Fringe, Rural and Environmentally Sensitive Planning Areas, the Environs are predominantly forested, agricultural or other undeveloped land. Active farmland and woodlands—whether deed restricted or not—provide both residents and visitors with productive economic activity, beneficial ratables and visually pleasing environments. Natural features, such as rivers, lakes, ridgelines and forests, may form a desired community of plants and animals, as well as a limit to the extension of infrastructure.

In other parts of New Jersey, the Environs may have limited development, such as scattered housing, retail, office space or warehousing. In some counties, the Environs are already considerably developed with a variety of low-intensity uses, such as larger-lot housing and educational facilities. In

Environs: Typical Uses

In general, land-intensive, low-intensity uses are most appropriate in the Environs. Farmland and associated buildings and structures, agricultural processing plants, animal husbandry, forestry, mining and quarrying, fisheries, uses and activities associated with natural resources such as equipment rentals (canoes, bicycles, mountain climbing gear), campgrounds, lodges, sporting and recreational camps, bed and breakfast inns, cemeteries, golf courses, and botanical and zoological gardens are illustrative of the types of uses generally considered appropriate in the Environs.

Other uses currently found in the Environs, such as larger lot housing, vacation homes, airports, power plants, highway rest stops, and warehousing and distribution centers, should be considered on a limited basis only.

All uses seeking to locate in the Environs should meet the Policy Objectives of the relevant Planning Area and should be consistent with the appropriate Statewide Design policies.

highway corridors, the Environs include large warehousing and distribution centers. Military bases may also occur in the Environs.

The Environs are the preferred areas for the protection of large contiguous areas, including the preservation of farmland, open space and large forest tracts. The Policy Objectives for the Fringe, Rural and Environmentally Sensitive Planning Areas specifically call for protection of the Environs from development. Strategies for preserving the Environs include density transfers into Centers, purchasing or donating easements, restricting the extension of capital facilities and adopting ordinances that limit development.

Linkages Within the Environs

Greenways—regionwide linear corridors of permanently preserved public or private land linking New Jersey’s urban, suburban and rural areas—can be an important part of the Environs. Some municipalities and counties in New Jersey have already planned for greenways, such as the Delaware and Raritan Canal Greenway and Patriots Path.

The Environs can also serve as infrastructure linkages to Centers and to Metropolitan and Suburban Planning Areas. Transportation, water, wastewater, or other linkages (for example, rails and roads, bicycle paths, water and sewer lines) may traverse the Environs to connect Centers and Metropolitan and Suburban Planning Areas. Strategies for capital facilities and services in the Environs should follow the Planning Area Policy Objectives to ensure beneficial growth in Centers and the protection of the Environs. Infrastructure investments should not induce or promote development in the Environs that would be more appropriate in Centers.

The State Plan encourages growth that would otherwise occur in the Environs to locate in Centers. Existing development in the Environs, if sufficiently concentrated, may offer opportunities for redesign into Centers. New development that cannot be transferred to Centers should be sensitive to the prevailing local conditions and should not compromise local character.

Design and planning techniques should be used to ensure that any new development enhances the character of the area by preserving open space, retaining scenic vistas, and maintaining natural systems. Techniques and tools identified in the Implementation Strategy for each Planning Area



should be used to realize the State Plan's vision in the Environs. These techniques may include clustering residential units; retaining natural buffers; and reducing automobile use by providing pedestrian connections and traffic-calming features.

Tools to Protect the Environs

A variety of tools are available to protect the Environs, including capacity and build-out analyses; planning for development in Centers and protection of greenbelts surrounding Centers and greenways connecting Centers; sliding-scale zoning; clustering and other density transfers; phasing of infrastructure; and purchases of development rights and easements, as well as resale of deed-restricted farms to farmers. In the Office of State Planning publication *Farmland Subdivision: A Catalogue of Land Use Techniques to Preserve and Enhance Agricultural Uses of Land*, a number of techniques are listed, including agricultural zoning, agricultural districts, and tax incentives. Other tools currently in use or under consideration throughout New Jersey can be found in *Local Planning Techniques that Implement Provisions of the State Development and Redevelopment Plan* and *Plan for the Environs of a Center*, also available from the Office of State Planning.

Policies for Environs

Policy 1 Planning and Implementation of the Environs

Protect the Environs of Centers through comprehensive planning and consistent capital investment and regulation.

Policy 2 Large Contiguous Areas

Ensure that large contiguous areas of farmland and open lands are preserved and maintained in the Environs.

Policy 3 Greenbelts

Surround Centers with greenbelts, where appropriate.

Policy 4 Development in the Environs

Development in the Environs should meet the Policy Objectives of the relevant Planning Area.

Policy 5 Transfer Density

Equitably transfer density from the Environs to existing or planned Centers.